



STAFF REPORT ACTION REQUIRED

Update on Shelter System and Hostels to Homes Pilot

Date:	March 30, 2016
To:	Community Development and Recreation Committee
From:	Acting General Manager, Shelter, Support and Housing Administration
Wards:	All
Reference Number:	

SUMMARY

This report provides City Council with an update on the overall shelter system and the work underway to increase overall system capacity and relieve occupancy pressures for shelter beds. It also seeks City Council authority to enter into funding agreements with five qualified community agencies for follow-up support to increase the housing stability of participants in the Hostels to Homes Pilot (the 'Pilot'), an initiative approved as part of Shelter, Support and Housing Administration's (SSHA) 2015 Shelter Infrastructure Strategy and Service Improvement Plan.

The funding in this report related to the Hostels to Homes Pilot is from the provincially funded Community Homelessness Prevention Initiative (CHPI). This report makes recommendations for the allocation of up to \$800,000 gross and \$0 net for 2016. Funding is available in the 2016 Approved Operating Budget for SSHA.

RECOMMENDATIONS

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

1. City Council authorize the Acting General Manager, Shelter, Support and Housing Administration, to enter into agreements and fund five agencies, for up to \$800,000 gross and \$0 net, as outlined in Appendix A.

Financial Impact

There are no financial impacts associated with this report. Funding of \$0.800 million for the agreements for the Hostels to Homes pilot is included in the 2016 Approved Operating Budget for SSHA.

The funding included in 2016 is one-time funding made available because of the Rent Bank's repaid loans. Any costs for 2017 and beyond will be considered as part of the budget processes for 2017 and future years.

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

Equity Impact

The shelter system in Toronto serves equity-seeking groups such as seniors, people with disabilities, individuals with mental health issues, the working poor, Aboriginal people, people who identify as LGBTQ2S and other vulnerable groups in the City of Toronto. Services funded from the allocations recommended in this report for the Pilot seek to improve the lives of people who rely on the emergency shelter system. Support for the Pilot is consistent with the priorities and directions in the City's Poverty Reduction Strategy and SSHA's Housing Stability Plan.

DECISION HISTORY

The City of Toronto is the Consolidated Municipal Service Manager (CMSM) for homelessness services, as designated by the Provincial government. The City supports grant funding to community agencies through the provincial Community Homelessness Prevention Initiative (CHPI).

The 2016 City Operating Budget approved by City Council on February 17, 2016 approved funding of \$0.800 million for the Hostels to Homes Pilot initiative in 2016 with no net impact to SSHA's operating budget by redirecting funding from the annual subsidy to the Rent Bank Program.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX12.2>

At its meeting of November 3 and 4, 2015, City Council adopted "2015 Hostels Allocations to Relieve Occupancy Pressures." The report updated Council on the outcome of a REOI process implemented to identify community not-for-profit agencies that could establish new shelter programs or expand existing programs.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD7.3>

On March 31, April 1 and 2, 2015, City Council approved item CD2.2 "Infrastructure and Service Improvement Plan for the Emergency Shelter System", which set out a number of strategies to increase the capacity of the shelter system, as well as to achieve the Council-approved 90% occupancy rate. The strategies included a pilot project to identify and house 200 long-term shelter users over a 12-month period.

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

ISSUE BACKGROUND

SSHA delivers housing and homelessness services in partnership with community agencies by providing program funding and coordinating services that are informed by the Housing First model. This model is aimed at ending homelessness through a range of approaches, partnerships and supports that help people to find and keep housing. Access to emergency shelter and related supports is an important part of the overall Housing First service system.

Demand for emergency shelter beds throughout 2015 and the first quarter of 2016 has been persistently higher than the Council-approved 90% occupancy rate, with the average nightly occupancy through January and February 2016 fluctuating between 92% and 96%. Although the current occupancy rate is over 90%, work is underway to invest the additional \$2.5 million approved by Council in 2015 to expand the existing shelter system to meet the needs of vulnerable Torontonians. It is expected that the occupancy rate will decrease and overall shelter capacity in all sectors will increase as investments into new initiatives such as the Hostels to Homes Pilot are realized.

The Housing First Pilot, now known as the Hostels to Homes Pilot, was proposed in the Infrastructure and Service Improvement Plan for the Emergency Shelter System report, adopted by Council in April 2015. The pilot is intended to house 200 long-term shelter users in order to free up shelter bed capacity. It also supports the vision and strategic directions outlined in SSHA's *2014-2019 Housing Stability Service Plan*.

COMMENTS

Hostels to Homes Pilot

It has been well documented that some high-needs clients remain in the shelter system for long periods of time and as a result a disproportionate amount of shelter resources are in effect being used to provide housing rather than short-term crisis support. For every long term user that is housed in permanent appropriate accommodation, that bed becomes available to be used for emergency purposes, thus reducing the necessity and cost of opening new shelter beds to meet demand.

The Hostels to Homes Pilot is a partnership between the City, Fred Victor Centre and five other community non-profit agencies. It seeks to provide the supports required for moderate to high-need clients of SSHA's directly-operated and purchase-of-service shelters to successfully secure and maintain long-term housing outside the shelter system.

The Pilot will target 200 clients who have used shelters consistently for, at minimum, the last 24 months, and who have not spent more than 30 consecutive days in that period outside the shelter system. The Pilot will also test the SSHA-developed Housing Supports Assessment Tool (HSAT).

SSHA released a RFP to identify three or more agencies to provide follow-up support services to participants housed in the Pilot on October 22, 2015. The RFP closed on November 24, 2015 and five qualified community agencies were approved for funding in January 2016.

Using a variety of post-housing supports that will be provided by the five community agencies, and testing a number of service models and a variety of assessment tools, the Pilot will help develop better pathways out of homelessness for people that have too long been 'housed' in shelters. The outcomes of the Pilot are expected to include improved housing stability and well-being for participating long-term shelter users and increased access of shelter beds to meet the needs of people in short-term crisis. Housing results will also be coordinated with Toronto's reporting requirements for the 20,000 Homes Campaign.

Current Shelter System Capacity Update

As of January 1, 2016, there were 59 permanent shelter facilities in the City of Toronto. The shelter system is a mixed service delivery model with the City directly operating ten shelter sites. There are another 49 shelter sites operated by 30 community not-for-profit agencies funded through purchase of service contracts with the City.

As of February 10, 2016 the shelter system capacity was as follows:

	Shelter System Capacity	Emergency Shelter Capacity	Transitional Shelter Capacity	Motel Capacity
All Sectors	4,363*	2,927	1,066	370
Co-ed Sectors	420*	281*	139	0
Family Sector	1,081	635	76	370
Men's Sector	1,705	1,111	594	0
Women's Sector	647	527	120	0
Youth Sector	510	373	137	0

* University Settlement operates a part-time shelter of 85 beds. This capacity was not included because of the limited availability of these beds (i.e., Friday, Saturday and Sunday during winter seasons and Saturday and Sunday for remainder of year).

Shelter Capacity Changes

Between January 1, 2015 and March 31, 2016:

- Two (2) new shelter locations (i.e., YMCA LGBTQ2S youth shelter and Fred Victor Centre's Dundas Street shelter) added 62 permanent beds to the shelter system. An additional 136 beds were added to ten (10) existing shelter programs to increase the overall shelter system capacity by 198 beds, as outlined in Appendix B.

- Three (3) shelter closures (i.e., Salvation Army Hope, Second Base Youth Shelter and YWCA Beatrice House) in 2015 resulted in the loss of 264 beds from the shelter system, also outlined in Appendix B.

These changes have resulted in a net loss of 66 beds in the shelter system.

In addition to the shelter system changes described above, SSHA is undertaking the following measures to further increase shelter capacity between April and December 31, 2016, as outlined in Appendix C:

- Adding 8 temporary youth beds at Eva's Place;
- Opening a new youth shelter in Scarborough with an anticipated capacity of 45 permanent beds;
- Opening a new single women's shelter in Scarborough with an anticipated capacity of 45 permanent beds;
- Opening the new Salvation Army Hope Shelter by the end of 2016 that will add 80 permanent beds;
- Opening Christie Ossington Neighbourhood Centre (Bloor Street location) by the end of 2016 that will add 30 permanent beds; and
- Adding 14 new permanent co-ed beds to Fred Victor Centre (Caledonia location).

By the end of 2016 it is expected that there will be a net gain of 156 beds to the shelter system. These added beds will move the system towards meeting the 90% occupancy goal. They will also increase access to shelter beds in the youth, single women, co-ed and single men sectors.

There are no planned shelter closures for 2016.

RFP Motels

Another initiative underway to address occupancy pressures across the shelter system involves contracting a mix of hotels/motels in Toronto to provide short term accommodation to directly operated shelter clients. To realize this goal, SSHA released a RFP on January 29, 2016, which closed on February 26, 2016. All proposals have been screened for suitability and the award will be released in early April.

Other Shelter Initiatives for 2016

SSHA is proposing an interim funding model to replace the current per diem funding model until such time that a new funding model can be developed in consultation with shelter providers and community stakeholders. SSHA will report on this matter in a separate report to the next Community Development and Recreation Committee.

Programs Expected to Open in 2017

1. In response to the high shelter occupancy rates experienced in 2014, SSHA's 2015 Approved Operating Budget provided funding to increase the capacity of the shelter system by adding new beds, including a transitional housing program for LGBT2QS homeless youth that will be operated by Egale. This program is now expected to open by September 2017.
2. Plans to replace Birchmount Residence to a new senior's co-ed shelter at 3306 Kingston Road with approximately 110-115 permanent beds is underway.
3. Homes First Society is currently investigating options to expand their co-ed shelter program in Scarborough.

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ATTACHMENT

1. Appendix A: 2016 CHPI Funded Projects – Agencies Approved to Provide Follow-up Support Services (Recommendation 1)
2. Appendix B: Changes in Shelter Capacity: January 1, 2015 – March 31, 2016
3. Appendix C: Anticipated Changes in Bed Capacity: April 1, 2016 – December 31, 2016

Appendix A
2016 CHPI Funded Projects
Agencies Approved to Provide Follow-up Support Services

Organization Name	Ward	CHPI Funding
Fred Victor Centre	28	\$190,000
Agincourt Community Service Association	41	\$140,000
Canadian Mental Health Association (Toronto Branch)	15	\$190,000
Sistering: A Women's Place	19	\$140,000
Native Men's Residence	21	\$140,000
Total		\$800,000

APPENDIX B
Changes in Shelter Capacity: January 1, 2015 – March 31, 2016

Bed Increases			
Sector	Shelter	Beds	Date
Men	CONC	18	August 2015
Men	Native Men's Residence	6	August 2015
Men	Salvation Army/Maxwell Meighen	55	August 2015
Men	Scott Mission	14	January 2016
Youth	Horizon's	10	August 2015
Youth	Covenant House	2	Opened April 2015
Youth	Kennedy House	10	August 2015
Youth	Youth Without Shelter	4	August 2015
Youth	YMCA/Walmer Rd.	25	February 2016
Family	Sojourn House	13	January 2016
Co-ed	Dixon Hall/Heyworth House	4	August 2015
Women	Fred Victor Centre/Dundas St.	37	January 2016
TOTAL		198	

Bed Losses			
Sector	Shelter	Beds	Date
Men	Salvation Army/Hope	124	April 2015
Youth	Second Base Youth Shelter	60	September 2015
Family	YWCA-Beatrice House	80	October 2015
TOTAL		264	

Appendix C
Anticipated Changes in Bed Capacity: April 1, 2016 – December 31, 2016

Bed Increases			
Sector	Shelter	Beds	Date
Youth	Eva's Place	8	May 2016
Co-ed	Fred Victor Centre/Caledonia Location	14	By end of 2016
Women	New Scarborough Shelter	45	By end of 2016
Youth	New Scarborough Shelter	45	By end of 2016
Men	Christie Ossington – Bloor St	30	By end of 2016
Men	Salvation Army/Hope	80	By end of 2016
TOTAL		222	