

Supplementary Report - Closing the Service Gap in the Downtown East Revitalization Area

Date: June 25, 2018

To: City Council

From: Interim City Manager and Executive Director, Social Development, Finance and Administration

Wards: 27 and 28

SUMMARY

In its consideration of CD29.5, Closing the Service Gap in the Downtown East Revitalization Area, the Community Development and Recreation Committee requested the Interim City Manager and Executive Director, Social Development, Finance and Administration to report directly to the June 26, 2018 Council meeting with recommendations for further enhancements to the 12-month Action Plan and service level adjustments to address the immediate needs in the Downtown East area related to harm reduction and outreach services, parks cleanliness, recreation services, road and laneway issues and enhanced safety including reduction of gun violence, and with implementation of immediate actions to commence no later than July 15, 2018.

This supplementary report responds to the Committee decision to provide an enhanced 12-month Action Plan, information on immediate actions taken to date and a proposed framework for measuring success. The report also outlines a more proactive approach to communications with residents and other key stakeholders.

RECOMMENDATIONS

The Interim City Manager recommends that:

1. City Council delete recommendation #1 from the Community Development and Recreation Committee meeting and adopt instead the Enhanced 12-month Action Plan including immediate action items for the Downtown East as set out in Attachment 2:

Action Item 1: Improve fulltime front-line staff awareness and training on how to respond to community mental health issues and access to mental health resources.

Action Item 2: Provide mental health promotion workshops to community service providers in the Downtown East Area including Suicide Prevention & Workplace Mental Health Promotion.

Action Item 3: Deliver mental health promotion and substance misuse prevention programming in local schools including youth leadership initiatives, parenting programs, and school staff support to address mental health literacy, anti-stigma, as well as safe and caring environments in schools. This work will be enhanced in response to recent changes in drug legislation and Downtown East community concerns.

Action Item 4: Explore opportunities to increase harm reduction staffing and wrap around programming for shelters, 24-hour respite sites and drop-ins. Work with Social Development, Finance and Administration to engage with local stakeholders to identify funding resources to hire additional harm reduction supports.

Action Item 5: Target roll out of overdose prevention training and naloxone distribution program within funded shelters and 24-hour respite sites to support overdose prevention, reduce overdoses and meet the unique needs of service users. A survey was completed on the training needs of shelters and drop-ins in relation to overdose prevention. This survey will also help to establish necessary training levels. Staff will report back with results in the second quarter of 2019 as part of the Downtown East report to Council.

Action Item 6: Provide training to key front line parks, facilities and recreation staff on overdose prevention, education and response as well as de-escalation, tact, and diplomacy when dealing with complex situations.

Action Item 7: Community Recreation and Parks staff will promote harm reduction resources and facilities such as supervised injection sites and treatment facilities.

Action Item 8: Work in partnership with City Divisions, community organizations and local businesses to strengthen outreach and harm reduction strategies, including the promotion of SIS & to provide overdose prevention training in the Downtown East Area. Measures of success will be identified, monitored and reported.

Action Item 9: Develop and share guidelines for indoor and outdoor sharps disposal with City Divisions, ABC's and community organizations.

Action Item 10: Support the scaling up of harm reduction services in response to the opioid crisis, including: supporting applications for overdose prevention sites and supervised consumption sites, supporting harm reduction policy development, and facilitating partnerships between community organizations and the City. The Community Safety and Well Being Unit staff will review ways to incorporate community safety and violence reduction considerations as part of the scale-up plan for harm reduction services in the area.

Action Item 11: Work with relevant partners to engage Indigenous organizations on Downtown East public service needs and recommendations regarding harm reduction, mental health and homelessness.

Action Item 12: Offer planned recreation programs and leagues to individuals living in shelters or are affected by Homelessness (Downtown East End Softball League, and related volleyball, soccer and yoga programs).

Action Item 13: Review Sign-in protocols for recreation programs to ensure no barriers to those without a fixed address and photo identification.

Action Item 14: Provide access to City washroom and shower facilities at three community centres in the area during regular operating hours seven days per week in the DTE boundaries. Expanded service levels for facility access will occur at John Innes Community Centre during the summer months to bring service levels to a seven day a week operation. Seven day access will continue at all three community centres for the start of the fall season. A communications strategy will be developed to support this action. Front-line staff have reviewed and revised safety protocols - facility sweeps in

pairs, introduction of walkie talkies and continued use of duress buttons. Security guards are being hired at John Innes CC. All new staff will be trained on safety protocols. Relevant fulltime front-line staff would be provided de-escalation training from the Hostel Training Centre.

Action Item 15: Explore opportunities and secure to increase access to healthy foods for vulnerable communities.

Action Item 16: Undertake deep consultations with Respite Service Providers to support the ongoing development and refinement of the permanent respite standards that take effect in November 2018. The consultations will focus on opportunities for enhanced safety, community development and integration. Service Providers from across the City will be asked to participate in these discussions, and the feedback received will help to inform both the respite program model and the permanent standards for respite sites.

Action Item 17: Launch a new role of Community and Client Engagement Coordinator embedded in the Downtown East. The Community and Client Engagement Coordinator will be responsible for brokering social services, recreational and education programming and opportunities for the service users of 24-hour respite sites. The coordinator will establish and maintain effective working relationships with city councillors, local leaders, organizations, residents, and other community stakeholders. In addition, this position will be responsible for proactively addressing local concerns, improving communication, and mitigating negative impacts in the community.

Action Item 18: Development of a communication protocol with community input to mobilize support for information and effective responses to Violent and Traumatic Critical Incidents. Special attention will be paid to the Victoria Street Supervised Consumption Service. The community will be consulted and the protocol will be made available to stakeholders. Staff will report back on the protocol in the second quarter of 2019.

Action Item 19: Mobilize Coordinated Community Crisis Response to violent and traumatic incidents to address victimization and community impact. Responses are triggered when incidents such as shootings, stabbings, assaults and gang/gun activity take place in the community. Responses could include psycho-social supports, victim supports, witness supports and other measures to address community impact.

The Community Crisis Response Program will activate Community Crisis Response Protocols and have an on the ground presence within 12-72 hours of an incident. Effectiveness measures such as timeliness, communication, coordination and accessibility to services will be utilized to review responses.

Action Item 20: Mobilize inter-sectoral responses to situations of Acutely Elevated Risk.

Action Item 21: Work with community members, inter-departmental staff, BIAs, and the City Councillors Office to facilitate, workshops, events and initiatives such community safety walks & park safety audits. Establish monthly community safety trainings and walks. A working group will be established with noted stakeholders and monthly meetings will be held to oversee this action Plan roll-out.

Action Item 22: Explore Community Benefits Agreement and Social Procurement opportunities that may arise from City procurement or new development in the area to achieve social and economic benefits for local communities.

Action Item 23: Initiate review of enforcement approach and policies related to illegal dumping on private property and staff will report back on the outcomes and measures of success to the Community Development and Recreation Committee in the second quarter of 2019 as part of the Downtown East report to Council.

Action Item 24: Request 2 temporary positions to enhance harm reduction supports in the area for a 1 year period. Staff will explore opportunities to hire additional harm reduction supports a minimum of 10 temporary positions, including peer-to-peer support workers, to enhance mobile harm reduction supports for a 1 year period and offset the costs from Toronto Central LHIN funding where possible.

Action Item 25: Request for 7 additional staff to provide enhanced harm reduction outreach in 2018 with an initial focus in the Downtown East area. Toronto Public Health will monitor and evaluate needs throughout the City and adjust service accordingly. Services will include promoting existing harm reduction services, safer drug use equipment disposal, connecting people to other services including housing, income, food and mental health services and providing harm reduction counselling and support. This funding would be from a 2018 provincial enhancement to public health and is contingent on the City of Toronto providing the 25% cost shared amount.

Action Item 26: Staffing for Dedicated Park Clean-up Detail crews for parks (referred to as "flying squads" in motion b12) in the identified Hot Spot areas from July to December to increase service levels to 6 times per week.

Action Item 27: Increase staffing for Parks Ambassadors serving Hotspot areas in Downtown East from July to December.

Action Item 28: Extend the scope of work for the flying squads to include laneway cleaning from June to December 2018 by increasing service levels to 3 times daily cleaning.

Action Item 29: Weekend Clean-up Blitz led by Solid Waste Management Services with a crew of 4 staff to provide additional sweeping, litter pick-up and other clean-up services in hotspot areas in the Downtown East on an as needed basis. This is in cooperation with Transportation Services.

Action Item 30: Work with City Divisions and community organizations to increase the number of needle drop boxes in the Downtown East including consideration of parks and open spaces.

Action Item 31: Extend the scope of work for the flying squads to include street sweeping and roadway cleaning from June to December 2018.

Action Item 32: Advance the work plan to repair and replace Astral street furniture in the Downtown East and consult with local stakeholders on the placement of any new furniture on Yonge St. between Bloor St. and Queen St. scheduled for 2018 to 2019.

Action Item 33: Remove abandoned newspaper boxes and corrals by August 2018.

Action Item 34: City Divisions will collaborate via the Downtown East Project Management Table and with the local community to explore beautification, public realm improvements and local engagement opportunities.

Action Item 35: Increase opportunities for youth and children's programming.

Action Item 36: Establish and implement a protocol for data sharing between area stakeholders and City Divisions including first responders to ensure broad awareness of safety issues including unsafe activities, needle disposal locations, needle related injuries and other hazards.

2. City Council direct City Divisions (including Solid Waste Management Services; Transportation Services; Parks, Forestry and Recreation and Toronto Public Health) to implement action items # 14, 26 - 29, and 31 that are required to address the immediate needs in the Downtown East area, and take appropriate mitigating actions to accommodate funding for the additional resources within the divisions 2018 Approved Operating budget, and request the Executive Director, Social Development, Finance

and Administration to work with the divisions to track the incremental expenditures, if any, related to the additional resources and report the spending as part of the 2018 variance reporting.

FINANCIAL IMPACT

This supplementary report seeks City Council approval for the implementation of an Enhanced 12-month Action Plan for the Downtown East area of the City. In response to the motions brought forward at the Community Development and Recreation Committee meeting on June 13, 2018, City staff have included actions with the requirement for funding in this report.

Preliminary estimates indicate that additional resources may be required to implement immediate actions in 2018 to provide enhanced service delivery in certain areas as noted below. The divisions will take appropriate mitigating actions to accommodate the funding needs within the Council Approved Operating Budgets by reviewing their existing capacity to deliver services. Should the funding needs exceed the approved budget, the divisions will monitor and track the incremental expenditures incurred as a direct result of expanding services in Downtown East and work with Social Development, Finance and Administration to report these as part of the City's 2018 variance reporting process. For 2019 and future years, the divisions will review their existing capacity and funding requirements and submit any additional funding requirements for consideration as part of the 2019 budget process.

1. Provide enhanced laneway cleaning for the Hot Spot areas of Downtown East from June to December 2018 (action item #28). This will require two staff and a truck rental with fuel costs by Solid Waste Management Services up to a cost of \$0.115M. Additionally, each Weekend Clean-up Blitz will require 4 staff and cleaning equipment at a cost of \$0.003m (action item # 29).
2. Provide enhanced street sweeping for the Hot Spot areas of Downtown East from June to December 2018 (action item # 31) by Transportation Services at a cost of approx. \$0.035M to \$0.035M.
3. To implement action item 14: the provision of expanded service levels for facility access at John Innes Community Centre by Parks, Forestry & Recreation at a cost of \$0.025M.
4. To implement action item 26: the provision of dedicated park clean-up crews for downtown east parks and identified Hot Spot areas from July to December in order to increase litter and debris cleanup service levels to 6 times per week by PF&R at a cost of \$0.367M.
5. To implement action item 27: the provision of Parks Ambassadors serving the Downtown area by PF&R at a cost of \$0.193M.

6. Additional outreach workers to provide enhanced harm reduction outreach in 2018 with an initial focus on the Downtown East area (action item #25) by Toronto Public Health (TPH) and an additional 25 needle disposal bins (action item #30); this request has been approved at the June Board of Health meeting and will be considered at the June 26 Council meeting. Funding for this initiative is cost shared with the Province of Ontario.

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

DECISION HISTORY

On June 13, 2018, Community Development and Recreation Committee considered the staff report regarding the 12-month Action Plan to address the on-going crisis in the Downtown East. The Committee requested that the Interim City Manager report directly to the June 26, 2018 City Council meeting with recommended service level adjustments to address the immediate needs in the Downtown East area related to harm reduction and outreach services, parks cleanliness, road and laneway issues with implementation to commence no later than July 15, 2018.

The Committee also requested that the Executive Director, Social Development, Finance and Administration report to the June 26, 2018 City Council meeting to include the following enhancements and changes to the 12-month Action Plan for the Downtown East attached to the report (May 31, 2018) from the Executive Director, Social Development, Finance and Administration:

1. Engaging immediately with local stakeholders to determine if there are financial opportunities to hire additional supports immediately, as part of Action Items 4 and 24.
2. Establishing the number of staff persons requiring training, the types of training necessary, and measures of success, as part of Action Item 5.
3. Including overdose prevention training and measures of success, as part of Action Item 8.
4. Including violence reduction and increasing the sense of community safety as part of the scaling up of harm reduction services listed in Action Item 10.
5. Including staff training and a review of the potential need for staff to work in pairs as part of the operation of facilities in Action Item 14.
6. Changing Action Item 15 from:
“Explore opportunities to increase access to healthy foods for vulnerable communities.”
to read:
“Explore and secure opportunities to increase access to healthy foods for vulnerable communities.”
7. Expediting the timeline for Action Item 17 to read “Third Quarter or sooner”.
8. Including community input in the development of the communication protocols for Action Item 18 and reporting back to the Community Development and Recreation Committee on the protocol’s specifics at the earliest opportunity.
9. Defining what constitutes a triggering event and establishing measures of effectiveness for Action Item 19.

10. Setting the frequency of community training and walks to a monthly basis, minimum, and adding the holding of monthly working groups with the listed stakeholders to oversee the 12-month Action Plan roll-out for Action Item 21.

11. Change Action Item 24 from:

"Request 2 temporary positions to enhance harm reduction supports in the area for a 1 year period."

to read:

"Hire a minimum of 10 temporary positions to enhance mobile harm reduction supports in the area for 1 year period, including peer-to-peer support workers offsetting costs from Toronto Central LHIN funding, where possible."

12. Extending the scope of work for the flying squads to include laneway and roadway cleaning, the involvement of Transportation Services and Solid Waste Management Services, and immediate implementation of this action item as part of Action Item 26.

13. Reporting to the January 2019 Community Development and Recreation Committee meeting on the outcomes and measures of success, as established for Action Items 5 and 23.

14. Including a strategy for housing, addictions and mental health supports in the 5-year Plan.

15. Expanding the boundaries of the action plan as follows:

a. West to Bay Street; and

b. Extending the northern boundary to Rosedale Valley Road and Aylmer Avenue between Bloor Street East, Mount Pleasant Road and Yonge Street for the duration of operations of 21 Park Road as a respite centre.

16. Locating new needle collection bins in parks or other open spaces.

17. Removing abandoned newspaper boxes and corrals by August 2018.

18. Consulting with local stakeholders on the placement of any new street furniture on Yonge Street, between Queen Street and Bloor Street, scheduled for 2018 and 2019.

19. Consulting with first-responders to establish appropriate staffing levels, proportional to the seriousness and volume of service requests, as well as the financial and administrative mechanisms necessary to immediately achieve these targets.

20. Sharing data and activity maps between area stakeholders, first-responders, and city divisions to ensure staff have a complete understanding of unsafe activities, hazardous waste, needle stick injuries, and needle disposal trends.

21. Evaluating the viability of the Toronto Eaton Centre and Ryerson University as a host for a Toronto Police Service substation.

The Committee also requested the Executive Director, Social Development, Finance and Administration, in consultation with other appropriate staff, to report directly to the June 26, 2018 City Council meeting on the following further immediate enhancements in the Downtown East area:

a. Augmenting laneway maintenance and cleaning;

b. Additional opportunity for increased dedicated park cleaning including flying squads;

c. Immediate review and repair of street furniture;

d. Increased opportunities for youth programming and children's camps; and

e. Beautification and public realm improvement.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD29.5>

Comments

At its June 13, 2018 meeting the Community Development and Recreation Committee recommended that City Council adopt the 12-month Action Plan. The Committee also requested that the Interim City Manager and Executive Director, Social Development, Finance and Administration (SDFA) report directly to the June 26, 2018 City Council meeting with recommendations for further enhancements to the 12-month Action Plan and service level adjustments to address the immediate needs in the Downtown East area.

Through input from City divisions, the 12-month Action Plan was updated to reflect the original Action Plan recommendations and associated costs in comparison to the requested new enhancements and service level adjustments (see Attachment 1). As a result of this work, an enhanced 12-month Action Plan is recommended (see Attachment 2).

The enhanced Action Plan includes 36 actions across 6 focus areas: Mental Health; Substance Use & Harm Reduction; Housing, Homelessness & Shelter Support; Community Safety & Violence Prevention; Planning, Parks and Public Realm; and Economic Opportunities. The plan has incorporated new action items that have a particular focus on increasing and improving the coordination of harm reduction services, providing additional supports and actions to augment community safety, and providing elevated service levels to maintain cleanliness in the neighbourhood. These actions include: i) increasing the number of mobile harm reduction workers; ii) creating "flying squads" to provide additional laneway cleaning, sweeping and park clean-up services; iii) pairing City staff providing clean-up services with outreach workers from Toronto Public Health (TPH), Social Development, Finance and Administration (SDFA), Shelter Support and Housing Administration (SSHA) Streets to Homes and Parks, Forestry and Recreation (PFR) Parks Ambassadors; iv) increasing youth programming and children's camps in local community centres; v) repairing street furniture; and vi) providing additional supports for homeless individuals and shelter users in the area.

As requested by the Community Development and Recreation Committee, the supplementary report also provides an update on further immediate enhancements (see Attachment 3) being implemented and proposed as they relate to:

- a) Augmenting laneway maintenance and cleaning
- b) Additional opportunity for increased dedicated park cleaning including flying squads
- c) Immediate review and repair of street furniture
- d) Increased opportunities for youth programming and children's camps
- e) Beautification and public realm improvement
- f) Harm reduction and outreach services.

Downtown East Area Boundaries:

The Community Development and Recreation Committee June 13, 2018 motion requested the Downtown East boundaries be expanded and identified a number of areas as "Hot Spots", defined as areas requiring additional service and attention. The current boundaries of the Downtown East include Bloor Street on the north, Front Street on the south, Yonge Street on the west, and the Don Valley Parkway on the east. In the enhanced 12-month Action Plan, staff will address the needs in Hot Spots identified

within extended area boundaries of Bay St. to the DVP and Front St. to Bloor St. including the immediate vicinity of the Respite Centre at 21 Park Road while it is operational.

The identified Hot Spots include: Yonge-Dundas, Sherbourne-Dundas, Sherbourne-Queen, Sherbourne-Gerrard, Yonge-Wellesley, Yonge-College, Dundas-Dalhousie, Asquith Park, Moss Park, Allan Gardens, Barbara Hall Park and the Winchester Square Park. City staff will also have an approach that is responsive to area issues and can effectively respond if Hot Spots change.

Enhanced Community Safety Actions:

While some service enhancements have already been added in the area (see Attachment 2 and Attachment 3), community safety continues to be a focus for immediate actions. Toronto Police Services Downtown East 51 and 52 Division will be providing enhanced services in the summer months with increased police presence on the night shift focusing in the area including Yonge-Dundas Square. The focus of this project is to have increased police presence and to combat gun violence.

Staff from SDFSA will continue to engage with City first responder services through the Downtown East Project Management Team. To supplement this work, City staff will work with Toronto Paramedic Services and Toronto Fire Services to share metrics that support community safety in the area. SDFSA's Community Crisis Response Program is developing a community crisis response protocol for the area to ensure support services are coordinated, supports are mobilized and that opportunities for prevention and local capacity building are identified.

Community Communication and Outreach Strategy:

As part of the Action Plan implementation, staff will develop an outreach and communication strategy for residents and other community stakeholders (Members of Council, community agencies, neighbourhood associations, etc.) that is proactive and takes place at key milestones, using the tools and resources that are available internally such as:

- employing broad and targeted outreach strategies to engage the community in the implementation and refinement of the Action Plan so it is responsive to current and emerging needs
- establishing a web presence on the City's external site. This site will be used to facilitate communication with the community and will also support the internal outreach collaboration working group.
- using the Public Consultations page on the City's site to share information about any public consultations associated with this initiative
- using the City's corporate social media accounts, and those belonging to appropriate divisional partners, programs and key stakeholders/partners, to share information
- sharing key information with 311
- developing outreach materials (such as flyers and posters) that can be posted to display boards in local community/recreation centres, meeting places or libraries that summarizes the plan and directs people to the web for more information

- including articles/mentions in City publications that are shared through [e-updates](#) such as City Insider, City Planning, youthTO News, etc.
- using Flyer drops through Canada Post or a flyer distribution company

Communication activities will be monitored to help measure success for the 12-month Action Plan. In addition, a detailed communications plan will be developed to support the 5 year plan and will include a detailed list of communications tactics and timelines.

Service Coordination

SDFA staff have established a Downtown East Project Management Table (PMT) with representation from City divisions and agencies that deliver programs and services in the Downtown East. A focus of this group is to facilitate service coordination across City Divisions in order to ensure that City resources are maximized to enhance service delivery in the area. Opportunities to mobilize cross-disciplinary staff teams to more effectively respond to community needs are being leveraged. The PMT led the development of the 12-month Action Plan and will be responsible for overseeing its implementation and identifying measures of success. The PMT will also lead the development of the 5 year long term Action Plan. A dedicated Community Development Officer for the Downtown East area has been hired to coordinate and support the City response and Action Plan implementation. This staff will be connecting with area stakeholders including service providers, businesses, BIAs and institutions to identify and address local service needs and ensure broader service coordination and collaboration.

A special focus has been placed on harm reduction and outreach services in the area. To augment the service coordination, Toronto Public Health (TPH) has convened an inter-divisional City wide outreach working group to plan and coordinate outreach in the Downtown East. TPH staff are working with other City divisions, including Parks, Forestry and Recreation (PFR), Shelter Support and Housing Administration (SSHA), SDFA, Solid Waste Management Services (SWMS), Transportation Services and, Municipal Licensing and Standards (MLS). The outcomes of this group are to identify and advance opportunities to coordinate harm reduction and outreach services, establish an inventory of City outreach service offerings and build awareness as a resource for outreach staff and the broader community. This work is also being coordinated with other community agencies providing harm reduction and outreach in the area.

Finally, the Furthering Our Community by Uniting Services (FOCUS) Table in Downtown East, co-led by SDFA, Toronto Police Services and the United Way Greater Toronto, meets weekly with approximately 40 community and public organizations to identify and respond to situations of elevated risk of anti-social or criminal behaviour. This is the most active FOCUS table in the country and has addressed 118 situations from January 1 – June 1 of 2018. The FOCUS table will continue to address high risk situations but will also connect with the PMT to help monitor and respond to emerging trends in the area.

Monitoring and Measures of Success Framework

A framework to monitor and measure success is an important part of the Downtown East Action Plan. This framework will help staff to understand the effectiveness of the actions, identify where responses need to be modified and take action accordingly. The framework will be guided by the principles of engagement, collaboration and coordination driven to better address community service needs. Measures of success will be tracked in the each of six focus areas. To ensure that what matters is measured, staff will provide regular reporting and consult with stakeholders. A baseline is being developed with input from members of the Downtown East PMT and local stakeholders as well as data from Wellbeing Toronto, the Census Warehouse and TPH.

CONTACT

Fariha Husain
Project Manager, Tower & Neighbourhood Revitalization Unit
Social Development, Finance & Administration Tel: 416-392-9688
[Email: fariha.husain@toronto.ca](mailto:fariha.husain@toronto.ca)

Aderonke Akande
Manager, Tower & Neighbourhood Revitalization Unit
Social Development, Finance & Administration Tel: 416-397-5257
[Email: aderonke.akande@toronto.ca](mailto:aderonke.akande@toronto.ca)

SIGNATURE

Chris Brillinger
Executive Director, Social Development, Finance and Administration

Giuliana Carbone
Interim City Manager

ATTACHMENTS

Attachment 1: Downtown East 12-month Action Plan Comparison Chart

Attachment 2: Downtown East - Recommended Enhanced 12-month Action Plan

Attachment 3: Downtown East - Further Immediate Enhancements