



2017 Funding Allocations for Shelter and Related Services

Date: April 26, 2017

To: Community Development and Recreation Committee

From: General Manager, Shelter, Support and Housing Administration

Wards: All

SUMMARY

The City of Toronto's Shelter, Support and Housing Administration (SSHA) Division provides funding to 52 shelter sites operated by 30 community not-for-profit agencies through purchase of service contracts.

This report provides recommendations on the 2017 funding allocations for the purchase of service shelter system and funding levels for other related operating contracts.

All programs must meet the operating requirements set out in both the Toronto Shelter Standards and the purchase of service contracts. All programs are also evaluated using a quality assurance review process.

SSHA has also contracted two hotels to provide food and shelter to homeless refugees. The demand for these services remains high and is likely to continue throughout the year. The target values for the contracts and/or purchase orders that were established for these services will be exceeded at some point this year. Given the dollar value, Council's approval is required to amend these purchasing vehicles.

RECOMMENDATIONS

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

1. City Council approve the recommended bed capacities and annual funding allocation as set out in Appendix A, which are in accordance with the service levels included in the 2017 Approved Operating Budget for Shelter, Support and Housing Administration;
2. City Council authorize the General Manager, Shelter, Support and Housing Administration, or his designate to:

- a. enter into purchase of service agreements with community agencies for the provision of shelter services up to the annual funding allocation as outlined in Appendix A;
- b. enter into agreements with the Ministry of Health and Long-Term Care and Mental Health Program Services of Metropolitan Toronto (Habitat Services) to issue payments up to \$10.244 million gross and \$2.056 million net for the provision of housing and supports for psychiatric consumer survivors living in Habitat Services contracted boarding or rooming houses as outlined in Appendix B;
- c. enter into an agreement with, and issue payments to the Toronto Hostels Training Centre for the administration and provision of training for shelter, drop-in and other agency staff up to a maximum amount of \$0.134 million gross and \$0.134 million net and to support systems necessary for E-Learning as outlined in Appendix B; and
- d. purchase up to \$0.06 million gross and net in training for staff of the directly operated shelters from the Toronto Hostels Training Centre, as outlined in Appendix B, in order to meet the training requirements laid out in the Council-approved Toronto Shelter Standards; and

3. City Council authorize the General Manager, Shelter, Support and Housing Administration, or his designate, to take the necessary actions required for the hotel services expansion to address the higher demand from homeless refugees:

- a. City Council approve an increase and extension of the existing purchase order with Quality Hotel and Suites (Purchase Order 6044837) by \$2,000,000 until December 31, 2017 for the provision of hotel and food service;
- b. City Council approve an increase and extension of the existing contract with Alternative Living Solutions (Contract 47020406) by \$700,000 until December 31, 2017 for the provision of hotel service;
- c. City Council approve an increase and extension of the existing contract with Alternative Living Solutions (Contract 47020322) by \$1,000,000 until December 31, 2017 for the provision of food service; and
- d. City Council authorize the General Manager, Shelter, Support and Housing Administration, or his designate, to enter into a purchase of service agreement with COSTI Reception Centre for \$800,000 to staff and manage the shelter programs being run out of the Alternative Living Solutions Hotel and Quality Inn.

FINANCIAL IMPACT

Funding for the recommendations of \$67.7 million gross and \$20.0 million net is included in the 2017 Approved Operating Budget for SSHA as noted in the following allocations table:

2017 Budget (in \$ millions)	Provincial	City	Gross
Appendix A Shelter Allocations (rec. 1, 2a)	39.388	17.814	57.202
Appendix B Habitat Services (rec. 2b)	8.188	2.056	10.244
Toronto Hostels Training Centre (rec. 2c, d)	0.134	0.134	0.268
Total	47.710	20.004	67.714

SSHA operates within its funding authorities up to the approved Operating Budget. Appendix A does outline the annualized impact of the service provider agreements. SSHA will address any annualized impacts through the 2018 budget process, all program areas will be reassessed at that time.

In the event that hotel occupancy levels create a pressure that exceeds the 2017 approved budget, the General Manager, Shelter, Support and Housing Administration will report to the Community Development and Recreation Committee and to Budget Committee identifying the added cost pressures within the division.

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 is an important component of the City's efforts to address poverty.

DECISION HISTORY

Reports are prepared annually by the General Manager, SSHA, to make funding allocations for shelter and related services. A copy of the 2016 Funding Allocations Report for Shelter and related Services can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CD13.15>

At its meeting of July 12, 13, 14 and 15, 2016, City Council adopted the George Street Revitalization Recommended Procurement and Delivery Strategy. The report authorized the General Manager, Shelter, Support and Housing Administration, to negotiate with Mental Health Program Services of Metropolitan Toronto (commonly known as Habitat Services) for the purchase of service for up to 150 units of housing with access to on-site supports.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.13>

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

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

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.

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

At its meeting of December 16, 17, and 18, 2013, City Council unanimously adopted the 2014-2019 Housing Stability Service Planning Framework (HSSPF). A number of strategic direction and actions within the HSSPF relate to the provision of shelter and related services such as continuing to maintain a strong emergency shelter system, achieving a 90% shelter occupancy standard, and developing a new funding model for shelters.

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

ISSUE BACKGROUND

SSHA is responsible for administering social housing programs, providing emergency shelter, managing programs to help homeless people move from the streets or shelters into permanent housing, and assisting those at risk of homelessness to maintain their housing.

SSHA delivers housing and homelessness services in partnership with community agencies by providing program funding and coordinating services based on a 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.

The number of clients citing refugee status as the reason for needing service has grown to over 20% of all shelter service users. This is the main reason for continued increase in system pressure.

In response to the additional refugee need, SSHA has opened up more hotel space. SSHA has always used hotels as a supplement to the base amount of shelter beds available in the system. Hotels are helpful in that they can help provide additional surge capacity when required. There are currently 400 new hotel beds at two sites that have been dedicated to helping the refugee population.

In the event that hotel occupancy levels create a pressure that exceeds the 2017 approved budget, the General Manager, SSHA will report to the Community Development and Recreation Committee and to Budget Committee seeking to mitigate cost pressures within the overall divisional funding envelope.

COMMENTS

As of January 1, 2017, there were 62 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 52 shelter sites operated by 30 community not-for-profit agencies funded through purchase of service contracts with the City. The largest community not-for-profit providers of shelter services are the Salvation Army (619 beds), Homes First Society (185 beds) and Fred Victor Centre (176 beds).

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.

Purchase of Service Rates and Bed Capacities

2017 Recommended Funding Allocations and Bed Capacities

This report recommends annual funding allocations for purchase of service shelters. There are a number of changes to the annual funding allocations for shelters in 2017, which are outlined in Appendix A.

2017 In-year Adjustments to Funding Capacities and Service Levels

Changes to the Council-approved funding amounts and/or bed capacities are considered in-year adjustments. These adjustments can occur for a number of reasons including a change in service provision, an urgent financial situation that requires an increase to the maximum operating contract value, and/or a need for additional beds to meet occupancy demand. Any changes in operating contracts must be approved by the appropriate signing authorities and SSHA reports out annually to Council on any required in-year adjustments. The following adjustments were made in 2017:

- In January 2017, Good Shepherd Refuge (Ward 28) converted 4 temporary beds to permanent emergency beds for single men to assist in responding to occupancy pressures at no additional cost.

- In January, 2017 (Ward 20) Christie Refugee Welcome Centre added 6 beds for families to assist in responding to occupancy pressures at a cost of \$100,000 annually.
- In October 2017, Salvation Army - Hope Shelter (Ward 32) is expected to open a 60 bed shelter for single men at a cost of \$1,788,281 annually.
- In October 2017, a permanent provider is expected to begin operating a 90 bed emergency shelter for women at 702 Kennedy Road (Ward 35) at a cost of \$2,520,000 annually.

Other Service Contracts – Habitat Services and Toronto Hostels Training Centre

a. Habitat Services

Habitat Services is a housing and support subsidy program that is funded by the Ministry of Health and Long-Term Care (MOHLTC) and the City of Toronto. On an annual basis the program provides a housing subsidy for up to 931 units of private and not-for-profit boarding homes, rooming houses and apartments for people with psychiatric illnesses. In 2016, 1,049 people were housed through Habitat Services.

SSHA is working with Habitat Services to expand their portfolio by 150 units to assist with the George Street Revitalization Project and closure of Seaton House. The first project offering 20 beds located at 9 Huntley Street and to be operated by Fife House, will offer transitional housing for homeless men living with HIV/AIDS. The project is expected to open in late 2017.

A business case for the ongoing funding of the 150 units will be submitted for consideration by the City Manager, Deputy City Manager and Chief Financial Officer as part of the 2018 budget process.

b. Toronto Hostels Training Centre

In 2016, 2,849 shelter, drop-in and other agency staff, as well as individuals from the community, received training and certificates through the Toronto Hostels Training Centre. The Centre was established in 1997 to provide low cost and sector specific training for shelter staff that was not otherwise available. The Centre offers 114 different training courses and six certificate programs that support agencies in meeting the Toronto Shelter Standards and allow staff to develop skills related to the provision of services to homeless individuals.

Expanded Hotel Contracts

SSHA has also contracted two hotels to provide food and shelter to homeless refugees. The demand for these services remains high and is likely to continue throughout the year. The target values for the contracts and/or purchase orders that were established

for these services will be exceeded at some point this year. Given the dollar value, Council's approval is required to amend these purchasing vehicles.

SSHA is in discussions with COSTI Reception Centre to manage these two hotel programs designated for refugee claimants and refugees. COSTI Reception Centre is an organization with experience working with newcomers to Canada and refugee claimants.

CONTACT

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SIGNATURE

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ATTACHMENTS

Appendix A: 2017 Shelter Allocations
Appendix B: 2017 Other Service Contracts

Appendix A: 2017 Shelter Allocations

Adult Men Sector - Emergency	Ward	Bed Capacity	2017 Annual Funding Allocation	Annualized Allocation
Christie-Ossington Men's Hostel	18	68	\$1,535,138	\$1,535,138
Christie-Ossington Bloor Street	19	30	\$677,960	\$677,960
Cornerstone Place	15	50	\$928,064	\$928,064
Dixon Hall - Schoolhouse	27	40	\$946,864	\$946,864
Good Shepherd	28	70	\$1,208,540	\$1,208,540
Na-Me-Res	21	71	\$1,458,754	\$1,458,754
Salvation Army - Gateway	28	118	\$2,001,511	\$2,001,511
Salvation Army – Hope	32	60	\$447,071	1,788,281
Salvation Army - Maxwell Meighen	28	280	\$4,296,495	\$4,296,495
Scott Mission	20	64	\$1,145,612	\$1,145,612
St. Simon's	28	62	\$1,204,219	\$1,204,219
Total		913	\$15,850,228	\$17,191,438

Adult Women Sector - Emergency	Ward	Bed Capacity	2017 Annual Funding Allocation	Annualized Allocation
Fred Victor Women's Hostel	28	46	\$952,477	\$952,477
HFS - Savard's Women's Shelter	18	30	\$735,414	\$735,414
Nellie's Women Shelter	30	10	\$234,174	\$234,174
Salvation Army - Evangeline Residence	14	99	\$2,048,496	\$2,048,496
Salvation Army - Florence Booth	19	64	\$1,393,265	\$1,393,265
HFS-Scar Women's Shelter	35	60	\$1,680,000	\$2,520,000
Street Haven	27	50	\$1,100,641	\$1,100,641
SVDP - Elisa House	6	40	\$856,607	\$856,607
SVDP - Mary's Home	27	44	\$938,386	\$938,386
YWCA - First Stop Woodlawn	22	28	\$601,938	\$601,938
Total		471	\$10,541,398	\$11,381,398

Adult Co-ed - Emergency	Ward	Bed Capacity	Annual Funding Allocation	Annualized Allocation
COSTI Reception Centre	20	16	\$196,693	\$196,693
Dixon Hall - Heyworth House	31	83	\$1,720,722	\$1,720,722
Fred Victor - Bethlehem United	15	70	\$1,651,976	\$1,651,976
HFS - Scarborough Shelter	35	67	\$1,235,313	\$1,235,313
HFS - Strachan House	19	5	\$62,312	\$62,312
Total		241	\$4,867,016	\$4,867,016

Youth Sector - Emergency	Ward	Bed Capacity	Annual Funding Allocation	Annualized Allocation
Covenant House Residence	27	94	\$1,961,078	\$1,961,078
Eva's Place	34	40	\$820,051	\$820,051
Eva's Satellite	23	33	\$1,099,098	\$1,099,098
Horizons for Youth	17	45	\$912,569	\$912,569
Kennedy House	29	33	\$1,048,495	\$1,048,495
Turning Point	27	35	\$719,150	\$719,150
YMCA House	20	40	\$903,773	\$903,773
Youth Without Shelter	1	33	\$682,586	\$682,586
YWCA - First Stop Woodlawn	22	28	\$590,702	\$590,702
Total		381	\$8,737,502	\$8,737,502

Family Sector - Emergency	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
Christie Refugee Welcome Centre	20	76	\$1,342,767	\$1,342,767
Red Door - Family Shelter	30	106	\$2,553,738	\$2,553,738
Sojourn House	27	77	\$1,621,182	\$1,621,182
Toronto Community Hostel	20	24	\$503,684	\$503,684
Total		283	\$6,021,371	\$6,021,371

TOTAL EMERGENCY BEDS		2,289	\$46,017,515	\$48,198,725
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Adult Men Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
COTA - Bailey House	14	2	\$36,891	\$36,891
Good Shepherd - Barrett House	28	5	\$45,402	\$45,402
Good Shepherd D.A.R.E.	28	25	\$393,421	\$393,421
NaMeRes - Sagatay	21	20	\$395,566	\$395,566
Salvation Army - Maxwell Meighen Transition to Housing	28	55	\$704,093	\$704,093
Total		107	\$1,575,373	\$1,575,373

Adult Women Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
FVC Church Site at Granby	27	23	\$1,024,920	\$1,024,920
SVDP - Amelie House	30	20	\$560,944	\$560,944
SVDP - St. Clare's Residence	24	30	\$422,246	\$422,246
FVC Dundas site	27	37	\$1,200,000	\$1,200,000
Total		110	\$3,208,110	\$3,208,110

Adult Co-ed - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
Fife House - Denison	20	5	\$36,184	\$36,184
Fife House - Sherbourne	27	11	\$79,604	\$79,604
HFS - Strachan House	19	83	\$1,088,120	\$1,088,120
Total		99	\$1,203,908	\$1,203,908

Youth Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
Covenant House - Rights of Passage	27	28	\$551,390	\$551,390
Covenant House – Safe Beds	27	2	\$43,164	\$43,164
Eva's Phoenix	19	50	\$1,050,907	\$1,050,907
Native Child and Family	19	12	\$231,846	\$231,846
Youth w/o Shelter-Stay in School	1	20	\$417,518	\$417,518

Youth Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
YMCA - LGBTQ2S Housing Program	20	25	\$554,490	\$554,490
Total		137	\$2,849,315	\$2,849,315

Family Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
Sojourn House Transitional Housing	27	76	\$919,616	\$919,616
Total		76	\$919,616	\$919,616

TOTAL TRANSITIONAL BEDS		529	\$9,756,322	\$9,756,322
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Part-Time	Ward	Bed Capacity	Maximum Contract Value	Annualized Allocation
University Settlement	20	85	\$540,244	\$540,244
Dixon Hall - Out of the Cold	n/a	90	\$891,877	\$891,877
Total		175	\$1,432,121	\$1,432,121

TOTAL PART-TIME AND OUT OF THE COLD BEDS		175	\$1,432,121	\$1,432,121
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TOTAL EMERGENCY, TRANSITIONAL AND PART-TIME BEDS		2,993	\$57,205,958	\$59,387,168
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Appendix B: 2017 Other Service Contracts

1. Mental Health Program Services of Metropolitan Toronto – Habitat Services

Habitat Services is a housing and support subsidy program that is funded by the Ministry of Health and Long-term Care (MOHLTC) and the City of Toronto. On an annual basis the program provides a housing subsidy for up to 951 units of private and not-for-profit boarding homes, rooming houses and apartments for people with psychiatric illnesses. The subsidy is based on each individual tenant's income. Up to \$10.244 million gross and \$2.056 million net has been budgeted for Habitat Services in 2017.

2. Toronto Hostels Training Centre

The Toronto Hostels Training Centre (THTC) was created in 1997 following the recommendations made by a Coroner's jury regarding the need for staff training in hostels. The City of Toronto provides \$268,000 in annual funding to provide specialized training and associated services in a cost effective manner for staff and board members of shelters and others working with homeless people. The THTC offers nearly all of the mandatory and suggested training outlined in the Toronto Shelter Standards and are in the process of developing or acquiring new training content to meet requirements introduced in the recently updated Shelter Standards.

On an annual basis City operated shelters purchase training from the Toronto Hostels Training Centre in order to meet the training requirements under the Shelter Standards. The rates are range from \$35-\$57 per day, per person, per course. Given the specialized training, purchasing limits and requirements related to sole source contracts, SSHA is seeking the authority to continue to purchase training from the Centre for an amount up to \$60,000.

In an effort to reduce barriers to accessing training and offer training content in more flexible formats, the THTC is developing and will begin to offer e-learning opportunities (i.e., online courses) in spring 2016. An initial five courses will be developed and the THTC has identified the need to hire a staff person with requisite IT related skills to administer the e-learning modules and platform. SSHA is seeking authority to continue funding THTC an additional \$50,000 towards this staffing cost.