



2020 Shelter Infrastructure Plan and System Update Report

Date: June 11, 2019

To: Economic and Community Development Committee

From: General Manager, Shelter, Support and Housing Administration

Wards: All

SUMMARY

The purpose of this report is to provide information on Shelter, Support and Housing Administration's 2020 Shelter Infrastructure Plan. This includes a progress update on Council's direction to add 1,000 new permanent shelter beds, identifying new shelter sites as part of the George Street Revitalization Project, and identifying replacement properties for existing shelters that need to relocate.

The report also provides updates on a number of key initiatives that support and strengthen the housing and homelessness service system, including: key data initiatives for better understanding clients and current service use trends; the City's response to the needs of refugee/asylum claimants seeking emergency shelter; service improvements that have enhanced operational reliability and client experience; and initiatives that enhance eviction prevention and opportunities to access housing with supports.

RECOMMENDATIONS

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

1. Economic and Community Development Committee receive this report for information.

FINANCIAL IMPACT

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

DECISION HISTORY

At its meeting of March 27 and 28, 2019, City Council adopted PH3.2 "Zoning Revisions for Municipal Shelters", amending City of Toronto Zoning By-law 569-2013 and Municipal Shelter By-law 138-2003, deleting the 250-metre separation distance requirement between shelters, and deleting the requirement to be on or within 80 metres of a major street.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH3.2>

At its meeting of June 26, 27, 28 and 29, 2018, City Council adopted CD29.8 "2019 Shelter Infrastructure Plan and System Update", approving the 2019 Shelter Infrastructure Plan and 2018/19 Winter Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD29.8>

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 on October 2, 3 & 4, 2017, City Council adopted Item EX27.12, which provided delegated authority pertaining to certain real estate matters. This delegated authority was amended by Item GM27.12, adopted by City Council on May 22, 23 & 24, 2018 or, where applicable, by Item EX28.8, adopted by City Council on November 7, 8 & 9, 2017

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX27.12>

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.GM27.12>

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX28.8>

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

1. 2020 SHELTER INFRASTRUCTURE REPORT

(a) Shelter Infrastructure Plan Overview

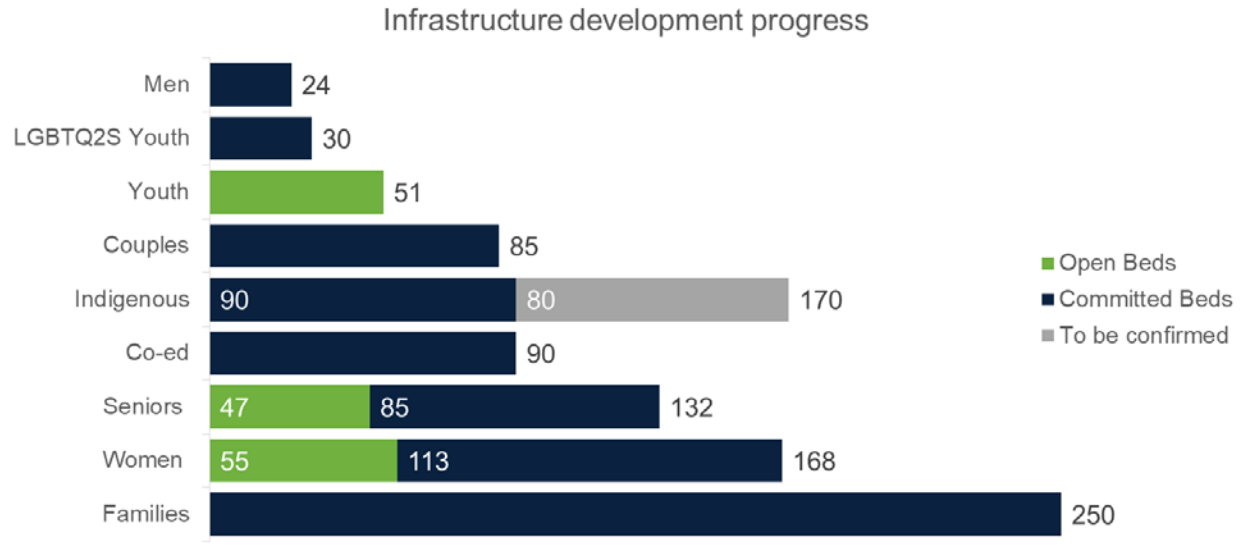
The 2018 Shelter Infrastructure Plan was approved by Council in December 2017, and established a new process for approving shelter locations. An annual Shelter Infrastructure Plan is now presented each year to provide a progress update and plans for the following year. Through the 2018 budget process, 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 2018-2020. The annual Shelter Infrastructure Plan also provides a progress update on identifying new shelter sites as part of the George Street Revitalization Project, and identifying replacement properties for existing shelters that need to relocate.

The 2019 Shelter Infrastructure Plan was approved by Council on June 26, 2018 and authorized the General Manager, SSHA, to enter into new or amend existing agreements, as required, to open, operate, and relocate shelters and 24-Hour Respite Sites as set out in the plan. The 2019 Shelter Infrastructure Plan included approval for all 11 new infrastructure development sites, 6 GSR sites and 5 redevelopment sites included in this report. Attachment 1, Table 1 & Table 2, provide details of shelter development progress to date.

By the end of 2019, 47% of the 1,000 new beds will be operational at five new shelter sites and another 36% will be confirmed and planned for future opening, for a total of 83% beds confirmed. By the same time, 27% of new beds as part of the George Street Revitalization project will be operational at two new shelters. Of the 336 additional replacement beds needed by the end of 2020, 41% will be operational by the end of 2019 and two of the required five sites have been confirmed.

These new shelters are being opened to meet the needs of a range of client groups, including both men and women, women only, seniors, couples, youth, LGBTQ2S youth, and refugees. The number of beds planned and confirmed by client group is shown in Figure 1.

Figure 1: Progress towards 1,000 new beds, by client group



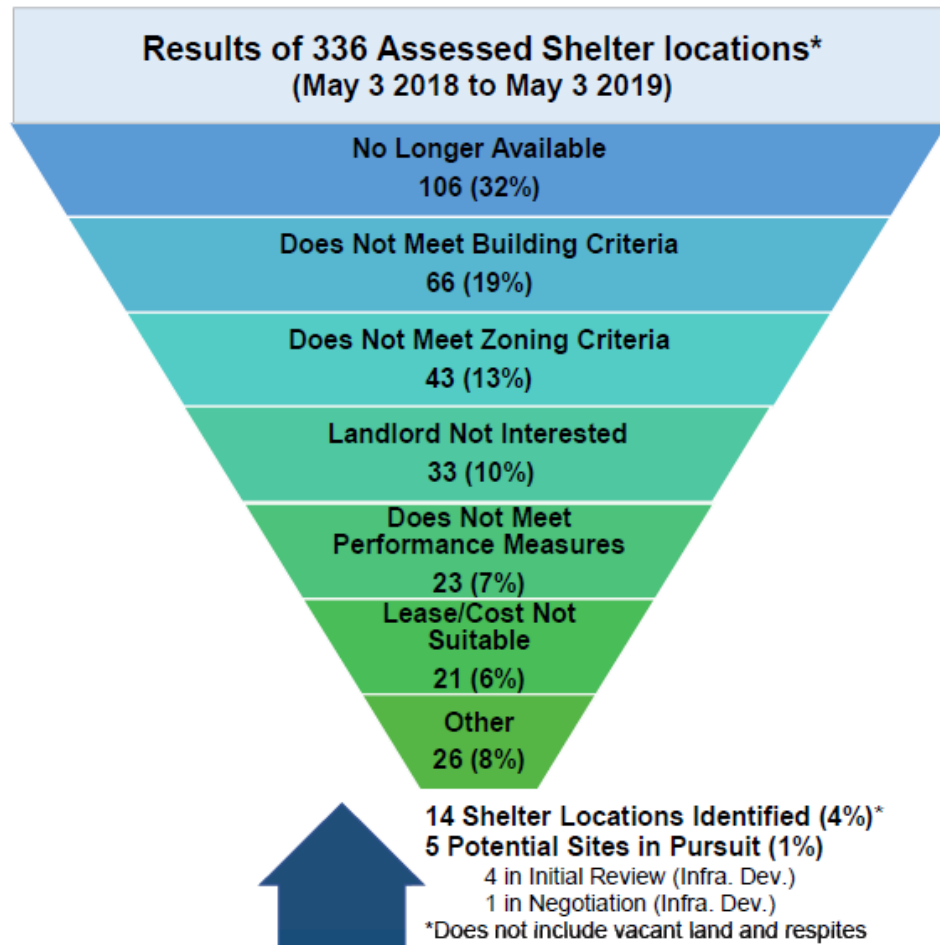
(b) Strategies to Identify and Secure Properties

SSHA is working closely with the City Real Estate Services (RES) and City Planning divisions to identify and secure appropriate locations. There have been a limited number of sites available for use as a shelter that have also met requirements for location and size. This challenge is further compounded by low vacancy rates and rising property values across the city. SSHA and RES' efforts to identify properties have included:

- Scanning and filtering down a list of City of assets,
- Working on an ongoing basis to identify potential non-City-owned sites through MLS searches, brokers, etc.,
- Hiring commercial real estate firms, first CBRE and then Lennard, to assist with identifying sites,
- Outreach to City divisions and agencies, Provincial and Federal partners, school boards, faith-based organizations, & the Toronto Real Estate Board (TREB), and
- Engaging provincial and federal partners to identify potential available properties.

Between May 3, 2018 and May 3, 2019, an interdivisional team assessed 336 properties against bylaw requirements and program/site. Figure 2 shows the results of these efforts.

Figure 2: Shelter property assessment outcomes, May 3, 2018 - May 3, 2019



In the year since the 2019 Shelter Infrastructure Report was presented (May 2018 to May 2019), a total of 336 sites were identified for further investigation as potential shelters. Of this total, 66 did not meet the conditions of the relevant zoning by-law, and 251 were deemed not viable as potential sites. In March 2019, City Council adopted a staff report from City Planning recommending amendments to the bylaw that eliminate these restrictive locational criteria for municipal shelters. This will allow the city to possibly revisit the suitability of some sites that did not meet by-law.

Of the 66 properties that did not meet the by-law:

- 43 sites were located within Employment Industrial zones or other zones in which municipal shelters are not a permitted use;
- 15 did not meet the requirement of being located on or within 80 metres of a major street / major or minor arterial road;
- 7 located within 250 metres of another shelter; and
- 1 site was non-compliant with multiple by-law conditions.

Of the 251 properties that were deemed non-viable as shelter sites:

- 106 were not available for purchase or lease;
- 65 were deemed inappropriate for acquisition due to size or building issues;
- 33 were unresponsive to correspondence or declined interest in use of their property as a shelter;
- 11 were deemed cost prohibitive;
- 10 had unsuitable terms of lease;
- 5 were deemed to have unsuitable locations; and
- 21 were deemed non-viable for various other reasons.

During the same time period, staff from SSHA and RES also investigated more than 52 vacant properties across the city to identify potential locations for 24-Hour Respite Sites. Three locations were deemed suitable sites for the construction of a 24-Hour Respite Site. 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.

Attachment 1 includes the following Tables and Figures:

- Table 1: Forecast of Permanent Shelter Bed Openings by Year: 2018-2021
- Table 2: Forecast of Permanent Shelter Site Openings by Year, 2018-2021
- Table 3: 2020 Infrastructure Plan and Update on the 2018 and 2019 Infrastructure Plans
- Table 4: Current Shelter Capacity by Sector (May 27, 2019)
- Figure 5: Shelter System Point-in-Time Capacity, 2008-2019

(c) Enhancing Infrastructure Development

Master Service Agreement

In November 2018, following a competitive process, the Project Management Office entered into a Master Service Agreement with Read Jones Christoffersen (RJC) Engineers to provide professional and technical services on all new shelter sites. Working with a single engineering firm will ensure that all new shelter projects are managed consistently and efficiently. RJC Engineers provides a detailed weekly dashboard update on each site that is under development, tracking time and budget targets.

Shelter Design and Technical Guidelines

SSHA has retained Hilditch Architect Inc. to create Shelter Design and Technical Guidelines. The Guidelines will outline best practices as they relate to infrastructure that supports shelter operations and services, including:

- Food services;
- Laundry and housekeeping;
- Maintenance;
- Facilities management;

- Risk;
- Security, access control, and video surveillance;
- Information technology;
- Public health, infection prevention and control, and harm reduction;
- Accessibility;
- Energy conservation; and
- Mechanical and electrical design.

Stakeholder consultations were a key component in the development of the Design and Technical Guidelines. Twelve stakeholder consultations and 20 site visits took place in late 2018 and early 2019 in order to inform the process. Targeted engagement sessions were held to identify the needs of specific populations, including the LGBTQ2S, Indigenous, and Black communities.

The draft guidelines are currently being finalized with input from Animal Services, Toronto Building, Toronto Public Health, Children's Services, and Equity, Diversity and Human Rights. Preliminary best practices have already been implemented at new shelters currently under development. The guidelines will be finalized and released by fall of 2019.

All new shelters will be accessible, welcoming, supportive of diverse client groups, environmentally friendly, will ensure personal space and dignity, and will be well integrated into local communities.

2. UPDATE ON 24-HOUR RESPITE SITES

24-Hour Respite Sites have been designed to broaden the range of services available to those experiencing homelessness. These sites provide 24-hour essential supports including resting spaces, meals and referrals to support services in an environment that prioritizes ease of access to safe indoor space. Having 24-Hour Respite Sites be lower barrier improves access for those who are especially vulnerable and who may not otherwise access conventional shelter services. These sites were developed to add capacity to the allied shelter services system, and to complement the two 24-hour women's drop-ins, the Streets to Homes Assessment and Referral Centre (SHARC) respite program, and Out of the Cold programs.

(a) Overview of 2018/2019 Winter Services

Each winter, SSHA expands the services offered in its 24-hour operations. This expansion is designed to ensure that welcoming places are available for all who needed them during winter weather. The 2018/19 winter season was the fifth straight year SSHA increased the number of spaces available at 24-hour sites during the winter.

Winter services operate every year from November 15 to April 15. When winter services for 2018/2019 began operating on Nov 15, 2018 a total of eight 24-Hour Respite Sites were operational with 705 spaces. By December 22, 2018, as planned, one additional site had opened and the number of respite spaces available increased to 805 for the remainder of the season.

In addition to the 24-Hour Respite Sites, there are a number of other services available each night during the winter season including approximately 96 spaces provided by Out of the Cold programs, 137 spaces that may be accessed by the Streets to Homes Assessment and Referral Centre (SHARC), two 24-hour women's drop-ins, and expanded street outreach. Additionally, a warming centre with 50 spaces was activated at Metro Hall for additional capacity during Extreme Cold Weather Alerts.

For an overview of shelter and 24-Hour Respite Site system capacity, please see Attachment 2, Table 5 and Figure 6.

Ombudsman Toronto Enquiry Into Winter Respite Services

Since January 2018, SSHA has successfully implemented all the recommendations provided by the Office of the Ombudsman Toronto to strengthen the 24-Hour Respite Site services and improve the quality and reliability of the homelessness service system.

These improvements include:

- New glossary of housing and homelessness service terms,
- New 24/7 system oversight function,
- Improved Homeless Help information website,
- New 24-Hour Respite Site Standards,
- Use of data and mobile technology, and
- Clear documentation of service mandates and responsibilities.

These changes contribute to the improvement of service quality and operational reliability; better communication of service information to clients and the public; and marks progress towards building a strong data culture for evidence-based decision making and operational management.

Development of 24-Hour Respite Site Standards

SSHA has developed 24-Hour Respite Site Standards to ensure that services are delivered in a consistent manner at all 24-Hour Respite Sites and to provide operators and clients with a clear set of expectations, guidelines and minimum requirements for the provision of services.

Staff, in consultation with key stakeholders, developed interim standards for 24-Hour Respite Sites, which took effect on April 30, 2018. The interim standards focused on areas such as administration, basic services, facilities, access, health and safety, and customer service. Following the implementation of the interim 24-Hour Respite Site standards, SSHA engaged in a broad consultation and engagement process with stakeholders across the service spectrum, including clients, service providers, staff, and subject matter experts. The 24-Hour Respite Site standards were finalized in November 2018.

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

(b) 2019/20 Winter Services Plan

In addition to the semi-permanent structure located at 69 Fraser Avenue, which opened in December 2018, two new semi-permanent Sprung structures will be in use as 24-Hour Respite Sites over the summer and continuing into the 2019/20 winter season. These modular structures meet all 24-Hour Respite Site Standards, are insulated, fully accessible and accommodate 100 spaces each. They also have plumbing, heating/cooling, electrical systems and include laundry facilities, washrooms and showers, and are pet-friendly. The first one, located at 351 Lakeshore Boulevard East, opened on April 8, 2019, and the second one, located at 701 Fleet Street opened in May 2019. These sites, in addition to new shelter beds, will accommodate clients from 24-Hour Respite Sites that needed to close for operational reasons at the end of the 2018/19 winter season at 180 Princes Boulevard (the Queen Elizabeth Building on the Exhibition grounds), 545 Lakeshore Boulevard West, and 354 George Street.

The City of Toronto is committed to maintaining the 24-Hour Respite Site spaces necessary to ensure that all those seeking a place to stay have somewhere to go. The City is equally committed to ensuring that 24-Hour Respite Sites provide quality services in accessible, clean, well-maintained facilities with amenities to meet clients' needs. The new shelter beds opening by the end of 2019 are expected to alleviate some of the demand for 24-Hour Respite Site services. As always, staff will monitor shelter and 24-Hour Respite Site occupancy and identify where additional resources are needed to make adjustments to service levels, as required, to ensure that space is available for people in need who are looking to come inside for warmth and support.

For a list of 24-Hour Respite Sites and current capacity, please see Attachment 2, Table 5.

3. SERVICE SYSTEM UPDATE

This section provides updates on a number of activities and initiatives to support and strengthen the housing and homelessness service system, including:

- Overview of client profile and current service use trends
- Update on ongoing refugee response
- Recent service improvements to improve quality and operational reliability
- Increasing prevention and housing with support opportunities

(a) Client Profile and Current Service Use Trends

The City has two key sources of comprehensive data that provide an understanding of the client profile and service use trends across the homelessness service system – the Shelter Management Information System (SMIS) and the Street Needs Assessment (SNA).

Toronto's Shelter Management Information System (SMIS) is the City's local Homeless Management Information System (HMIS) platform. All City-funded shelters, the majority of 24-Hour Respite Sites, Central Intake and the Streets to Homes Access and Referral Centre (SHARC) use SMIS. This system enables the City to track shelter bed

availability and service use patterns of individuals and families across the shelter system over time.

Last year, more than 23,000 unique individuals accessed the shelter system. Most shelter clients exit the system in less than three months and use the system only once; a smaller portion of clients (23%) have an episode of homelessness of more than six months and are likely to have more complex challenges and need housing with supports in place.

Of those using the shelter system in 2018, 59% were male and 40% were female. Twenty-two percent were children under the age of 16. Twelve percent were youth aged 16 to 24, and 7% were seniors over 60.

For SMIS data on client profiles and service use trends, see Attachment 3.

The Street Needs Assessment (SNA) is a needs assessment survey and point-in-time count of people experiencing homelessness in Toronto, which was conducted for the fourth time on April 26, 2018. The results provide a snapshot of the scope and profile of the City's homeless population.

The results show that some groups are overrepresented in Toronto's homeless population, including:

- Indigenous people represent 16% of the overall homeless population in Toronto, compared to only 2.5% of the Toronto population.
- Almost two-thirds of all respondents identified as members of racialized groups, with the largest percentage identifying as Black.
- Eleven percent of respondents identified as LGBTQ2S; this was higher among youth with 24% identifying as LGBTQ2.

The primary reported causes of homelessness are migration (e.g., moving from another country or community), inability to pay rent or mortgage, and eviction for a non-financial reason (e.g., sale or redevelopment of property).

More than half of people experiencing homelessness report at least one type of health condition. Fifty-seven percent of respondents reported having one or more type of health condition such as diabetes, arthritis, heart condition, physical disability or mental health issue. For more details see Attachment 3.

(b) Refugee Response

Since 2016, there has been a steady increase in the number of refugee/asylum claimants seeking emergency shelter in Toronto, a trend that surged throughout 2017 and 2018, and has remained consistently high in 2019. This has resulted in a significant increase in refugee/asylum claimants accessing emergency shelter services, stretching Toronto's shelter system to its limit.

Over 2,500 beds have been added to Toronto's system to manage the increase and flow of refugee/asylum claimants seeking shelter services in Toronto since 2016. In

2018 alone, the City served 9,406 total refugee/asylum claimants in its shelter system. Shelter staff have worked extremely hard to transition refugee/asylum claimants out of the shelter system and into permanent housing as quickly as possible.

Despite success in assisting more than 5,636 refugee/asylum claimants to find housing and move out of shelter in 2018 alone, a steady flow of new arrivals continue to fill any available space. The number of refugee/asylum claimant arrivals continues to outpace the rate at which people can find housing.

From 2016 to the end of 2018, the City incurred over \$65 million in costs to fund the additional 2,500 beds for refugee/asylum claimants. Given the consistently high flow of refugees into the city for over a year, the City will need to maintain these additional beds in 2019 and into future years. The annual cost of maintaining these additional beds is \$45 million per year. This cost is in addition to the \$12 million per year the City funds, and will continue to fund, to support the 450 permanent shelter beds occupied by refugees. Recently, in May of this year, the federal government provided an additional one-time payment of \$45 million to offset the costs of temporarily housing refugee/asylum claimants in 2019. There is currently no defined commitment for any costs incurred by the City beyond 2019.

The City continues to manage the influx of refugee/asylum claimants seeking shelter in a system that has reached saturation point. If the spike in demand witnessed in the summer of 2018 is repeated in the summer of 2019, this will pose an even more significant financial and operational challenges for the city's shelter system.

See Attachment 4 for more details on the City's refugee response.

(c) Service Improvements

In keeping with the City's commitment to transformation through continuous improvement, SSHA has substantially modernized how we deliver services to some of our city's most vulnerable residents. There has been significant progress over the past 18 months, particularly in three critical areas:

- Service quality improvement and operational reliability;
- Strong data culture; and
- Improved communication of service information to clients and the public.

In 2018, SSHA took action to improve the operational reliability of its service system. The main focus was on improvement of Central Intake, the establishment of the Duty Office and better Coordination between 311, Central Intake and the Streets to Home Assessment and Referral Centre (SHARC).

Improvement of Central Intake (CI)

Central Intake provides a 24/7 telephone-based service that offers referrals to emergency shelter programs and other overnight accommodation, as well as information about other housing stability services.

Over the last 18-months SSHA has implemented an enhanced Central Intake service focused on improving the client experience through: enhanced technology, revitalized training, development of key performance indicators, an expanded workforce and improved customer service processes.

- New modernized location
- Invested in call centre management technologies
- Increased staff complement
- Clearly defined Central Intake's roles and responsibilities
- Improved customer service processes
- Enhanced employee engagement via improved training and scheduled coaching sessions
- Development of metrics and key performance indicators to guide operational decisions

Central Intake's modernization is key to ensuring that people who experience homelessness and request emergency accommodation by phone, have access to timely, accurate information about available services, the first time, every time.

Since the launch of the new call centre, Central Intake has achieved lower call wait times and streamlined access to available shelter and 24-Hour Respite Site spaces. With more than 6000 calls answered a month, 94% of calls are now answered in an average of 48 seconds, and wait times have been reduced to 120 seconds or less to speak to a caseworker. The result has been improved service provided to clients.

Figure 3 (below) illustrates the increased average rate of calls answered and the decrease in the average speed of answer.

Figure 3: Central Intake - Improved Call Answer Rate and Speed of Answer



Establishment of the Duty Office

In November 2018, SSHA established the 24/7 Duty Office, with the intent to optimize operational reliability and maintain situational awareness. The Duty Office provides continual system oversight by monitoring all 24/7 divisional homelessness services and providers. Additionally, the Duty Office provides support for service delivery by managing issues as they arise to minimize impact to system performance.

There are a total of six full-time Duty Officers who work rotating shifts and report to an on-call System Oversight Manager. The Duty Office is open 24/7 and there are three shifts a day.

Table 7: Duty Office Functions and Description in Attachment 5 highlights some of the work performed by the Duty Office and the benefit this work has on operations.

Better Coordination between 311, Central Intake and SHARC

As a first point of contact for concerned citizens in the community to request street outreach services for people staying outside, as well as for those inquiring about homelessness services, 311 Toronto represents a key partner to SSHA's Central Intake and SHARC services. Ensuring all three services are aligned on key policies and communication of available homeless services is essential to achieving a seamless service experience for clients.

The roles of 311, Central Intake and the Streets to Homes Assessment and Referral Centre (SHARC) have been more clearly defined. All three business units have an improved understanding of how to work together.

Improvements to ensure better coordination between the services include:

- New procedures and policies created - and old ones revised - with content aligned to the newly defined roles. Key policies were developed for Central Intake (including SHARC referrals) which have led to newly created learning objectives and training expectations;
- A comprehensive, on-going, two-week training program for staff now exists for Central Intake;
- 311 has updated its Knowledge Base with the most recent content with a plan set for frequent updates; and
- On-going monthly meetings scheduled between Central Intake, SHARC and 311 staff to ensure consistent and accurate messaging regarding homelessness services.

The investment made to improving Central Intake, establishing the Duty Office and strengthening the coordination between 311, Central Intake and SHARC have made a significant difference to SSHA's operational reliability and help to ensure the homeless

service system is performing as designed and is responding to the needs of service users.

Data Modernization

Throughout 2018, SSHA made significant progress in data management by modernizing its approach to 1) data collection, 2) data analysis and 3) data accessibility to improve evidence-based decision making. Some of these enhancements have included:

- Identification of key performance indicators and data analytics required for operational effectiveness.
- Real-time reporting of capacity using the Shelter Management Information System (SMIS) has been established at approximately 80% of 24-Hour Respite Sites (600/800).
- Development of operations reports on metrics, KPIs, and data trends and use of dashboards to visualize data and improve analysis for decision makers to see at a glance gaps or areas that need to be addressed.
- Website traffic and interaction data is now collected.
- Quality Assurance now collects weekly data from overnight site inspections using mobile devices.
- Collection of customer complaints using Customer Service Tracker software.
- A live connection between the Shelter Management Information System (SMIS) database and the mobile friendly Homeless Help website (toronto.ca/homelesshelp) which provides up-to-date data that can be accessed via smartphone or computer by staff and public to reference details about overnight services (i.e. 24-Hour Respite Sites, Drop-In Centres, Shelters, etc.).

The actions taken in 2018 to modernize the use of data are the initial steps toward a more advanced and agile data practice. Work continues toward developing enhanced metrics and dashboards that can be shared with community providers so critical business decisions can be made based on real-time data and evidence.

Communication

SSHA has focussed on improving communication of service information to clients and the public, as well as with service providers within the homelessness service system.

Strategic Communications has been an important partner by providing expertise and advice in ensuring effective communication to the public and the media. Over the last year, SSHA has effectively responded to a 48 percent increase (over 2017) in media requests. Table 8: Communication improvements in Attachment 5 highlights the updates to each of these main areas that strengthen and improve communication.

(d) Increasing Prevention and Housing with Support Opportunities

Maintaining adequate emergency shelter capacity to respond to demand is a critical priority. However, 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.

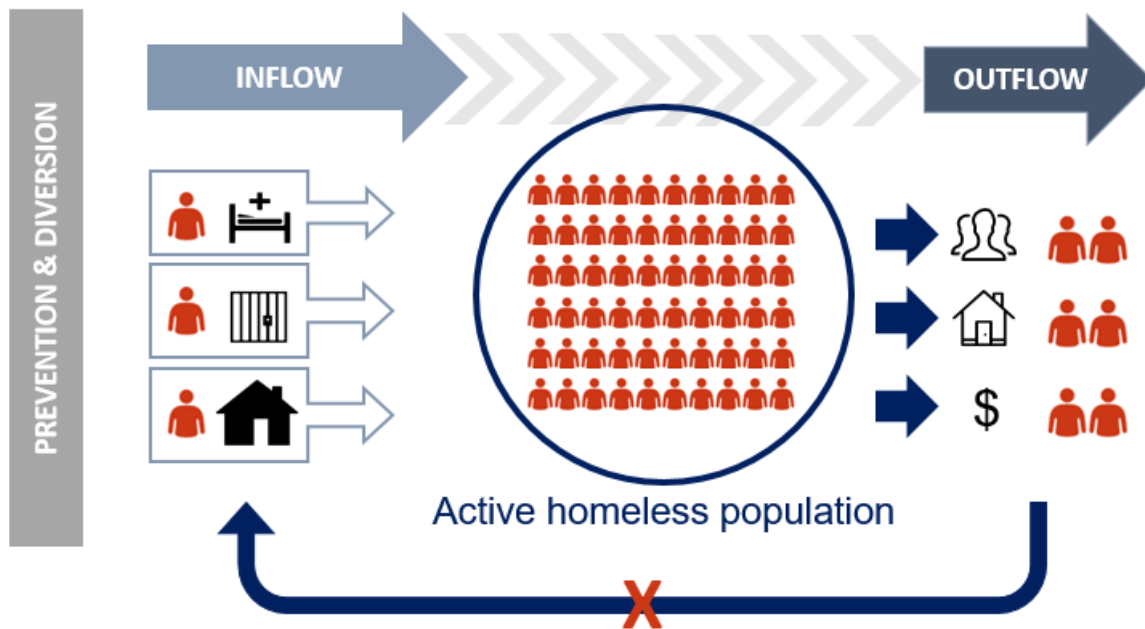
As the emergency response to homelessness is increased, a proportional increase in availability of housing solutions is also required. Some estimates are that an effective homelessness system requires six housing opportunities created for every shelter bed added. Without creating additional pathways out of homelessness for people entering the shelter system, homelessness and the need for additional shelter beds will continue to increase.

There are a number of current initiatives underway in Toronto to prevent people from becoming homeless, support people to exit homelessness and increase housing with support opportunities.

The Eviction Prevention in the Community Program (EPIC) provides responsive assistance to tenants facing imminent risk of eviction and barriers to accessing services. In 2018, the program successfully prevented over 200 households from losing their housing and entering into homelessness.

Implementation of the New Shelter Service Model is underway in new pilot shelter locations opening in 2019. The new housing-focused service model includes a standardized assessment of needs (through a Common Assessment Tool) and development of client-centred, strengths-focused service plans which focus on supporting clients to move to permanent housing as quickly as possible with the supports to maintain it. Client programming and system navigation supports provide connections to a broad range of integrated services including housing, health, employment, culture and recreation.

Figure 4: Reducing homelessness by decreasing inflow through prevention and increasing outflow to supportive housing opportunities



New supportive housing opportunities have been created through the provincial Home for Good program. With an annual allocation of \$25 million in operating funding, the program is currently supporting more than 2,000 people to maintain their housing.

Further development of the Coordinated Access System provides a consistent approach to assessing, prioritizing and connecting people experiencing homelessness to housing and supports. In 2018, more than 2,000 households were assisted to exit homelessness through the continuation of the pilot, including referrals to housing allowances and follow-up supports. A Common Assessment Tool has been developed and is in a pilot phase of implementation in 2019. Further roll-out of the Coordinated Access system will take place in 2019 to support implementation of new requirements under the federal Reaching Home program.

(e) Next Steps

The City is developing the HousingTO 2020-2030 Action Plan to set out clear actions the City and housing partners will take over the next ten years to address the full spectrum of Toronto's current and future housing needs. The city-wide consultation process is currently underway and will invite the public and stakeholders to help inform how the City, along with housing partners, will address housing issues over the next ten years.

The consultation process includes: public consultation meetings, stakeholder workshops, Indigenous community consultations, Toronto Community Housing tenant consultations, community-led consultations, an online questionnaire, and a housing forum. The city-wide consultations are taking place between April and June 2019 to

inform the development of an action plan and implementation strategy for Council consideration before the end of 2019.

Following this, SSHA will build on the HousingTO engagement process to conduct targeted consultations to inform the development of a new 2020-2024 SSHA Service Plan that will incorporate and operationalize the key activities from the HousingTO Action Plan, and include targets for maintaining an effective emergency shelter response and addressing homelessness.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Shelter Infrastructure Plan Overview
Attachment 2: Update on 24-Hour Resite Sites
Attachment 3: Client Profile and Current Service User Trends
Attachment 4: Refugee Response
Attachment 5: Service System Update

ATTACHMENT 1: SHELTER INFRASTRUCTURE PLAN OVERVIEW

Table 1 and Table 2 below provide details of shelter development progress to date. These tables identify the number of shelter beds and sites that opened in 2018, those that are confirmed for 2019 and 2020 and those that are still in development and have yet to be confirmed.

Table 1: Forecast of Permanent Shelter Bed Openings by Year: 2018-2021

Type of Beds	New Beds	Replacement Beds	GSR Beds	Total by Year
2018	45	84	0	129
2019	420*	55	109	584
2020	280	106	255	641
2021	80	0	0	80
Unconfirmed	175	91	36	302
Total by Category	1,000	336	400	1,736

Table 2: Forecast of Permanent Shelter Site Openings by Year, 2018-2021

Type of Sites	New Sites	Replacement Sites	GSR Sites	Total by Year
2018	1	2	0	3
2019	4*	0**	2	6
2020	3	1	3	7
2021	1	0	0	1
Unconfirmed	2	2	1	5
Total by Category	11	5	6	22

*545 Lakeshore Blvd W. is not included in the bed or site counts as it is temporary site

**3306 Kingston Rd. is counted as a GSR site but has some replacement beds

In December 2017, City Council approved SSHA's 2018 Shelter Infrastructure Plan (CD24.7) and the addition of 1,000 new beds by 2020. In June 2018, City Council approved SSHA's 2019 Shelter Infrastructure Plan (CD29.8) which included approval for all 11 new infrastructure development sites, 6 GSR sites and 5 redevelopment sites included in this report. The table below presents an overview of the planned growth in the shelter system over the next 2 years.

Table 3: 2020 Infrastructure Plan and Update on the 2018 and 2019 Infrastructure Plans

Year	Address	Project	Inf	GSR	Rep	Program	Lease/ Own	Opening Date	Council Decision
Locations Opened									
2018	29 Leslie Street	Rep.			60	Men	POS, agency owned	Jan 2018	CD 9.1, CD24.7
2018	512 Jarvis St.	Rep.			24	Senior Women	POS, Leased	Aug 2018	EX 8.10, CD29.8
2018	2671 Islington Ave.	Infra. Dev.	45 (92)*			Seniors	POS, city owned	Dec 2018	CD24.7, EX31.2
2019	348 Davenport Rd.	Infra. Dev.	55 (78)*			Women	POS, city owned	Jan 2019	CD24.7, EX31.2
2019	3306 Kingston Rd.	GSR/ Rep.	40**	40	55	Senior Men	COT, City Owned	April 2019	EX9.6, EX10.12, CD24.7
2019	747 Warden Ave.	Infra. Dev.	51			Youth	POS, agency owned	April 2019	CD21.14, CD24.7
2019	545 Lake Shore Blvd. W.	Infra. Dev.	200***			Mixed Adults	POS, City Leased	April 2019	CD24.7, EX31.2
Locations Secured									
2019	731 Runnymede Rd.	GSR		50 (69)****		Men	COT, city owned	2019	EX9.6, CD14.9, CD24.7
2020	875 Queen St. E.	Rep.			106	Family	POS, city owned	2020	EX5.12, CD15.9
2020	257 Dundas St E.	Infra. Dev.	30			LGBTQ2S Youth	POS, agency owned	2020	CD5.8, CD24.7
2020	705 Progress Ave, Units 47-62	GSR		94		Men	COT, city owned	2020	EX9.6, CD24.7
2020	New Site #5	Infra. Dev.	90			Indigenous	TBD, city owned	2020	CD29.8
2020	354 George St.	GSR		81		Men	COT, city leased	2020	EX9.6, EX31.2, CD24.7
2020	2299 Dundas St W	GSR		80		Men	COT, City owned	2020	EX9.6, CD24.7

Year	Address	Project	Inf	GSR	Rep	Program	Lease/ Own	Opening Date	Council Decision
Locations Conditionally Secured (purchase and/or lease agreements are being negotiated)									
2019	New Site #6	Infra. Dev.	24			Men	POS, agency leased	2019	CD29.8
2019	New Site #7	Infra. Dev.	250			Family	POS, leased	2019	CD29.8
2020	4117 Lawrence Ave E	Infra. Dev.	90			Mixed Adults	POS, city owned	2020	CD24.7, EX31.2
2021	New Site #8	Infra. Dev.	80			Indigenous	TBD, city owned	2021	CD29.8
Property search underway for 2020									
2020	GSR #6	GSR		36		Men	TBD	2020	EX9.6, CD24.7
TBD	New Site #9	Infra. Dev.	90			Women	TBD	TBD	CD 29.8, EX 31.2
TBD	New Site #10	Infra. Dev.	85			Couples	TBD	TBD	CD 29.8, EX 31.2
TBD	New Site #11	Infra. Dev.				TBD	TBD	TBD	CD 29.8, EX 31.2
TBD	Dixon Hall Schoolhouse	Rep.			48	Men	TBD	TBD	CD29.8
TBD	YWCA Beatrice House	Rep.			43	Family	TBD	TBD	CD24.7
Total			1000	400	336				

*Beds at 348 Davenport Rd. and 2671 Islington Ave. are being added in multiple phases and will reach full capacity by 2020

** 3306 Kingston Rd: There are 40 beds that are assigned to GSR on a temporary basis but will be added as infrastructure development beds when the GSR project concludes

*** 545 Lakeshore Blvd W: This is a temporary site that will be closed once new permanent replacement locations are opened

**** 731 Runnymede: This site will open with 50 beds and will increase in capacity to 69 beds after the GSR transition process

Infra. Dev.: Infrastructure Development 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.

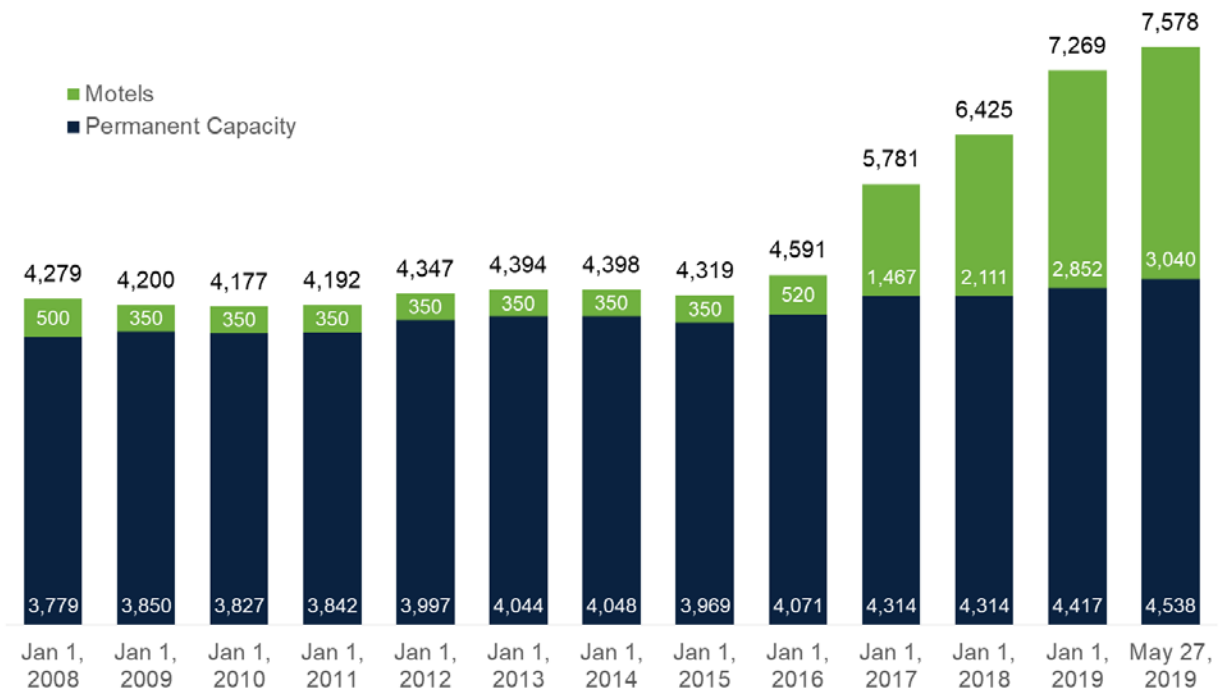
POS: refers to community agencies funded by the City of Toronto through purchase-of-service agreements.

COT: Sites owned and operator by the city of Toronto.

Table 4: Current Shelter Capacity by Sector (May 27, 2019)

Sector	Capacity	% of Total Shelter Capacity
Co-ed	649	9%
Men	1,771	23%
Women	856	11%
Family	719	10%
Family (Motels)	3,040	40%
Youth	543	7%
Total	7,578	100%

Figure 5: Shelter System Point-in-Time Capacity, 2008-2019

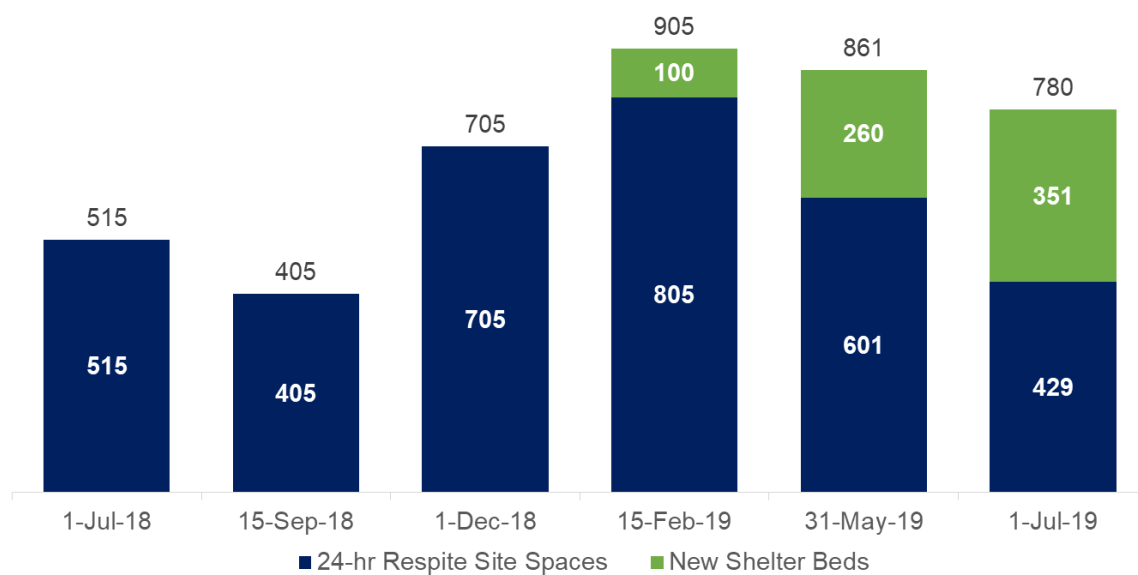


ATTACHMENT 2: UPDATE ON 24-HOUR RESPITE SITES

Table 5: List of 24-Hour Respite Sites and Current Capacity

Operator	Sector	Address	Ward	Capacity
Margaret's Housing and Community Support Services	Mixed adults	323 Dundas St. E.	13	50
St. Felix Centre	Mixed adults	25 Augusta Ave.	10	50
Warden Woods	Mixed adults	29-705 Progress Ave.	24	49
Margaret's Housing and Community Support Services	Mixed adults	21 Park Rd.	11	30
St. Felix Centre	Mixed Adults	69 Fraser Ave.	10	100
Dixon Hall	Mixed Adults	351 Lakeshore Blvd. E.	10	100
Fred Victor Centre	Mixed Adults	701 Fleet St.	10	100
TOTAL				479

Figure 6: 24-Hour Respite Sites and New Shelter System Capacity Snapshots, July 2018 – July 2019



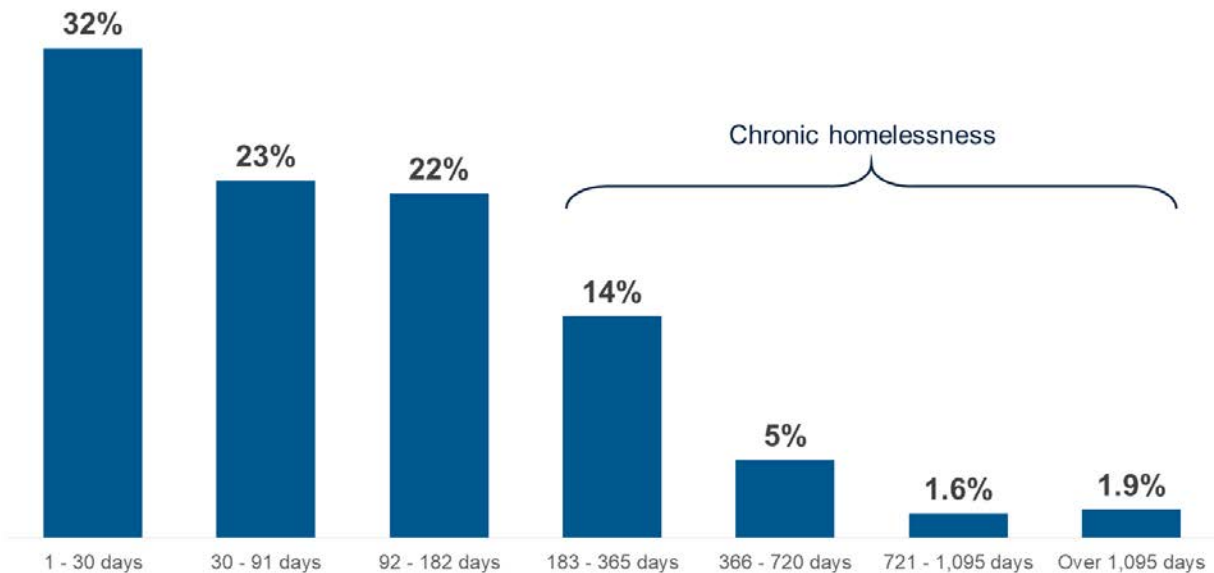
ATTACHMENT 3: CLIENT PROFILE AND CURRENT SERVICE USER TRENDS

Client Profile and Service Use Trends

Shelter Management Information System (SMIS) data

Most shelter clients exit the system in less than three months and use the system only once. A smaller portion (23%) of clients have an episode of homelessness of more than six months and are likely to have more complex challenges and need housing with supports in place.

Figure 3: Shelter users' length of homelessness in 2018



Demographics of People Experiencing Homelessness

Of those using the shelter system in 2018, 59% were male and 40% were female. Twenty-two percent were children under the age of 16. Twelve percent were youth aged 16 to 24, and 7% were seniors over 60.

Figure 4: Gender of shelter clients

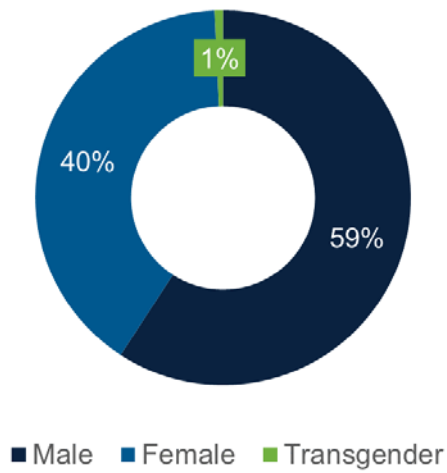


Figure 5: Age of shelter clients

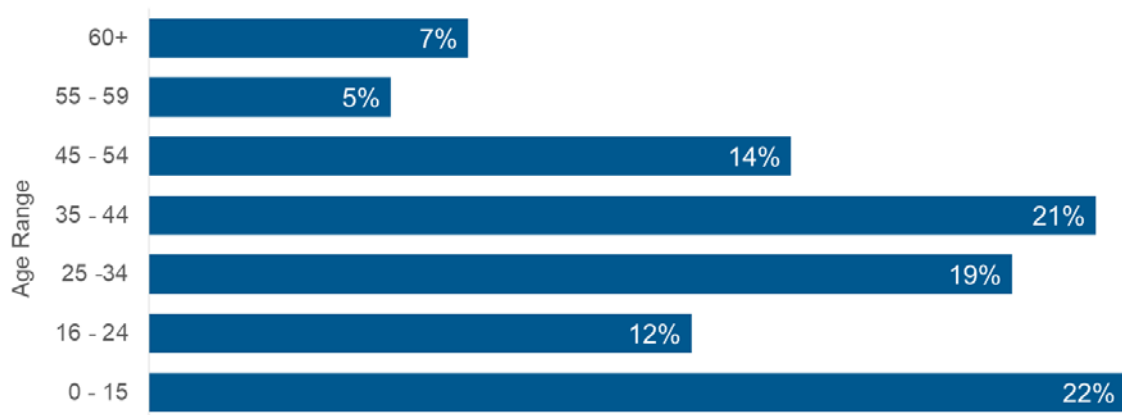
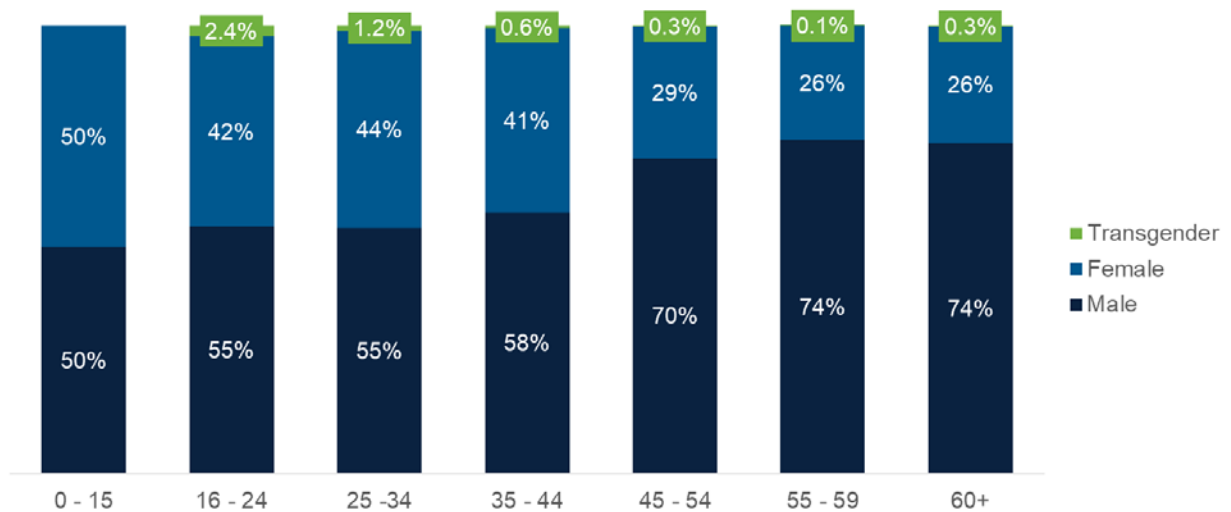


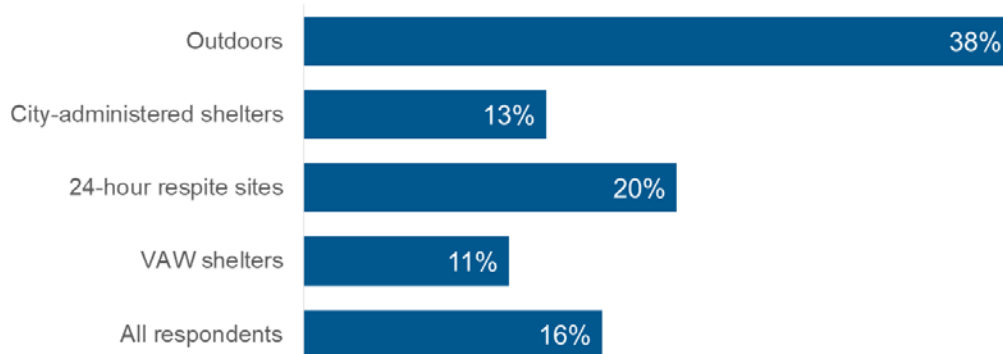
Figure 6: Gender identity of shelter clients by age group



Demographics of People Experiencing Homelessness from the 2018 Street Needs Assessment (SNA)

Indigenous people represent 16% of the overall homeless population in Toronto, compared to only 2.5% of the Toronto population. This overrepresentation is even greater among respondents staying outdoors (38%) and in 24-Hour Respite Sites (20%).

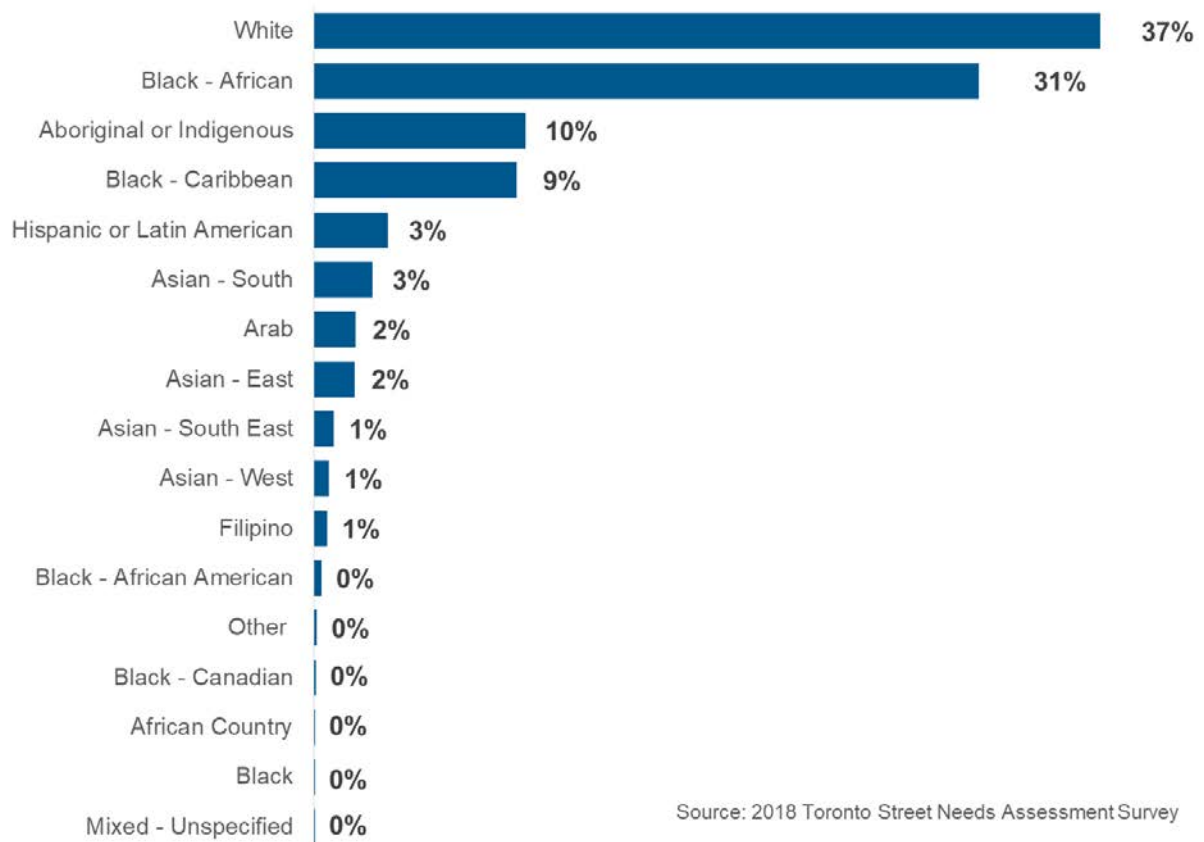
Figure 7: Street Needs Assessment respondents identifying as Indigenous



Source: 2018 Toronto Street Needs Assessment Survey

Almost two-thirds of all respondents identified as members of racialized groups, with the largest percentage identifying as Black.

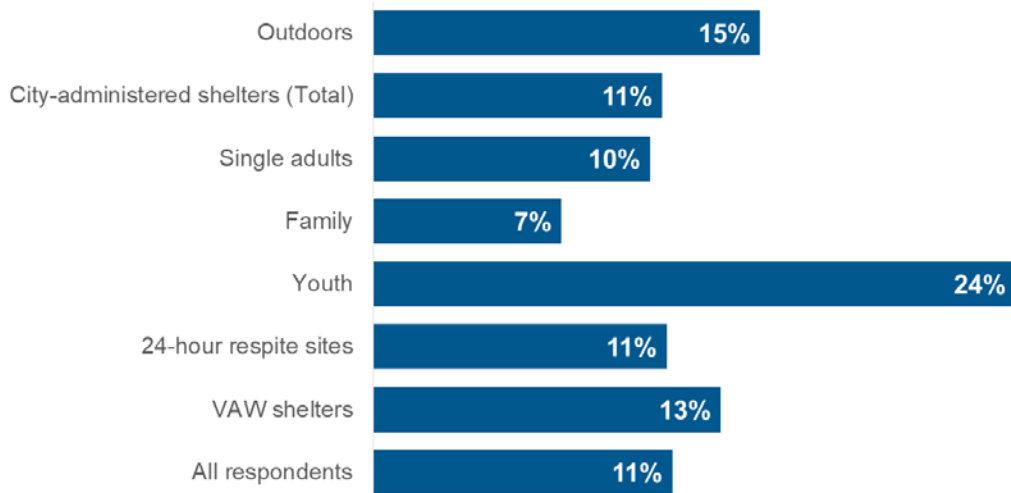
Figure 8: Racial/Ethnic identity of Street Needs Assessment respondents



Source: 2018 Toronto Street Needs Assessment Survey

Eleven percent of respondents identified as LGBTQ2S; this was higher among youth with 24% identifying as LGBTQ2S

Figure 9: Street Needs Assessment respondents identifying as LGBTQ2S



Source: 2018 Toronto Street Needs Assessment Survey

Thirty two percent of respondents had a history of mental health issues, 31% had a chronic or acute medical condition, 27% had addictions, and 23% had a physical disability.

Figure 10: Street Needs Assessment respondents' rate of health conditions



ATTACHMENT 4: REFUGEE RESPONSE

The City of Toronto has always provided shelter services to refugee/asylum claimants. Prior to 2016, refugee/asylum claimants had historically comprised about 10% of the shelter clientele. Any related costs were built into the base budget. However, since early 2016, the average number using the shelter system has increased significantly. In January 2016, refugee/asylum claimants comprised 11% of total system demand. In late June 2018, the refugee/asylum population had grown to comprise 47% of total system clients.

Table 6: Refugee/asylum shelter usage

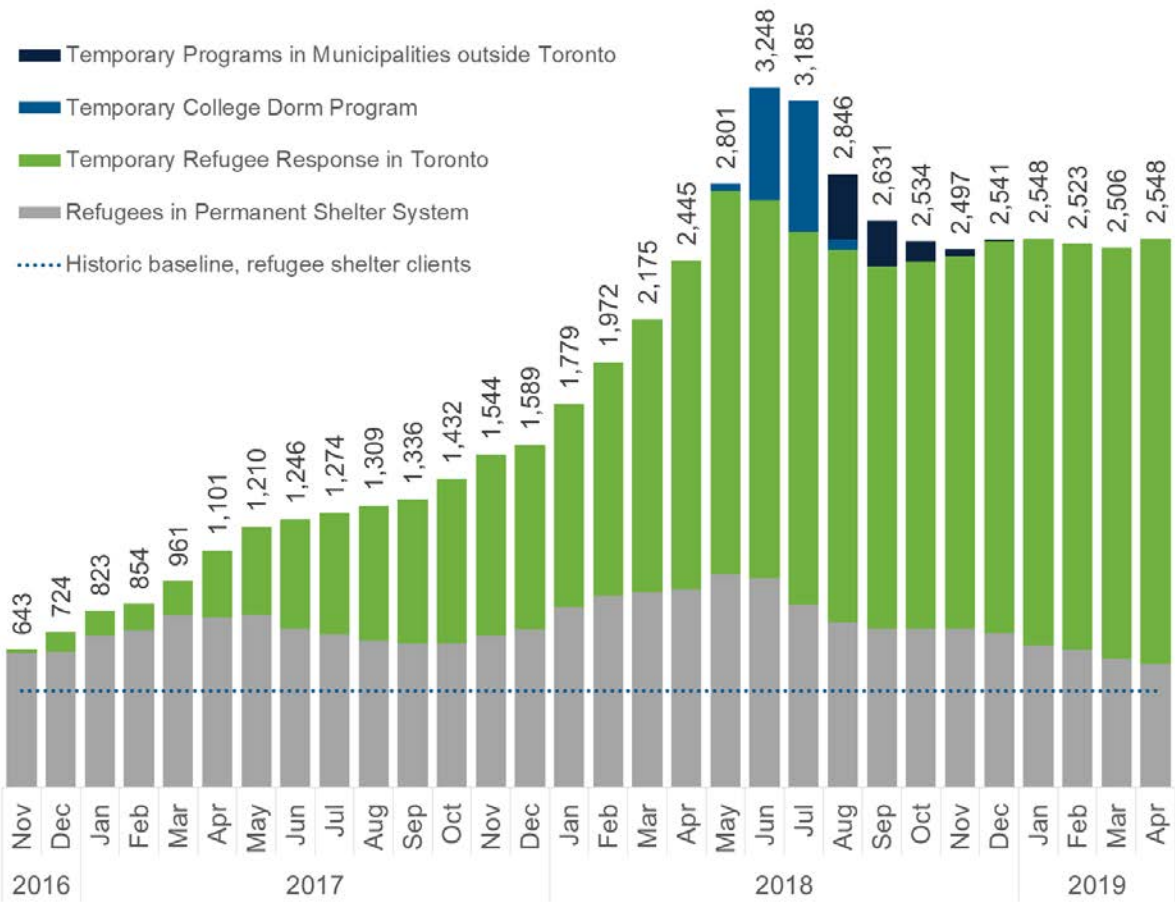
	January 1, 2016	November 1, 2016	April 15, 2019	Change (Jan'16 - Apr '19)
Total # of Refugee/Asylum Claimants in the Shelter System	459	655	2,551	+2,092
% of Shelter System demand generated by Refugee/Asylum Claimants	11%	16%	37%	+26%
Average # of Daily Arrivals into the Shelter System	18 new people per day (current)			

The City has worked closely across divisions and with community partners to coordinate a local response to the influx of refugee/asylum claimants to Toronto. By early May 2018, the City's expanded shelter system was full, and the City's Contingency Plan for Emergency Social Services was activated to provide temporary accommodation for the ongoing and increasing numbers of refugee/asylum claimants arriving to Toronto. With \$3 million from the Province of Ontario, the City secured temporary beds at select Toronto college dormitories to house arriving refugee/asylum claimants. By mid-July, there were 653 refugee/asylum claimants staying in temporary beds in college dorms in Toronto, in addition to 2,460 refugee/asylum claimants staying in the City's shelter and motel bed programs.

In July 2018, the federal government funded the relocation and shelter costs of approximately 400 refugee/asylum claimants from Toronto to hotel sites in York and Peel region.

As Figure 4.1 details, the City transferred almost 400 refugee/asylum claimants to municipalities outside Toronto to temporary motel beds (secured by the federal government) to accommodate returning college students in early August. This immediately relieved some pressure on the system, however the influx of refugee/asylum claimants to Toronto has continued at a steady rate.

Figure 11: Average nightly refugee/asylum claimants by shelter program



In 2017/18, the City incurred costs in excess of \$67 million to provide shelter and housing for refugee/asylum claimants. The federal government has provided \$26 million to the City towards these costs.

The City has added over 2,500 motel beds at its own cost to respond to increased demand. With the consistently high flow of refugee/asylum claimants into the city for over a year, the City will need to maintain these additional beds through 2019 and into future years at an annual cost of \$45.4 million per year. This is in addition to the \$12 million per year the City funds, and will continue to fund, to support the 450 permanent shelter beds occupied by refugee/asylum claimants.

Recently, in May of this year, the federal government provided an additional one-time payment of \$45 million to offset the costs, for only 2019, of temporarily housing refugee/asylum claimants. The City continues to manage the continued influx of refugee/asylum claimants seeking shelter in a system that has reached saturation point.

The City continues to request the provincial and federal governments establish an effective regional strategy in Ontario to locate arrivals outside of the Toronto shelter system, provide ongoing funding support, and relieve associated pressures.

ATTACHMENT 5: SERVICE SYSTEM UPDATE

Table 7: Duty Office Functions and Description

Duty Office Role	Description	Operational Benefit
Operations Reports	<ul style="list-style-type: none"> • Generate and track daily operations and reports (System Oversight Manager) 	<ul style="list-style-type: none"> • Production of useful data for analytics and business intelligence
Update System Occupancy and Capacity Numbers	<ul style="list-style-type: none"> • Confirm system occupancy and capacity every two hours and share updated data across system 	<ul style="list-style-type: none"> • Up-to-date, reliable count for caseworkers to use when making referrals
Address isolated issues	<ul style="list-style-type: none"> • Issues like power outages, plumbing failure, fires, site closures, faulty heat/AC are addressed by Duty Office <i>before</i> they become a service disruption 	<ul style="list-style-type: none"> • Minimize impact to business and reputation • Central coordination of efforts; focused and traceable
Monitor Media (Print/Social)	<ul style="list-style-type: none"> • Monitor print and social media and make any issues known to appropriate units for response. E.g. Client deaths, service issues, incorrect information, feedback 	<ul style="list-style-type: none"> • Contribute to situational awareness • Support timely response and issue resolution
24/7 Operations/Over-sight Hub	<ul style="list-style-type: none"> • Provide direction to agencies in the event of a service disruption • Balance shelter capacity across the sites to manage load within the system • Escalate issues through on-call process (Duty Office → On-call Manager → On-call Director → Divisional Operations Centre) when required 	<ul style="list-style-type: none"> • Single point of information for communications and direction • Live monitoring allows for <i>immediate</i> relief actions to off-load capacity at stress points. • Managed recovery of operations in case of emergency or service disruption

Communication Improvements

SSHA uses multiple channels to communicate outwardly. The term 'channel' refers to how SSHA communicates with and reaches its customers. The table below lists these channels and its respective updates.

Table 8: Communication improvements

Communication Channel	Description
From SSHA to Clients and the Public	
SSHA's HomelessHelp website	<ul style="list-style-type: none"> • The City has reviewed and reorganized all homelessness information on its website to meet the needs of those requiring this information. • All information is now located in a single, easy to find place, or clearly cross-referenced between these sites. • A schedule for update has been established to keep all content accurate and relevant.
Street to Homes Outreach Service	<ul style="list-style-type: none"> • 311 Knowledge Base is updated to reflect the new developments to the street outreach service and all related content is cross-referenced.
Communication Channel	Description
From Clients and the Public to SSHA	
SSHA Website - Service System Complaints & Compliments	<ul style="list-style-type: none"> • In Q4, 2017, this website was revised. It allows feedback from our Clients on housing and homelessness services directly delivered or funded by the City. • Statement of Commitment outlining Client expectations now clearly published. • Privacy Note section is provided. It explains the boundaries of confidentiality when submitting a complaint.
Social Media (indirect)	<ul style="list-style-type: none"> • 24/7 monitoring of social media now in effect. • SSHA communication team monitors for of all information posted during business hours - Duty Office monitors after business hours. • Preventive action to address issues identified through social media.

Communication Channel	Description
311 Toronto	<ul style="list-style-type: none"> Improved coordination between 311 service and Central Intake and SHARC to ensure calls received by 311 pertaining to homelessness and overnight services are responded to based on consistent and reliable service information.
Central Intake and Streets to Homes Assessment and Referral Centre (SHARC)	<ul style="list-style-type: none"> Central Intake uses the latest in call centre technology to take calls from clients. If a caller's need cannot be resolved, Central Intake staff will ensure client is directed to the appropriate service. SHARC is a multi-service location that handles clients over the phone and in person.
Update	Description
Between SSHA and Service Providers	
New Glossary	<ul style="list-style-type: none"> The Housing & Homelessness Services Glossary was created as Shelter, Support and Housing Administration's (SSHA) central word index to define each of the services provided; it was published on the City of Toronto website (www.toronto.ca) on November 2018.
Improved communication between Central Intake, SHARC, SSHA-Public Information, Digital and Social Media Team, and 311	<ul style="list-style-type: none"> Management staff from Central Intake, SHARC, SSHA's Public Information, Digital and Social Media Team and 311 continue scheduled meetings on a monthly basis to ensure accurate and consistent messaging throughout all channels. By having all stakeholders at the table frequently and consistently, any changes to roles and responsibilities can be quickly communicated to all respective parties.
New Winter Services Coordination work group	<ul style="list-style-type: none"> SSHA has formed a Winter Services Coordination Work Group who meet once a month (more if required) – under the facilitation of the Duty Office - to further improve on winter service response, communication and coordination. This group will continue its work throughout the year in preparation for the 2019-2020 winter season.

Communication Channel	Description
Improved communication between CI, SHARC, Street Outreach and Duty Office	<ul style="list-style-type: none"> • Scheduled daily, weekly and monthly communication between Central Intake, SHARC, Street Outreach and the Duty Office established to report on service disruptions, vacancies, and alerts or updates impacting service delivery. • Daily - Duty Office calls sites every 2-4 hours within a 24 hour period to collect information on site specific problems, availability, etc. Any matters that must be known for proper referral is then distributed by email to Central Intake, SHARC, and Street Outreach. • Weekly - Quality Assurance assessment reports of sites are sent to Duty Office for review to find any operational issues that can be immediately resolved.