



REPORT FOR ACTION

Downtown East 2023 Five Year Action Plan

Date: June 12, 2019

To: Economic and Community Development Committee

From: Executive Director, Social Development, Finance and Administration

Wards: 13

SUMMARY

In its consideration of CD29.5, Closing the Service Gap in the Downtown East Revitalization Area, City Council requested the Executive Director, Social Development, Finance and Administration to report back to the Economic and Community Development Committee in the second quarter of 2019 on a comprehensive five-year Action Plan to coordinate City services and address long term community needs in the Downtown East area. The Downtown East area is bounded by Bloor Street on the north, Front Street on the south, Bay Street on the west, and the Don Valley Parkway on the east, including an expansion up to 21 Park Rd, north of Bloor due to the respite site at that location. Needs in the area include many issues that require collaboration between sectors and across governments such as supportive housing, crisis intervention, services for all community members including people who are homeless and actions to address safety concerns in the area.

This report provides a summary of the outcomes of the enhanced 12-month Action Plan, an 18 month Work Plan for the next phase of the five year Action Plan and a proposed framework for measuring success.

RECOMMENDATIONS

The Executive Director, Social Development, Finance & Administration recommends that:

1. City Council adopt the Downtown East 5 year Action Plan and Work Plan, outlined as Attachments 3 and 4 to this report, and direct the Executive Director, Social Development, Finance & Administration to include the staffing and resources needed to implement the Work Plan as part of the 2020 Budget Process.

2. City Council direct the Executive Director of Social Development, Finance & Administration to submit a new and enhanced 2020 budget proposal to support the implementation of the actions of the Work Plan.

3. City Council authorize the Executive Director, Social Development, Finance and Administration to enter into any agreements with third party partners integral to implementing these recommendations, within the resources in the approved operating budget, upon terms satisfactory to them, and in forms and terms satisfactory to the City Solicitor, to support implementation of the Downtown East Action Plan, as required.

4. City Council request the Provincial and Federal Government to work with the City to support actions to address the urgent need for enhanced access to supportive housing, rapid mental health crisis supports, and a continuum of substance use treatment and overdose prevention outlined in the Toronto Drug Strategy and collaborate with City Staff to advance the outcomes of the Downtown East Action Plan.

FINANCIAL IMPACT

This report seeks City Council approval for the implementation of a 5 year Action Plan for the Downtown East area of the City.

As listed in Attachment 4 to this report, action items, except those noted below, can be implemented within resources included and approved in the 2019 Budget for the identified City divisions. For resources needed to continue actions in 2020, Divisions will review their current capacity and staff resources and, if required, will identify additional funding requests for consideration as part of the 2020 budget process. Additional changes to provincial funding committed to the City would adversely affect the implementation of the Work Plan and may change the financial impacts of this report.

The following requirements for resources to support the plan will be submitted as part of the 2020 Budget process:

1. To implement Action # 1.1, the continuation of the Downtown Yonge BIA Community Engagement Team pilot, Social Development, Finance and Administration (SDFA) will require \$0.250 million (gross and net).

2. To implement Action # 1.2, the provision of training on de-escalation, mental health, and suicide prevention for frontline City and community agency staff in the Downtown East, SDFA will require funding of \$0.025 million (gross and net).

3. To implement Action # 2.4, a plan for the Sherbourne Corridor, SDFA will require funding of \$0.100 - 0.150 million (gross and net) to support new projects and response actions. A scoping process to develop the plan is currently underway which will include an evaluation of resource requirements, current capacity and needs.

4. To implement Action # 2.6, SDFA will require funding of \$0.100 to \$0.350 million (gross and net) to purchase services from an external contractor to undertake participatory community based research. Scoping for this action is currently underway and will be submitted by SDFA as a part of the 2020 Budget Process

5. To implement Action #3.0, due to the changes to the April 2019 Provincial budget related to public health funding, Toronto Public Health will require funding of an additional \$0.080 million net in funding, thus increasing the program costs to \$0.710 million gross, \$0.258 million net in 2020 for the continuation of 7 positions to support outreach.

6. To implement and support service coordination for the Downtown East Action Plan, SDFA will require funding of \$0.195 million (gross and net) for staffing and resources including the extension of a temporary full-time position and plan evaluation (Action # 4.0 and 4.1).

7. To address the anticipated impact of current and future provincial funding changes, contingent funds of up to \$0.500 million (gross and net) may be required to ensure that the critical actions of the Action Plan are implemented.

The total funding required to implement the Action Plan in 2020 is \$3.279 million gross, \$2.827 million net. This total funding requirement includes \$1.809 gross, \$1.277 net million that will be part of the 2020 base budget. Assuming the base budget allocations continue, the new and enhanced annual funding required in 2020 to implement the Action Plan is \$1.550 million (net).

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

On December 5, 2017 City Council adopted motion MM 37.15 to address the service gap in the Downtown East Revitalization Area. Council requested City staff to identify resources required to address current challenges and report to Budget Committee with a funding request. Council also directed City staff to establish an expert staff team to respond to the immediate crisis and develop a comprehensive 5-year plan.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.MM35.17>

On February 12, 2018, City Council adopted the 2018 budget which included allocations for one temporary full-time position to oversee the coordination of the DTE Action Plan.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX31.2>

On June 26, 2018, City Council adopted CD 29.5, which approved an Enhanced 12 month immediate Action Plan for the Downtown East Area, expanding the area from Bay St. to the DVP and Front St. to Bloor St. including the immediate vicinity of the Respite Centre at 21 Park Road while it is operational. This item included 36 action items, which were assigned to multiple City Divisions (Attachment 2). It also included a direction to report back with a five-year Action Plan for the community in the second quarter of 2019.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD29.5>

On July 23, 2018, City Council adopted motion MM 44.31, which approved the expansion of some of the Downtown East Service Levels to Riverside.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM44.31>

On March 7, 2019, City Council adopted the 2019 budget which included the following service level enhancements related to the Downtown East: enhanced street and laneway cleaning under Solid Waste Management Services (SWMS), continuation of seven street outreach workers for Toronto Public Health (TPH), and enhanced staffing levels for Parks Ambassadors and Park Cleanup across the DTE.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX2.5>

On April 16, 2019, Council adopted MM6.13 which directed the Executive Director, Social Development, Finance and Administration to update the “Review of the Dan Harrison Community Complex” and to include a renewed comprehensive strategy to address the long-standing complex challenges in the upcoming Five-Year Downtown East Action Plan and to work in partnership with Toronto Community Housing to co-develop a timeline for implementation and full costing for and report the outcomes to the October 15, 2019 meeting of the Planning and Housing Committee.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM6.13>

COMMENTS

EQUITY IMPACT

Toronto's Downtown East (DTE) has long been home to diverse populations who live, work, and play in the area, with strong representation from Indigenous Peoples, LGBTQ2S, racialized people, newcomers, and people on low incomes. The area is also home to high numbers of marginalized people, who for the purposes of this plan, are defined as people who are at risk because of a lack of affordable and supportive housing, access to safe drug supply, or adequate mental health services/supports. In addition, they experience social stigma and discrimination which further excludes them from society.

The 2023 DTE Action Plan advances several initiatives to address the barriers and needs of community members from equity-seeking groups. The Action Plan also includes initiatives focused on improving the City's ability to develop and implement programs and services that take into account the needs and perspectives of a variety of community members including residents with lived experience of marginalization.

BACKGROUND

Downtown East Area

The Downtown East area (DTE) is bounded by Bloor Street on the north, Front Street on the south, Bay Street on the west, and the Don Valley Parkway on the east, including an expansion up to 21 Park Rd, north of Bloor due to the respite site at that location. It is home to approximately 115, 255 Torontonians, about 4.2% of the city's population. This area also includes Ryerson University, Yonge Dundas Square, 3 BIAs, and parts of the Business District. By 2026, population in the DTE is anticipated to increase by 53.3%.

The DTE is a destination visited by people from across Toronto and outside the City for jobs, shopping, nightlife, entertainment and tourism. As a result, the area sees large volumes of people passing through on a daily basis, which contributes to the economy and vibrancy of the community. These volumes can also bring behaviours associated with large groups of people such as heightened congestion, litter, and incidents of social disorder.

The DTE is made up of many distinct neighbourhoods, including Moss Park, St. James Town, Church Wellesley Village, the Yonge St. Corridor and Regent Park. These neighbourhoods have resilient social networks, a history of grassroots community building, and a powerful sense of community identity.

DTE at a Glance

- Three of the ten poorest census tracts in the city are within the Downtown East area. The low income prevalence rate for adults (15-64 years of age) in the area is 32%, whereas the overall average for the city is 20%. Given a high volume of need, 8.4% of 211-listed community services in Toronto are located in the area, providing a range of supports to the community.
- The area is a destination for equity-seeking populations (LGBTQ, Racialized people, Indigenous people) who access social services which are not consistently accessible in other parts of the City.
- The estimated homeless population in Toronto increased 60% between 2013 and 2018. Complexity of issues among the homeless population is also high with 57% of people responding to the Street Needs Assessment reporting more than one kind of health issue (chronic/acute medical conditions; physical disability; mental health issue; or addiction).
- There are 1,595 shelter beds in the area with an additional 285 new sleeping spaces that opened at four 24 hour sites in the community between 2017 and 2019.
- The opioid overdose crisis continues unabated in Toronto as it is elsewhere in the country. This crisis is having a critical impact across the DTE. 32% of the suspected overdose calls to paramedics in Toronto occur within the DTE, with 1,044 calls in 2018.
- Mental health/addiction related Emergency Department visits are extremely high in this community, reported at 11%. Among these visits, 75% of patients were discharged with no supports. Mental health was the most common risk factor brought to the 51 Division FOCUS table in both 2017 and 2018 present in nearly 20% of cases.
- Concerns about public safety are also on the rise. The Downtown Yonge BIA and its associated businesses, as well as institutions such as Ryerson University

have reported needing to enhance security staffing and infrastructure on their properties.

- There was a 28% increase in critical incidents (stabbings, shootings, swarmings) as tracked by the Community Crisis Response Program between 2017 and 2018, representing 12% of critical incident calls in the city.
- Multiple sectors including business, social services, and educational institutions have identified challenges in terms of finding and retaining skilled staff to perform security and frontline work.

There is a heightened level of urgency for immediate action as homelessness and incidents of overdose increase with impacts on the area. Multi-sectoral collaboration is needed to comprehensively address the social conditions in the area in order to improve health and social outcomes for individuals and for the community as a whole. This approach should include: maintaining current stock of affordable housing, increasing availability of supportive housing, providing a full range of mental health responses including mental health promotion, counselling, treatment and crisis services, as well as addressing structures that keep people in poverty. Given that complex issues in the DTE are situated between multiple sectors, no one sector can act alone. Collaboration is vital to find impactful models for planning, funding, and measuring the effectiveness of collective responses.

Developing the Action Plan

A comprehensive process was undertaken to develop the Action Plan. City staff engaged in broad consultations with the community to discuss service needs, identify gaps and understand what different groups see as priorities. Consultation included representatives from community agencies, Business Improvement Areas, local residents' associations and City Divisions within the boundaries of the DTE Action Plan. A special focus was also given to incorporate feedback from people with lived experience of homelessness and those who access services in the area. A summary of key consultation activities is provided in Attachment 1.

It is important that the DTE Action Plan be responsive to the specific needs of Indigenous people in the area. For this reason, an Indigenous community engagement session was to occur within the 12 month plan. Based on critical reflection and feedback, additional time is required to ensure that the engagement process is meaningful, respectful and culturally appropriate. In addition, time must be built-in to ensure that the engagement process is co-developed with Indigenous community leaders and organizations as full partners. An Indigenous community engagement process will take place in consultation with the Indigenous Affairs Office, relevant City Divisions and Indigenous partners. This engagement process will also guide and be embedded in the Five Year Action Plan.

In order to monitor and measure the success of the proposed Action Plan, an Evaluation Advisory Committee was convened. This group consists of researchers from post-secondary institutions with expertise in poverty, criminology, evaluation, and urban planning. In addition the group includes staff from SDFA and TPH evaluation teams,

and representatives from the Downtown Yonge BIA who provide expertise in business interests. The Evaluation Advisory members completed research about best and promising practices implemented in other jurisdictions to address issues of community safety and stability of marginalized people. This research was used to guide the development of actions and measures of success for the plan. The group worked in collaboration with City staff to clarify the intended outcomes of the plan, develop a common understanding of how different activities will help attain those outcomes, and outline a structure for monitoring progress.

Impact of 12 Month Downtown East Action Plan

The 12 Month Downtown East Action Plan, adopted by Council on June 26, 2018, mobilized 36 actions under six focus areas. Highlights of actions taken are summarized below, with a note as to how these informed the content of the five year Action Plan. A full list of actions is attached in Attachment 2, including a report back on the extension of some of service to the Riverside Area as directed by Council.

Table 1: Highlights of 12 Month Plan Actions and Outcomes

Action and Impact	Relation to Five Year Plan
<p>Training for community and City staff (actions 1, 2, 5, 6)</p> <p>Between April 1, 2018 and March 31, 2019 Toronto Public Health (TPH) trained 806 people in Overdose Recognition and Response</p> <p>TPH provided Suicide Prevention training to 36 City staff and 137 agency staff</p> <p>Shelter, Support & Housing Administration (SSHA) provided De-escalation in the Community training to 10 City staff and 70 agency staff</p>	<p>There has been a high response and demand for training. Sessions on similar topics will continue within in the 5 year Action Plan. However, the delivery of TPH training sessions may be impacted by changes to public health funding and governance announces in the 2019 Ontario budget.</p>
<p>Harm Reduction in Shelters and Respite (4,5)</p> <p>Developed overdose policies shared them with all shelters/drop-ins requesting this information. Set up a workgroup to coordinate and design consultations and training on the SSHA Harm Reduction framework. Parkdale Queen West CHC provides on-site naloxone training to operators who cannot attend City training.</p>	<p>This work will continue with Phase 2 of the Harm Reduction Framework that will identify policies, tool and supports that are needed to promote harm reduction in the drop-in sector.</p>

Action and Impact	Relation to Five Year Plan
<p>Community Safety Protocols, Networks and Responses (18, 19, 20, 21)</p> <p>Establishment of new safety networks at Dundas and Sherbourne, Riverside and safety communication protocols for all networks. Networks have also developed work plans until December 2019 and summer safety planning is underway.</p> <p>Ongoing mobilization of response to situations of Acutely Elevated Risk through FOCUS and SPIDER tables. 250 cases closed by FOCUS within 51 Division in 2018.</p> <p>The Community Crisis Response Program responded to 74 incidents in from June 2018-May 2019. Debriefs on incidents occur at monthly safety network meetings.</p> <p>Supporting impacted communities' ability to heal and recover with Community Crisis Response Fund. Approved 4 Community Crisis Response Fund applications in 2018 providing \$12,000 for community initiatives</p>	<p>These initiatives will continue as part of the 5 year plan.</p>
<p>Sharps and harm reduction supply disposal (actions 9, 30)</p> <p>Guidelines for sharps disposal developed, distributed and posted to the City website</p> <p>Of the 22 large sharps disposal bins designated for the DTE, 9 have been installed. Parks, Forestry & Recreation's (PFR) enhanced cleaning in parks (action 26) addressed the incidence of inappropriately discarded sharps in a timely and adequate manner and bins were not required at this time. PFR has stored 9 bins to be available for installation as need is identified. City Divisions have been engaged in providing recommendations for placement of the remaining 3 bins in areas of greatest need.</p>	<p>No additional large infrastructure for sharps disposal is recommended in the report. The focus is on installation of remaining bins, enhanced cleanup services and public information related to sharps disposal.</p>

Action and Impact	Relation to Five Year Plan
<p>Increased cleaning and response in hotspot areas (actions 26, 28, 29, 31)</p> <p>Enhanced frequency of cleaning for streets, laneways, and parks, including addition of Fresh Start Pilot providing cleanup of sharps and garbage outside 24-hour respites and at 277 Victoria.</p>	<p>Continuation of enhanced service levels for street, park, and laneway cleaning have been approved in the 2019 budget process. Fresh Start Pilot will continue with funding until December 2019.</p>
<p>Increased outreach staffing (actions 24, 25, 27)</p> <p>Between August 2018 and March 2019, TPH Outreach team provided 4,200 referrals to social services (including supervised injection, dental, housing, shelter, mental health, crisis and counselling) and provided harm reduction, overdose prevention or dietary supplies on 4,777 occasions.</p> <p>Parks Ambassadors increased staffing level to 6 staff with a 2 person downtown team. The Toronto Central Local Health Integration Network (TC-LHIN) provided one time funding for the Regent Park Community Health Centre to hire two temporary FTEs to offer enhanced harm reduction outreach.</p>	<p>Maintenance of TPH outreach levels is dependent on funding and approval for the Consumption and Treatment site at The Works.</p> <p>Continuation of the increased staffing level for Parks Ambassadors was approved in the 2019 budget.</p>

Recommendations for the 5 year Action Plan

The 5 year Action Plan was developed following a process that included consultations, a review of the effectiveness of the 12 month plan, an analysis of best and promising practices, and the development of a monitoring framework. Based on this process, four central outcomes were established:

- 1) Safe, Inclusive Communities
- 2) Cross Sectoral Trust and Collaboration
- 3) Stability for Marginalized People
- 4) Model for a City Response to Complex Issues

These outcomes provide a framework to more effectively respond to current and emerging issues in the DTE, and to build capacity to respond to similar challenges in other parts of the City. Measures of success for each outcome were developed through the work of the Evaluation Advisory Committee.

Staff is also aware that in order to be successful, it is critical that implementation follows a nimble, responsive approach with continued monitoring of impact and effectiveness, as well as collaborative communication with multiple diverse parties to ensure that the intended outcomes are achieved.

Outcome 1: Safe, Inclusive Communities

Safe and inclusive communities are supportive for all that live, access services, work and play in the area. Safe communities are fostered when individuals are able to access spaces where they feel protected and secure and are able to rely on a timely, respectful and appropriate response when their safety is compromised. Inclusive communities support people to meet their basic needs and address barriers so that all members can live with dignity, engage actively, and contribute to their community. To this end, safety and inclusion-related interventions will be designed and implemented to value the safety, dignity and sense of belonging of all community members.

Increasing community safety requires prevention of crises, preparation for crises, and intervention in crises when they do arise. Prevention of safety issues is multifaceted and includes three streams of work: providing ongoing supports to soften the impact of incidents that have already happened, offering timely intervention to minimize the impact of incidents in the short term, and ultimately working to prevent future incidents from occurring. The Downtown East Action Plan will include a combination of these approaches, tailored to respond to the acuity of issues in the area. As a result, the initial focus will be weighted toward intervention and preparation, with an intention to shift more comprehensively toward prevention strategies, ensuring adequate attention has been given to urgent issues.

The 12 month Action Plan pointed to the need for improved pathways for reporting issues of concern, and nimble, neighbourhood-specific responses. In response, new community safety tables and safety protocols were developed in hotspot areas. The 5 year Action Plan will build upon this foundation by engaging cross-sectoral partners to create neighbourhood-level plans which tackle complex local problems. The Yonge Dundas Community Engagement Team is one of these initiatives currently underway. It provides a timely response to concerns raised by businesses and Ryerson University related to community safety issues. This initiative combines community engagement in local businesses and institutions, incident reporting, identification of shared objectives and outcome measures, a communication strategy, and integration with City outreach activities in the area through TPH and SSHA. Collaboration through senior management and frontline staff tables is critical to implementation. The five year Action Plan will build on partnerships developed through the 12 month Action Plan to mobilize projects using similar collaborative mechanisms in other areas of the DTE, with a Dundas-Sherbourne focus in development in late 2019.

Measures of Success for Safe, Inclusive Communities include:

- Increased timely and appropriate responses to local concerns;
- Decreased number of improperly disposed sharps/drug use supplies;
- Increased cleanliness of streets, parks and laneways which are well maintained and serviced regularly;
- Increased public awareness of appropriate and available responses for safety issues;
- Increased collaboration of diverse community members in addressing local concerns;

- Improved metrics on crime, social disorder, and quality of life as tracked by Toronto Police; and
- Improved perception of safety and well-being reported by diverse community members.

Outcome 2: Cross Sectoral Trust and Collaboration

In a complex environment like the DTE, communication between sectors is vital to ensure common understanding of trends, needs in the community, and opportunities to streamline responses. Intentional work to build trust and set common goals among diverse partners in the area can create the right environment for proactive collaboration to address concerns. This means City divisions, local service providers, institutions, businesses, residents and other community members share information and data, plan collectively, and problem solve issues as they arise.

Cross Sectoral Trust and Collaboration actions focus on bringing the right people together, and creating data sharing tools that allow partners to track emerging issues and develop proactive, multi-sectoral responses to issues at the neighbourhood and area level. The level and impact of collaboration in the community will be monitored using a monitoring framework developed by the Yonge Street Mission which SDFA has been using to support mapping of existing networks in the DTE area.

Measures of Success for Cross Sectoral Trust and Collaboration include:

- Increased impactful collaborations among stakeholders;
- Increased timely and appropriate responses to local concerns;
- Reduced barriers to access and navigate local resources; and
- Greater use of voices of People with Lived Experience to inform service planning.

Outcome 3: Stability for Marginalized People

Individual stability is achieved when marginalized people are able to consistently access resources that meet their basic needs, have support systems available to them to prevent or manage crisis, and are supported to make decisions and plans to improve their well-being in a way that maintains their dignity.

This means a unified system of supports that help marginalized people connect with services, find belonging with a community of peers, and have consistent access to basic needs such as housing, food, and health services.

Stability actions in the plan focus on expanding access to services that are most effective at improving health and social outcomes, and increasing access to housing with appropriate supports. This will include a review of requirements for City-funded agencies with a focus on identifying and promoting best practices for agencies working with marginalized populations. Community based research and evaluation will support the ongoing monitoring of barriers to accessing services and effectiveness of new responses rolled out as part of the plan.

Measures of Success for Stability for Marginalized People include:

- Increased number of people housed with appropriate supports;
- Increased number of marginalized people connected to appropriate supports and moving out of vulnerability;
- Improved capacity of employees in City run/funded spaces to support marginalized people;
- Increased number of marginalized people who have access to safe spaces to spend their time; and
- Increased number of marginalized people who have a support system available to prevent or manage crisis.

Outcome 4: Model for City Response to Complex Issues

There are many challenges to be addressed in the DTE, but it is only one area of the city. A key proposed outcome of the plan is that the DTE Action Plan will identify effective models and practices to inform the City's response to community challenges in other parts of Toronto. New initiatives piloted as a part of the Action Plan will be monitored for their ability to be replicated or scaled to other communities facing similar challenges. This plan provides an opportunity to understand the impact of a concerted action and investment in a specific geography, and will be instructive in developing practices that can be leveraged in other areas of Toronto.

Measures of success for Model for City Response to complex issues include:

- Embedding of DTE pilot approaches in other neighbourhoods of the DTE;
- Increased understanding of the impact of service provision or service barriers in other areas of the City on wellness in the DTE;
- Expansion of approaches beyond the DTE;
- Increased ability for other Toronto areas to effectively mount a nimble response to similar issues in a timely manner; and
- More effective and efficient mechanisms for multi-sectoral collaboration in other Toronto areas facing similar issues.

Leveraging Related Policies and Initiatives

The DTE Action Plan will be implemented within the context of several related strategic city-building plans. For example, TOCore and the PFR Facilities Master Plan provide an understanding of current and future service needs in the area and reinforce the importance of maintaining integral community infrastructure as the area develops and grows. The DTE Action Plan is also structured to support, align with and leverage several City-wide community and social service strategies that have particular relevance in the DTE, including the Poverty Reduction Strategy, Tenants First, the Toronto Overdose Action Plan and the supportive housing provisions in the Housing TO Action Plan. The 5 year DTE Action Plan will facilitate a coordinated approach to the implementation, monitoring and evaluation of these strategies within a specific geographical focus.

Transformative place-based initiatives are also planned for the DTE which provide opportunities in the short and long term. The George Street Revitalization is an initiative which will result in a dramatic improvement in services and community infrastructure over the longer term. In the short-term, the initiative will change the demographics of the DTE, relocating approximately 600 shelter beds out of in the area between 2019 and 2020. The George Street Revitalization will also provide new opportunities for programming and community space available through a new community hub. A number of projects linked to Tenants First are also underway in the area, including a Rooming House Pilot, a LHIN partnership on an integrated service model for seniors' housing, and the modernization of 389 Church Street. The City is working in collaboration with the Ministry of the Attorney General on siting and integrating a new Justice Centre pilot in the DTE in 2019, with a focus on urban and community health.

While the City is taking action, many issues in the DTE require engagement and investment from higher levels of government. Given Provincial Budget changes, the City's ability to address issues that involve multiple levels of government is currently unclear. This includes many issues of critical importance in the DTE such as supportive housing, crisis intervention services, health and wellness for people who are homeless, poverty reduction and substance use treatment. Conversations with other levels of government to find resourcing and commitment to tackle these issues is a mandatory precursor to improving quality of life in the DTE. Reductions in service levels, funding, or cross-governmental collaboration may cause the circumstances in the area to worsen.

Downtown East 2023 Action Plan

The 2023 DTE Action Plan leverages successful actions from the 12 month plan to continue responses that enhance cleanliness, training, and street outreach services in the area. From this foundation, the 2023 Action Plan provides an expanded framework for focusing the actions of the City and community partners by enhancing timeliness of responses, increasing communication, and addressing systemic challenges.

Monitoring and response to issues raised by people who live, work and play in the DTE will continue as the plan rolls out. This includes the continued collaboration between residents, agencies, businesses, BIAs, Toronto Community Housing Corporation (TCHC), Toronto Police Services and City staff in the implementation of safety networks, community safety plans and protocols and the implementation of the Action Plan.

Components of the 12 month Action Plan which will be continuing in the Five year Action Plan include:

- Enhanced street and laneway cleaning in the DTE by Solid Waste Management Services and Transportation Services
- Enhanced staffing resources for Parks Ambassadors and Parks Cleaning
- Enhanced street outreach by additional staff at Toronto Public Health, The Works
- Roll out of the multi-divisional data sharing tool to monitor trends and changes related to public realm
- On-site training for SSHA service operators in the DTE for the use of naloxone through partnership with the Parkdale Queen West Community Health Centre

- Training for City and community agency staff on de-escalation, suicide prevention, and mental health.
- Continued connections for residents' associations and BIAs to access supportive trainings
- Tracking of new public realm developments in the DTE to identify points of integration where enhancements can contribute to outcomes of the Action Plan
- Community based safety tables to provide a nimble, neighbourhood-based response to emerging safety issues and lead initiatives and events that promote community connections
- Itinerant service provision through Toronto Employment and Social Services (TESS) Access and Resource Centres to OW clients and walk-in residents

Due to potential budget constraints and governance structure changes announced by the Provincial government in the April 2019 budget documents, TPH actions may be subject to change.

The Downtown East 2023 Action Plan aims to focus divisional efforts in a staged approach, including:

- 1) Quick Starts (able to be implemented within 6-12 months);
- 2) Core Projects (implementation will take 1-2 years); and
- 3) Signature Initiatives (multi-year approaches).

These initiatives will be undertaken by City Divisions and community partners. Quick Start actions will be implemented rapidly but sustained throughout the duration of the plan. Similarly, although Core and Signature projects will need time for full implementation, immediate actions related to these initiatives will be identified in the 18 month Work Plan. As Quick Starts, Core Projects and Signature Initiatives are implemented, other opportunities may arise that have immediate impact for residents and strengthen the safety and inclusivity in the area. The plan will be implemented in a way that is responsive to these changes. A summary of all initiatives is included as Attachment 3.

1. Quick Starts

Quick Starts include projects that are planned or underway which can be implemented within six to twelve months. Once started, these actions are planned to continue through the course of the Action Plan. These items focus predominantly on issues related to safe, inclusive communities, in order to provide a timely and effective response to concerns related to community safety.

The anticipated Quick Start projects that have been identified are indicated below. Activities are explained in greater detail beneath the chart.

Table 2: Quick Start Actions (6-12 Months)

Theme	Activities	Intended Outcomes	Divisional Involvement
Safe, Inclusive Communities	Neighbourhood Level Response: DYBIA Community Engagement Team Pilot	<ul style="list-style-type: none"> Increased timely and appropriate responses to local concerns Increase in number of marginalized people who have a support system available to prevent or manage crisis 	SDFA, SSHA, SWMS, TPH, Toronto Police, Transportation Services
	Coordinated Response to Properties in the DTE	<ul style="list-style-type: none"> Increased timely and appropriate responses to local concerns 	Fire, Municipal Licensing & Standards (MLS), TCHC, TPH, Toronto Police
Stability for Marginalized People	Pathways to Housing: Monitor 24 hour respite sites	<ul style="list-style-type: none"> Increased number of clients connected to supports and moving out of vulnerability Increase in number of marginalized people who have access to safe spaces to spend their time 	SSHA
Cross Sectoral Trust and Collaboration	DTE Communication and Engagement Strategy	<ul style="list-style-type: none"> Increased public awareness of appropriate and available responses Increased timely and appropriate responses to local concerns 	SDFA, SSHA, Strategic Communications, TPH
	Dundas and Yonge Leadership Table	<ul style="list-style-type: none"> Increase in impactful collaborations among stakeholders Increased timely and appropriate responses to local concerns 	SDFA, SSHA, SWMS, TPH, Toronto Police, Transportation Services

DYBIA Community Engagement Team at Dundas and Yonge

In summer 2018, the Downtown Yonge BIA rolled out an innovative pilot of a Community Engagement Team providing a 5-7 minute response to calls for support related to social disorder in public spaces, within local business or Ryerson University. While calls of an emergency nature are still directed to 911, this service provides a

supportive response to callers who are dealing with disruptive behaviours which they or their staff are not equipped to manage. This pilot has been expanded for 2019 and now has active participation from SSHA, TPH, Toronto Police Services 51 and 52 Division and SDFA.

Coordinated Response to Properties in the DTE

This trial working group is based on the Problem Properties model currently used in Parkdale. The purpose of this pilot table will be to proactively identify, triage and respond to property and public realm issues related to property standards, fire safety, public health, and other areas of City responsibility, in collaboration with relevant non-City parties as needed. This group will meet on a quarterly basis and report out to the overall DTE Project Management Table.

Monitor 24 hour Respite Sites

Shelter, Support and Housing Administration's Quality Assurance team will continue to monitor 24 hour respite sites to ensure compliance with the Toronto Respite Standards. This will include monitoring of provisions related to customer service, basic needs and services, and health and safety. Indicators will be established to track the outcomes of the Community and Client Engagement Coordinator roles at respites in order to monitor response to local concerns and suggestions.

DTE Communication and Engagement Strategy

A communication and engagement strategy will be developed to ensure proactive information sharing throughout the duration of the DTE plan related to trainings, service provision changes, and resources available to respond to issues of local concern. This strategy would include ensuring the DTE website provides a central access point for resources about available City services, and the provision of quarterly community updates for those who are interested in receiving information about the DTE Action Plan as it rolls out. This plan will also clarify pathways for community members to share information with City Staff related to trends and changes observed in the area.

Dundas and Yonge Leadership Table

A Senior Management Leadership table was convened in March 2019 to oversee the response to issues in the area of Yonge and Dundas. The Leadership Table includes senior leadership from the DYBIA, Ryerson University, City Divisions, and Police from 51 and 52 Division. This table provides a new collaborative mechanism to oversee the coordination of service delivery in the area, track impacts of services and provide a timely response to new trends. This table will identify shared measures of success for outreach services and rapid response services in the area and will monitor changes in crime and social disorder occurring in public and private space. A frontline table has also been established which will build a bridge for communication, ensure an informed, nimble response to emerging issues and identify appropriate opportunities for replication in other communities in the Downtown East.

2. Core Projects

Core projects will build on existing initiatives of City Divisions and partners to achieve the central outcomes of the Action Plan. These projects will take one to two years to develop and deliver.

The anticipated Core Projects that have been identified to date are indicated in the chart below:

Table 3: Core Projects (1-2 years)

Theme	Activities	Intended Outcomes	Divisional Involvement
Stability for Marginalized People	Review of Workplace Practices and Protocols	<ul style="list-style-type: none"> Improved capacity of employees in City run/funded spaces to support marginalized people 	SDFA, SSHA, TESS, TPH
	Peer Employment Review	<ul style="list-style-type: none"> Improved capacity of employees in City run and City-funded spaces to support marginalized people 	SDFA, SSHA, TESS
	Capacity Building: Mental Health	<ul style="list-style-type: none"> Increased number of clients connected to supports and moving out of vulnerability Increase in number of marginalized people who have a support system available to prevent or manage crisis 	SDFA, SSHA, TPH
Safe, Inclusive Communities	Inclusive Community Spaces	<ul style="list-style-type: none"> Increase in number of marginalized people who have access to safe spaces to spend their time Improved perception of safety and well-being reported by diverse community members. 	PFR, SSHA
Cross Sectoral Trust and Collaboration	Collaboration with Health and Justice Partners	<ul style="list-style-type: none"> Increase in impactful collaborations among stakeholders 	SDFA, SSHA, TPH

Theme	Activities	Intended Outcomes	Divisional Involvement
& Safe, Inclusive Communities	Sherbourne Corridor Coordinated Plan	<ul style="list-style-type: none"> • Increased timely and appropriate responses to local concerns • Increased collaboration of diverse community members in addressing local concerns 	PFR, SDFA, SSHA, TCHC, TPH, Toronto Police

Review of Workplace Practices and Protocols

City divisions including SDFA, SSHA, and TPH provide funding to agencies that offer services to marginalized people in the Downtown East. This review will engage an interdivisional team to identify any existing specifications within funding agreements or guidelines with agencies related to workplace practices and staffing. Practices may include supports for staff, protocols related to trauma-informed care, staff information sharing, and debrief practices. The goal of the review is to identify and promote best practices that support agency staff to provide a high quality of service and promote practices to address burnout and staff turnover, which impact the continuity of service provided to the community.

Peer Employment Review

Consultations indicated that when delivered well, peer employment can provide an impactful pathway toward enhanced personal stability and self-determination for people with lived experience of marginalization. However, without appropriate supports, the work can be traumatizing for peer workers. This review will explore ways to promote collaboration between City and agencies to create pathways that bring marginalized people closer to the labour market through safe and supportive roles.

Capacity Building: Mental Health

Although the City does not directly provide mental health service, Divisions will continue to build partnerships that support mental wellness in the community. As the Province holds responsibility for funding mental health services, these actions may be affected and limited by further Provincial funding changes. Some examples of this work will include:

- SSHA continues to build partnerships with the health sector and providers to ensure shelter, 24-hour respites and 24-hour women's drop-ins have improved access to mental health supports.
- SSHA to work with the Toronto Drop in Network to develop sector-led solutions to promote mental health in drop-ins and strategies to respond to conflict and increase safety in these spaces.
- SDFA's Community Healing Project which takes a trauma-informed and peer-based approach to address the impact of community violence on youth will be held in Regent

Park in 2019. Opportunities to apply this program in other communities in the DTE will be explored over the course of the plan.

Inclusive Community Spaces

A mapping of spaces available in the DTE showed gaps in terms of spaces that have appropriate capacity to welcome marginalized community members after 4:00 p.m. and on weekends. This action will focus on activities to improve the capacity of a range of City-run and City-funded spaces to welcome community members that experience marginalization, in order to provide alternative spaces to gather that offer relevant programs and supports. This work will be supported by funding through the SDFA Community Funding Unit. These activities include:

Collaborative Relationships: Initiatives that strengthen relationships and partnership for community centres and shelter/respice operations that are located in close proximity. Development of a community of practice/working group for PFR and other Agency/Divisional Partners (such as Toronto Public Library) to share learnings that foster best practices for working with marginalized people.

Physical Space: Identify opportunities to increase indoor and outdoor spaces in the area that are welcoming and promote wellness of marginalized people. SSHA will explore opportunities through consultation with the drop-in sector to better coordinate available hours of daytime drop-in services for marginalized people in the DTE.

Collaboration with Partners from the Health and Justice Sectors

As the DTE Action Plan is implemented, City staff will continue to collaborate with the Ministry of the Attorney General on the siting the Moss Park Justice Centre in its pilot phase. The pilot will identify capacity to support a full-scale justice centre model in the area, with comprehensive access to health, social, housing employment and legal services for marginalized individuals. This relationship will also provide opportunities to explore how enhanced communication between sectors could improve response to safety issues in the community.

The implementation of the plan will also roll out in close collaboration with the development of the new Ontario Health Teams (OHT) model, identifying opportunities to align plan goals with the work of the OHT and other health partnerships that may emerge. Specific focus will be given to identifying collaborations that support hospital to community transitions and improve community-based care for marginalized populations.

Sherbourne Corridor Coordinated Plan

The six block area surrounding Dundas and Sherbourne has long had a diverse population. However, this area has not had a comprehensive plan guiding service provision or response to community needs. This area includes over 1,000 TCHC units and 500 shelter/respice beds, with an LGBTQ youth shelter slated to open by the end of 2019. In 2018, 5% of the City's suspected overdose calls came from within this six block radius. Given the vulnerability of the area, there is concern that changes to service levels in surrounding areas may lead to displacement of crime into the Sherbourne

Corridor. A focused plan will be developed for this area leveraging learnings from the Yonge Dundas Community Engagement Team Pilot and the local safety network.

A planning group will be convened with representation from City divisions, TCHC, service providers, business, residents and people with lived experience with backbone support from the SDFa Community Development Officer. This group will work to collaboratively identify a vision that can guide service planning in the area in order to address service gaps and at the same time enhance safety, health and social outcomes for all people in the area. This work will provide a neighbourhood-wide lens to support the implementation of a renewed Comprehensive Strategy for the Dan Harrison Complex, described below, and find opportunities to improve quality of service for TCHC tenants along the corridor. Staff will monitor the Sherbourne Corridor Plan to identify opportunities for replication in other communities.

3. Signature Initiatives

Signature Initiatives have the potential of creating significant neighbourhood impact for individuals and communities. These initiatives build on some of the successful City-led work to address homelessness and prevent overdose in the area, with a sustained focus on increasing community safety. These projects will take time to develop, coordinate and deliver, but will result in transformational changes in the community.

The Signature Initiatives that have been identified to date are indicated in the chart below:

Table 4: Signature Initiatives (Multi-year approaches)

Theme	Activities	Intended Outcomes	Divisional Involvement
Cross Sectoral Trust and Collaboration	Community Based Research and Evaluation	<ul style="list-style-type: none"> Voices of people with lived experience inform service planning Increased timely and appropriate responses to local concerns 	SDFa, SSHA, TPH
Safe, Inclusive Communities & Stability for Marginalized People	Enhanced Pathways to housing with appropriate supports	<ul style="list-style-type: none"> Increase in number of people housed with appropriate supports Increase in number of marginalized connected to supports and moving out of vulnerability 	Housing Secretariat, SSHA
	Renewed comprehensive strategy to address the Dan Harrison Complex	<ul style="list-style-type: none"> Increase in number of people housed with appropriate supports Improvements in metrics on crime, social disorder, and quality of life as tracked by Toronto Police 	Housing Secretariat, SDFa, SSHA, TCHC

Theme	Activities	Intended Outcomes	Divisional Involvement
	George Street Revitalization	<ul style="list-style-type: none"> Increase in number of marginalized people connected to appropriate supports and moving out of vulnerability 	SDFA, SSHA
	Overdose Prevention	<ul style="list-style-type: none"> Increase in number of marginalized people connected to appropriate supports and moving out of vulnerability 	TPH

Community Based Research and Evaluation

Community Based Research methods will be used over the course of the Action Plan in order to hone findings from previous research in the area related to the needs and aspirations of the diverse individuals in the DTE. An external contractor will be engaged to lead a process that builds on the expertise of all members of the community (residents, businesses, people with lived experience) to better understand more effective programmatic and service level responses to local issues. A recent project undertaken as a part of the Rooming House Project in the area led a deep engagement process with residents of the TCHC Rooming Houses to better tailor service provision to the distinct needs of the group. The community will be engaged in the identification of issues that make systems challenging to navigate, and involved in targeted initiatives that respond to these challenges.

Enhanced Pathways to Housing with Appropriate Supports

SSHA is prioritizing improved housing outcomes for shelter stayers in the DTE as part of the system-wide development of a Coordinated Access system and approach to prioritize long-term shelter stayers into housing and provide the necessary supports to keep them housed. This will include the effective implementation of transition plans for Seaton House closure, including assisting clients to access housing with supports wherever possible.

This action will build on work already underway at the City including initiatives focused around maintaining housing stock and eviction prevention, including:

- Developing the City of Toronto 10-Year Housing Action Plan, with a focus on maintaining stock of affordable housing and reflecting the needs of vulnerable individuals experiencing homelessness.
- Continued support through eviction prevention services through the Eviction Prevention in the Community Program, the Rent Bank and other community based services in the DTE area.
- Continued implementation of the City's Official Plan policies and by-law for rental housing replacement and tenant assistance when properties are redeveloped.

- Implementation of Official Plan policies for dwelling room replacement and tenant assistance when a property is redeveloped.

In addition to this foundational work, recent efforts have resulted in funding for renovation and retrofit of 2 properties in the DTE that are projected to house over 150 individuals with supports. SDFa will work with the Housing Secretariat to pursue opportunities for affordable housing in the area including properties owned by local faith-based or non-profit organizations.

Renewed Comprehensive Strategy to Address the Dan Harrison Complex

In April 2019, Council directed staff to renew a comprehensive strategy to address the long-standing complex challenges at the Dan Harrison complex (MM6.13). The Dan Harrison Complex is a high needs building that is currently being reviewed by a joint City-TCHC group to create a long-term plan for the property, with a view to developing a plan that improves the health and safety outcomes for the building and the surrounding community. This process will include a phased approach beginning with immediate changes to stabilize the building and community, moving on to a more comprehensive plan to transform its place in the community.

George Street Revitalization

The George Street Revitalization (GSR) project will bring about transformational change to the George Street neighbourhood and the greater Downtown East. George Street will be transformed with a dynamic range of housing, integrated and specialized programs and services to meet the unique and complex needs of homeless, vulnerable and elderly individuals in the community. At completion, it will include a long-term care home, a transitional living facility, an emergency shelter, affordable housing, and a community hub serving residents of both the site and the local neighbourhood.

As part of the GSR project, Seaton House will transition from a large institutionalized setting into a world-class facility providing specialized care for vulnerable populations. The Seaton House Transition Plan will help coordinate the movement of people, programs and services currently located at 339 George Street to alternate locations while the redevelopment of the George Street site takes place. The plan involves the relocation of shelter beds to five new program spaces, as well as housing current Seaton House clients with the assistance of Housing Allowances and Supportive Housing units with Habitat Services and other providers. GSR will be the catalyst for a more safe and vibrant community for all in the heart of the historic Garden District. The revitalization of George Street will change the context of service provision in the Downtown East and create opportunities to address ongoing service gaps in the area.

Overdose Prevention

TPH remains committed to working with partners to scale up the response to overdoses, and enable service providers to implement actions as recommended in the Toronto Overdose Action Plan, adopted by the Toronto Board of Health in 2017. This work includes ongoing action to ensure that naloxone is readily available to those who

need it and that City staff and community agencies are trained to recognize and respond to overdose.

In February 2019, the Board of Health recommended expanding treatment options to include managed opioid programs. A Status Report and update to the Overdose Action Plan went to the Board of Health in June 2019.

Next Steps

Monitoring and Measuring Success

A logic model and theory of change have been created with the support of the Evaluation Advisory Committee to explain and guide the development of actions for the Action Plan. The plan will measure progress by tracking specific indicators linked to each action, monitoring change and reporting to the Project Management Table on an ongoing basis to identify situations where adaptation is needed. As the signature initiatives roll out, resources may be required to support a more comprehensive evaluation.

Implementation of the Plan

The project will continue to be managed through a Steering Committee guiding the implementation and monitoring of the plan with additional guidance from an interdivisional project management table. Representatives from the following Divisions and ABCs will form part of the Interdivisional Table: City Planning, Housing Secretariat, MLS, Paramedic Services, PFR, Police, SDFa, SSHA, TCHC, TESS, TPH, and SWMS.

These tables will also report back and solicit guidance from the community in addition to ongoing information sharing from the local safety tables. Community engagement will come from three key channels. SDFa, SSHA and TPH will convene a table using the model of the Poverty Reduction Strategy's Lived Experience Advisory. This table will consist of people with lived experience of marginalization who access services or live within the DTE. The group will provide guidance on Action Plan implementation and identify areas of emerging concern in the community. Finally, meetings will be convened on a quarterly basis with representation from service providers, business, and residents associations in the Downtown East. This will provide a forum to provide updates on the plan, opportunity to contribute feedback and ensure implementation of the Action Plan is aligned to community needs.

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ATTACHMENTS

Attachment 1: Summary of Key Consultations
Attachment 2: 12 Month Action Plan Outcomes Summary
Attachment 3: Downtown East 2023 Action Plan Summary
Attachment 4: Downtown East Action Plan Work Plan (Q3 2019 – Q4 2020)