

An Integrated Service System Approach to Vulnerability

Date:	November 20, 2013
To:	Executive Committee
From:	Deputy City Manager, Cluster A Medical Officer of Health
Wards:	All
Reference Number:	

SUMMARY

This report outlines a proposal for a dedicated unit to provide for a more integrated approach to extreme individual and community impact cases that involve residents facing increased vulnerability.

Various City Divisions and Agencies are the first responders to complex property and community standards issues, some of which are as a result of a person experiencing vulnerability. City staff have encountered extreme cases of chronic hoarding of animals, possessions and refuse, multiple property standards and fire code violations, bed bug and other pest infestations, and while they take the immediate appropriate actions to remedy the circumstance at the time, often additional, chronic issues may go unresolved from the perspective of both the individual resident and/or surrounding neighbourhood residents. In some cases, individual residents may persist in exercising their legal rights to refuse assistance, including mental health and substance use related interventions.

In an effort to improve the City's capacity to respond effectively to these extreme cases that involve multiple City Divisions and Agencies, the City is developing a new unit, the Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER) to assist in the coordination and navigation of health, social and community service systems. This navigation support will be reserved for only the most extreme cases involving interaction among multiple service systems and will ensure that: (1) the various City responses are coordinated; and (2) existing health, social and community services are proffered to reduce the recurrence of cases and improve resident and community outcomes.

RECOMMENDATIONS

The Deputy City Manager, Cluster A, and the Medical Officer of Health recommend that:

1. City Council authorize the Executive Director of Social, Development, Finance and Administration to establish the Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER) on a 'proof of concept' basis;
2. City Council authorize that the 2014 Operating Budget of Social Development, Finance and Administration be increased by \$199,000 gross and zero net to reflect the two new temporary staff positions and the funds be allocated through Interdivisional Recovery (IDR) from Toronto Employment and Social Services Division;
3. City Council authorize that the 2014 Operating Budget of Toronto Employment and Social Services be adjusted to include a draw of \$199,000 equal to the gross expenditures from the Social Assistance Stabilization Reserve and transfer the funds to Social Development, Finance and Administration through Interdivisional Charges (IDC); and
4. City Council forward a copy of this report to the Board of Health for information.

Financial Impact

The 2014 operating cost of the Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER) is estimated at \$199,000 and funds to support this initiative will be drawn from Social Assistance Stabilization Reserve (XQ1054), hence it does not create a funding pressure on the 2014 Operating Budget for Social Development, Finance and Administration. The funds drawn from the Social Assistance Stabilization Reserve will be transferred through Toronto Employment and Social Services Division. The 2013 year-end balance in this reserve fund is estimated to be \$21.9 million. Potential impacts on the 2015 budget and beyond will be dependent on the monitoring and evaluation process and subsequent report back to Council on next steps.

The Deputy City Manager and Chief Financial Officer have reviewed this report and agree with the financial impact information.

DECISION HISTORY

This report responds to several Council directions related to the need for improved coordination between service systems (e.g. municipal, provincial, community-based) in extreme cases involving chronic hoarding, multiple property standards and fire code violations, bed bug and other pest infestations as well as the need to train staff more broadly on their duty to serve all residents, including those facing heightened vulnerability. The links to these motions are provided below.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.MM30.6>
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.HL19.13>
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.LS18.6>
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD18.5> (part c)

ISSUE BACKGROUND

The City of Toronto serves all residents, including those who may be subject to increased vulnerability related to issues such as aging, chronic health difficulties, diminished capacity, citizenship status, language or literacy, mental health, sexual orientation, gender identification, gender expression and others. Ensuring equitable service to these residents with complex needs or circumstances requires a coordinated service delivery model and appropriate, targeted customer service training.

Various City Divisions and Agencies are called upon to deal with complex and chronic property related and individual health and safety issues, often demonstrated by instances of extreme hoarding, including high numbers of animals. These cases create frustration on the part of neighbours adjacent to these dwellings. While the standard practice for these program areas does often include a coordinated and integrated initial response with other divisions, it is done inconsistently on an ad-hoc basis at the field level. While this approach addresses the immediate issue, it does not always effectively deal with the chronic and ongoing situations that are the impetus of this report.

Challenges in finding an appropriate service delivery approach with individuals facing vulnerability was specifically highlighted in the "Duty to Care" Ombudsman investigation report in November 2010. A result of this investigation was the development of the City's "Guide to Good Practice" which sets out a framework from which City Divisions can develop and adopt improved service standards. The initiative described in this report is not intended to replace the responsibility that each Division individually has an accountability to address.

The City is committed to ensuring equitable service to these residents with complex needs or circumstances and has identified the need for a coordinated service model coupled with enhanced customer service training for staff. City staff have been engaged in numerous working groups and task forces which were assembled to address the City's response to complex and chronic individual and community issues. Throughout each of these initiatives, such as the Director Team on Hoarding, the Central Coordinating Committee on Bed Bug Control and the Vulnerable Individuals Working Group, the consistent themes of the need for interdivisional and interagency coordination, communication, training and information sharing were raised.

COMMENTS

In order to improve the City's ability to respond, manage and resolve complex cases of chronic hoarding, including animal hoarding, and dilapidated living conditions more efficiently and effectively, this report outlines a proposal to develop a centralized coordinating and service system navigation unit. It also describes a new staff training

module in development on the duty of the Toronto Public Service to provide excellent customer service to all residents, including those facing vulnerability.

Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER)

At present, the City provides various services, supports and programs to support residents facing increased vulnerability and to make referrals to the health, social and community services that exist. Information about these programs is listed in Appendix A. Given that the focus of the pilot program is to coordinate City responses and connect residents with longer-term supports it is likely that the number of these problematic cases and/or their recurrence will be reduced.

Despite repeated first responder and other contact with multiple City Divisions and Agencies, some extreme cases including possession of many animals, multiple property standards and fire code violations, dilapidated living conditions, accumulation of refuse, environmental and odour issues, bed bug and other pest infestations, and other issues may go unresolved from the perspective of both the individual and surrounding residents. In such cases, individual residents often exercise their legal and constitutional right to refuse assistance, including mental health and substance use related interventions.

These cases have an overall net negative impact as they consume a disproportionate amount of resources, including City agencies and other governments, and yield no positive outcome to the overall health of the resident(s) involved or his or her immediate neighbours.

These extreme cases such as chronic hoarding or dilapidated living conditions may go unresolved even when each individual service area in the City is delivering service adequately and effectively relative to their purview or jurisdiction. This is because, at present, no one City Division or Agency has the capacity and authority to oversee and coordinate all the various services and responses involved. In addition, no one has sufficient resources to broker the all of the health, social and community services provided by the Province or by the community-based not for profit sector. In order to improve the capacity of the City and its partners to respond effectively in these situations the SPIDER unit will ensure all of the disparate service systems are 'working as one' and in such a way as to support positive outcomes for individual residents and/or their neighbours.

The SPIDER unit will focus on the most extreme and complex cases involving multiple and repeated involvement of City Divisions and Agencies. Although there is no mechanism to count and track these cases at present, the addresses are well known to Councillors and staff as they consume a disproportionate amount of City and Council Member staff resources. Referrals to SPIDER will be restricted to senior management staff to engage their service system navigation support.

Upon referral, SPIDER will:

- (1) Coordinate between the municipal, provincial and community-based service systems at play in these extreme cases. At the municipal level it will ensure multiple City Division and Agency responses are 'working as one' to the benefit of the subject resident (coordinated case management) as well as the surrounding neighbours affected. Multiple City Divisions and Agencies will include:
 - a. Legal Services
 - b. Shelter, Support and Housing Administration
 - c. Social Development, Finance and Administration
 - d. Municipal Licensing and Standards (including Toronto Animal Services)
 - e. Toronto Community Housing
 - f. Toronto Emergency Medical Services
 - g. Toronto Employment and Social Services
 - h. Toronto Fire Services
 - i. Toronto Police Service
 - j. Toronto Public Health
- (2) Navigate the health, social and community services including access to mental health and substance use interventions delivered through the Province or by community agencies to: (a) improve access to supports and resolve service system delivery issues related to transitions between services, lack of connection to primary and psychiatric care, treatment for substance use issues, and social isolation; and (b) facilitate longer-term supports where they are needed and on terms the individual residents at the centre of these cases are willing to accept. By navigating the internal and external services the Program would bring "wrap around" supports to these cases to the benefit of both the resident(s) and neighbours affected.

To maximize its effectiveness, SPIDER will be run out of the Office of the Deputy City Manager, Cluster A, rather than from one of numerous City Divisions and Agencies that provide direct services in these cases, e.g., Toronto Police Services, Toronto Fire Services, Toronto Public Health, Municipal Licensing and Standards or Toronto Community Housing.
- (3) Provide orientation sessions for Council Members and their staff on best practices to address and resolve complicated cases effectively and in an integrated and coordinated manner.
- (4) Establish a monitoring and evaluation process and report back to Council on next steps, including options for mitigating the recurrence of cases and improve resident and community outcomes.
- (5) Work closely with Senior Management, Legal Services and Council Members to identify and seek resolution of any legislative and policy gaps that may exist which

may impede the City's response to complex property and animal welfare issues, such as in extreme chronic hoarding and animal hoarding cases.

Specialized Customer Service Training Module: Customer Service For All

All organizations that excel in providing excellent customer service have one thing in common: they know and understand their customers. The Toronto Public Service must understand that 25 per cent of its customers have a disability, 54 per cent are foreign-born and 30 per cent live in poverty.

The City acknowledges the need to train staff on their duty to serve all residents, including those who may be subject to heightened vulnerability related to such issues as aging, diminished capacity, chronic health difficulties, citizenship status, language or literacy, mental health, sexual orientation, gender identification, gender expression and others. It also recognizes that there is a gap between the challenges residents face and the resources they can access when facing those challenges. This is in fact how the City of Toronto defines vulnerability: it is a service gap, context or situation, not a characteristic or feature of a person. People become vulnerable when there are barriers or gaps in overall service delivery.

To improve the way the City addresses vulnerability it is developing a training module to ensure staff understand their duties in relation to vulnerability and promote a positive and supportive service environment. This staff training module integrates and builds awareness of relevant legislation (e.g. AODA), Council Direction and Ombudsman recommendations related to addressing systemic and service delivery barriers which contribute to vulnerability.

Ongoing City Work

In addition to the Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER) and staff training module described above, under the leadership of the Deputy City Manager, Cluster A and the Medical Officer of Health, all of the various task forces and working groups related to chronic hoarding, bed bug control, problematic properties and repeated first responder contact have been consolidated in order to bridge service system gaps and improve outcomes for vulnerable residents. This table is also working on collaborative partnerships with the Local Health Integration Networks (LHINs) and other community partners to improve service system coordination and enable the success of the SPIDER unit and the City's integrated service system approach to vulnerability.

CONTACT

Andrea Austen, Policy Development Officer
Social Development, Finance & Administration
Tel: (416) 392-5397
E-mail: aausten@toronto.ca

SIGNATURE

Brenda Patterson
Deputy City Manager, Cluster A

Dr. David McKeown
Medical Officer of Health

ATTACHMENTS

Appendix A: Current City Programs and Services to Support Residents Facing Vulnerability

Appendix A: Current City Programs and Services to Support Residents Facing Vulnerability

Where program information exists electronically, direct links are provided. Where information is not available electronically, brief descriptions are provided.

Program	Division/Agency	Electronic Link or Program Description
Community Referrals by EMS (CREMS)	Toronto Emergency Medical Services	http://www.torontoems.ca/main-site/service/community-paramedicine.html
Community Agency Notification (CAN)	Toronto Emergency Medical Services	http://www.toronto.ca/311/knowledgebase/02/101001149502.html
Homemakers and Nursing Services	Long Term Care Homes and Services	http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=c36e3293dc3ef310VgnVCM10000071d60f89RCRD&vgnextchannel=8e4b3293dc3ef310VgnVCM10000071d60f89RCRD
Supportive Housing Services	Long Term Care Homes and Services	http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=f56e3293dc3ef310VgnVCM10000071d60f89RCRD&vgnextchannel=8e4b3293dc3ef310VgnVCM10000071d60f89RCRD
Mental Health Promotion/ Vulnerable Adults and Seniors Team (VAST)	Toronto Public Health	<p>http://www.toronto.ca/health/mental_health/vulnerable.htm</p> <p>Public Health Nurses on the Vulnerable Adults and Seniors Team respond to calls from family, community members and/or agencies with concerns about people living in challenging situations. The team provides services to vulnerable adults and seniors, with a focus on older adults over 55 years.</p> <p>People who are vulnerable may be isolated or reclusive, have difficulty coping, and are without easily identified supports such as family, friends or a doctor. They may also have:</p> <ul style="list-style-type: none"> • Complex physical and/or mental health issues. • Unsanitary or unsafe living conditions such as bedbugs and hoarding.

Program	Division/Agency	Electronic Link or Program Description
		<ul style="list-style-type: none"> • High risk for eviction or becoming homeless. • Limited or no financial means.
Bed Bug Control	Toronto Public Health Shelter, Support and Housing Administration Toronto Community Housing Municipal Licensing and Standards	http://www.toronto.ca/health/bedbugs Through the Bed Bug Control Initiative, Toronto Public Health Inspectors work in concert with City partners including Shelter, Support and Housing Administration (SSHA), Toronto Employment and Social Services and Toronto Community Housing (TCH), to offer a comprehensive approach to bed bug control. This includes a wide range of bed bug education, support and eradication activities primarily aimed at low income and vulnerable clients. The services provided by the team currently include: education, bed bug identification, inspection and the direct delivery or coordination of extreme cleans for highly infested units of vulnerable clients unable to proceed with the eradication without assistance. These services, coordinated by the Bed Bug team, include providing unit preparation by a contracted service and paying for extreme cleaning costs and replacement of bedding and furniture due to severe bed bug infestations.
Bed Bugs in City Shelters	Shelter, Support and Housing Administration	<p>The Toronto Shelter Standards require that "shelters must have a contract with a licensed pest control operator, and have a scheduled inspection and treatment plan". Shelters use contracted pest control operators for both prevention and treatment as required. Due to regular inspections and immediate follow up, infestations are generally localized to a single bed or one area of a shelter location.</p> <p>SSHA also conducts information sessions for shelter operators. These sessions typically provide information regarding identification, prevention and response to incidences of bed bugs. In turn, shelters also provide education sessions to clients on bed bug control and prevention.</p> <p>In 2012 SSHA, working with Toronto Public Health, was able to provide \$127,000 in one time funding to support bed bug control activities in the shelter system and an additional \$73,000 to support community agencies providing housing help and drop in services. Twenty nine agencies received this funding.</p>

Program	Division/Agency	Electronic Link or Program Description
		<p>As part of follow up services to their clients, SSHA's Streets to Homes unit (S2H) will initiate extreme cleans in an effort to prevent a hoarding eviction. In partnership with a community agency, extreme cleans are done with clients consent, or with the consent of an appointed substitute decision maker if the person is deemed incapable of making decisions.</p> <p>Staff also attempt to work with the individual to address the root causes of their vulnerability and will make referrals to additional community supports if the person is accepting of those supports. If efforts to avoid eviction are unsuccessful, S2H staff will continue to work with the client through the Streets to Homes Assessment and Referral Centre to ensure that an appropriate shelter bed is secured for the individual.</p>
Hot Weather Response	Toronto Public Health	http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=faf1ebfc2bb31410VgnVCM10000071d60f89RCRD&appInstanceName=default
Housing Stability Services	Shelter, Support and Housing Administration	http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=a1fa3e4e87131410VgnVCM10000071d60f89RCRD
Housing Stabilization Fund (HSF)	Toronto Employment and Social Services	http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=b577d08099380410VgnVCM10000071d60f89RCRD&vgnextfmt=default
Older and Wiser Program	Toronto Fire Services	<p>Toronto Fire Services supports vulnerable individuals who have an increased risk from potential fire hazards. In dealing with hoarding in buildings, Toronto Fire Prevention participated in seminars to disseminate information on hoarding as a fire hazard to over 500 housing staff. Toronto Fire Prevention also holds information sessions for landlords and property owners to teach fire safety and the need to reduce combustible items before they become hoarding issues. Fire Services responds to all complaints concerning hoarding to reduce combustible material.</p> <p>A program has been developed with the Toronto Children's Aid, Catholic, Jewish and Native group to ensure vulnerable families have working smoke alarms or to replace missing smoke alarms.</p>

Program	Division/Agency	Electronic Link or Program Description
		<p>The Older and Wiser program targets older adults who are twice as likely to be injured or killed in a fire. Many fire deaths and injuries are the result of kitchen related fires. The Older and Wiser program is delivered by public education staff and presentations to senior groups and through "train the trainer" approach with organizations responsible for senior care.</p> <p>The Arson Prevention program for children is a collaborative intervention program for juvenile fire setters delivered in participation with mental-health staff and Toronto Fire Services. The program is confidential, voluntary, free of charge and targets children ages 2 to 17 years.</p> <p>Project Zero targets residential homeowners in identified areas with potential risk to ensure that there are working fire alarms on every storey and at least one carbon monoxide alarm. Homeowners are also provided with home escape planning information.</p>
Mobile Crisis Intervention Teams (MCIT)	Toronto Police Service	http://www.torontopolice.on.ca/community/mcit.php
Health Hazard Prevention	Toronto Public Health	<p>The Health Hazard Prevention and Management team in Toronto Public Health responds to reports of situations in the community where there is an elevated risk of illness associated with exposures that are known or suspected to be associated with health hazards. While these investigation services are focussed on reducing the burden of illness on a community wide basis, in some particular circumstances it involves instituting control measures to prevent or reduce exposures experienced by the most vulnerable residents. Some of these particular situations may involve, for example, significant and active over growth of mould in living quarters. In these rare occasions and when TPH efforts to educate tenants or landlords are not acted upon adequately (i.e. non-compliance) orders may be issued to eliminate conditions that may have an adverse impact as defined by the Health Protection and Promotion Act. However, enforcement is used judiciously and only in circumstances where it is needed to achieve a successful outcome. In the case of vulnerable residents with</p>

Program	Division/Agency	Electronic Link or Program Description
		reduced capacity to remedy adverse conditions, enforcement may not be the best solution. These residents may not understand the Order or the expectation of the City or the property owner, or their responsibility to remedy the issue and the appropriate intervention in these cases involves staff working with City partners to link residents with the services they need.
Integrated Pest Management (IPM)	Toronto Community Housing	<p>In October 2012, Toronto Community Housing launched an Integrated Pest Management Program (IPM) to respond to bed bug and other pest control issues in its communities. This new team provides a wide variety of support to its communities including education, pest identification, inspections and the coordination of extreme clean and unit preparation supports for highly infested units and/or vulnerable residents who are unable to prepare for treatment.</p> <p>In cases of heightened vulnerability, the IPM team works collaboratively with the Resident and Community Services Division to support residents in overcoming barriers and broker referrals to longer term health, social and community support services. It also ensures treatments provided through contracted pest control providers are completed thoroughly and in accordance with industry and legislative standards and temporary accommodation elsewhere when that is required.</p> <p>The IPM team works closely and in alignment with key partners at the City of Toronto including Municipal Licensing and Standards (MLS) and Toronto Public Health (TPH).</p>
Youth Employment Partnerships (YEP)	Social Development, Finance and Administration	http://www.toronto.ca/sdfa/youth-employment.htm
Youth Employment Toronto (YET)	Social Development, Finance and Administration	http://www.toronto.ca/sdfa/youth-employment.htm
Toronto Youth Job Corps	Social Development, Finance and Administration	http://www.toronto.ca/sdfa/youth-employment.htm

Program	Division/Agency	Electronic Link or Program Description
(TYJC)		
The Community Crisis Response Program (CCRP)	Social Development, Finance and Administration	The Community Crisis Response Program (CCRP) works across Toronto providing support and resources to communities impacted by violent and traumatic incidents. The CCRP is activated when a violent incident occurs in any neighbourhood in Toronto, i.e., shooting or stabbing. It is a coordinated program of municipal services, police, community organizations, faith communities and residents to assist a neighbourhood's response and recovery from traumatic incidents. Operating under three key components: Crisis Intervention, Crisis Prevention and Crisis Preparation, the CCRP team supports communities to respond to safety concerns by developing localized strategies that include the development of a coordinated community crisis response protocols. http://www.toronto.ca/nan/about/crisisresponse.htm
Neighbourhood Action	Social Development, Finance and Administration	Neighbourhood Action is a comprehensive, innovative City of Toronto initiative to build stronger, safer, healthier neighbourhoods in under-served communities. It creates a new understanding of partnership and integration that gathers residents, governments, community agencies and businesses to create opportunities to improve communities. Neighbourhood Action is the process that guides neighbourhood investment and ensures that residents identify local needs and priorities, and have a seat at the table with other partners to collaborate and problem-solve to see that neighbourhood needs are met.
F.O.C.U.S Rexdale	Social Development, Finance and Administration Toronto Public Health Toronto Employment and Social Services Toronto Community Housing	F.O.C.U.S Rexdale is an innovative pilot project led by the City of Toronto, United Way Toronto, Toronto Police Service, that aims to reduce crime and improve community wellness in the Rexdale area. The initiative brings together existing community agencies to provide a targeted, wrap around approach to supporting individuals, children, youth and families that are at heightened levels of risk involving anti-social and criminal behaviour as well as victimization. FOCUS Rexdale is about providing immediate action to ensure coordinated interventions to support individuals. There is also a continued focus on identifying

Program	Division/Agency	Electronic Link or Program Description
	Toronto Police Service Community-based Agencies	and addressing systemic issues so that over time the community is better able to respond to risks.
Youth Outreach Workers	Parks, Forestry and Recreation	The YOW program has evolved over time. In 2005, funding was allocated for permanent, full-time hiring of Youth Outreach Workers. There are currently 29 YOW's working in high need communities across the City of Toronto. YOWs focus on engaging youth that face barriers including newcomer and diverse youth, those from at-risk neighbourhoods and youth with a disability, and linking them to recreation and other services. The YOWs are an integral component to the delivery of recreation services for youth in Toronto.
Investing in Families	Toronto Public Health Toronto Employment and Social Services Parks, Forestry and Recreation	<p>Investing in Families is an initiative designed to improve the economic, health and social status of families receiving Ontario Works benefits in several high-needs communities across Toronto. Employment and Social Services has partnered with Toronto Public Health, Parks, Forestry and Recreation, Toronto Public Library and Children's Services to deliver this exciting program.</p> <p>Toronto Employment and Social Services and partner divisions provide participating families with access to:</p> <ul style="list-style-type: none"> • employment related services such job search skills workshops, resume writing, job skill training, and education upgrading • recreational and leisure activities • literacy, homework and computer supports • health services and supports that promote a healthy lifestyle for children and families, and chances to become socially involved in their communities.