

## **2019 Shelter Infrastructure Plan and System Update Report**

**Date:** May 30, 2018

**To:** Community Development and Recreation Committee

**From:** General Manager, Shelter, Support and Housing Administration

**Wards:** All

### **SUMMARY**

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The purpose of this report is to seek approval for the 2019 Shelter Infrastructure Plan and 2018/19 Winter Plan. The report also provides information on a number of outstanding Council decisions related to the development and administration of shelters, 24-Hour Respite Sites, and housing with supports.

### **RECOMMENDATIONS**

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

1. City Council approve the 2019 Shelter Infrastructure Plan, set out in Attachment 2.
2. City Council authorize the General Manager, Shelter, Support and Housing Administration, to enter into new or amend existing agreements, as required, to open and operate shelters outlined in the 2019 Shelter Infrastructure Plan.
3. City Council authorize the General Manager, Shelter, Support and Housing Administration, to enter into new or amend existing agreements, as required, to maintain or add required respite spaces as set out in this report.
4. City Council authorize the General Manager, Shelter, Support and Housing Administration, to enter into new or amend existing agreements, as required, to respond to an urgent or unanticipated need to relocate shelters or respite sites.

## **FINANCIAL IMPACT**

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There are no financial impacts associated with this report. The capital and operating costs associated with expanding the shelter system by 1,000 beds and revitalizing George Street are included in the 10 year capital plan and future year operating outlooks. All financial impacts resulting from the Infrastructure Plan are subject to Council's annual authorization of the capital and operating budgets.

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

## **EQUITY IMPACT**

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The emergency shelter system in Toronto serves equity-seeking groups including seniors, women, members of LGBTQ2S communities, people with disabilities, individuals with mental health and/or substance use issues, the working poor, and other vulnerable groups. Effective operation of the shelter system and its allied services is important in ensuring that temporary emergency accommodation is available to equity seeking-groups, and that these vulnerable residents are assisted to move into permanent housing as quickly as possible.

## **DECISION HISTORY**

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At its meeting of March 26, 27 and 28, 2018, City Council adopted CD26.5 "Update on Emergency Shelter Services," setting a target of 18,000 new supportive housing units over the next 10 years and requesting a review of properties for use as emergency shelter, supportive, and affordable housing. Council also directed the development of interim respite service standards and a plan for developing permanent respite standards in consultation with key stakeholders.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD26.5>

On February 12, 2018, City Council adopted EX31.2 "2018 Capital and Operating Budgets" and requested the General Manager of SSHA to expand the number of permanent new shelter beds by 1,000 over three years.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX31.2>

At its meeting of January 31, February 1, and February 2, 2018, City Council adopted CD25.5 "Review of Current Winter Respite and Shelter Services during the Recent Cold Weather," reaffirming the 90% shelter occupancy target and requesting the General Manager of SSHA retain operations of all necessary respite services beyond their scheduled closing on April 15, 2018. They also requested that staff improve communication protocols and standards related to respite sites, drop-ins, warming centres, and Out of the Cold programs.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD25.5>

At its meeting of December 5, 6, 7 and 8, 2017, City Council adopted CD24.7 "2018 Shelter Infrastructure Plan and Progress Report." Council approved the 2018 Shelter Infrastructure Plan and a new property development approach to siting shelters. Council authorized the Deputy City Manager, Cluster A, to approve specific sites for shelters, provided certain criteria are met. The report also provided an update on the development of the new shelter service model and its implementation in pilot projects. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CD24.7>

At its meeting of April 26, 27 and 28, 2017, City Council adopted CD19.6 "Proposed New Engagement and Planning Process for Emergency Shelters," which provided recommendations to improve the community engagement process for opening new emergency shelters. It also described the further steps needed to change the model for emergency shelters and change the conversation about homelessness in Toronto. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CD19.6>

At its meeting on July 12, 13, 14 and 15, 2016, City Council adopted EX16.13 "George Street Revitalization – Recommended Procurement and Delivery Strategy," which authorized the financing and procurement model for the GSR project. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.13>

## **COMMENTS**

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### **1. 2019 SHELTER INFRASTRUCTURE REPORT**

#### **(a) Shelter Infrastructure Plan Overview**

The 2018 Shelter Infrastructure Plan was approved by Council in December 2017, and established a new process for approving shelter locations. The 2018 plan originally identified five shelters with 291 beds in 2018 (121 new beds, 50 George Street Revitalization beds, and 120 replacement beds).

Through the 2018 budget process, and in response to the unprecedented demand for shelter, Council approved the capital and operational funds required to open 1,000 new shelter beds over the next three years. Council also added a request that the first three new shelters be open by the end of 2018. A map of all current municipal shelters by ward, including those expected to open in 2018, is included as Attachment 1.

Table 1 and 2 below show the revised forecast of shelter bed openings for 2018, along with the new projections for 2019 and 2020.

Table 1: Beds: Forecast of Permanent Shelter Bed Openings by Year, 2018–2020

<b>Beds</b>	<b>New</b>	<b>GSR</b>	<b>Replacement</b>	<b>Total per Year</b>
<b>2018</b>	342	90	211	<b>643</b>
<b>2019</b>	289	344	232	<b>865</b>
<b>2020</b>	369	0	74	<b>443</b>
<b>Total per Category</b>	<b>1,000</b>	<b>434</b>	<b>517</b>	<b>1,951</b>

Table 2: Sites: Forecast of Permanent Shelter Site Openings by Year, 2018–2020

<b>Sites</b>	<b>New</b>	<b>GSR</b>	<b>Replacement</b>	<b>Total per Year</b>
<b>2018</b>	4	2	3	<b>9</b>
<b>2019</b>	3	4	4	<b>11</b>
<b>2020</b>	6	0	2	<b>8</b>
<b>Total per Category</b>	<b>13</b>	<b>6</b>	<b>9</b>	<b>28</b>

Please note that the number of new sites in Table 2 includes sites acquired by the City and by purchase-of-service agencies.

The 2019 Infrastructure Plan and an update on the progress of the 2018 Shelter Infrastructure Plan is provided in Attachment 2.

Attachment 3 shows the overall growth in shelter system capacity over the last decade.

### **(b) Strategies to Identify and Secure Properties**

Since 2014, Real Estate Services (RES) and SSHA identified over 1,000 properties as potential shelter sites. Between 2014 and 2016, 144 sites were found to be potentially viable and were further assessed against bylaw requirements and program/site criteria (see Attachment 4 for criteria), which resulted in one property being secured.

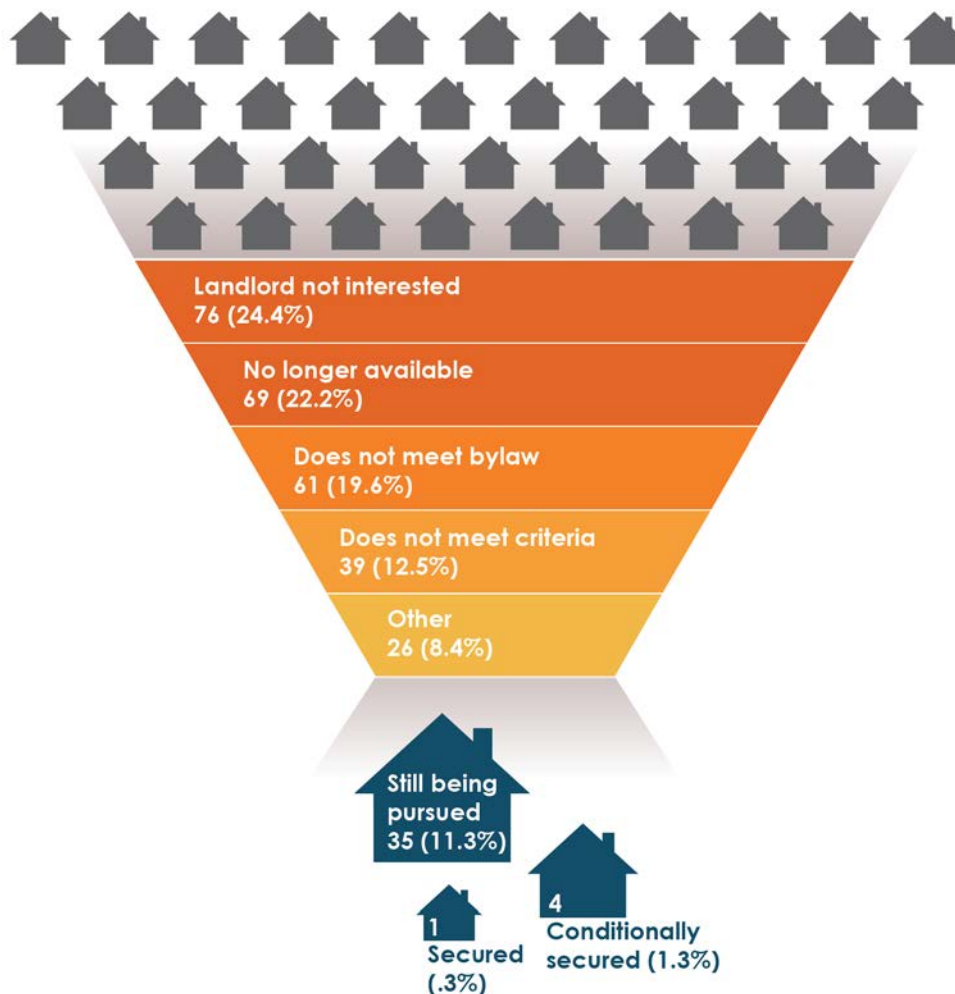
Between April 1, 2017 and May 2, 2018, an interdivisional team assessed a further 311 properties (76 City-owned, 235 privately-owned) as potential sites. Figure 1 shows the results of these efforts.

On February 26, Real Estate Services contacted approximately 49,000 Toronto Real Estate Board (TREB) members, requesting assistance in identifying potential shelter sites. As of April 30, 2018, staff had received roughly 135 email inquiries and 50 phone calls. Sales Representatives were able to suggest approximately 18 properties as

possible shelter sites. After the initial assessment, staff found 3 of these locations met the bylaw requirements and program/site criteria needed to move forward and the sites are currently being assessed further for possible acquisition or lease.

Figure 1: Shelter Property Assessment Outcomes, April 1, 2017–May 2, 2018

### Results of 311 assessed properties April 1, 2017 - May 2, 2018



Zoning By-law 569-2013 permits municipal shelters as-of-right in most zones, subject to two conditions: a 250-metre separation distance from another shelter and a requirement to be located either on a major street or on a street that intersects with a major street where the lot is within 80 metres of the major street. Those properties that are not subject to Zoning By-law 569-2013, due to various transitional reasons, are subject to the Municipal Shelter By-law 138-2003, which has similar locational conditions.

Of the 61 properties that did not meet bylaw:

- 27 did not meet the requirement of being located on or within 80 metres of a major street / major or minor arterial road;
- 21 sites were located within Employment Industrial zones, in which municipal shelters are not a permitted use under By-law 569-2013;
- 7 were located within 250 metres of another shelter; and
- 6 were ruled out for other reasons related to bylaw provisions.

Per Council direction in December 2017 (CD24.7), City Planning is exploring zoning by-law amendment options that would increase the as-of-right permissions for shelters. SSHA and RES representatives have met several times with City Planning to discuss challenges and possibilities. A separate report from City Planning was submitted to the June 7th meeting of Planning and Growth Management Committee. The report includes recommendations to conduct city-wide public consultations on various options to increase the as-of-right permissions for shelters, and report back with a zoning by-law amendment in early 2019.

Real Estate Services and SSHA's efforts to identify properties have included:

- Scanning and filtering down a list of over 400 City-owned assets identified as "vacant." Much of the City-owned portfolio of vacant lands is comprised of narrow, steeply graded, and/or landlocked parcels making them unsuitable for shelters
- Working on an ongoing basis to identify potential non-City-owned sites through MLS searches, brokers, etc.
- Hiring commercial real estate firm CBRE to assist with identifying sites.
- Outreach to City divisions and agencies, Provincial and Federal partners, School Boards, faith-based organizations, and the Toronto Real Estate Board (TREB).

Staff have also engaged provincial and federal partners to identify potential available properties. To date, 354 George Street, the former York Detention Centre, is the only property that has been identified as suitable for use as an emergency shelter. The Province made this property available to the City in January for use as a respite site. It is still in use for this purpose, and staff are exploring the possibility of leasing the site over a longer term.

Staff continue to work with other government bodies to engage their support and identify properties suitable for use as shelters, affordable housing, and supportive housing

### **(c) Next Steps**

#### *City-wide Assessment of Need*

Better understanding the evolving needs of individuals and families who require emergency shelter is key to developing and maintaining a flexible and responsive system. Future Shelter Infrastructure Plans will be further informed by a number of initiatives currently underway, including:

- 2018 Street Needs Assessment (SNA): On April 26 this year, the SNA surveyed more than 2,000 people experiencing homelessness in Toronto. Analysis of the data collected through the SNA will update our understanding of the demographics and service needs of people experiencing homelessness.
- Housing Opportunities Toronto (HOT) Action Plan 2020–2030: The updated HOT plan will be informed by market and demographic research and analysis and will be brought forward to Council by the end of 2019.
- Housing Stability Services Plan 2020–2025: A new five-year service plan will be developed in alignment with the strategic direction of the new HOT Plan and through engagement with City Divisions and community stakeholders.

### *Colocations and Partnerships*

As part of the integrated city-wide real estate model, CreateTO and City Real Estate Services co-chair a Strategic Program Committee. This staff committee provides a forum for City divisions to discuss upcoming infrastructure needs/plans and to identify possibilities for collaboration and co-location. As staff develop plans for the next 10 years, a key priority will be to explore these opportunities as they arise. In particular, SSHA will work with the Affordable Housing Office, Long-Term Care Homes and Services, and other City partners to leverage capital investments in shelters with supportive housing opportunities.

### *Design Guidelines*

A Request for Proposals (RFP) seeking an architectural firm to develop a set of best practice design guidelines for all new shelters will be issued next month. The development of these guidelines will include consultations with service users and community partners. Once complete, the guidelines will be applied to all future capital builds.

## **2. UPDATE ON 24-HOUR RESPITE SITES**

24-hour Respite Sites are designed to broaden the range of services available to those experiencing homelessness. These sites provide 24-hour essential supports (including: meals, service referrals, places to rest, etc.) in an environment that prioritizes ease of admission to safe facilities. Having these lower barriers makes respite sites more accessible, especially to those who are vulnerable and who may not otherwise access conventional shelter services.<sup>1</sup>

These sites were developed to add capacity to the respite services system, to complement the two 24-hour women's drop-ins and the Streets to Homes Assessment and Referral Centre (SHARC) respite program, and to reduce reliance on Out of the Cold programs.

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<sup>1</sup> Definition from the 24-Hour Respite Sites Interim Standards (April 2018): [www.toronto.ca/community-people/community-partners/24-hour-respite-site-operators](http://www.toronto.ca/community-people/community-partners/24-hour-respite-site-operators)

## **(a) Overview of 2017/18 Winter Services**

Based on a review of services offered in the previous year, Council approved an expansion of winter respite capacity in 2017/18 to a total of 5 respite sites with 260 spaces to be available 24/7 between November 15 and April 15. This was in addition to the approximately 96 (average) nightly spaces provided by faith-based Out of the Cold programs between November and April. A further 137 respite spaces are provided year-round by the Streets to Homes Assessment and Referral Centre (SHARC) and two 24-hour women's drop-ins.

However, given the unprecedented demand for services along with a spell of prolonged, unusually cold weather, Council directed staff to increase services. In total, ten 24-Hour Respite Sites were available over the course of the winter, along with one warming centre, which was available for additional capacity during Extreme Cold Weather Alerts. Two 24-Hour Respite Sites were co-located with other uses and were available only for a few weeks (Regent Park Community Centre and the Moss Park Armoury).

The number of 24-Hour Respite Site spaces has varied over the course of the winter and into the spring. Currently, 545 spaces are available and the occupancy rate is 81.3%. (See Attachment 5.)

### *24-Hour Respite Sites Available After April 15*

Given the continued high occupancy in the shelter system and continuing demand for services, Council directed staff to retain operations of necessary 24-Hour Respite Sites beyond April 15.

Six of the existing sites remain open at their original locations. The two remaining sites were unable to remain open on an ongoing basis and replacement sites were not available until August. Staff considered all available options for short-term use of public/City-owned buildings that would provide the required space and amenities. There were few options available and, faced with either cancelling programming at two active community centres, or utilizing City owned/operated arenas that had closed for the season, staff identified the Lambton and Don Mills Civitan Arenas as temporary locations for respite services.

The 24-Hour Respite Sites located at these arenas will continue through the summer months and will be closed by September. They have additional security and maintenance staff responsible for the building and the areas surrounding them. Each site has shower and washroom facilities, welcomes pets, serves people of all genders, and is accessible by public transit.

For a full list of 24-Hour Respite Sites, capacity, and operations status, please see Attachment 5.



In addition to the 24-Hour Respite Sites described above, staff also reached out to the Out of the Cold program volunteer coordinators to determine if any of these sites could continue to operate beyond April 15. Three Out of the Cold programs that normally close in March agreed to extend their operations until the end of April.

### *Additional Winter Shelter Capacity*

At its December meeting, in addition to expanding respite capacity, Council directed staff to add 400 additional shelter beds to the system as soon as practically possible. By May 22nd, an additional 130 shelter beds had been added to the base system and more than 1,000 motel beds had been opened.

### *Gender Lens*

The City of Toronto funds two year-round 24-hour drop-ins that serve women and people who are transgender or gender-non-binary. In the 2017/18 winter season, the City funded a 24-Hour Respite Site in Parkdale for women and trans/non-binary individuals only. The site opened on December 20, 2017 and between January 1 and April 15, the average occupancy rate was 67%. The occupancy at the 24-Hour Women's Drop-ins is between 88% and 96%.

All other 24-Hour Respite Sites welcome people of all genders. This is part of the low-barrier service model, supporting access for people who may not want to go to gender-specific shelters. Some have designated areas or rooms for couples or women.

The consultations for the permanent 24-Hour Respite Site standards will include an intersectional gender lens to ensure that women and gender-non-binary people receive appropriate supports within these services.

### **(b) 2018/19 Winter Services Plan and Development of 24-Hour Respite Site Standards**

Given the extension of 24-Hour Respite Sites beyond April 15, the 2018/19 Winter Services Plan includes ensuring ongoing availability of 24-Hour Respite Site operations to meet demand. The Plan also includes improving service, facilities, and communications.

Several measures to improve services and community relations at 24-Hour Respite sites are already underway, including:

- Enhancing programming for clients, working closely with the Toronto Public Health, Parks, Forestry, and Recreation, Solid Waste Management, and Social Development, Finance and Administration divisions.
- Enhancing security in partnership with Corporate Security.
- Providing facilities support to existing and new sites in partnership with Internal Corporate Services.
- Establishing community clean-up practices; increasing frequency of garbage pick-up; installing sharps containers in parks etc.

- Ongoing outreach to business owners, Business Improvement Areas (BIAs), resident associations, and faith groups.

### *Development of 24-Hour Respite Site Standards*

Staff, in consultation with key stakeholders, developed interim standards for 24-Hour Respite Sites, which were publicly released on April 26, 2018 and took effect on April 30, 2018. The interim standards focus on areas such as administration, basic services, facilities, access, health and safety, and customer service.

The interim 24-Hour Respite Site standards will remain in place while SSHA engages in a broad consultation process, which will include engagement with stakeholders across the service spectrum, including clients, service providers, staff, and subject matter experts. This work will also include developing consistent terminology, following the Ombudsman's recommendations. Prior to finalizing the standards, a draft version will be posted on the City of Toronto's website to engage the broader public and solicit input and feedback. The final standards will be completed by November 2018.

For the interim 24-Hour Respite Site standards and the consultation plan, please see: <https://www.toronto.ca/community-people/community-partners/24-hour-respite-site-operators/>.

In addition to implementing 24-Hour Respite Site standards, SSHA is committed to implementing all the recommendations outlined in the Ombudsman "Enquiry into the City of Toronto's Winter Respite services during the 2017-2018 winter season" released in March 2018. This work will be reported to the Ombudsman's office quarterly and includes:

- developing a system for sharing up to date 24-Hour Respite Site occupancy information;
- establishing clear, descriptive, and user-friendly terms for each of the different services we provide and requiring all staff to use the same terminology;
- clarifying the roles of 311, Central Intake, and the Streets to Homes Assessment and Referral Centre (SHARC);
- improving collection and use of data for intake and planning; and
- consulting with people using the services, agencies, stakeholders, and professionals working on behalf of the homeless on ways to improve 24-Hour Respite Sites.

### *2018/19 Winter Services Plan*

Last winter, the highest total number of individuals accessing 24-Hour Respite Sites was 586 (on January 16), with an occupancy rate of 88.5%. As of May 24, demand had dropped to 443 spaces in use out of an available 545, for an occupancy rate of 81.3%. (See Attachment 5.)

The City of Toronto has committed to maintaining the 24-Hour Respite spaces necessary to ensure that all those seeking a place to stay have somewhere to go. The

City is equally committed to ensuring that these sites provide quality services in accessible, clean, well-maintained facilities with amenities to meet clients' needs.

The 342 new permanent shelter beds opening by Q4 2018 are expected to alleviate some of the demand for respite services. However, given the ongoing service need, a minimum of 600 24-Hour Respite Site spaces will be available in the 2018/19 winter season. These spaces will be distributed across multiple locations to ensure access. Staff will monitor shelter and 24-Hour Respite Site occupancy and adjust service levels as required. Maintaining these levels of service will reduce the pressure experienced in the Out of the Cold Programs and decrease the City of Toronto's reliance on these important programs as it committed to do in June 2017 (CD21.16).

SSHA is actively working with RES to find additional 24-Hour Respite Site locations to provide the required capacity. Although siting 24-Hour Respite Sites follows a different process than that of a permanent shelter, SSHA is committed to implementing a consistent approach to notifying the surrounding community in advance and working with local community groups to help mitigate any issues. In 2018/19, each new 24-Hour Respite Site will have a full-time staff person dedicated to community relations and client programming.

In addition to new buildings, SSHA is exploring the use of semi-permanent structures for delivery of 24-Hour Respite services in at least 3 locations. These structures are modular in nature and insulated. They meet all relevant codes and will significantly reduce construction time. They are being used in communities across Canada, the U.S., and the world for a range of purposes, including churches, arctic stations, aquatic centres, gymnasiums, classrooms, fire stations, temporary housing and emergency shelters.

Each semi-permanent structure will be designed to accommodate 100 spaces and will meet AODA standards for accessibility. They will have plumbing, heating/cooling, electrical systems and include laundry facilities, washrooms and showers, in addition to being pet friendly.

As new permanent shelter beds come online and occupancy pressures are alleviated, semi-permanent structures may be repurposed to meet different types of needs in the community.

### **3. UPDATES ON RELATED SHELTER SYSTEM INITIATIVES**

The following section provides an update on a number of initiatives and Council directions related to the Shelter Infrastructure Plan, increasing shelter system capacity, and improving services.

## **(a) Toronto Shelter Standards and Shelter Occupancy Management**

The current Toronto Shelter Standards were updated in 2015 through an extensive consultation process to respond to stakeholder issues and concerns and ensure standards were in line with changes to applicable laws and municipal priorities.

In April 2017, Council directed staff to review the existing Shelter Standards, in light of increased demand for services, to determine whether the Shelter Standards had an impact on occupancy management.

### *Shelter Provider Consultations*

All City-funded shelter providers were invited to participate in a survey conducted between August and September 2017. Survey respondents included City-funded emergency and transitional shelter providers from all sectors.

Most respondents (61%) stated that the Shelter Standards were not a key a factor in managing occupancy during peak times and a majority (54%) did not think that the Shelter Standards impacted on their ability to manage issues that resulted from high occupancy levels. A small minority of respondents (7%) found the Shelter Standards hindered their ability to manage high occupancy and specifically pointed to limitations of the Shelter Management Information System (SMIS).

In November 2017, SSHA hosted a workshop with shelter providers to further discuss ways in which the Shelter Standards impact on shelter occupancy management. Twenty-nine (29) individuals representing 18 organizations attended. Shelter providers explained that guidance from SSHA would help to clarify expectations for exceeding contracted capacity. Shelter providers highlighted the impacts of high occupancy on client living environment, staff wellness, and the challenge of training staff. SMIS was identified as a vehicle that could facilitate efficiency in bed usage and management of beds during high occupancy and effectiveness in client placement, such as by identifying shelters that accept pets for successful referrals of clients with pets.

As a result of this process staff identified opportunities for administrative improvements, outlined below, to maximize access to available shelter spaces while maintaining current space standards and safety requirements.

### *Enhancements to the Shelter Management Information System (SMIS)*

SMIS has allowed shelters to have access to real time bed availability, facilitating referrals between shelter providers in accordance with Toronto Shelter Standards. A SMIS update was released in December 2017 that focused on enhancements to SMIS's ability to track and respond to service demands, to ensure the efficient use of resources, and improve bed management and system reporting. Upgrades to SMIS include a client-bed matching feature, tracking of bed usage, and a colour-coded system to assist staff to prioritize and refer clients as needed and release holds on beds in accordance to Shelter Standards. (For more information, please see: <https://www.toronto.ca/wp-content/uploads/2017/12/8d95-SSHA-SMIS-Dec-2017-Release-Notes.pdf>.)

## *Communication to Shelter Providers in Preparation for Cold Weather*

To support the effective use of system resources over the winter period, SSHA distributed bulletin 2017-10 in November 2017. The bulletin highlighted provisions in the Toronto Shelter Standards that facilitate access to shelter beds through local administrative actions such as clearing of queues on SMIS, bed holds standards, requirements to quickly turnover beds, and providing access during Extreme Cold Weather Alerts.

### **(b) Shelter Space Audits and Accessibility Audits**

In June 2017, SSHA hired design consultants to develop a comprehensive inventory of City-funded shelters, including the measurement and identified use of all rooms, program areas, common areas, sleeping areas, and the number of beds in each sleeping area. This inventory was directly reviewed against the space standards found in Section 9.3 of the Toronto Shelter Standards.

SSHA used the interim findings of the audit to add 130 beds to existing shelters. The final consultant's report is expected in Q2 2018, and SSHA will use it to review shelter capacities while maintaining a safe living environment for shelter users.

In addition, in 2016 SSHA engaged external accessibility consultants to lead a review of existing shelters locations to determine compliance with AODA requirements and estimate the cost to achieve compliance by 2025. Forty-three shelters were audited in 2016–17, with the audits of the remaining shelters to be completed in 2018.

Eight measures were used to establish a minimum baseline of accessibility. While some of the shelters met some or most of the measures, preliminary analysis indicated that none of the 43 shelters met all eight minimum baselines measures for full accessibility. Supporting the system to reach this basic level would require an estimated \$12 million investment. Once the remaining locations have been assessed and the final reports and data are received, SSHA will develop an appropriate action plan in collaboration with community shelter providers to improve accessibility and achieve compliance with AODA standards. Funding for these compliance requirements will be requested through future years' budget processes.

### **(c) Increasing Housing with Supports Opportunities**

While maintaining adequate emergency shelter capacity to respond to demand is a critical priority, it is not the only solution. To make progress in reducing homelessness, it is also important to focus on supporting people to move from shelter into permanent housing with the supports they need to achieve housing stability.

## *Home for Good Program Update*

The provincial commitment of \$90 million in Home for Good (HFG) capital and operating funding for Toronto until March 2020 is a welcome contribution to support the City's ongoing efforts to assist vulnerable residents. Home for Good will fund housing assistance and supports to help people maintain their housing for up to 2,000 people who meet one or more of the provincial homelessness priority areas: people experiencing chronic homelessness (six months or longer), Indigenous people experiencing homelessness, youth experiencing homelessness, and those leaving institutional care into homelessness.

To date, this funding has supported more than 900 people through 32 programs in the first year of the program (clients were a combination of in situ tenants and newly housed people). Three RFPs were completed, and an additional RFP closed in mid-May. It is anticipated that the combined results of these RFPs will result in a further 1,000 units being supported through this funding stream over the next 12 months.

### *Estimated Need for Additional Housing with Supports*

Beyond Home for Good, there is an ongoing need for additional supportive housing as a permanent solution to homelessness. In 2017, 22% of those using emergency shelter, approximately 4,000 people, stayed for 6 months or more, meeting the definition of chronic homelessness. As of January 2018, there were more than 14,000 households on the Access Point waiting list for mental health supportive housing in Toronto. Estimates from a recent Wellesley Institute Report suggest that Ontario requires up to an additional 56,000 units of mental health and addictions supportive housing. Based on population share, equivalent estimates for Toronto could be at least 18,000 units of supportive housing, or 1,800 new units a year over the next ten years.

It is estimated that 1,800 units would require an annual provincial investment of \$41.7 million in operating costs and \$283.5 million in one-time capital costs each year. The total provincial capital investments required over 10 years for 18,000 units then, is \$2.835 billion and the ongoing annual operating cost, including inflation, to maintain 18,000 units after 10 years is \$543.7 million.

The capital estimate is based on the assumption of \$150,000 provincial capital funding per unit – the current funding model provided through HFG and Investment in Affordable Housing (IAH). This does not cover the actual costs of new construction. Based on current Home for Good capital projects, an additional estimated of \$198 million in City capital would be required, as well as approximately \$75.6 million in City Open Door Affordable Housing Program incentives (planning fees, development charges and tax relief).

If a mix of existing private market rental units and new capital construction were included, the cost would be reduced. However, given the current rental market, renovation and new construction are required for successful implementation.

For further details regarding cost assumptions and timelines, please see Attachment 6.

### *Siting Supportive Housing Units*

Real Estate Services, Shelter, Support and Housing Administration, and the Affordable Housing Office continue to review and assess existing City of Toronto assets for possible use and/or conversion to supportive housing. Staff continue to work with other government bodies and community groups, including the Federal Government, the Provincial Government, the Toronto District School Board, the Toronto Catholic District School Board, faith communities, and civic not-for-profit organizations, to engage their support in identifying properties suitable for use as supportive housing.

### *Partnerships with Toronto Community Housing to Create Housing with Supports*

As part of the Home for Good program, SSHA and Toronto Community Housing (TCH) have identified opportunities for collaboration, effective service delivery, and supporting tenants to achieve housing stability. In particular, work has focussed on using vacant TCH units to create access to housing opportunities for people experiencing homelessness and on ensuring they have the supports required to stay housed. Through partnerships with community agencies, Home for Good funding has been leveraged to provide support to an initial 10 vacant units in hard-to-rent buildings and to support 200 TCH rooming house units that will provide housing with support opportunities for people exiting the shelter system. Work is underway to identify further opportunities to leverage vacant units to create housing with supports for people exiting the shelter system.

### **(d) Health Services in Shelters**

SSHA is working closely with health and shelter sector partners, including the Local Health Integration Networks (LHINs) to develop a coordinated approach to health services delivery for shelter clients.

In March 2018, City Council requested that the Ministry of Health and Long-Term Care and the Local Health Integration Networks operating in Toronto work with City staff, based on the current health service model pilots for shelter clients, to develop a clear minimum level of service and provide adequate funding for the model to be implemented system-wide.

The Shelter Health Services Design Project is a key initiative to provide a consistent approach to the planning and provision of healthcare services to shelter clients. The initiative was developed out of recognition that, while greater consistency and coordinated approaches are needed, health service needs may vary across the homeless population, and a one-size-fits-all set of healthcare services will not meet the diverse needs of people experiencing homeless in Toronto.

As part of the Shelter Health Services Design Project, the Toronto Central LHIN and Central East LHIN will identify health service providers to lead the coordination of health services to shelter clients at 5 pilot sites. Toronto Central LHIN will provide project management support to guide the process of identifying health needs and services for each site, and will support development of tools for coordinated client assessment, data

sharing, and evaluation. In keeping with the Health Services Design Framework, the lead health service provider and City-funded service navigator will adapt the model to their local context so that it is responsive to client need and leverages existing community resources.

The Shelter Health Services Design Project aims to leverage and coordinate existing health services provided in shelters:

- In 2017/18, the Toronto Central LHIN/Ministry of Health and Long-Term Care provided over \$1M in funding for primary care, community-based supports, and palliative care specifically for the homeless and under-housed population of Toronto.
- In addition, the Toronto Central LHIN provides funding for services that shelter clients access (including harm reduction services, Hepatitis C treatment, and diabetes education), though these services are available to all Torontonians.
- The other GTA LHINs provide additional funding for programs and services for the homeless and under-housed populations in the communities they serve.
- The Ministry of Health and Long-Term Care funds approximately 6,900 units of supportive housing for people living with mental illness or addictions, as well as other vulnerable people, in the Greater Toronto Area.

The model will be evaluated at the 5 pilot sites to inform refinement of the approach. Toronto Central LHIN is working to identify additional resources to support Toronto neighbourhoods where providers have flagged capacity challenges due to the significant numbers of shelters and increasing complexity of shelter clients.

### **(e) Improving Data and Reporting**

On April 27th, 2018 SSHA began posting the Daily Shelter Occupancy to Toronto's Open Data Portal: <https://www.toronto.ca/city-government/data-research-maps/open-data/open-data-catalogue/#711ba031-b32b-3390-ce54-22c15ac6389f>

The data set provides a listing of all the active shelters serving the City of Toronto area. Included in the dataset is the name of the shelter, program name, sector served (i.e. men, women, youth, families) addresses, the space capacity (i.e. beds or cots available) and the number of people that occupied those spaces at 4:00 AM the next morning.

In addition to the 2018 data, SSHA also posted the 2017 historical daily occupancy of each shelter.

SSHA continues to work with the Open Data Toronto team to make incremental improvements to the amount of data available on the portal. The next release will focus on the occupancy of the 24-Hour Respite Sites and 24-Hour Women's Drop-ins.



## **(f) Community Engagement and Service Planning**

In 2016, SSHA developed a Community Engagement Framework as one of the actions identified in the Housing Stability Service Plan. The framework was based on extensive input from community stakeholders and staff, articulates SSHA's commitment to increase and enhance engagement opportunities and support transformation of the service system built on effective collaboration and partnerships. The framework identifies a set of principles and implementation steps that SSHA will take to achieve the vision set out in the framework, which are now underway.

SSHA regularly engages with a broad range of existing community reference groups and/or existing mechanisms for community stakeholders to have input into shelter services and system planning (see Attachment 7).

Going forward, staff will continue to improve approaches and increase engagement opportunities and to enhance stakeholder awareness of opportunities for engagement and input on service system planning, with a view to creating greater transparency and increasing participation with a range of community stakeholders.

## **(g) Conclusions and Next Steps**

SSHA staff will continue working with interdivisional partners to implement the 2019 Shelter Infrastructure Plan and meet Council's objective of adding 1,000 new permanent shelter beds to the system capacity by 2020. Ensuring there are adequate services available for anyone seeking to access a 24-Hour Respite Site is also an important priority over the coming months leading into the 2018/19 winter season. City staff will continue to monitor shelter and 24-Hour Respite Site usage to manage occupancy levels and ensure there is sufficient capacity to provide safe places for all who ask for them.

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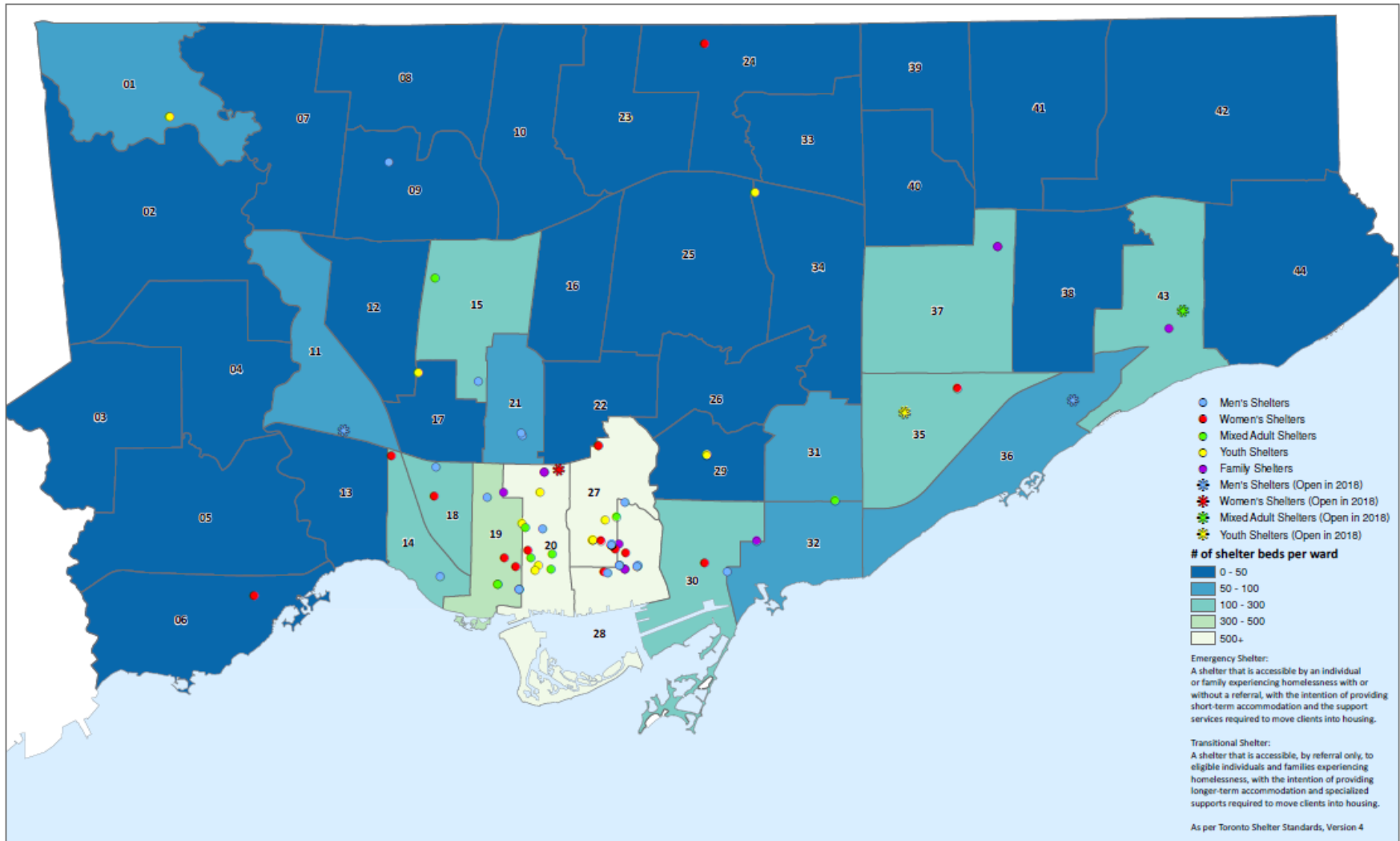
## **ATTACHMENTS**

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Attachment 1: Map of Current Shelter Sites by Ward  
Attachment 2: 2019 Infrastructure Plan and Update on the 2018 Infrastructure Plan  
Attachment 3: Shelter System Point-in-Time Capacity, 2008–2018  
Attachment 4: Property Assessment Criteria: Shelters and 24-Hour Respite Sites  
Attachment 5: List of 24-Hour Respite Sites  
Attachment 6: Estimated Financial Impact of Creating 18,000 Units of Housing with Supports  
Attachment 7: Stakeholder Reference Groups

# Attachment 1: Map of Current Shelter Sites by Wards

**TORONTO** Shelter, Support & Housing Administration 2018 Emergency and Transitional Shelters by Current Ward Boundaries (44 Wards)



Sources: Survey & Mapping; Shelter, Support & Housing Administration  
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Prepared by: SSIA - Contact: tess@toronto.ca



## Attachment 2: 2019 Infrastructure Plan and Update on the 2018 Infrastructure Plan

In December 2017, City Council approved SSHA's 2018 Shelter Infrastructure Plan (CD24.7) and the addition of 1,000 new beds by 2020. The table below presents, for approval, the planned growth in the shelter system over the next 3 years.

Type of Beds*	Shelter Project	Address	Beds & Sector	Open	Lease / Own**	Council Decision
<b>2017</b>						
New †	Homes First	702 Kennedy Rd.	90 women	Q4 2016	City owned	CD15.7 CD24.7
<b>2018</b>						
<b>Open</b>						
Rep.	New Hope Leslieville	29 Leslie St.	60 men	Q1 2018	POS agency owned	CD 9.1 CD24.7
<b>Location secured and opening in 2018</b>						
New	YouthLink	747 Warden Ave.	51 youth	Q3 2018	POS agency owned	CD21.14 CD24.7
GSR	City of Toronto GSR #1	731 Runnymede Rd.	50 men	Q3 2018	City owned	EX9.6 CD14.9 CD24.7
Rep. & GSR	City of Toronto Birchmount Residence/ GSR #2	3306 Kingston Rd.	100 seniors, men (60 replacement + 40 GSR)	Q3 2018	City owned	EX9.6 EX10.12 CD24.7
Rep. & New	Homes First Relocation	4117 Lawrence Ave. E.	88 all gender (67 rep. + 21 new)	Q4 2018	POS agency owned	CD24.7 EX31.2
Rep.	Fred Victor – 389 Church Relocation	512 Jarvis St.	24 senior women	Q4 2018	POS lease	EX 8.10 & current report
New	New Site #1	348 Davenport Rd.	60 women	Q4 2018	City owned	CD24.7 EX31.2
<b>Location conditionally secured for 2018 opening</b>						
New ‡	New Site #2	Etobicoke York	92 family (23 units)	Q4 2018	City owned	CD24.7 EX31.2
<b>Property search underway for 2018 opening</b>						
New	New Site #3	TBD	88 TBD	Q4 2018	City owned	CD24.7 EX31.2

Type of Beds*	Shelter Project	Address	Beds & Sector	Open	Lease / Own**	Council Decision
<b>2019</b>						
<b>Location secured for 2019 opening</b>						
<b>New</b>	Egale Canada	257 Dundas St. E.	30 LGBTQ2S youth	Q2 2019	POS agency owned	CD5.8 CD24.7
<b>Rep.</b>	Red Door Family Shelter	875 Queen St. E. <i>(Returning from 1430 Gerrard)</i>	96 family	2019	City owned	EX5.12 CD15.9
<b>Location conditionally secured for 2019 opening</b>						
<b>Rep. &amp; New</b>	Fred Victor – 86 Lombard Relocation	Scarborough	88 women (46 rep. + 42 new)	2019	City leased	EX31.2 & <b>current report</b>
<b>GSR</b>	City of Toronto GSR #3	Toronto & East York	96 men	2019	City leased	EX9.6 CD24.7
<b>GSR</b>	City of Toronto GSR #4	Scarborough	88 men	2019	City leased	EX9.6 CD24.7
<b>Property search underway for 2019 opening</b>						
<b>GSR</b>	City of Toronto GSR #5	TBD	80 men	2019	City owned	EX9.6 CD24.7
<b>GSR</b>	City of Toronto GSR #6	TBD	80 men	2019	City owned	EX9.6 & <b>current report</b>
<b>New</b>	New Site #4	TBD	88 TBD	2019	City owned	EX31.2 & <b>current report</b>
<b>New</b>	New Site #5	TBD	88 TBD	2019	City owned	EX31.2 & <b>current report</b>
<b>Rep. &amp; New</b>	Dixon Hall School House Relocation	TBD	88 men (47 rep. + 41 new)	2019	City owned	CD24.7 EX31.2
<b>Rep.</b>	YWCA Beatrice House	TBD	43 family	TBD	POS agency owned	CD24.7
<b>Property search underway for 2020 opening</b>						
<b>New</b>	New Site #6	TBD	88 TBD	2019	City owned	EX31.2 & <b>current report</b>

Type of Beds*	Shelter Project	Address	Beds & Sector	Open	Lease / Own**	Council Decision
New	New Site #7	TBD	88 TBD	2019	City owned	EX31.2 & current report
New	New Site #8	TBD	88 TBD	2020	City owned	EX31.2 & current report
New	New Site #9	TBD	89 TBD	2020	City owned	EX31.2 & current report
New	New Site #10	TBD	TBD	2020	City owned	EX31.2 & current report
New	New Site #11	TBD	TBD	2020	City owned	EX31.2 & current report
Rep.	Nellie's (VAW site)	Address confidential	10 women (City funded)	2020	POS agency owned	N/A (VAW – Province)
Rep. & New	The Salvation Army Florence Booth House	723 Queen St. W. (current property search is for a swing space while this site is being renovated)	80 women (64 rep. + 16 new)	TBD	POS agency owned	CD24.7 EX31.2

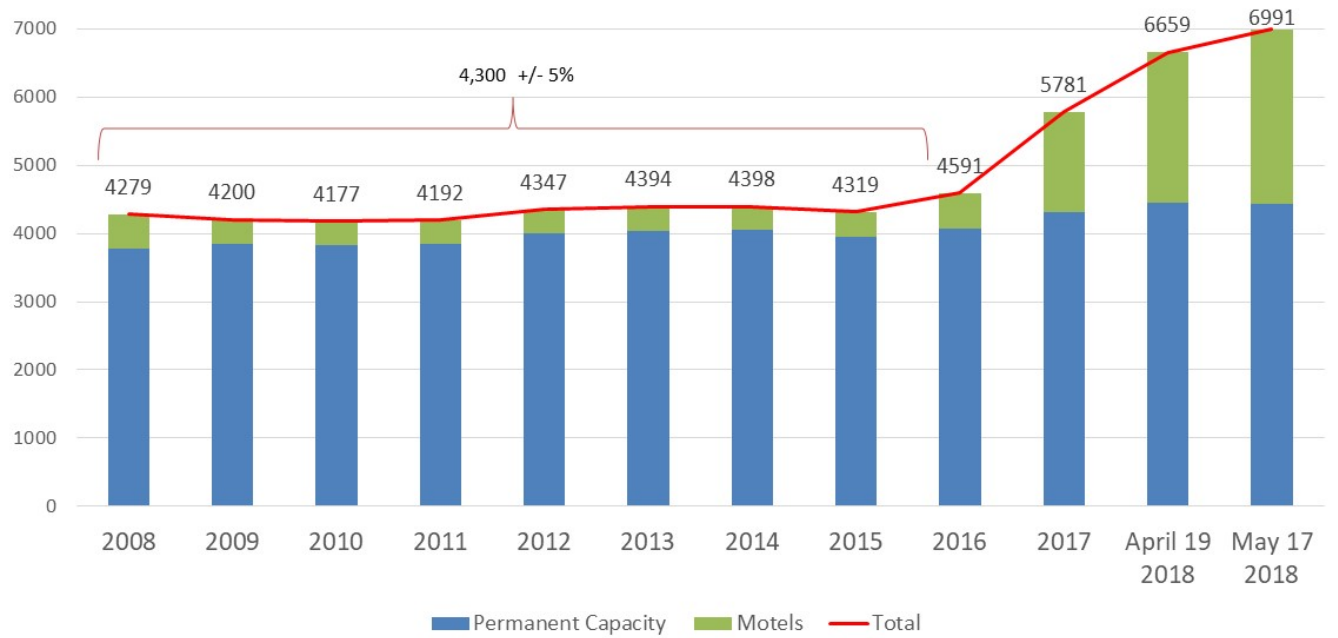
\* Type of Beds: “New” includes all new beds intended to count toward the 1,000 bed objective. “GSR” counts sites opening as part of the 400-bed George Street Revitalization transition plan. “Rep.” counts all replacement beds for shelters that are relocating. In some cases, relocating shelters include both replacement beds and new or GSR beds.

\*\* “POS” refers to community agencies funded by the City of Toronto through purchase-of-service agreements.

† The 2018 Infrastructure Plan (CD24.7) reported 60 beds open at this site. Since then, 30 new beds were added. These 30 beds are counted in the 2018 total.

‡ This site has three buildings. The largest building is intended for use as a family shelter. Staff and consultants are assessing whether one or both of the two smaller buildings may be suitable as a family-specific, 24-hour referral centre for families (CD24.7).

### Attachment 3: Shelter System Point-in-Time Capacity, 2008–2018



## **Attachment 4: Property Assessment Criteria: Shelters and 24-Hour Respite Sites**

### **Emergency Shelter Sites – Zoning & By-law Criteria**

- Meets applicable zoning provisions of the zone or district
- More than 250 metres from an existing shelter or crisis care facility
- On a major street, as defined by the Policy Areas Overlay Map, or on a street that intersects with a major street and the lot is within 80 metres from that intersection (where the 569-2013 By-law applies), or on a major or minor arterial road, as defined by the amended Road Classification System (when the 2003 Municipal Shelter By-law applies)

For locational conditions for municipal shelters as defined by Zoning By-law 569-2013: [www.toronto.ca/zoning/bylaw\\_amendments/ZBL\\_NewProvision\\_Chapter150\\_22.htm](http://www.toronto.ca/zoning/bylaw_amendments/ZBL_NewProvision_Chapter150_22.htm)

For properties whose zoning has not yet been harmonized with By-law 569-2013, Municipal Shelter By-law 138-2003 applies: [www.toronto.ca/legdocs/refdocs/10851.pdf](http://www.toronto.ca/legdocs/refdocs/10851.pdf)

### **Emergency Shelter Sites – Other Program/Site Criteria**

- Minimum 20,000 sq. ft.
- Close to public transit
- Capable of accommodating commercial kitchen, loading dock, storage, hand-wash and eye-wash stations
- Main floor building or elevator (AODA)
- HVAC
- Fair market value assessment

### **24-Hour Respite Site Criteria – Building**

- 8,000 to 15,000 sq. ft.
- Close to public transit
- Capable of accommodating washrooms, showers, laundry, storage areas, pets
- Main floor building or elevator (AODA)
- HVAC

### **24-Hour Respite Site Criteria – Lot (for semi-permanent structure)**

- Minimum 7,500–10,000 sq. ft.
- Relatively flat surface
- Close to public transit
- Capable of accommodating washrooms, showers, laundry, storage areas, pets
- Site is serviced/serviceable (i.e. water, sewer connections)



## Attachment 5: List of 24-Hour Respite Sites

Program	Type	Sector	Address	Open	Status as of May 24, 2018		
					Status	Capacity (Total: 545)	Occupancy
Margaret's - Bloor	POS	Mixed Adult	21 Park Rd.	Nov. 15, 2017	Operating	30	100.0%
Margaret's - Dundas	POS	Mixed Adult	323 Dundas E.	Nov. 15, 2017	Operating	50	100.0%
			315 Dundas E.		Closed Apr. 15	0	N/A
St. Felix Centre	POS	Mixed Adult	25 Augusta Ave.	Nov. 15, 2017	Operating	50	96.0%
Warden Woods	POS	Mixed Adult	705 Progress Ave., Unit 29	Nov. 15, 2017	Operating	49	89.8%
Dixon Hall* - Parkdale Site	POS	Women	201 Cowan Ave.	Dec. 20, 2017	Operating	21	81.0%
Fred Victor - Better Living Centre	POS	Mixed Adult	195 Princes' Blvd.	Dec. 21, 2017	Closed May 11	0	N/A
Regent Park Community Centre	POS & DOS	Mixed Adult	402 Shuter St.	Jan. 4, 2018	Closed Jan. 31	0	N/A
Moss Park Armoury	DOS	Mixed Adult	130 Queen St. E.	Jan. 6, 2018	Closed Jan. 28	0	N/A
City of Toronto	DOS	Mixed Adult	348 Davenport Rd.	Jan. 27, 2018	Closed May 25	0	N/A
Homes First Society	POS	Mixed Adult	354 George St.	Jan. 28, 2018	Operating	105	97.1%
Fred Victor - Lambton Arena	POS	Mixed Adult	4100 Dundas St. W.	May 7, 2018	Opened May 7	120	83.3%
Don Mills Civitan	DOS	Mixed Adult	1030 Don Mills Rd.	May 21, 2018	Opened May 21	120	43.3%

\* Operated by The Salvation Army from Dec. 20 through mid-April.

## Attachment 6: Estimated Financial Impact of Creating 18,000 Units of Housing with Supports

### Annual Operating and Capital Cost Assumptions

Support level	Number of new units per year	Support cost per year per unit	Subsidy cost per unit per year*	Total annual operating cost	Total annual provincial capital cost	Municipal capital costs
Low	500	\$4,500	\$9,600	7,050,000	\$75,000,000	\$55,000,000
Moderate	700	\$8,000	\$9,600	12,320,000	\$105,000,000	\$77,000,000
High	450	\$15,000	\$9,600	11,070,000	\$67,500,000	\$49,500,000
Very high	150	\$40,000	\$9,600	7,440,000	\$22,500,000	\$16,500,000
<i>Sub-total</i>	<i>1,800</i>			<i>\$37,880,000</i>	<i>\$270,000,000</i>	
<i>Admin</i>				<i>\$3,788,000</i>	<i>\$13,500,000</i>	
<b>Total</b>				<b>\$41,668,000</b>	<b>\$283,500,000</b>	\$198,000,000

\* Subsidy cost per unit per month: \$800.

These figures represent direct capital funding only. An additional estimated \$75.6 mil would be anticipated in the form of waived City planning fees, development charges and tax relief under the Open Door Affordable Housing Program.

Incremental increases in operating costs as units are added each year, with the ongoing annual operating cost to maintain 18,000 units after 10 years of \$494.3 million, including 3% inflation per year.

### Operating and Provincial Capital Costs with Indexation by Year

	Operating Cost	Provincial Capital Cost	Total Funding	Units
Year-1	23,675,000	270,000,000	293,675,000	1,800
Year-2	63,401,650	278,100,000	341,501,650	3,600
Year-3	105,490,592	286,443,000	391,933,592	5,400
Year-4	150,047,808	295,036,290	445,084,098	7,200
Year-5	197,183,516	303,887,379	501,070,895	9,000
Year-6	247,012,323	313,004,000	560,016,323	10,800
Year-7	299,653,394	322,394,120	622,047,514	12,600

	<b>Operating Cost</b>	<b>Provincial Capital Cost</b>	<b>Total Funding</b>	<b>Units</b>
Year-8	355,230,618	332,065,944	687,296,562	14,400
Year-9	413,872,787	342,027,922	755,900,709	16,200
Year-10	475,713,779	352,288,760	828,002,539	18,000
	2,331,281,467	3,095,247,414	5,426,528,881	18,000
Ongoing	\$494,248,082.00			
Admin (10%)	\$49,424,808.20			
<b>Total</b>	<b>\$543,672,890.20</b>			

## Attachment 7: Stakeholder Reference Groups

Listed below are some mechanisms that SSHA uses regularly to actively engage with stakeholders:

- Toronto Alliance to End Homelessness (TAEH) is SSHA's primary multi-sector stakeholder advisory group. The TAEH has over 100 members, including people with lived experience of homelessness, service providers, and community advocates.
- TAEH/SSHA Service Planning Forum is a quarterly meeting, open to all stakeholders and community members.
- Housing and Homelessness Services Network (HHSN) meets bi-monthly and supports networking and information sharing among its 800 members and with SSHA staff and other City Divisions.
- Toronto Shelter Network (TSN) is a membership-based sector organization comprising a diverse group of 26 agencies that represent the majority of shelters across the city.
- George Street Revitalization Stakeholder Reference Group, which includes representation from Seaton House staff, individuals with lived experience, SSHA, Long-Term Care Homes & Services (LTCHS), CUPE Local 79, the Toronto Central LHIN, and diverse service partners from a range of sectors.
- 24-Hour Respite Services Working Group comprised of respite site agency staff. This group meets regularly to discuss service planning coordination and operational issues.
- Shelter sector specific reference group meetings are convened among the agencies within each of the shelter sectors (i.e. Men's, Women's, Co-ed, Youth, Families) to discuss operational issues and provide feedback to staff.
- Project-specific engagement workshops and opportunities related to program development; for example, in the development of the Home for Good implementation plan.