



STAFF REPORT ACTION REQUIRED

2015 Hostels Allocations to Relieve Occupancy Pressures

Date:	September 29, 2015
To:	Community Development and Recreation Committee
From:	General Manager, Shelter, Support and Housing Administration
Wards:	14, 15, 19, 21, 27, 28 and 35
Reference Number:	

SUMMARY

This report recommends allocations to shelter providers to expand existing or create new shelter capacity. The recommendations complement those in the staff report *"2015 Funding Allocations for Shelter and Related Services"* adopted by City Council at the meeting of July 7, 8, and 9, 2015.

Through the 2015 budget process, \$2.5 million was added to Shelter, Support and Housing Administration's (SSHA) base Operating Budget to address shelter occupancy pressures and meet Council's service level standard of a 90% occupancy rate in all sectors. In February 2015, the division initiated a Request for Expressions of Interest (REOI) process to identify community not-for-profit agencies that could establish new shelter programs or expand their existing programs. This report provides a summary of the results from that process and seeks City Council approval for the establishment of one new permanent shelter program in Ward 19 and Council authority to expand seven existing programs. The programs for which funding is recommended in this report will add a total of 91 permanent beds to the shelter system.

An additional program, which will add a further 30 permanent beds is in the process of securing a location and will be reported on separately pending the outcome of that process.

RECOMMENDATIONS

The General Manager, Shelter, Support and Housing Administration, recommends that:

1. City Council approve the location of a new 30 bed men's emergency shelter to be operated by Christie Ossington Neighbourhood Centre at 850/854 Bloor Street West in Ward 19 in accordance with the requirement of the Municipal Shelter By-law 138-2003;

2. City Council approve the recommended bed capacities and maximum operating contract values as set out in Appendix A, which are in accordance with the service levels included in the 2015 Approved Operating Budget for Shelter, Support and Housing Administration;
3. City Council authorize the General Manager, Shelter, Support and Housing Administration, or his designate to enter into new or amend the existing purchase of service agreements with community agencies for the provision of shelter services up to the maximum operating contract values as outlined in Appendix A;
4. City Council authorize the General Manager, Shelter, Support and Housing Administration, or his designate to enter into a purchase of service agreement with Fred Victor Centre to operate a 37 room Transition to Housing program in Ward 28 for women re-entering/entering the workforce, up to a maximum annualized contract value of \$1.2 million; and
5. City Council amend the existing authority of the General Manager, Shelter, Support and Housing Administration, or his designate, to enter into a purchase of service agreement for the establishment of a permanent 30 bed transitional and emergency housing program for LGBTQ2S youth in Ward 27 up to a maximum annualized contract value of \$0.655 million by replacing the words "Egale Youth Housing Inc" with "Egale Canada Human Rights Trust".

Financial Impact

There is no financial impact associated with this report beyond the funding for shelter services provided in the 2015 Approved Operating Budget for SSHA.

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

Equity Impact

The emergency shelter system in Toronto serves equity-seeking groups such as seniors, people with disabilities, individuals with mental health issues, the working poor, Aboriginal peoples, people who identify as LGBTQ2S and other vulnerable groups. Effective operation of the shelter system is important in ensuring that temporary accommodation is available to a variety of equity seeking groups and contributes to the City's Poverty Reduction Strategy.

DECISION HISTORY

The City of Toronto is the Consolidated Municipal Service Manager (CMSM) for housing and homelessness services as designated by the provincial *Housing Services Act, 2011*. In this capacity, the City provides program funding to community agencies and for shelters.

Reports have been prepared on an annual basis by the General Manager, Shelter, Support and Housing Administration, to make funding allocations for shelter and related services. A copy of the 2015 Funding Allocations Report for Shelter and Related Services can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD5.8>

At its meeting of March 31, April 1 and 2, 2015, City Council adopted an *Infrastructure and Service Improvement Plan for the Emergency Shelter System*. The report identified a mix of strategies to maintain and increase the capacity of the shelter system, ensure the system is flexible and reduce demand for shelter through innovative programs. In addition, the report identified the infrastructure needs over the next few years. The report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD2.2>

City Council on March 10 and 11, 2015 approved SSHA's 2015 Recommended Operating Budget which included additional funding of \$2.5 million gross and net to add 127 beds to the shelter system. This additional capacity will help reduce the projected occupancy in all sectors. This aligns with City Council's 90% occupancy service standard in the City's emergency shelter system.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX3.4>

At the meeting of December 16-18, 2013, City Council unanimously adopted the *2014-2019 Housing Stability Service Planning Framework*, which sets out a number of strategic actions related to the provision of shelter services, including maintaining a 90% occupancy rate.

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

ISSUE BACKGROUND

The shelter system in Toronto is a mixed service delivery model with the City directly operating ten shelter sites. There are another 49 shelter sites operated by 32 community not-for-profit agencies funded through purchase of service contracts with the City. All programs must meet operating requirements that are set out in both the Toronto Shelter Standards and the purchase of service contracts. All programs are monitored by SSHA agency review staff on an ongoing basis.

The shelter system has been experiencing occupancy pressures for some time due to increased demand for shelter services, longer stays by some shelter users and service interruptions due to the closure or relocation of some shelter programs. These pressures have made it challenging to achieve Council's service level standard of a 90% occupancy rate in all sectors while also ensuring optimal service delivery to people who are homeless in Toronto. In March 2015, Council approved SSHA's infrastructure and service improvement plan for the emergency shelter system which included a range of actions to maintain a strong emergency shelter system including an overview of the additional capacity required to meet a 90% occupancy target in each sector.

Through the 2015 budget process, SSHA's base operating budget was increased by \$2.5 million to address shelter occupancy pressures. In February 2015, the division initiated a Request for Expressions of Interest (REOI) process to expand the emergency and/or transitional shelter

systems to help address occupancy pressures in all sectors. Not-for-profit agencies were asked to submit proposals that included brief descriptions of their proposed program, demonstrated need, possible resources they could utilize and a demonstrated capacity to run a shelter program. Each proposal went through a rigorous evaluation process. This included an initial review, panel interview, and site visits. Some proposals entailed expanding current shelter sites or adding beds while others entailed altogether new programs.

This report recommends funding allocations based on the results of the REOI.

COMMENTS

Results of REOI

Fifteen not-for-profit agencies submitted a total of 22 proposals in response to the REOI. Nine proposals representing six agencies met the REOI criteria. Together, they will add 87 emergency beds and 34 transitional beds for a total of 121 permanent beds in all sectors of the shelter system. Full details of the REOI results are set out in Table 1 below.

Table 1: 2015 Shelter Expansion REOI Results

Agency	Project Name/Description	Client Group	New/Expansion of Existing/Relocation	Program Size (Number of Beds)	Emergency or Transitional	Ward	Projected Opening Date
Homes First Society	Existing Scarborough site	Co-ed adult	Expansion	7	Emergency	35	Open
Native Men's Residence	Emergency shelter	Aboriginal Men	Expansion	6	Emergency	21	Open
COTA - Bailey House	Safe beds with intensive supports for men with high needs	Single men	New	2	Transitional	14	Open
Fred Victor Centre	High support transition to housing program for older women	Women over age 55 - pet friendly	New	23	Transitional	27	Q4 2015
Fred Victor Centre	Couples rooms at Bethlehem United	Couples - pet friendly	Expansion	14	Emergency	15	Q1 2016
Homes First Society	Strachan House	Co-ed adult	Expansion	7	Transitional	19	Q1 2016
CONC	New men's shelter	Adult men	New	30	Emergency	19	Q1 2016

Agency	Project Name/ Description	Client Group	New/ Expansion of Existing/ Relocation	Program Size (Number of Beds)	Emergency or Transitional	Ward	Projected Opening Date
Covenant House	Transitional program for girls/young women who have experienced trafficking	Female youth	New	2	Safe beds in transitional housing program	27	Q4 2015
Homes First Society	New Scarborough site	Co-ed adult - pet friendly	Relocation and expansion	30	Emergency	Scarborough TBD	Q3 2016
TOTAL				121			

Eight of the proposals, which will add 91 permanent beds to the shelter system, are being recommended for funding in this report. Of the eight successful proposals being recommended for funding at this time:

- Three proposals are to convert 15 temporary beds into permanent, funded beds at Homes First Society (HFS) Scarborough, Native Men's Residence, and COTA Health;
- Two proposals, for a total of 25 beds, are for new programs at existing shelter sites operated by Fred Victor Centre and Covenant House that are planned to be operational by the end of 2015;
- Two proposals, for a total of 21 beds, are for shelter expansions requiring more substantial renovations at existing shelter sites, HFS Strachan House, Fred Victor Centre and Bethlehem United, that are planned to be operational in early 2016; and
- One proposal for a new 30-bed shelter program to be operated by Christie Ossington Neighbourhood Centre (CONC) which, subject to adoption of this report, will be ready by February 2016.

The ninth successful proponent, listed in Table 1, is Homes First Society (HFS), Scarborough. HFS currently operates a 67 bed emergency shelter for men and women in Ward 35. This is the only singles adult shelter in Scarborough. HSF proposed relocating the existing shelter program for homeless men and women and expanding it by 30 beds. HFS is actively seeking a new location in Scarborough.

SSHA is committed to reinvesting in the Scarborough community to maintain shelter services across the city. This expansion and relocation by HFS would increase capacity to serve homeless people in Scarborough and provide an optimal level of service delivery in a new building. HFS will build on their case management capacity including implementation of a strong housing first framework and employment strategy. HFS anticipates that, following acquisition and renovation of a new property, the expanded program would be operational by the

third quarter of 2016. The existing program will continue to operate in the current location in Ward 35 until that time with no interruption in service.

It is understood that HFS is close to securing a site that complies with the requirements in the Municipal Shelter By-Law. Staff will engage with the local Ward Councillor and neighbouring community and report back to Council to seek the necessary approvals once a site is secured.

Appendix A includes the annualized maximum contract values for the successful proponents who will receive funding in 2015 for their programs.

New Shelter Location in Ward 19

As noted above, one of the successful proponents, recommended for funding in this report is Christie Ossington Neighbourhood Centre. CONC has proposed a new 30 bed shelter program for men at 850/854 Bloor Street West in Ward 19. The building is owned by the agency which runs a drop-in centre and social enterprise café on the main floor. The proposed site meets all the requirements of the Municipal Shelter By-Law and City staff are supportive of CONC's proposal.

City staff and CONC have engaged with the local Ward Councillor, who is supportive of this project, and all are working together to host community information sessions for the local neighbourhood and community stakeholders. Several meetings with stakeholders took place in early September and a larger community information meeting is scheduled for the evening of October 5, 2015.

Pursuant to the Municipal Shelter By-Law, City Council approval is required to establish a shelter at this site. It is recommended that City Council approve the location of the new 30 bed men's emergency shelter program to be operated by Christie Ossington Neighbourhood Centre at 850/854 Bloor Street West. If approved by Council, the new site will fill a current gap in the men's sector when it opens in February 2016.

Technical Amendments to Existing Authorities

In 2014, City Council authorized the General Manager, SSHA to enter into a purchase of service agreement with Fred Victor Centre for the establishment of a new permanent 40 bed transition to housing program for women who are working on entering/re-entering the workforce. Fred Victor Centre secured a location at 386/388 Dundas Street East in Ward 28 and has been working with the property owner on renovations to the buildings to accommodate a 37 room program. Fred Victor Centre has begun operating the program at the new location.

At its meeting of July 7, 8 and 9, 2015, City Council adopted CD5.8, *2015 Funding Allocations for Shelter and Related Services* which omitted this program from the appendix. To ensure there is continuing City Council authority for the General Manager, SSHA to enter into purchase of service agreements for this program, it is recommended that City Council authorize the General Manager, SSHA to enter into an agreement with Fred Victor Centre to operate the 37 room transition to housing program for women at 386/388 Dundas Street East.

CD5.8, *2015 Funding Allocations for Shelter and Related Services* also authorized the General Manager, SSHA to enter into a purchase of service agreement with Egale Youth Housing Inc. to open and run a transition to housing program for LGBTQ2S youth. Due to a name change at the organization, it is recommended that this authority be amended to now read "Egale Canada Human Rights Trust".

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SIGNATURE

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ATTACHMENT

Appendix A: Funding Allocations to Relieve Occupancy Pressures

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Agency	Project Name/ Description	Program Size (Number of Beds)	Maximum Annual Contract Value
Homes First Society	Existing Scarborough site	7	129,027.50
Native Men's Residence	Emergency shelter	6	122,537.00
COTA - Bailey House	Safe beds with intensive supports for men with high needs	2	53,290.00
Fred Victor Centre	High support transition to housing program for older women	23	570,151.00
Fred Victor Centre	Couples rooms at Beth United	14	326,040.00
Homes First Society	Strachan House	7	86,365.00
CONC	New men's shelter	30	678,900.00
Covenant House	Transitional program for young women who have experienced trafficking	2	42,434.00
TOTAL		91	2,008,744.50