



## STAFF REPORT ACTION REQUIRED

### Progress Report on Implementation of 2014-2019 Housing Stability Service Planning Framework

<b>Date:</b>	March 9, 2015
<b>To:</b>	Community Development and Recreation Committee
<b>From:</b>	General Manager, Shelter, Support and Housing Administration
<b>Wards:</b>	All
<b>Reference Number:</b>	

#### SUMMARY

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The purpose of this report is to update Community Development and Recreation Committee (CDRC) on the implementation status of the *2014-2019 Housing Stability Service Planning Framework* (HSSPF), which was unanimously adopted by City Council in December 2013. The HSSPF guides Shelter, Support and Housing Administration (SSHA) and its partners in the planning, management and delivery of housing and homelessness services over a five year period.

The report provides a high level overview of the actions being taken to respond to the nine strategic directions identified in the framework. Taken together, these actions are intended to transform the existing service system: from one based on historic funding program silos and focused on emergency responses to homelessness and administration of downloaded social housing programs to an integrated client-centered, outcome-focused service system that addresses homelessness and improves the housing stability of Torontonians.

Ongoing broad based engagement is a cornerstone of the service planning framework. This report describes how staff are engaging with the Toronto Alliance to End Homelessness (TAEH) – a community based multi-stakeholder group – on approaches and priorities within the service planning framework. A key product of this engagement in 2014 was the definition of objectives, phased milestones, and performance indicators, that form the basis for the implementation plan outlined in this report.

## RECOMMENDATIONS

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The General Manager, Shelter, Support and Housing Administration (SSHA), recommends that Community Development and Recreation Committee receive this report for information.

### Financial Impact

The costs associated with the 2015 activities described in this report are included in the 2015 recommended Operating Budget for SSHA.

The costs associated with activities that impact service delivery in 2016 and beyond will be considered as part of the budget processes for 2016 and subsequent years.

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

### Equity Impact

The *2014-2019 Housing Stability Service Planning Framework* guides the planning, management and delivery of housing and homelessness services that serve a range of equity seeking groups including people experiencing homelessness, the working poor, youth, seniors, Aboriginal people and other vulnerable groups.

## DECISION HISTORY

At its meeting of December 16, 17 and 18, 2013, City Council unanimously adopted the *2014-2019 Housing Stability Service Planning Framework*. The framework includes nine strategic directions and a number of key actions to transform Toronto's housing stability service system. Council requested staff to provide a progress report on implementation to Community Development and Recreation Committee in early 2015. In addition, Community Development and Recreation Committee requested staff to report back to the committee on steps taken to establish a multi-sectoral advisory committee.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD25.10>

## ISSUE BACKGROUND

In December 2013, City Council unanimously approved the *2014-2019 Housing Stability Service Planning Framework*. It is shaping the transformation of Toronto's housing and homelessness services into an integrated, client-centered, outcome-focused service system that enables residents to remain in their homes and improve their well-being through greater housing stability. It guides SSHA, other City divisions, and community partners in the planning, management, and delivery of the division's full range of housing and homelessness services. The goal is to achieve a transformation of the service system over five years away from a system that has been primarily focused on emergency responses to homelessness and the administration of prescriptive downloaded social

housing programs. In the past, this system has tended to function in silos largely resulting from the legacy of historic funding programs and regulations. The objective of the HSSPF is to identify and guide the actions needed to achieve an integrated, client-centred, outcome-focused service system that shifts the focus to preventative approaches aimed at improving the housing stability of Torontonians.

The HSSPF includes nine strategic directions each linked to a set of key actions to be carried out over five years:

- Preventing homelessness;
- Supporting the transition to housing;
- Creating housing opportunities;
- Fostering system stewardship and innovation;
- Improving access and equity;
- Delivering high quality service;
- Strengthening partnerships and coordination;
- Continuing to maintain a strong emergency shelter system; and
- Advocating to other orders of government.

The strategic directions and key actions were brought forward initially as a framework for service planning. SSHA committed to continuing to engage with community partners to identify implementation timelines, concrete deliverables and performance indicators and to bring forward a more comprehensive implementation plan in early 2015.

Engagement was a key component of the HSSPF's development. Over 2,000 voices were heard during consultations that took place in 2013. The input from those consultations directly shaped the strategic directions and key actions identified in the framework. Engagement is also essential to many of the key actions approved in the framework. Thus, SSHA was requested by Council to identify a multi-sectoral advisory committee to provide guidance and advice on the framework's implementation and transformation to a service plan.

## **COMMENTS**

### **Community Engagement**

Engagement is vital to successfully implementing the strategic directions contained in the HSSPF. Success in achieving the goals of the service planning framework relies on collaboration and support of the many organizations that make up the housing service system and people who use the services, as well as those that have a role to play in preventing homelessness. A critical 2014 priority was to solidify engagement opportunities that support ongoing service planning, encourage partnerships and collaboration between SSHA and a wide range of stakeholders, and build a service system that meets the needs of service users.

The following principles were developed to guide SSHA's engagement efforts:

- **Client Centred:** Prioritizes identifying and providing appropriate housing stability supports and services for people who are homeless or at risk of homelessness. Ensures services are focussed and appropriate to service users' needs.
- **Respectful:** Engages stakeholders in fair and respectful ways that foster understanding, acknowledgement and accommodation of diverse views, values, and interests and supports agreement on shared outcomes.
- **Inclusive:** Involves multiple stakeholders in local decision-making, including service users, community based organizations, orders of government, service sector stakeholders, City divisions, agencies and staff.
- **Responsive:** Employs varied engagement tools, technologies and tactics to meet the needs of specific communities, issues and individuals.
- **Transparent and Accountable:** Stakeholders understand their role, their level of decision-making control and the outcome of the process. SSHA is transparent about its decisions and accountable for its spending.
- **Outcome focused:** Performance indicators are established to evaluate engagement activities and determine if they are effective and promote good public policy.

As directed by City Council, SSHA identified a multi-stakeholder community advisory committee to engage with on a range of issues, and support service planning and the implementation of the HSSPF. In early 2014, the Toronto Alliance to End Homelessness (TAEH) emerged as a community body including representatives from a broad range of housing and homelessness service providers as well as service users, academics and researchers. The Alliance's value and strength is that it is an independent grass-roots organization that has naturally formed to effect change and contribute to the dialogue on ending homelessness. TAEH reached out to SSHA and expressed a desire to engage constructively in shaping housing stability policy and the implementation of the HSSPF. Rather than establishing an additional multi-sectoral table with largely the same participants, SSHA recognizes TAEH as the designated multi-stakeholder community advisory group. The division is engaging with TAEH to seek feedback and advice on the transformation of Toronto's housing and homelessness services and will continue to do so on an ongoing basis.

SSHA's discussions with TAEH throughout 2014 and in early 2015 included exploring how TAEH and SSHA will work together, identifying TAEH's implementation priorities for 2015, a review of key performance indicators, and gathering feedback on the proposed 2015 priorities.

Throughout these meetings, staff heard a consistent message from TAEH: the impact of the HSSPF will be limited without an increase in the stock of affordable housing in Toronto.

Internal engagement activities completed in 2014 included large-scale town hall meetings with the General Manager at different SSHA work sites and a staff survey to help identify 2015 implementation priorities. TAEH conducted a similar survey among its members in 2014 to identify their priorities within each of the HSSPF's nine strategic directions. The results were shared with SSHA and there was a high level of agreement with the findings of the staff survey on the proposed 2015 priorities.

SSHA is also engaging with specific sectors and stakeholders including the Aboriginal community. In late 2014, staff met with the Toronto Aboriginal Support Services Council (TASSC) to discuss ongoing engagement with the Aboriginal community on housing and stability support services as it relates to the HSSPF. Aboriginal client engagement sessions have also taken place to learn more about what services and supports will help clients better address their housing stability needs.

### **Phased Approach to Implementation**

The HSSPF is a five year plan. Implementation of the HSSPF started in 2014 and will continue in a planned and deliberate manner until the beginning of 2019. Implementation is taking place in three phases:

Phase 1 – Building the Foundation, 2014-15

Phase 2 – Stabilizing Implementation, 2016-17

Phase 3 – Sustainable System Transformation, 2018-19

**Phase 1 – Building the Foundation** is focused on completing and implementing initial pieces of work that create a strong base for future actions and the service system transformation. A key component of this phase is developing a common understanding and agreement with the community on current and future priorities.

**Phase 2 – Stabilizing Implementation** builds on the milestones achieved in Phase 1 and focuses on implementing innovative solutions to strengthen the service delivery system.

**Phase 3 – Sustainable System Transformation** ensures the continued long-term implementation of initiatives delivered in previous phases as well as completing actions that will contribute to permanent system transformation.

### **Objectives, Milestones and Performance Indicators**

To move the HSSPF from a framework to a solid service plan, a critical action in 2014 was identifying key milestones, and developing measurable performance indicators for each of the strategic directions.

The purpose of the strategic performance indicators is to move from evaluation of a collection of individual programs and reporting measures driven by funding program requirements towards a set of shared performance indicators across service sectors and among community partners that enables:

- more collaborative problem solving;
- improved client outcomes; and
- a common approach to measuring progress towards our shared goal of ending homelessness and improving housing stability.

Staff identified the indicators that best measure progress toward achieving the objectives of each strategic direction. Some of the information is already being collected under existing programs, and some new information was identified. Through consultations with TAEH, a set of performance measures that are most meaningful and important for the community has been established.

Table 1 outlines the identified objectives, phased milestones, and performance indicators for each of the nine strategic directions.

These performance indicators are intended to measure overall system progress towards achieving the goals of the HSSPF and, generally, are presented as aggregated program-level indicators. In some cases, systems are already in place to collect and report on the necessary information at a program level and can be aggregated to provide system indicators. Some require changes to business processes and enhanced IT capabilities to successfully collect and report.

**Table 1:** Housing Stability Service Planning Framework Outcomes and Performance Indicators

Strategic Directions	Milestones: <input checked="" type="checkbox"/> Completed <input checked="" type="checkbox"/> In Progress	Performance Indicators
<p><b>1) Preventing Homelessness</b></p> <p>People achieve greater housing stability and avoid becoming homeless</p>	<p><b>Phase 1 (2014/2015):</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Review of S2H follow-up program</li> <li><input checked="" type="checkbox"/> Issue coordinated RFP for grant funded programs under four strategic themes</li> <li><input type="checkbox"/> Complete an Eviction Prevention Strategy</li> </ul> <p><b>Phase 2 (2016/2017):</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Implement Eviction Prevention Strategy initiatives</li> <li><input type="checkbox"/> Implement discharge protocols with health care, child welfare and corrections system partners</li> <li><input type="checkbox"/> Review of system-wide approaches to housing follow-up and stabilization supports</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of households assisted to avoid eviction</li> <li>▪ Number of households diverted from homelessness</li> <li>▪ Number of households using shelter system for first time</li> <li>▪ Number of households returning to shelter</li> <li>▪ Number of households assisted to maintain housing for one year</li> </ul>

Strategic Directions	Milestones: <input checked="" type="checkbox"/> Completed <input checked="" type="checkbox"/> In Progress	Performance Indicators
	<b>Phase 3 (2018/2019):</b> <input type="checkbox"/> Enhance available follow-up supports <input type="checkbox"/> Strategic re-alignment of resources to support system transformation	
<b>2) Supporting the Transition to Housing</b>  People experiencing homelessness are assisted to move quickly into permanent housing	<b>Phase 1 (2014/2015):</b> <input checked="" type="checkbox"/> Refocus the Streets to Homes program <input checked="" type="checkbox"/> Implement a pilot housing program specifically for long term shelter users <input checked="" type="checkbox"/> Release the new Housing First Case Management Handbook <input checked="" type="checkbox"/> Develop new shelter funding model <b>Phase 2 (2016/2017):</b> <input type="checkbox"/> Implement new service model for emergency shelters with individualized service plans for all clients <input type="checkbox"/> Implement new shelter funding model	<ul style="list-style-type: none"> <li>▪ Number of clients housed from emergency shelter and the street</li> <li>▪ Number of long term shelter users housed from emergency shelter</li> <li>▪ Number of long term shelter users</li> <li>▪ Average length of stay in emergency shelter</li> <li>▪ Percentage of shelter clients with a housing plan in place within a defined timeframe</li> </ul>
<b>3) Creating Housing Opportunities</b>  People have access to a range of affordable housing options	<b>Phase 1 (2014/2015):</b> <input checked="" type="checkbox"/> Create a permanent housing allowance reserve fund <input checked="" type="checkbox"/> Launch My Choice Rental Pilot <input checked="" type="checkbox"/> Complete a Housing Allowance Policy Framework <input type="checkbox"/> Begin system-wide implementation of My Choice Rental <input type="checkbox"/> Create a landlord advisory group <b>Phase 2 (2016/2017):</b> <input type="checkbox"/> Complete implementation of My Choice Rental program system-wide <input type="checkbox"/> Develop strategy to work with private sector landlords <b>Phase 3 (2018/2019):</b> <input type="checkbox"/> Implement strategy to leverage shelter and housing assets <input type="checkbox"/> Complete review of City's Service Level Standard for RGI housing	<ul style="list-style-type: none"> <li>▪ Number of households assisted with a housing allowance or housing subsidy</li> <li>▪ Turnover time in filling social housing unit vacancies</li> </ul>
<b>4) Fostering System Stewardship and Innovation</b>  Existing resources and assets are used efficiently and effectively, and to achieve innovation	<b>Phase 1 (2014/2015):</b> <input checked="" type="checkbox"/> Complete strategic framework for end of social housing operating agreements <input checked="" type="checkbox"/> Complete shelter infrastructure plan <input checked="" type="checkbox"/> Develop George Street Revitalization project and program model	<ul style="list-style-type: none"> <li>▪ Percentage of social housing units in fair state of good repair or better</li> </ul>

Strategic Directions	Milestones: <input checked="" type="checkbox"/> Completed <input checked="" type="checkbox"/> In Progress	Performance Indicators
	<input type="checkbox"/> Pilot new partnership models with housing providers <b>Phase 2 (2016/2017):</b> <input type="checkbox"/> Complete financial strategy for non-profit and cooperative housing capital repair needs	
<b>5) Improving access and equity</b>  People have access to a full range of services that meet their needs	<b>Phase 1 (2014/2015):</b> <input checked="" type="checkbox"/> Complete Post-incarceration service directory <input checked="" type="checkbox"/> Implement new services for specific client groups – 24 Hour Women's Drop-ins, LGBTQ2S shelters <input checked="" type="checkbox"/> Develop service model for enhanced centralized access system to emergency shelters <input checked="" type="checkbox"/> Pilot housing needs assessment tool for shelter clients <input checked="" type="checkbox"/> Establish Harm Reduction Framework Advisory Group <input type="checkbox"/> Complete Guide to Housing Access <b>Phase 2 (2016/2017):</b> <input type="checkbox"/> Implement enhanced centralized access system for emergency shelters <input type="checkbox"/> Implement coordinated needs assessment system for shelter clients <input type="checkbox"/> Complete Harm Reduction Framework <input type="checkbox"/> Review service needs of equity seeking groups <b>Phase 3 (2018/2019):</b> <input type="checkbox"/> Implement strategies to improve access to services for equity seeking groups	<ul style="list-style-type: none"> <li>▪ Number of people accessing service information (web and print)</li> <li>▪ Percentage of shelter clients receiving needs assessment within a defined timeframe</li> <li>▪ Number of shelter referrals made by centralized access point</li> </ul>
<b>6) Delivering high quality service</b>  All clients receive high quality customer service	<b>Phase 1 (2014/2015):</b> <input checked="" type="checkbox"/> Update the Shelter Standards <input checked="" type="checkbox"/> Develop strategic performance indicators and quarterly indicator report <input type="checkbox"/> Complete an SSHA People Plan to support divisional capacity to implement the HSSPF <b>Phase 2 (2016/2017):</b> <input type="checkbox"/> Implement an SSHA People Plan <input type="checkbox"/> Implement new Quality Assurance process in emergency shelters <input type="checkbox"/> Enhance SMIS Case Management	<ul style="list-style-type: none"> <li>▪ Client satisfaction measure</li> <li>▪ Quality assurance measure</li> </ul>



Strategic Directions	Milestones: <input checked="" type="checkbox"/> Completed <input checked="" type="checkbox"/> In Progress	Performance Indicators
	capabilities and add new services – Streets to Homes, Housing Help	
<p><b>7) Strengthening partnerships and coordination</b></p> <p>Effective collaboration with community partners results in coordinated service planning and delivery</p>	<p><b>Phase 1 (2014/2015):</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Establish multi-sectoral community reference group</li> <li><input checked="" type="checkbox"/> Complete Community Engagement Framework</li> <li><input checked="" type="checkbox"/> Identify Human Service Integration opportunities with TESS and Children's Services</li> <li><input checked="" type="checkbox"/> Establish partnership opportunities with Toronto's LHINs and CCACs</li> <li><input type="checkbox"/> Co-host a Toronto research symposium</li> </ul> <p><b>Phase 2 (2016/2017):</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Develop new service model with LTCHS on new George St revitalization</li> <li><input type="checkbox"/> Implement Human Service Integration opportunities with TESS and Children's Services</li> <li><input type="checkbox"/> Develop an SSHA research agenda</li> </ul>	<ul style="list-style-type: none"> <li>▪ Community engagement measure</li> <li>▪ Capacity building measure</li> </ul>
<p><b>8) Maintain a strong emergency shelter system</b></p> <p>Suitable emergency shelter is available to everyone who needs it</p>	<p><b>Phase 1 (2014/2015):</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Implement interim strategies to increase shelter capacity</li> <li><input checked="" type="checkbox"/> Add additional permanent shelter capacity</li> </ul> <p>See additional deliverables to respond to demand for emergency shelter under Strategic Direction #2</p>	<ul style="list-style-type: none"> <li>▪ Shelter occupancy rate</li> </ul>
<p><b>9) Advocating to other orders of government</b></p> <p>All orders of government contribute appropriate levels of funding for affordable housing and homelessness programs</p>	<p><b>All phases:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Support and inform the City's advocacy efforts</li> </ul>	<ul style="list-style-type: none"> <li>▪ Amount of provincial and federal funding available</li> </ul>

In 2015, SSHA will develop and implement a quarterly indicators report to track implementation of the HSSPF. Staff will work with community partners to establish clear definitions and data collection processes. Additional indicators will be added to the quarterly reports as systems are developed to collect that information.

## **CONCLUSION**

Extensive work took place in 2014 with community partners to transform the *2014-2019 Housing Stability Service Planning Framework* into a service plan through the development of objectives, phased milestones, and performance indicators. Strategic alliances were forged with the community.

In 2015, SSHA will continue to engage with TAEH and complete the remaining Phase 1 milestones. This will provide a strong foundation from which to initiate Phase 2 of implementation.

## **CONTACT**

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## **SIGNATURE**

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