



## **DRAFT DAN HARRISON COMMUNITY COMPLEX BUSINESS CASE**

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#### **SUMMARY**

On December 17, 2019 City Council directed Toronto Community Housing Corporation (TCHC) to provide a business case for the modernization of the Dan Harrison Community Complex (DHCC), to be incorporated in the neighbourhood revitalization plan for the Dundas East and Sherbourne Street community being prepared by City staff. This report responds to Council's request and was developed in tandem with City staff to align with the broader neighbourhood revitalization plan for the area.

DHCC is an important asset for TCHC, located in a community with high-needs that has experienced chronic social, economic and health challenges. Equally, the building's



physical and social conditions reflect the challenges faced by the community and require significant investment and change. The strategies and direction identified in this report provide a framework for the DHCC consistent with other City-led plans and initiatives for the area that aim to address and alleviate the issues faced by tenants.

This report proposes a physical and operational transformation of the DHCC into a support-based housing community through a more appropriate housing model that meets tenants needs, and capital renewal plan to address building conditions and physical space requirements. This report is organized by describing the context of the DHCC, identifying key issues, and followed by recommendations for a business case for renewing the site.

## **COMMENTS:**

### **Context**

The Dan Harrison Community Complex (DHCC) is a collection of heritage houses and newer mid-rise apartment buildings situated on the north-east block of Dundas St. East and Sherbourne St. within the broader Downtown East neighborhood of Toronto.

The 6-storey mid-rise apartments, originally known as “Sherbourne Lanes”, were designed and constructed in the 1970s by the City’s then non-profit housing company, CityHome. These newer buildings were designed as in-fill development nestled between and behind the historic houses directly fronting Sherbourne St. The development ensured preservation of these historic homes, previously slated for demolition, provided affordable housing, and supported densification in the city at a time when housing needs for low-income individuals were increasing.

The area surrounding the DHCC has been and continues to be home to many of the city’s most vulnerable who experience high levels of poverty, addiction/mental health challenges, violence, crime and homelessness. Accordingly, many agencies and organizations that help cater to this vulnerable population sit directly at the intersection of Dundas and Sherbourne and in the surrounding neighbourhood. The DHCC in many ways is a microcosm for the issues faced by the broader community, which despite community and government efforts, have largely gone unabated over the years.

The complex in its current state, both in terms of physical condition and social issues, has been described as a crisis-level situation for tenants. This concern was identified by the City’s housing services division as requiring attention as early as 1991 when a research report, titled “Review of The Dan Harrison Community Complex”, was published; ongoing issues identified in that report persist today. However, recent City-



led initiatives and plans for the broader neighbourhood, and the recommendations outlined in this report represent an opportunity for transformational change for the DHCC. The goal of this change will be for TCHC and its partners to address the long-term systemic and structural issues faced by tenants at the DHCC, and to help alleviate the serious social and health challenges faced by the community.

### **Buildings and Site Layout**

The DHCC is comprised of 13 homes and buildings from 241 to 285 Sherbourne St. This includes fifteen 3-storey Victorian buildings (both semis and detached) and two 6-storey mid-rise apartment buildings. Collectively, the complex has a gross floor area of 242,960 ft<sup>2</sup> across 376 units, comprised of 374 RGI units and two Market units. Of the total units, 13 are accessible (i.e. wheelchair modified). The majority of these units are bachelor sized or 1-bedroom, but some units are up to 4-bedroom in size (see *Table 1*).

The buildings at the DHCC site all share an internal courtyard with free flow of access between buildings and houses. The main entry and exit point is located at 251 Sherbourne St., however fire exits backing onto Oskenonton Lane provide informal entry and exit points into the site that present on-going security risks.

William Dennison Apartments (310 Dundas St. E) sits directly south of the DHCC. While there is no direct courtyard access between the DHCC and William Dennison Apartments, the two share an underground parking garage, with entry/exit from Sherbourne St., enabling access between the two communities.

**Table 1: Dan Harrison Community Complex – Building Breakdown**

Address	Building Type	Market Units	RGI Units	Breakdown of Units / Rooms						GFA (ft <sup>2</sup> )
				Rooms	Bachelor	1-Bed	2-Bed	3-Bed	4-Bed	
<b>241 Sherbourne</b>	3-Storey Detached		8	8						3600
<b>245 Sherbourne</b>	3-Storey Semi	1	17		14	4				8700
<b>251 Sherbourne</b>	6-Storey Mid-rise		200		116	83	1			123,300
<b>257 Sherbourne</b>	6-Storey Mid-rise	1	101		58	22	12	10		69,960
<b>259 Sherbourne</b>	3-Storey Detached		5			3	1		1	3,800
<b>263 Sherbourne</b>	3-Storey Detached		5			3			2	4,300
<b>265-267 Sherbourne</b>	3-Storey Semi		6		2			2	2	5,400



<b>269, 271-273, 275-277 Sherbourne</b>	2 3-Storey Semis and 1 3-Storey Detached		16		4	4	2	4	2	11,950
<b>279 Sherbourne</b>	3-Storey Detached		5			3		2		3,800
<b>281 Sherbourne</b>	3-Storey Detached		5		1	2		2		3,650
<b>283-285 Sherbourne</b>	3-Storey Semi		6				6			4,500
	<b>TOTAL</b>	<b>2</b>	<b>374</b>	<b>8</b>	<b>195</b>	<b>124</b>	<b>22</b>	<b>20</b>	<b>7</b>	<b>242,960</b>

### Tenant Demographics

The DHCC is a mixed/family community comprised of mostly single households and some families, with various age groups including children, adults and seniors. Families reside primarily within the Victorian homes and at 257 Sherbourne St, while single adults reside primarily within 251 Sherbourne St. The overall demographics of the DHCC skew older and more male with the average age being 48 years (median 53 years) and a ratio of male-to-female tenants of 2:1. (See *Table 2.* and *Table 3.* for full demographics)

**Table 2: Dan Harrison Community Complex – Household Composition**

# Household Members	# Households	% of Total Households
1	301	87%
2	19	6%
3	16	5%
4	5	1%
5	1	0%
6	2	1%
7	1	0%
<b>Total</b>	<b>345</b>	<b>100%</b>

**Table 3: Dan Harrison Community Complex - Age Groups and Gender Composition &**

Age / Gender	Children (0-12)	Youth (13-24)	Adults (25-58)	Seniors (59+)	Total	%
<b>Male</b>	12	13	153	108	<b>286</b>	66%
<b>Female</b>	16	17	87	25	<b>145</b>	34%
<b>Total</b>	<b>28</b>	<b>30</b>	<b>240</b>	<b>133</b>	<b>431</b>	
%	6%	7%	56%	31%		



## **Crime and Community Safety**

There have been significant year-over-year increases in the frequency and severity of anti-social activity at the DHCC and the surrounding community since 2015, including both violent and non-violent crime (See *Table 4*).

A safety audit conducted in December 2018 identified multiple issues as well as possible opportunities to improve physical aspects of the community to increase safety and security for tenants. Some examples of identified issues include outdated intercom system, lights burnt out throughout the complex, high traffic foyer and front building entrance, poor sight lines, multiple entry/exit points throughout the complex, and hidden corners that conceal anti-social activity.

In response to crime and other anti-social activity, TCHC implemented additional security measures and enhanced enforcement. Special Constables have been providing 24/7 security coverage since October 2018, and third-party security have been deployed to provide access control.

In addition, capital repair work has been implemented to address physical deficiencies identified in the safety audit. This work has focused primarily on improving security and access control. Building upgrades initiated in 2019 included installation/repair of cameras, enhanced lighting, and access control enhancements (doors, locks, keycards, etc.), and retrofit of the front lobby totaling nearly \$900,000. These upgrades are made in accordance with crime prevention through environmental design (CPTED) principles.

**Table 4: Dan Harrison Community Complex – Calls for Service**

<b>Call for Service Category</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
<b>Total Calls for Service</b>	298	397	915	1268	2376
<b>Serious Violent Incidents</b>	9	8	19	16	23
<b>Anti-Social Behaviour</b>	130	184	441	691	1013
<b>Disputes</b>	11	18	91	85	75
<b>CSU Patrols</b>	219	166	133	374	1212
<b>Warrants</b>	10	9	19	53	51

## **Tenant Supports Provided by TCHC**

Community Services Coordinators (CSCs) from TCHC provide access and support, and engagement services to tenants.

The CSC typically attends to the Dan Harrison community by responding to direct requests from tenants for assistance accessing supports or based on requests from



TCHC staff to attend to particular issues. On occasion, external service providers and concerned community members may also request the service of CSC.

The role of the CSC is to meet with households, assess their situation and make a plan with tenants to access supports that may help. The CSC facilitates these connections and monitors them to ensure they are meeting the tenant's needs and that support remains ongoing for as long as the tenant requires it.

While any request for service connection is offered, the majority of referrals to CSC involve requests to assist tenants for: clutter, unit condition, unit takeovers/guest behaviour, arrears/loss of subsidy, follow-up post-critical incidents, and concerning and sudden behaviour changes.

CSC also regularly checks in with on-site supports and provides/receives feedback on their activities. In addition to CSC, there is an active tenant association that operates independently of TCHC.

### **Community Services and On-Site Agency**

Margaret's and Fred Victor both provide services on-site. These supports are available to all tenants who live at the DHCC, with a particular focus on ensuring support stays active for the tenants in the units for which they have referral agreements.

Fred Victor and Margaret's both have separate office space on-site and each has a referral agreement with TCHC for ten units.

#### **Fred Victor:**

- Fred Victor has a dedicated office in the front of the lobby and are in there weekdays, unless on accompaniments in the community or if they are running programming

#### **Margaret's:**

- Margaret's does a once per week drop-in at the office across from the Superintendent's office, which is shared with workers that drop-in on weekdays (including the Access and Support CSC).
- Margaret's, while only hosting a drop-in once per week, actively follows-up with tenants, keeping case plans with them from their drop-in around the corner (available weekdays).

In addition to Margaret's and Fred Victor, several other agencies provide support to the Dan Harrison community, including:

- Meals on Wheels
- Cota
- Crisis Outreach Service for Seniors (COSS)
- Dixon Hall



- Street Health
- VHA Home Healthcare
- Inner City Health Associates (run a small clinic out of the office Margaret's uses once per week)

### **City-Led Plans and Frameworks**

The DHCC and area of Dundas and Sherbourne Street are identified as a high-need focus area within several City policy initiatives and plans, including the Downtown East 2023 Five-Year Action Plan and Tenants First. These City plans have led to the development of the Dundas East and Sherbourne Street Area Neighbourhood Revitalization Plan. This report on the DHCC was developed in tandem with the Neighbourhood Revitalization Plan in order to align and coordinate efforts for the DHCC within the broader community context.

Collectively, the policy focus of these plans is to address and alleviate the issues faced by the high-needs population within the DHCC and broader neighborhood through an integrated service model.

For TCHC, where strategies are required to address tenants' needs that go beyond the corporation's core mandate, (i.e. delivering housing) partner health and social service agencies will be engaged and involved. The focus of this report is to outline recommendations for structuring housing delivery to DHCC tenants in a way that best aligns with the strategies and outcomes laid out in these City-led plans.

### **Business Case – Re-envisioned DHCC**

Given the persistent and deeply embedded issues faced by tenants of the DHCC and local community, the future health and success of the housing complex requires an integrated supports-based approach. This report recommends restructuring the DHCC both physically and operationally to provide supportive housing and targeted mandates that can address all tenants' needs including housing, health and social well-being.

The proposed physical, or built form, transformation of the DHCC would require significant capital improvements to repair and upgrade baseline building conditions, but also to restructure units and communal spaces to better facilitate a supports-based housing model. Operationally, the current 374 RGI and 2 Market units are proposed to be redefined as supportive housing or designated as units with targeted mandates to better serve existing tenants and other potential groups within the community.



To proceed with the restructuring process, TCHC would undertake consultations and outreach with tenants and local community agencies and organizations to allow affected groups and especially tenants the opportunity to have input on the redesign and reorganization of the DHCC as a supports-based housing environment. This input will help inform/identify new designs, layouts, partner organizations, targeted communities for building mandates, and other important aspects of the restructured DHCC.

In line with defined outcomes in the Ontario Supportive Housing Policy Framework for supportive housing environments, the goal for a transformed DHCC is for tenants to achieve and maintain housing stability, have their physical and mental health needs supported, have appropriate access to and control/independence over housing and supports, be satisfied with their housing and supports, and achieve greater social and community connections.

### **Supportive Housing and Housing Mandates**

The goal of restructuring the 374 RGI and two market units into supportive housing and mandated RGI housing is to better cater and deliver services to the needs of the tenants that are beyond the scope of the existing housing framework. For this report, “Supportive Housing” and “Mandated Housing” are defined as follows:

- **Supportive Housing** – includes a variety of housing different types, with varying degrees of support. Supportive housing can be permanent or transitional depending on the needs of tenants.
- **Mandated Housing** – have special requirements for people living in their units/buildings, called “mandates”. Mandates can include ethno-cultural groups, professional groups, age groups and other targeted communities.

The exact allocation and number of units will depend on input from/consultation with tenants and community, as well as taking into consideration any built form and policy constraints. This includes consideration of the ability for TCHC to maintain service level requirements and/or gain approval for any transfer of units to supportive housing providers.

The specific categories of supportive/mandated housing in the restructured DHCC include:





## **1. Supportive Housing (with dedicated built form)**

This would be a new category of housing at DHCC, putting tenants with the highest needs in units with dedicated built form modifications to support service programs, accessibility and supportive living arrangements.

For DHCC, this would apply to those who are exiting homelessness, have mental health/addiction challenges, and/or other health challenges and disabilities. This category includes the greatest amount of supports including counselling, personal support, case management, income support, health support, life skills training and other on-site supports.

As a result of the built form changes, the buildings/units under this category will require the greatest amount of investment and structural change within TCHC's Capital Renewal Plan. This category will also require the greatest operational collaboration with the City and identifying agencies, who will provide the on-site supports/services to tenants, as this falls outside of TCHC's core mandate.

## **2. Layered RGI Housing with Supports**

This category applies to pre-existing RGI units within the DHCC that will be renovated as part of TCHC's Capital Plan and have added supports for tenants when they are rehoused. This category is meant to apply to tenants who have fewer support needs and are capable of greater independent living than those in supportive housing. It may include those who "graduate" out of supportive/transitional housing. Supports are layered on and provided by TCHC where it falls within the corporation's mandate, and by City and government services, local agencies and charities/non-profits for additional needs.

## **3. Mandated RGI Housing**

This new category of housing applies to RGI units/buildings within the DHCC that will be renovated as part of TCHC's Capital Plan and mandated to target specific groups within the existing tenant and local community demographics. Potential mandates for units/buildings within the DHCC can include service delivery for groups such as seniors, First Nations/Aboriginals etc. Tenants within mandated RGI units/buildings will be most capable of independent living without additional supports.



## Outcomes for Tenants

**Table 5: Tenant Outcomes for Re-envisioned DHCC**

<b>Tenant Outcomes*</b>	<b>Current DHCC</b>	<b>Re-envisioned DHCC</b>
<p><b>1. Tenants achieve and maintain housing stability</b></p> <p>Supportive housing helps people who are homeless or at risk of homelessness to access and maintain stable housing.</p>	<ul style="list-style-type: none"> <li>• High degree of at-risk tenancies due to arrears, anti-social behavior, criminality and evictions</li> <li>• Unsuccessful tenancies lead to homelessness and perpetuation of chronic social issues in broader Dundas-Sherbourne neighbourhood</li> </ul>	<ul style="list-style-type: none"> <li>• Supportive housing options provide tenants with services to meet their needs and ensure successful long-term tenancies</li> <li>• Wraparound services, in addition to housing, are provided by government/agencies/organizations through an integrated service model</li> </ul>
<p><b>2. Tenants have physical and mental health needs supported</b></p> <p>Supportive housing helps people to access services to improve and/or maintain their health and well-being.</p>	<ul style="list-style-type: none"> <li>• Tenants with physical and mental health/addiction challenges face difficulty securing recovery and treatment supports</li> <li>• Building/unit layouts designed for independent living as opposed to a supports-based model</li> <li>• Few accessible units across the complex</li> </ul>	<ul style="list-style-type: none"> <li>• City/government agency and community organization supports address the social, health and mental/physical well-being needs of tenants</li> <li>• Dedicated built forms provide high-needs groups with suitable housing forms</li> <li>• Improved/additional accessible units and common area retrofits</li> </ul>
<p><b>3. Tenants have appropriate access to and greater independence and control over housing and supports</b></p> <p>Tenants have choice in the housing and supports they receive to help to reduce institutional care and homelessness.</p>	<ul style="list-style-type: none"> <li>• Tenants have limited ability/supports to maintain/improve living and housing conditions</li> <li>• High-needs tenants lack coordinated supports system to address health, housing and social challenges</li> </ul>	<ul style="list-style-type: none"> <li>• Mix of supportive housing options and RGI units provide appropriate level of supports depending on tenants' needs</li> <li>• Variety of layouts and living schemes provide options for tenants in terms of level of supports/independent living within the community</li> </ul>
<p><b>4. Tenants feel satisfied by their housing and supports</b></p> <p>Satisfaction with housing and supports has a positive impact on people's quality of life and housing stability.</p>	<ul style="list-style-type: none"> <li>• Lack of significant capital repairs/renovations</li> <li>• Poor housing conditions and high degree of crime including "unit take overs" cause tenants to live in constant state of fear/anxiety</li> </ul>	<ul style="list-style-type: none"> <li>• Capital repairs improve quality of housing conditions, safety and health/hygiene</li> <li>• Safety and crime addressed through building security enhancements</li> <li>• Social and physical investment in the building/community</li> </ul>
<p><b>5. Tenants have greater social and community connections</b></p> <p>Supportive housing helps people to develop connections to their community and build social networks.</p>	<ul style="list-style-type: none"> <li>• Lack of integration/communication between partner organizations, tenants, etc.</li> <li>• Social isolation and lack of belonging among tenants</li> </ul>	<ul style="list-style-type: none"> <li>• DHCC fits in within the broader Neighbourhood Revitalization plan</li> <li>• Mandated RGI housing provides tenants with sense of belonging and network of peers</li> <li>• Greater connection/coordination with community agencies/organizations</li> </ul>

\* Derived from [Ontario Supportive Housing Policy Framework \(2017\)](#)



## **Capital Plan**

The capital plan to achieve the restructuring of the DHCC is extensive with the goal to repair and upgrade baseline building conditions and reconfigure spaces to serve the needs of a new supportive housing model. As of January 1, 2019, the DHCC has a Facilities Condition Index (FCI) of 16.62% (see Table 6. for FCI data).

Two options are available, discussed below, that can meet the needs tenants within a restructured DHCC. Option 1 is renewal of existing buildings while Option 2 is an entire redevelopment of the site.

**Table 6. FCI – Dan Harrison Complex**

	<b>1 Year</b>	<b>5 Year</b>	<b>10 Year</b>
	16.62%	34.99%	46.56%
<b>Dan Harrison Complex FCI</b>	2019 FCI as of January 1, 2019.	5-Year FCI is the projected FCI in 2023 assuming no work is completed over the 5-year period.	10-Year FCI is the projected FCI in 2028 assuming no work is completed over the 5-year period.

### **Option 1 – Renewal:**

In recent years, TCHC has moved away from the “patchwork” approach to capital repairs of the past in favour of a more holistic focus on complete community renewal. Beyond simple component replacement, this means creating a renewed built environment with a focus on deeply improving the quality of our tenants’ lives and comfort.

To this end, a proposal for the renewal of the DHCC would involve a complete resuscitation of existing building systems including exterior envelope, windows, mechanical, plumbing, electrical, ventilation, landscape, interior common areas and tenant unit refurbishment.

As with most TCHC capital repair projects of this size, energy savings and accessibility are also critical considerations.

### **257 Sherbourne St. (North Building)**

Much of the challenge of the North Building lies in its built form. The building is configured as a series of townhome style units, stacked between 5 and 6 storeys, and



served by an exterior corridor with stairs to grade. Further, the building is uninsulated, features no mechanical ventilation system and has areas of deteriorating concrete, extensive exposed soffit conditions, and storm water management problems.

A proposed renewal plan would feature complete measures including revamped mechanical systems, new windows, envelope recladding, and a reconfiguration of the building's circulation and exiting.

### **251 Sherbourne St. (South Building)**

Typical of many TCHC buildings from this era, the South Building is a 7 storey uninsulated, masonry and concrete tower with exposed floor slabs and balconies that act as significant thermal bridges. Mechanical ventilation is achieved through pressurized corridors that, typically, do may provide adequate make-up air to living quarters. The building's windows, which are original to the building, are poorly performing. The architectural finishes throughout corridors and common areas are in poor repair. Many units are in pressing need of refurbishment.

A proposed renewal plan would involve new windows, envelope recladding, new architectural finishes, improved mechanical / electrical systems, and refurbished units.

### **Sequence of Repair**

Pending funding confirmation and an in-depth audit of site conditions, the renewal of either building is estimated to take 5 to 6 years from the initiation of design to the substantial completion of the construction project. Because of the extensive nature of the renovations anticipated, the process will require tenant relocation during remediation and construction. (See attached site plan and sample schedule).

### **Option 2 – Redevelopment:**

Due to the extensive nature of the proposed deep retrofit work and the associated costs with renewal and tenant relocation, TCHC must consider a redevelopment, in part or whole, of the Dan Harrison site.

An "As-of -Right" redevelopment of the site would face challenges from a number of site-specific planning by-laws. The site is located in a heritage district and bound on its west side by a series of heritage –listed houses. These houses are protected and, unfortunately, serve to create both a screen for illegal activities and a series of permeable alleyways leading in and out of the site.



In order to redevelop the site effectively (and at least achieve a similar density of units), a collaborative partnership would be required between TCHC and the City's Planning Department. A well-planned mix of support services with affordable units could represent an important first step in the City's renewal of this area.

With a shared vision of the site, the estimated time for planning approvals could be reduced. With an effective funding strategy, the timelines for redevelopment could be similar to Option 1; construction completed within 5-6 years.

## **SIGNATURE**

*"Scott Kirkham"*

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Scott Kirkham, !  
Director (Acting), Strategic Planning and Stakeholder Relations

## **LIST OF ATTACHMENTS:**

1. Dan Harrison Community Complex Site Plan
2. Dan Harrison Community Complex Capital Renewal – Sample Timeline

## **STAFF CONTACT:**

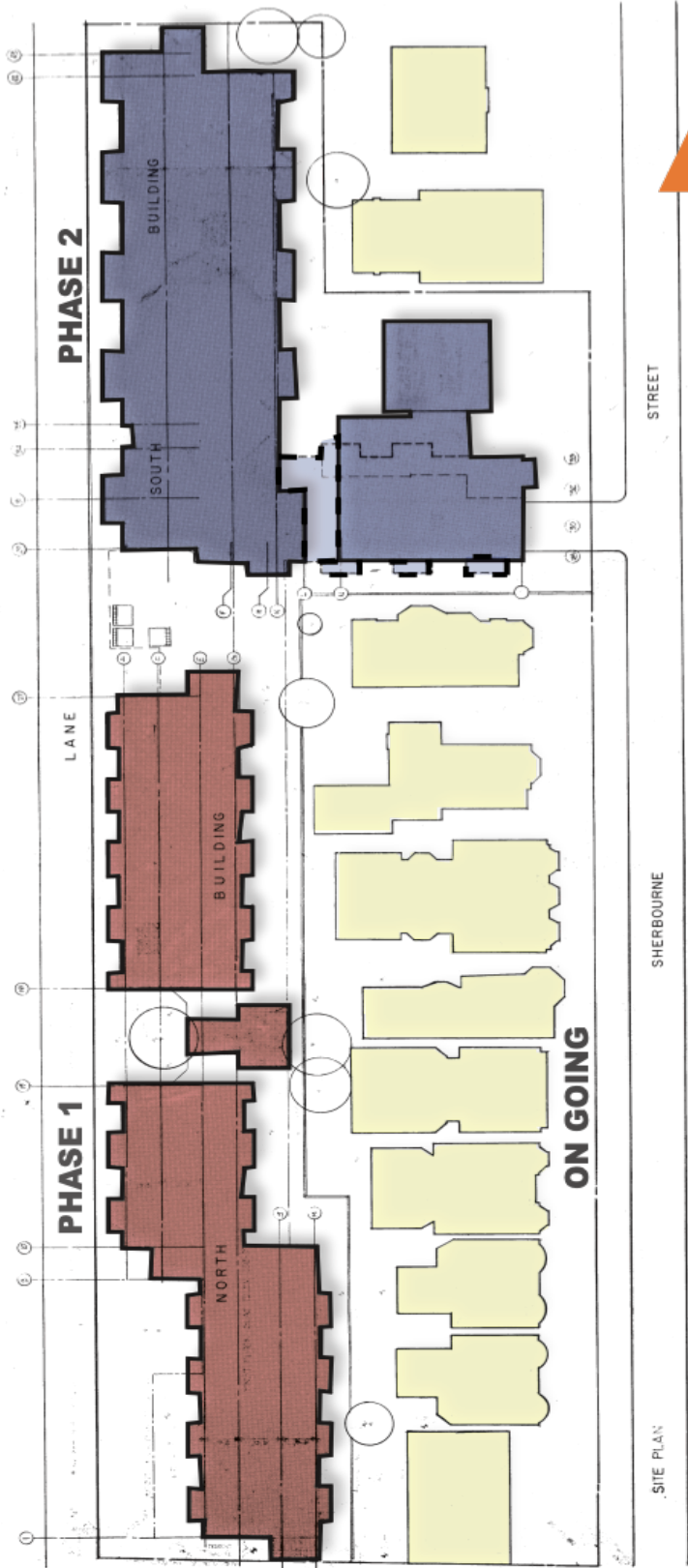
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March 20, 2019

# DAN HARRISON PROPOSED CAPITAL RENEWAL PLAN

SCHEMATIC REPRESENTATION



Toronto  
Community  
Housing



**PROPOSED CAPITAL RENEWAL PLAN FOR  
DAN HARRISON**

