

2024 Budget Notes

Toronto Shelter and Support Services

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Description

Toronto Shelter and Support Services (TSSS) is responsible for managing a coordinated and effective system of homelessness services, working from a Housing First approach with a focus on the people we serve. Toronto's homelessness service system provides immediate, housing-focused, person-centred services for people experiencing homelessness. The homelessness service system consists of emergency shelters, 24-hour respite sites, 24-hour drop-ins, daytime drop ins, and street outreach services and encampment response for individuals living outdoors and in other public spaces.

In 2023, Toronto's shelter system accommodated more than 9,000 people nightly in shelters – approximately 42 per cent of which are refugee claimants – while continuing to face significant unmet demand for shelter. In May 2023, City Council declared a homelessness emergency for the City of Toronto. Current demand for shelter space is so high that every night the city is unable to provide shelter to hundreds of people requesting a space. As a result, the City is seeing increasing levels of homelessness on the street, in encampments and on the City's transit system.

Why We Do It

Toronto's homelessness service system is funded with an investment of over \$787 million. TSSS is the service system manager, and both directly operates and funds non-profit organizations to deliver services. TSSS works closely with more than 75 community service providers and sector partners. TSSS's vision is that Toronto is a city where everyone has a safe and affordable place to call home. We also work closely with the federal and provincial governments to coordinate an effective and sustainable funding model to support the settlement of refugee claimants in Toronto and other municipalities, and support people experiencing homelessness to exit the shelter system into permanent housing.

Outcomes:

- People experiencing homelessness in Toronto have access to safe, high quality emergency shelters that offer housing-focused supports.
- The experience of homelessness in Toronto is rare, brief, and non-recurring.

The City of Toronto aims to deliver these outcomes equitably, efficiently and with excellent customer service to help improve the lives of Torontonians and work to earn their trust and confidence.

Toronto Shelter and Support Services

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What Service We Provide

Emergency Shelter and Overnight Services

Who We Serve: People experiencing homelessness in emergency base shelter system including refugee claimants.

What We Deliver: Safe and welcoming emergency shelter & overnight services for those in housing crisis. Supports for people experiencing homelessness to develop a housing plan and to access housing and stabilization supports. Navigation and referrals to appropriate community and health services.

How Much Resources Required (gross 2024 operating budget): \$638.5 Million (This includes \$118.9 million spent on sheltering refugee claimants)

Refugee Claimants

Who We Serve: Refugees claimants in need of shelter.

What We Deliver: Temporary emergency accommodations for refugee claimants with specialized services and supports that serve the distinct needs of the refugee population. Refugee claimants are also supported through the base shelter system.

How Much Resources Required (gross 2024 operating budget): \$131.1 Million (\$250.0 million in total budget when including refugee claimants in base shelter system and admin cost)

Street Outreach Services

Who We Serve: People sleeping outdoors.

What We Deliver: Street outreach services for people staying outdoors, with a focus on establishing supportive relationships to address immediate health and safety needs and provide supports to move into shelter and housing

How Much Resources Required (gross 2024 operating budget): \$13.5 Million

Encampment Response

Who We Serve: People sleeping in encampments.

What We Deliver: Coordination of services to support individuals sleeping in encampments, with a focus prevention, identification and resolution of encampments, prioritization of health and safety of individuals, and providing stabilization supports

How Much Resources Required (gross 2024 operating budget): \$4.4 Million

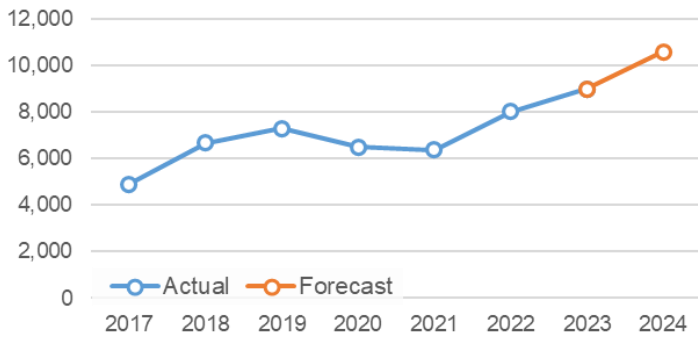
Budget at a Glance

2024 OPERATING BUDGET			
<u>\$Million</u>	<u>2024</u>	<u>2025</u>	<u>2026</u>
Revenues	\$299.9	\$299.8	\$299.4
Gross Expenditures	\$787.5	\$800.0	\$810.8
Net Expenditures	\$487.5	\$500.2	\$511.5
Approved Positions	1,255.5	1,260.5	1,260.5

2024 - 2033 10-YEAR CAPITAL PLAN			
<u>\$Million</u>	<u>2024</u>	<u>2025-2033</u>	<u>Total</u>
Gross Expenditures	\$78.2	\$659.7	\$737.9
Debt	\$52.2	\$646.2	\$698.4
Note: Includes 2023 carry forward funding			

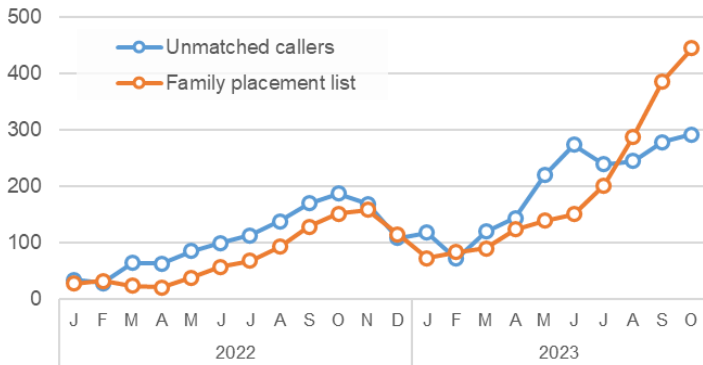
How Well We Are Doing – Behind the Numbers

Average nightly occupancy, shelter system



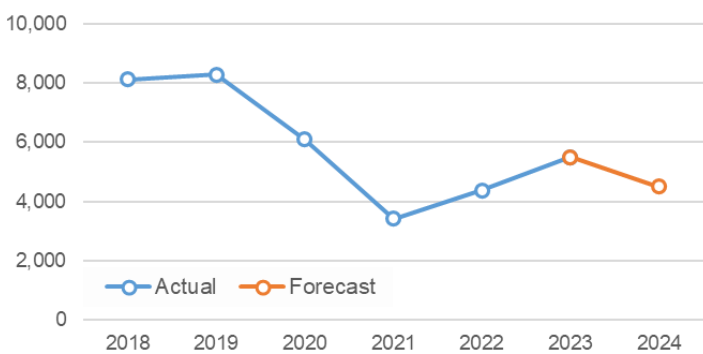
- Occupancy levels in Toronto's shelter system dropped during the COVID-19 pandemic but shortly after the shelter system added significant capacity to serve growing demand.
- The reopening of Canada's borders in September 2021 resulted in increasing levels of shelter demand from refugee claimants in addition to growing demand driven by the increasing cost of housing in Toronto.
- To continue to create new shelter system space for this growing demand, the budget for 2024 proposes an increased service level of 10,600 people served per night.

Shelter demand indicators



- Despite increases to overall capacity across the shelter system, there has been a significant increase in demand for shelter services since summer 2021. This increase in demand for shelter services is driven by a challenging local housing market and international migration.
- Individual and couple callers to the Central Intake shelter referral service who can not be matched to a shelter space are tracked daily as unmatched callers.
- The family placement list is also maintained by Central Intake and indicates the number of families waiting to access shelter.

Individuals housed from shelter system



- Annual totals from the Shelter System Flow dashboard shows the number of people recorded as discharged to housing from a shelter program.
- The number of people housed from shelter and allied services decreased over the first two years of the COVID-19 pandemic. This primarily reflects the reduced total number of people using shelter during the pandemic and an increasingly challenging housing market.
- Housing outcomes increased in 2023, due in part to Toronto and Ontario's top-up to the Canada-Ontario Housing Benefit program.
- Without further investments, housing outcomes are forecast to decrease in 2024.

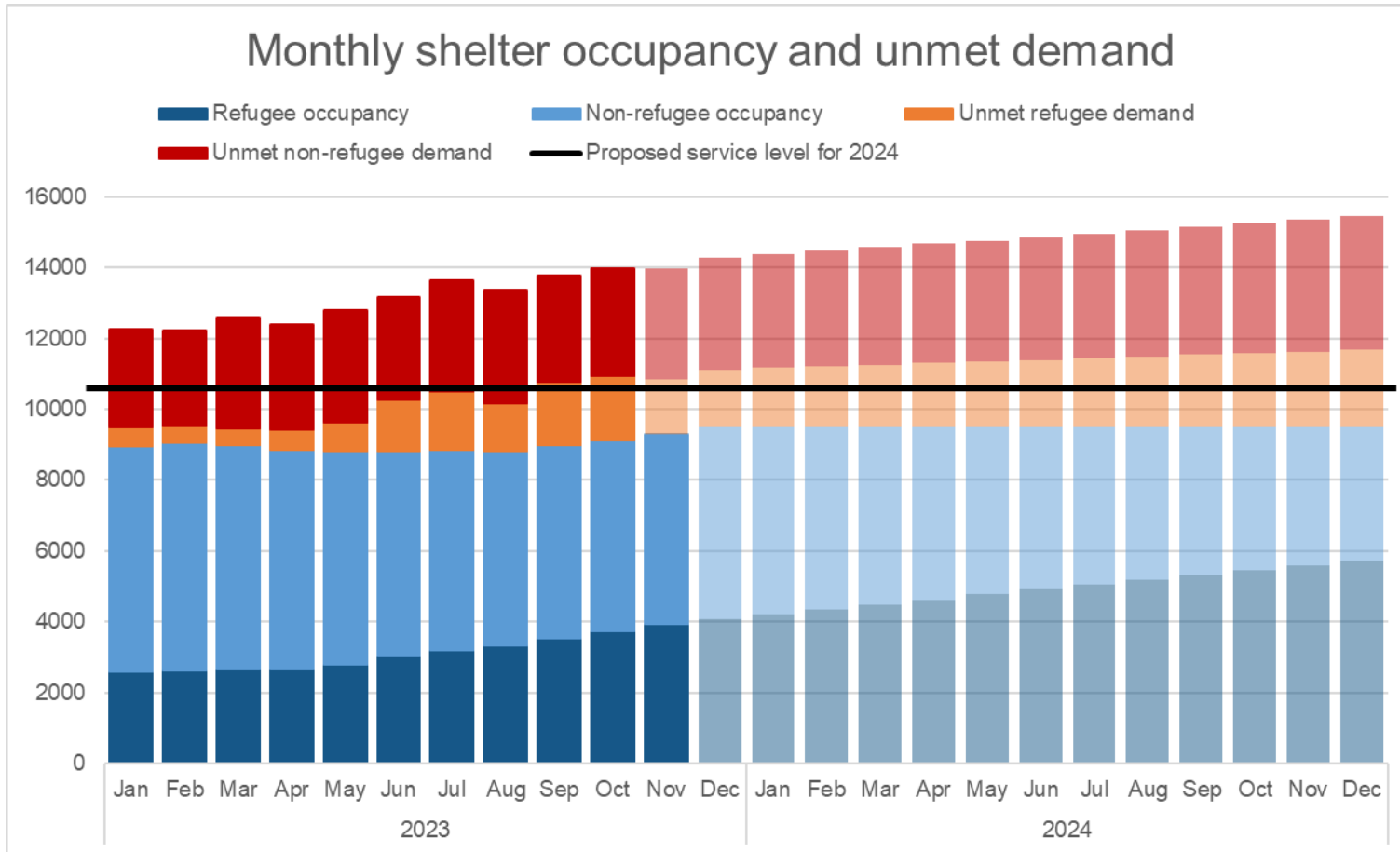
HOW WELL WE ARE DOING

Service	Measure	2021 Actual	2022 Actual	2023 Target	2023 Projection	Status	2024 Target	2025 Target
Outcome Measures								
Homelessness Services	Individuals housed from overnight shelter and allied services	3,409	4,385	4,250	5,500	●	4,500	5,000
Homelessness Services	Individuals housed by Street Outreach services	263	274	250	335	●	275	275
Homelessness Services	Average daily callers to Central Intake not matched to a shelter space	30	105	0	205	●	0	0
Homelessness Services	Average daily number of families awaiting access to shelter space	0	77	0	220	●	0	0
Homelessness Services	Unique individuals served with overnight shelter and/or allied services	18,500	20,740	22,000	22,500	●	26,500	26,500
Service Level Measures								
Homelessness Services	Total shelter and allied services bed nights provided	2,329,525	2,924,216	3,200,000	3,280,000	●	3,879,600	3,879,600
Homelessness Services	Street Outreach site visits conducted	n/a	28,845	28,500	27,000	●	28,000	28,000
Other Measures								
Homelessness Services	Chronic homelessness	4,258	4,895	6,500	6,000	●	7,250	7,500
Homelessness Services	Returns to homelessness	989	940	1,075	900	●	1,100	1,000

2023 Projection to 2023 Target Comparison
 ● 100% (MET TARGET) ● 70 - 99% (LOW RISK) ● 69% and Under (REQUIRES ATTENTION)

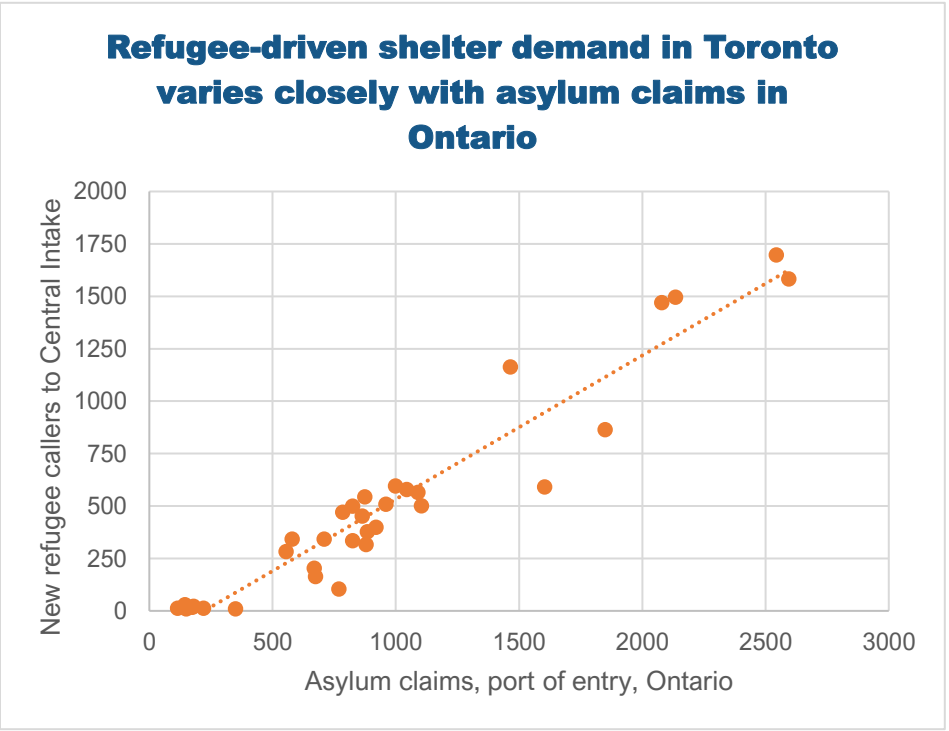
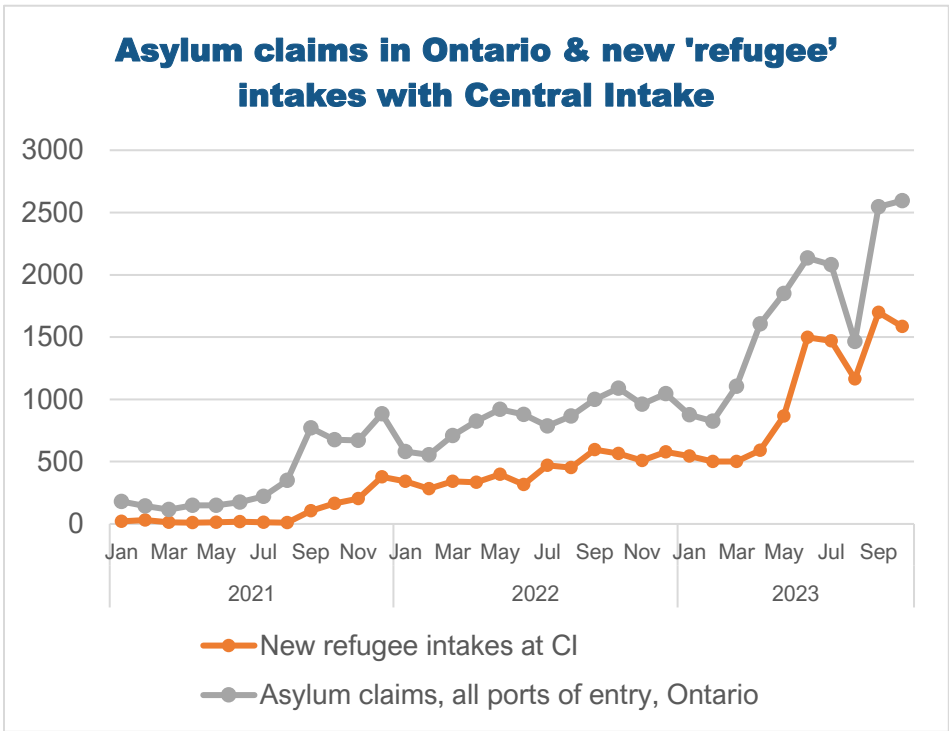
DEMAND EXCEEDS SYSTEM CAPACITY, LEAVING THOUSANDS WITHOUT SHELTER.

- Shelter demand is forecasted to grow throughout 2024. This is due to a variety of reasons, which include inadequate and unaffordable housing supply, low wages and inadequate income supports, high inflation and increases in refugee claimants arriving in the city.
- The proportion of refugee claimant occupancy will continue to be a major driver of shelter demand growth.
- TSSS’s 2024 Budget proposes to increase the beds in the shelter system to 10,600.
- Even with this proposed increase, the number of people who are not able to access shelter services is expected to continue to grow.
- This analysis does not include people being accommodated in programs not tracked by the Shelter Management Information System (SMIS) (e.g., People on the placement list or in churches or other community settings.)



Even with a proposed increased service level of 10,600 beds per night, the gap between shelter service levels and unmet shelter demand is expected to continue to widen in 2024. A significant portion of this demand will continue to be driven by increases in refugee claimants arriving in the city.

NEW REFUGEE INTAKE AT CENTRAL INTAKE CORRELATE WITH ASYLUM CLAIMS IN ONTARIO



Federal asylum claims data for claims made at Ports of Entry in Ontario (at airports and land border crossings) since 2021 is a very strong predictor of new (i.e., first time) refugee intakes at the City’s Central Intake service.

EXPERIENCES, CHALLENGES AND PRIORITIES

Our Experience and Success

- From January 2023 up to and including November 2023, TSSS, in collaboration with the Housing Secretariat, moved 5,130 people experiencing homelessness from the shelter system into permanent housing.
- TSSS expanded shelter capacity and outreach services in 2023, included adding 250 refugee beds per Council direction (2023.MM8.29) and working with the TTC introduced expanded outreach services on the city's transit system.
- In response to the unprecedented demand from refugee claimants, TSSS has been meeting with the Federal government for over a year and coordinating with other Greater Toronto and Hamilton Area municipalities on a regional response, to support the arrival of refugee's claimants. TSSS has also worked with and provided funding to churches and community organizations who have been lending support, space, and services to refugee claimants in Toronto.
- TSSS continues to prioritize a Housing First model and permanent housing solution. As part of efforts to drive successful housing outcomes, TSSS continues to develop training, support, and resources for staff including work to release the third component of the Service Triage, Assessment and Referral Support (STARS) common assessment tool.
- TSSS continues to strengthen its partnerships with Indigenous organizations in the homelessness sector and implement commitments and actions in the "Meeting in the Middle" Action Plan and Engagement Strategy. This includes allocation of 25% of all new housing opportunities through the PATHS program to Indigenous people experiencing homelessness.
- TSSS continues to advance commitments to Confronting Anti-Black Racism through client-facing and internal initiatives, including an update to the Toronto Shelter Standards to incorporate a Confronting Anti-Black Racism lens.
- In 2023, the Encampment Office was integrated into TSSS from Toronto Emergency Management. This supports an approach to encampments that is aligned with the Ombudsman's recommendations and continues to provide supports and referrals for people sleeping outdoors to move to indoor spaces through the operation of extensive street outreach services.
- TSSS continues to work with Toronto Public Health to provide guidance to homeless service providers on Infection Prevention and Control (IPAC) measures to protect the health of people in the shelter system, through regular and responsive webinars, communications, and directives, to reduce risk from transmission of COVID-19 and other respiratory viruses for clients and shelter staff.
- TSSS continues to invest in State of Good Repair projects at directly operated shelter sites. In 2023, TSSS received \$18.67 million from the Canadian Mortgage and Housing Corporation, which will support this work until 2025.
- TSSS continues to implement the COVID-19 Shelter Transition and Relocation Plan that considers site-specific needs and focuses on providing supports for people to transition to housing, where possible, or other appropriate shelter locations.
- As part of the Integrated Prevention and Harm Reduction initiative (IPHARE), TSSS, along with community partners, implements a range of harm reduction measures across shelter locations to reduce the risks of overdoses and save lives. This has included embedding Urgent Public Health Needs Sites in shelter settings with high incidences of overdoses.

Key Challenges and Risks

- Toronto's shelter system is full. Current demand for shelter space is so high that every night the City is unable to provide shelter to hundreds of people requesting a space. In October 2023, an average of 291 callers per day to the Central Intake Call Centre could not be matched to shelter space. There are also an additional 405 families on the family shelter placement list waiting for a space in the family shelter system. As a result, the City is seeing increasing levels of homelessness on the street, in encampments and on the City's transit system.
- In 2023, Toronto's shelter system accommodated more than 9,000 people nightly – approximately 42 per cent of which are refugee claimants – while continuing to face significant unmet demand for shelter.
- The City expects demand to continue to rise into 2024, for many reasons including, but not limited to, insufficient affordable housing supply, increasing costs of living, inadequate wage and income supports, and an increase in the number of refugee claimants arriving in the city.

- The number of refugee claimants needing shelter continues to rise, placing even more pressure on the system. At the end of 2023, there were more than 4,000 refugee claimants in the City's shelter system, as well as additional 1,300 refugee claimants being supported outside of the system. The City has received a commitment of \$97 million from the Federal government for 2023 and is seeking reimbursement for all costs for sheltering refugee claimants above our base 500 beds, which is estimated at a total of \$200 million for 2023.
- There continues to be additional people who are not captured by shelter system data, including people who are couch surfing or staying exclusively outdoors (e.g., in encampments). It is difficult to determine how many people may be homeless at any given time.
- The percentage of people experiencing chronic homelessness continues to increase. More people are staying in the shelter system longer. As of October 2023, approximately 55 per cent of people accessing Toronto's shelter system are experiencing chronic homelessness. This has risen steadily from approximately 32% in January 2018.
- To address the continued and increasing demands for shelter, TSSS is planning to increase shelter system capacity to accommodate 10,600 people nightly in 2024.
- There is a high degree of risk for costs to increase due to ongoing increases in refugee arrivals.
- The shelter sector is at capacity in Toronto. There is a limit on the space/sites, resources and staffing to deliver shelter services and programs. This includes the risk of staff turnover, reduced staff retention, and increased difficulty in recruiting skilled employees.
- While the City welcomes the recent \$200 million in additional support for shelters and homelessness announced by the Provincial government, and looks forward to Federal contributions, additional and ongoing investments from both levels of government will be needed to address the complex elements of Toronto's homelessness issue. A coordinated regional response is needed, including measures focusing on prevention and diversion from the shelter system.

Priority Actions

- Target to accommodate 10,600 people in the City's shelter system.
 - Respond to the refugee crisis in Toronto, providing shelter services in accordance with Council direction and authority while working closely with Immigration Refugee & Citizenship Canada and other GTHA partners to coordinate a regional strategy.
 - Report back to Council on an updated Inter-departmental protocol on how to support people living in encampments and in response to the Ombudsman's recommendations on this matter.
 - Continue to implement the recommendations of the Meeting in the Middle Engagement Strategy and Action Plan to meaningfully address Indigenous homelessness and celebrate these commitments at a fifth annual gathering.
 - Deliver on commitments under the City's Confronting Anti-Black Racism Action Plan, including applying an Anti-Black racism analysis to program and service delivery, including Toronto's Shelter Standards.
 - Invest in staff and sector capacity and better housing outcomes through additional stabilization funding to address disparities between City operated and community providers.
 - If federal funding is received consistent with the New Deal working group request, implement the Homelessness Services Capital Infrastructure Strategy for shelters to support shelter system recovery and stability while ensuring shelters remain in a state of good repair and meet AODA requirements.
 - Conduct the Street Needs Assessment 2024, a federally mandated City-wide point-in-time count and survey of people experiencing homelessness in Toronto in collaboration with community partners in the homelessness sector, to inform service planning and delivery.
 - Begin development of the next multi-year service plan which will guide the strengthening of a responsive homelessness service delivery system; this will include engagement with staff, service providers, service users and sector partners, and link to outcome measures and budget processes.
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CITY STAFF PREPARED BUDGET

The City Manager and Chief Financial Officer and Treasurer have prepared the following budget:

1. The 2024 Operating Budget for Toronto Shelter and Support Services of \$787.487 million gross, \$299.944 million revenue, and \$487.543 million net for the following services:

Service:

	Gross Expenditures (\$000s)	Revenue (\$000s)	Net Expenditures (\$000s)
Homeless and Housing First Solutions	787,487.4	299,944.3	487,543.2
Total Program Budget	787,487.4	299,944.3	487,543.2

- The 2024 staff complement for Toronto Shelter and Support Services comprised of 1,255.5 operating positions.
2. The 2024 Capital Budget for Toronto Shelter and Support Services with cash flows and future year commitments totaling \$693.616 million as detailed by project in [Appendix 6a](#).
 3. The 2025-2033 Capital Plan for Toronto Shelter and Support Services totalling \$44.295 million in project estimates as detailed by project in [Appendix 6b](#).
 4. That all sub-projects with third party financing be subject to the receipt of such financing in 2024 and if such funding is not forthcoming, their priority and funding be reassessed by City Council relative to other City-financed priorities and needs.
 5. City Council continue to advocate to the Federal government for ongoing funding for the Refugee Claimants program and funding for Homelessness Services Capital Infrastructure Strategy Capital project.

2024 OPERATING BUDGET

2024 OPERATING BUDGET OVERVIEW

Table 1: 2024 Operating Budget by Service

(In \$000s)	2022 Actual	2023 Budget	2023 Projection*	2023 Budget excl COVID	2024 Base Budget	2024 New / Enhanced	2024 Budget	Change v. 2023 Budget excl COVID	
								\$	%
By Service	\$	\$	\$	\$	\$	\$	\$	\$	%
Revenues									
Homeless and Housing First Solutions	233,156.7	217,889.7	220,636.5	217,889.7	299,944.3		299,944.3	82,054.6	37.7%
COVID-19	21,267.6								N/A
Total Revenues	254,424.3	217,889.7	220,636.5	217,889.7	299,944.3		299,944.3	82,054.6	37.7%
Expenditures									
Homeless and Housing First Solutions	362,042.5	710,783.2	751,633.3	393,577.9	715,624.9	71,862.5	787,487.4	393,909.6	100.1%
COVID-19	349,584.3								N/A
Total Gross Expenditures	711,626.8	710,783.2	751,633.3	393,577.9	715,624.9	71,862.5	787,487.4	393,909.6	100.1%
Net Expenditures	457,202.4	492,893.5	530,996.8	175,688.2	415,680.7	71,862.5	487,543.2	311,855.0	177.5%
Approved Positions**	946.1	1,064.9	N/A	955.9	1,237.5	18.0	1,255.5	N/A	N/A

* 2023 Projection based on 9 Month Variance

**YoY comparison based on approved positions

2024 Budget of \$487.543 million in net expenditures reflects a \$311.855 million net increase from the 2023 Council approved Budget, when applying a zero-base budget approach to 2023 COVID-19 financial impacts.

- The City continues to experience significant and unprecedented financial impacts, both in the form of added costs and revenue losses as a direct result of the lasting impacts of the COVID-19 pandemic. As reflected in Table 1 above, it is anticipated that the sustained COVID-19 related financial impacts will total \$273.951 million in 2024 for Toronto Shelter and Support Services. As a result of the COVID-19 pandemic, financial pressure was first introduced by creating shelter beds in temporary hotel sites due to physical distancing requirements within City's Shelter System. Subsequently, because of a change in the physical distancing requirement, beds in the base shelters were added back reducing the beds in temporary hotel program. However, most of the temporary hotel program must be maintained due to increase in demand for service in the midst of the housing and homelessness crisis. For 2023, it is projected that the TSSS will spend a total of \$200 million in costs to support refugee claimants in the City's shelter system beyond 500 beds. Only \$97million of funding has been committed by the Federal Government, with a remaining unfunded gap of \$103 million.
- The 2024 Budget forecasts that the costs to support refugee claimants in the shelter system beyond 500 beds will grow to \$250 million. As of completion of these budget materials, no confirmation from the Federal government for financial support has been received and thus has not been included in the budget. It is expected that the Federal Government is committed to cover the City's cost of providing shelter for refugee and asylum seekers in 2024. Actual 2024 costs associated with refugee claimants and asylum seekers could vary significantly subject to changes in demand and the success of the federal reception centre and there is a high degree of financial risk that actual costs could increase above \$250 million in 2024 due to ongoing refugee arrivals.

KEY DRIVERS

Total 2024 Budget gross expenditures of \$787.487 million gross reflecting an increase of \$393.910 million in spending above 2023 budget, predominantly arising from:

- Sustained Temporary Hotel program:** To meet the ongoing demand for space, the 2024 budget includes \$273.951 million for temporary hotels, previously classified as COVID-19 impacts. While significant, this is lower than the 2023 budgeted COVID-19 impact of \$317.205 million due to closure of five temporary hotel sites in 2023 and additional savings from efficiencies in security and Infection, Prevention and Control (IPAC) costs.
- Refugee Response program:** The City is requesting \$250 million in funding commitment from the Federal government, which is yet to be confirmed, based on TSSS budgeting for an average of 4,800 refugee claimants using the shelter system each night in 2024. Of the 4,800 refugee claimants, it is estimated that 2,400 will be supported in refugee specific shelter programs while another 2,400 will be in the base shelter system. Accordingly, gross expenditures required to support the program in 2024 is comprised of \$131.01 million for

2,400 beds dedicated for refugee/asylum seeker claimants (excluding admin costs of approximately \$5.1 million) and approximately \$118.9 million in base system costs to support another 2,400 beds. The City will provide funding of \$34 million as part of its ongoing commitment to support 500 beds for refugee/asylum seekers. Given recent and projected growth in refugee demand, there is high risk of a further increase in refugee claimants into the City's shelter system.

- **Winter/Warming Centre:** New funding of \$30.728 million for the Winter/Warming Centre program to add 729 beds due to surge in shelter demand and change in threshold for extreme cold weather alerts from -15°C to -5°C.
- **Encampment Services:** As a result of the transfer of encampment services from Toronto Emergency Management (TEM) to TSSS, total funding of \$4.421 million for staffing and other resources to meet operational needs is required to implement the City's Encampment Strategy.

EQUITY IMPACTS OF BUDGET CHANGES

Toronto Shelter and Support Services' 2024 Operating Budget will have a positive impact on people experiencing homelessness in Toronto. The proposed budget will positively impact access to homelessness services, including emergency shelter, outreach services and housing-focussed supports, for a range of equity-deserving groups, including Indigenous and Black people, newcomers, people experiencing chronic homelessness, seniors, persons with disabilities, youth, and members of the 2SLGBTQ+ community. The budget supports Toronto's HousingTO Action Plan, Poverty Reduction Strategy, Newcomer Strategy, Confronting Anti-Black Racism Action Plan, Reconciliation Action Plan and SafeTO Community Safety and Well-Being Plan.

2024 OPERATING BUDGET KEY COST DRIVERS

The 2024 Net Operating Budget for Toronto Shelter and Support Services of \$487.543 million is \$311.855 million or 177.5% greater than the 2023 Net Budget, when reversing 2023 pandemic costs and applying a zero-base budget approach to all prior year COVID-19 related financial impacts. Table 2 below summarizes the key cost drivers for the 2024 Budget.

Table 2: 2024 Key Cost Drivers

(In \$000s)	2024				2025
	Revenues	Gross	Net	Positions**	Annualized
2023 Budget	217,889.7	710,783.2	492,893.5	1,064.9	N/A
2023 Projection*	220,636.5	751,633.3	530,996.8	N/A	N/A
2023 Budget (excl. COVID)	217,889.7	393,577.9	175,688.2	955.9	N/A
Key Cost Drivers:					
Prior Year Impacts					
Reversal of one-time 2023 initiatives	(419.2)	(843.0)	(423.8)		5.7
Operating Impacts of Capital					
GSR and HSID Projects	(5,653.5)	3,500.3	9,153.8		3,542.4
Salary & Benefits					
Salary & Benefits Adjustments	977.9	6,821.0	5,843.1	59.7	539.2
Non-Salary Inflation					
Per diems, grants and room rent. Food cost for refugee response		6,448.9	6,448.9		2,610.2
Utilities		142.2	142.2		
Revenue Changes					
Reversal of one-time reserve draws and revenues	(16,295.4)		16,295.4		
Reversal of Federal revenue for Refugee Response	(96,509.4)		96,509.4		
New Shelter and Homelessness Provincial funding	200,000.0		(200,000.0)		
Other Changes					
Sustained Temporary Hotel Program		278,051.8	278,051.8	222.0	536.1
Other Changes	(45.9)	32,026.7	32,072.6		6,752.7
New and Enhanced Requests					
Additional beds for refugee response		35,381.8	35,381.8		
Winter Plan & Warming Centers		30,728.0	30,728.0		(1,425.7)
Encampment services		3,741.1	3,741.1	13.0	(391.5)
Equity and Wellness Initiatives		2,011.6	2,011.6	5.0	471.1
Sub-Total - Key Cost Drivers	82,054.6	398,010.4	315,955.8	299.7	12,640.2
Affordability Measures:					
Efficiencies		(4,100.8)	(4,100.8)		
Sub-Total - Affordability Measures		(4,100.8)	(4,100.8)		
Total 2024 Budget	299,944.3	787,487.4	487,543.2	1,255.5	12,640.2
Change from 2023 Budget (excl. COVID) (\$)	82,054.6	393,909.6	311,855.0	N/A	N/A
Change from 2023 Budget (excl. COVID) (%)	38%	100%	178%	N/A	N/A

*Based on 9 Month Variance

**YoY comparison based on approved positions

Key Base Drivers:**Prior Year Impacts:**

- Reversal of one-time funding for warming centres and church refugee response offset by annualized impact of transfer of encampment response positions transferred from Toronto Emergency Management.

Operating Impacts of Capital:

- Operating costs for newly opened shelter sites under the Housing and Shelter Infrastructure Development Project (HSID), previously known as the 1,000 New Shelter Beds project) and a reduction in capital funding for two temporary George Street Revitalization (GSR) sites which will now be funded by property tax.

Salaries & Benefits:

- Salaries and benefits increase is due to additions to 59.7 staff complement to stabilize the shelter operations, cost of living adjustments, and costs aligned to actual experience, partially offset by funding from TTC for Street Outreach services.

Non-Salary Inflation:

- Inflationary adjustments on per diems, grants, room rent, utilities and food costs.

Revenue Changes:

- Reversal of one-time reserve draw in 2023 from the Vacant Home Tax Reserve (XR1733) and Social Housing Stabilization Reserve (XQ1106) and a reduction to revenues.
- Reversal of 2023 Budget for Federal funding for Refugee Response program. A request of \$250 million for 2024 has been made to the Government of Canada for financial assistance to sustain this program. There has been no confirmation of funding commitment and no revenue is reflected in the 2024 Budget.
- Toronto-Ontario New Deal funding of \$200 million from the Province of Ontario for operating support for shelters and homelessness. Funding is conditional on Federal operating funding support for refugee and asylum seekers.

Other Changes:

- Due to significant and unprecedented demand in the City’s Shelter System, funding of \$278.052 million is required to sustain the Temporary Hotel program that was initially created as a response to the COVID-19 pandemic.
- Enhanced funding of \$7.000 million for Purchase of Service (POS) shelters for year 3 of the ten-year strategy to stabilize the shelter system and harmonize operating and working conditions for staff to that of the City.
- Increase to various programs and sites to align budget to reflect actual experience.

Affordability Measures:

Table 3: Offsets and Efficiencies

(\$000s)									
Recommendation	Savings Type	Equity Impact	2024				2025 (Incremental)		
			Revenue	Gross	Net	Positions	Gross	Net	Positions
2024 CST & Security efficiencies - COVID19 Response	Efficiencies	None		(2,300.8)	(2,300.8)				
Reducing IPAC Budget 2024 -COVID19 Response	Efficiencies	None		(1,800.0)	(1,800.0)				
Total Affordability Measures				(4,100.8)	(4,100.8)				

- Reduction of Security and Community Safety Team (CST) due to change in physical distancing standards and based on the management’s review of the current safety needs within the shelter system.
- Reduction of the Infection Prevention and Control (IPAC) budget because of shelter operations returning to pre-COVID-19 standards.

New and Enhanced Service Priorities:

Table 4: New / Enhanced Requests

New / Enhanced Request	2024				2025 Annualized Gross	Equity Impact	Supports Key Outcome / Priority Actions
	Revenue	Gross	Net	Positions			
In \$ Thousands							
1 Addition of 200 Refugee Beds to support increase in demand		8,594.7	8,594.7		8,594.7	High - Positive	Respond to the refugee crisis in Toronto, providing shelter services in accordance with Council direction and authority while working closely with Immigration Refugee & Citizenship Canada and other GTHA partners to coordinate a regional strategy.
2 250 Beds Shelter Capacity in Refugee Response Report #MM8.29		26,787.1	26,787.1		26,787.1	High - Positive	Respond to the refugee crisis in Toronto, providing shelter services in accordance with Council direction and authority while working closely with Immigration Refugee & Citizenship Canada and other GTHA partners to coordinate a regional strategy.
3 Winter Response/Warming Centre - report# EC3.13		30,728.0	30,728.0		29,302.3	High - Positive	Increase access to safe, high quality emergency shelters, including referrals to indoor space and street outreach services to protect the health of people experiencing homelessness during the winter season. Target to accommodate 10,600 people in the City's shelter system.
4 Enhancement of Encampment Budget - report# CC5.3		3,741.1	3,741.1	13.0	3,349.6	Medium - Positive	Report back to Council on an updated Inter-departmental protocol on how to support people living in encampments and in response to the Ombudsman's recommendations on this matter.
5 Staff Equity and Wellness Initiatives		2,011.6	2,011.6	5.0	2,482.7	High - Positive	Deliver on commitments under the City's Confronting Anti-Black Racism Action Plan; and invest in staff and sector capacity and better housing outcomes.
Total New / Enhanced		71,862.5	71,862.5	18.0	70,516.4		

New and Enhanced Requests include:

- \$35.382 million budget for Refugee Claimants program to add 450 beds due to influx of refugees.
- \$30.728 million budget Winter Service Plan/Warming Centres to add 729 beds due to surge in shelter demand during winter and extreme weather alert.
- Increase of \$3.741 million is included for Encampment Services, which was transferred from Toronto Emergency Management (TEM) in 2023 to provide enhanced services.
- \$2.011 million is included for Equity and Wellness Initiatives including advancing the City's Anti-Black Racism Action Plan, centralized professional development, education and mental health and wellbeing.

Note:

1. For additional information on 2024 Service Changes please refer to [Appendix 3](#) and [Appendix 4](#) for the 2024 New and Enhanced Service Priorities, respectively.

2025 & 2026 OUTLOOKS**Table 5: 2025 and 2026 Outlooks**

(\$000s)	2024 Budget	2025 Incremental Outlook	2026 Incremental Outlook
Revenues			
Operating Impact of Capital (HSID)		(129.4)	(455.0)
Total Revenues	299,944.3	(129.4)	(455.0)
Gross Expenditures			
Salary and Benefits		539.2	789.5
Inflationary Impacts		2,610.2	2,662.5
POS Shelters Base Budget Enhancement		7,000.0	7,000.0
Operating Impact of Capital (GSR & HSID)		3,413.0	(226.9)
Winter Response/Warming Centre Plan		(1,425.7)	
Reversal of Contribution to Vehicle Reserve Fund		(391.5)	9.2
Staff equity and wellness		471.1	17.3
Sustained Temporary Hotel program - Staffing		536.1	584.0
Other changes		(241.6)	(2.2)
Total Gross Expenditures	787,487.4	12,510.9	10,833.5
Net Expenditures	487,543.2	12,640.2	11,288.5
Approved Positions	1,255.5	5.0	

Key Outlook Drivers

The 2025 Outlook with total gross expenditures of \$799.998 million reflects an anticipated \$12.511 million or 1.59% increase in gross expenditures above the 2024 Operating Budget. The 2026 Outlooks expects a further increase of \$10.834 million or 1.35% above 2025 gross expenditures.

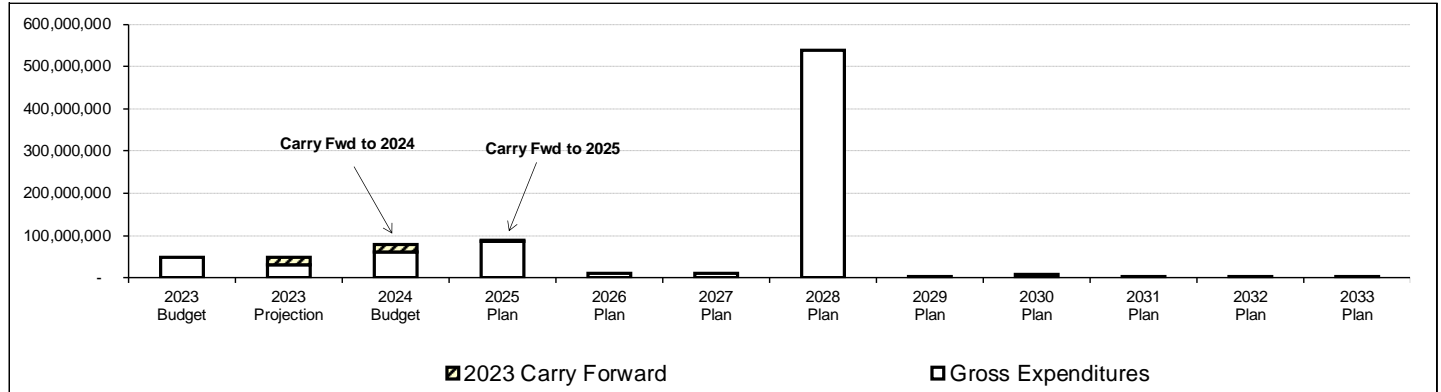
These changes arise in 2025 and 2026 from the following:

- Increases in salary and benefits from annualization of positions and changes to benefits.
- Inflationary increases to Purchase of Services (POS) shelters in 2025 and 2026.
- Increase in Purchase of Services for Shelters due to base budget enhancements in 2025 and 2026.
- Operating Impact of Capital for the opening of the last HSID shelter site expected to begin operations in 2025.
- Annualization of positions required for the Temporary Hotel program and Staff and Equity Wellness.

2024 – 2033 CAPITAL BUDGET AND PLAN

2024 2033 CAPITAL BUDGET & PLAN OVERVIEW

Chart 1: 10-Year Capital Plan Overview



In \$000's	2023		2024 Capital Budget and 2025 - 2033 Capital Plan											Total 10 Year Plan
	Budget	Projected Actual	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
	Gross Expenditures by Project Category:													
Health & Safety & Legislated	5,066	3,862	8,471	8,924										17,395
SOGR	8,647	5,847	22,179	15,073	3,392	8,395	8,764	757	8,341	1,410	587	3,345	72,244	
Service Improvement & Growth	33,799	18,419	47,541	62,879	6,187	2,607	529,057						648,272	
Total by Project Category	47,513	28,128	78,191	86,876	9,579	11,002	537,822	757	8,341	1,410	587	3,345	737,911	
Financing:														
Debt	28,381	17,601	52,188	73,395	9,579	11,002	537,822	757	8,341	1,410	587	3,345	698,426	
Debt Recoverable														
Reserves/Reserve Funds	558	558												
Development Charges	9,948	7,393	13,103	7,711									20,814	
Provincial	515	515												
Federal	7,861	2,061	12,900	5,770									18,670	
Other Revenue	250													
Total Financing	47,513	28,128	78,191	86,876	9,579	11,002	537,822	757	8,341	1,410	587	3,345	737,911	




Changes to Existing Projects (\$32.2 Million)	New Projects (\$21.5 Million)	Capital Needs Constraints (\$706.5 Million)
<p>The 2024-2033 Capital Budget and Plan reflects the following changes to existing projects over the nine common years (2024-2032):</p> <ul style="list-style-type: none"> \$13.9 million - Increase for <i>GSR Transition</i> due to redesign and cost escalations for Dundas site. \$5.4 million – Increase for <i>AODA projects</i> due to cost escalations. \$12.9 million - Increase for <i>SOGR projects</i> from the federal Canada Mortgage and Housing Corporation (CMHC) funding. 	<p>The 2024-2033 Capital Budget and Plan includes new projects. Key projects are as follows:</p> <ul style="list-style-type: none"> \$6.8 million - <i>Spadina project</i> in 2024 and 2025 to renovate the site. \$14.7 million - <i>Winter/Respite project</i> in 2024 and 2025 for design, construction and fit up of Winter/Respite sites. 	<p>TSSS has three unmet projects over the 10-year planning horizon:</p> <ul style="list-style-type: none"> \$674.5 million - Implementation of <i>Homelessness Services Capital Infrastructure strategy (HSCIS)</i> approved by the Council (EC7.7) for 1,600 beds. The City’s request to the Federal government for funding the project has not yet been confirmed as of finalization of budget materials \$32.0 million - Redevelopment and renovations to existing shelters.

Note:

For additional information, please refer to [Appendix 6](#) for a more detailed listing of the 2024 and 2025-2033 Capital Budget & Plan by project; [Appendix 7](#) for Reporting on Major Capital Projects – Status Update; [Appendix 8](#) for Capacity to Spend Review; and [Appendix 9](#) for Capital Needs Constraints, [Appendix 10](#) for Capital Program Provincial/Federal Funding Streams by Projects, respectively.

2024 – 2033 CAPITAL BUDGET AND PLAN

\$737.9 Million 10-Year Gross Capital Program

		
Aging Infrastructure	Health and Safety	Service Improvement, Growth
\$72.2 M 9.79%	\$17.4 M 2.36%	\$648.3 M 87.85%
State of Good Repair <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	COVID-19 Resilience/HVAC <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> AODA	George Street Revitalization <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> HSID (Formerly 1000 Beds) <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> Office Modernization Project Spadina project Winter/Respite Sites SMIS Software Study

- Project supports Climate Resiliency and / or Greenhouse Gas (GHG) Reduction*

- Project includes workforce development requirements as outlined in the City's Social Procurement Program

*Information above includes full project / sub-project 2024-2033 Capital Budget and Plan cash flows. Does not break out the climate component costs separately.

- City has requested funding assistance of \$674.5 million from the Government of Canada to support the delivery of the HSCIS Capital project which contemplates the addition of 1,600 shelter beds to the City's shelter system on a priority basis. As of finalization of budget materials the funding is yet to be confirmed.
- Development Charge Reserve funds is not sufficient to complete the existing HSID capital project due to Bill 23, resulting in debt funding for HSID and other growth projects.

How the Capital Program is Funded

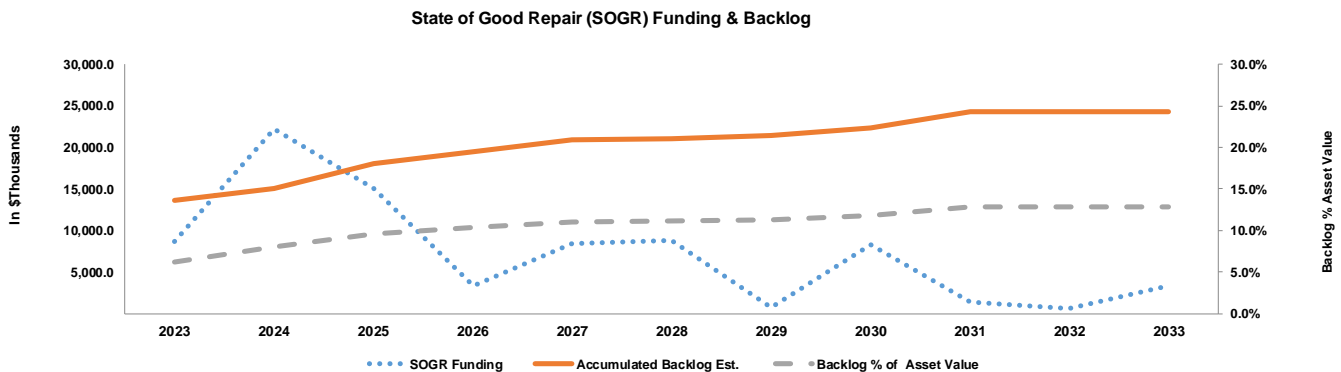
City of Toronto		Federal Funding	
\$719.2 M 97.5%		\$18.7 M 2.5%	
Debt	\$698.4 M	CMHC Funding	\$18.7 M
Development Charges / Section 42*	\$20.8 M		

*Bill 23 impacts City's ability to recover the costs associated with growth-related infrastructure projects and to support complete higher density communities across Toronto. Adjustments to Development Charges revenue forecast are reflected in [Appendix 11](#).

STATE OF GOOD REPAIR (SOGR) FUNDING & BACKLOG

The chart below depicts the SOGR funding and accumulated backlog estimates for key asset classes in Toronto Shelter and Support Services.

Chart 2: Total SOGR Funding & Backlog



\$ Thousands	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
SOGR Funding	8,647.4	22,179.0	15,073.3	3,392.0	8,394.9	8,764.5	757.3	8,341.3	1,409.5	586.9	3,345.5
Accumulated Backlog Est.	13,662.0	15,047.0	18,071.0	19,525.0	20,875.0	21,102.0	21,410.0	22,356.0	24,293.0	24,340.0	24,253.0
Backlog % of Asset Value	6.1%	8.0%	9.6%	10.3%	11.0%	11.2%	11.3%	11.8%	12.9%	12.9%	12.8%
Total Asset Value	222,212.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0	188,926.0

- Toronto Shelter and Support Services' (TSSS) 10-Year Capital Plan includes investments of \$72.2 million to maintain accumulated SOGR backlog. Based on the current funding levels, the accumulated SOGR backlog is anticipated to increase to its highest value of \$24.3 million at the end of the 10-year period.
- Adjustments to the 10-Year Plan for the SOGR and AODA programs reflect significant cost escalations due to supply chain issues, inflation, and high priority aging infrastructure needs identified by Building Condition Assessments and feasibility Studies.
- As part of the 2024-2033 Capital Budget and Plan, additional funding of \$12.9 million from the federal Canada Mortgage and Housing Corporation (CMHC) is included to address various critical *SOGR projects*.

OPERATING IMPACT OF COMPLETED CAPITAL PROJECTS

Approval of the 2024 Capital Budget will impact the 2024 Operating Budget by a total of \$9.154 million net. This includes the operation of George Street Revitalization-Transition Sites and Housing and Shelter Infrastructure Development Sites

Table 6: Net Operating Impact Summary

Projects	2024 Budget		2025 Plan		2026 Plan		2027 Plan		2028 Plan		2024-2028		2024-2033	
	\$000s	Positions	\$000s	Positions	\$000s	Positions	\$000s	Positions	\$000s	Positions	\$000s	Positions	\$000s	Positions
Previously Approved														
GSR	5,491.3											5,491.3		5,491.3
HSID	3,662.5		3,542.4		228.1							7,432.9		7,799.9
Sub-Total: Previously Approved	9,153.8		3,542.4		228.1							12,924.2		13,291.2
Total (Net)	9,153.8		3,542.4		228.1							12,924.2		13,291.2

Previously Approved projects

- George Street Revitalization Project (GSR): Transitional sites which are currently in operation will be funded from the property tax base beginning in 2024.
- Housing and Shelter Infrastructure Development Project (HSID): Resulting from realignment of budget to actual experience in 2023 for existing sites, increase in beds due to reduced physical distancing, annualized cost for site expected to open early 2024 and the final site expected to be completed in the 2025.
- The 2024 operating costs associated with the GSR and HSID in 2024, as mentioned above, have been included in the 2024 Operating Budget for TSSS. Future operating impacts will be reviewed annually for consideration through future year budget processes.

APPENDICES

Appendix 1

Sustained COVID-19 Impact and Recovery

Sustained COVID-19 Impacts (\$000s)	In \$ Thousands				
	2023		2024		
	Budget	Projection	Revenues	Gross	Net
Revenues					
Other Revenues					
Sub-Total					
Expenditures					
Sustained Temporary Hotel Program (costs include room rents, food, security, cleaning materials, etc.)	317,205.3	318,994.6		273,950.9	273,950.9
Sub-Total	317,205.3	318,994.6		273,950.9	273,950.9
Total Sustained COVID-19 Impact	317,205.3	318,994.6		273,950.9	273,950.9

* 2023 Projection based on 9 month variance

Beginning in 2024, the sustained impacts of the pandemic on Shelter Services is now being funded through the City's property tax base.

Appendix 2

2024 Operating Budget by Category

Category (In \$000s)	2021	2022	2023	2023	2024	2024 Change from 2023		2024 Change from 2023	
	Actual	Actual	Budget	Projection*	Budget	Budget	%	Projection	%
	\$	\$	\$	\$	\$	\$	%	\$	%
Provincial Subsidies	133,479.0	162,488.9	85,726.6	62,765.7	286,057.5	200,330.9	233.7%	223,291.7	355.8%
Federal Subsidies	57,197.4	83,387.5	107,750.4	107,998.4	11,241.0	(96,509.4)	(89.6%)	(96,757.4)	(89.6%)
User Fees & Donations	115.4	36.6		28.8				(28.8)	(100.0%)
Transfers From Capital	4,112.1	4,882.1	6,498.0	5,775.5	665.0	(5,833.0)	(89.8%)	(5,110.5)	(88.5%)
Contribution From Reserves/Reserve Funds			14,845.4	40,112.2		(14,845.4)	(100.0%)	(40,112.2)	(100.0%)
Sundry and Other Revenues	777.0	352.8	479.6	1,760.2	1,637.0	1,157.5	241.4%	(123.2)	(7.0%)
Inter-Divisional Recoveries	11.3	3,276.4	2,589.6	2,195.6	343.7	(2,245.9)	(86.7%)	(1,851.9)	(84.3%)
Total Revenues	195,692.1	254,424.3	217,889.7	220,636.5	299,944.3	82,054.6	37.7%	79,307.8	35.9%
Salaries and Benefits	115,618.4	128,913.7	124,994.8	144,197.1	145,696.7	20,701.9	16.6%	1,499.5	1.0%
Materials & Supplies	12,935.2	22,262.2	30,623.0	30,947.3	32,504.0	1,881.0	6.1%	1,556.8	5.0%
Equipment	3,879.0	2,398.4	1,344.9	1,533.5	1,971.3	626.4	46.6%	437.8	28.5%
Service and Rent	331,704.3	371,202.9	359,433.2	365,717.4	388,325.5	28,892.3	8.0%	22,608.2	6.2%
Contribution To Reserves/Reserve Funds	1,456.1	43,760.6	2,060.5	2,058.9	2,592.2	531.7	25.8%	533.3	25.9%
Other Expenditures	152,736.1	134,816.0	184,821.7	200,052.1	209,334.3	24,512.5	13.3%	9,282.2	4.6%
Inter-Divisional Charges	6,141.2	8,273.1	7,505.0	7,127.0	7,063.4	(441.6)	(5.9%)	(63.6)	(0.9%)
Total Gross Expenditures	624,470.5	711,626.8	710,783.2	751,633.3	787,487.4	76,704.2	10.8%	35,854.1	4.8%
Net Expenditures	428,778.3	457,202.4	492,893.5	530,996.8	487,543.2	(5,350.3)	(1.1%)	(43,453.6)	(8.2%)

*Projection based on 9 Month Variance

Appendix 3

Summary of 2024 Service Changes

N/A

Appendix 4

Summary of 2024 New / Enhanced Service Priorities Included in Budget

Form ID		Community and Social Services Program - Toronto Shelter and Support Services	Adjustments				2025 Plan Net Change	2026 Plan Net Change
Category	Equity Impact		Gross Expenditure	Revenue	Net	Approved Positions		
29843		Addition of 200 Refugee Beds to support increase in demand						
74	Positive	Description:						
<p>Funding of \$8.595 million gross and net to sustain the addition 200 new shelter beds to the City's Shelter system in 2024 and to provide needed supports and other assistance to vulnerable populations experiencing homelessness within the City.</p> <p>Service Level Impact:</p> <p>The 200 new beds will help offset the increase in demand for shelter spaces, improve access to shelter system for people experiencing homelessness and support the delivery of City services that provide food, safety, and security.</p> <p>Equity Statement:</p> <p>The Additional 200 shelter beds proposal's overall equity statement is high positive. Women, 2SLGBTQ+, youth, persons with low income, Indigenous peoples, immigrants, refugees and undocumented individuals, racialized groups, Black peoples, vulnerable seniors and persons with disabilities, would be positively impacted. Additionally, this will improve overall access to City spaces and City services which provide food, safety and security. As of September 2023, the City is sheltering over 10,000 people, with almost 9,000 people in the shelter system. As of September 10, there were 276 callers to the Central Intake who could not be matched to a shelter space, and 354 families on the family shelter placement wait list. Funding for additional beds to offset the increase in demand for shelter spaces will help to address the needs of vulnerable populations experiencing homelessness.</p> <p>Service: Homeless and Housing First Solutions</p>								
		Total Staff Prepared Budget Changes:	8,594.7	0.0	8,594.7	0.00	0.0	0.0
Staff Prepared New/Enhanced Service Priorities:			8,594.7	0.0	8,594.7	0.00	0.0	0.0

29844	250 Beds Shelter Capacity in Refugee Response Report #MM8.29							
74	Positive	Description:						
<p>Funding of \$26.787 million gross and net to add 250 new refugee beds to the shelter system in 2024 to continue to support increased demand from Asylum Seekers in the City's shelter system per Council direction in MM8.29 Securing Shelter and Support for Refugees adopted on July 29, 2023.</p> <p>Service Level Impact:</p> <p>If approved, funding will expand the City's Refugee Response initiative by an additional 250 beds. It will also facilitate the transfer of asylum seeker clients currently sheltering in churches and other community facilities into City's leased facilities where they can be provided housing supports and other assistance to seek permanent housing outside the City's shelters.</p> <p>Equity Statement:</p> <p>This proposal aligns with City Council motion MM8.29 Securing Shelter and Support for Refugees. A variety of equity-deserving groups will be positively impacted by providing these spaces for refugees. This includes, but not limited to, women, racialized groups, people with disabilities, Black people and youth. This will improve overall access to City spaces and City services which provide food, safety and security. The impact of this initiative will respond to an immediate need. As of September 2023, the City is sheltering over 10,000 people, with almost 9,000 people in the shelter system. Approximately 35 per cent (or 3000 people) are refugee claimants, and that percentage is growing. Demand for shelter services has increased significantly over the past few years and is projected to continue for many reasons including, but not limited to, insufficient affordable housing supply, increased costs of living, inadequate wage and income supports, and an increase in the number of refugee claimants arriving in the City. This will have positive impacts on the wider homelessness sector by increasing capacity and access to shelter spaces.</p> <p>Service: Homeless and Housing First Solutions</p>								
		Total Staff Prepared Budget Changes:	26,787.1	0.0	26,787.1	0.00	0.0	0.0
Staff Prepared New/Enhanced Service Priorities:			26,787.1	0.0	26,787.1	0.00	0.0	0.0

Form ID		Community and Social Services Program - Toronto Shelter and Support Services	Adjustments				2025 Plan Net Change	2026 Plan Net Change
Category	Equity Impact		Gross Expenditure	Revenue	Net	Approved Positions		

29971 Winter Response/Warming Centre - report# EC3.13

74 Positive

Description:

Funding of \$30.728 million gross and net to provide Winter Response Services to homeless clients in 2024 per EC3.13 adopted by City Council at its meeting on May 10, 11 and 12 2023.

Service Level Impact:

Approval of this request will facilitate the delivery of the Winter Services Response plan through the activation of a combination of 729 beds and ASP spaces in Warming Centers and Winter sites and 4 warming Buses across the City when the program is operational during the winter months of 2024 (i.e., Jan – Apr and Nov – Dec).

Equity Statement:

Women, persons with low income, Indigenous peoples, Immigrants, refugees and undocumented individuals, racialized groups, Black peoples and vulnerable youth access to City services, city spaces, food, safety and security would be positively impacted. Funding for additional warming centers will help to address the needs of vulnerable populations experiencing homelessness. The most recent Street Needs Assessment (SNA) conducted in April 2021, found that approximately 7,347 were experiencing homelessness, with 10% saying outdoors, including in encampments. More recent data from July 2023 (Shelter System Flow Data Dashboard) show the number of people actively homeless (those who have used shelter services in the past three months and have not moved to permanent housing) as greater than 10,000. The number of people provided shelter in non-refugee programs has increased as a result of the City’s COVID-19 response, and outdoor homelessness has increased as well. People experiencing homelessness move between indoor and outdoor locations. Additional warming centers and buses will help address the growing demand for shelter spaces and the growing needs of people experiencing homelessness by providing temporary shelter solutions in extreme weather conditions, providing resting spaces, food, access to washroom facilities and referrals to emergency shelter.

Service: Homeless and Housing First Solutions

Total Staff Prepared Budget Changes:	30,728.0	0.0	30,728.0	0.00	(1,425.7)	0.0
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Staff Prepared New/Enhanced Service Priorities:	30,728.0	0.0	30,728.0	0.00	(1,425.7)	0.0
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30026 Enhancement of Encampment Budget - report# CC5.3

74 Positive

Description:

Funding of \$3.741 million gross and net to support the implementation of the City’s Encampment strategy per recommendations contained in CC5.3 adopted by City Council at its meeting on March 29, 2023.

Service Level Impact:

Funding will support the addition of 13 full time temporary positions to TSSS’s approved complement as well as other services (IT, vehicle maintenance, community safety) and the acquisition of 6 new vehicles required to support the delivery of the enhanced service.

Equity Statement:

Women, persons with low income, Indigenous peoples, immigrants, refugees and undocumented individuals, racialized groups, Black peoples and vulnerable youth access to City services, city spaces, food, safety and security would be positively impacted. The most recent Street Needs Assessment (SNA), conducted in April 2021, found that approximately 7,347 were experiencing homelessness, with 10% saying outdoors, including in encampments. Outdoor homelessness has increased since 2018 and these findings are consistent with the increased visibility of encampments throughout the pandemic. Indigenous people continue to be overrepresented among people experiencing homelessness, especially individuals sleeping outdoors (Street Needs Assessment, 2021). More recent data from July 2023 (Shelter System Flow Data Dashboard) show the number of people actively homeless (those who have used shelter services in the past three months and have not moved to permanent housing) as greater than 10,000. The Encampment proposal would support the development of programs, services and supports that adequately address the needs of those in encampments. This proposal is in response to the Ombudsman Toronto Interim Investigation report and Interdepartmental Service Protocol Advisory Group’s (IDP) recommendations.

Service: Homeless and Housing First Solutions

Total Staff Prepared Budget Changes:	3,741.1	0.0	3,741.1	13.00	(391.5)	9.2
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Staff Prepared New/Enhanced Service Priorities:	3,741.1	0.0	3,741.1	13.00	(391.5)	9.2
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Form ID		Community and Social Services Program - Toronto Shelter and Support Services	Adjustments				2025 Plan Net Change	2026 Plan Net Change
Category	Equity Impact		Gross Expenditure	Revenue	Net	Approved Positions		
30029		Staff Equity and Wellness Initiatives						
74	Positive	Description: Funding of \$2.012 million gross and net to sustain the implementation of multi-year Divisional Workplan actions intended strengthen workforce capacity and resilience through organizational development programs and initiatives for all TSSS staff. Service Level Impact: Funding will support the addition of 5 full time temporary positions and facilitate the deployment of initiatives in the following areas: Mental Health and Wellbeing, Support to the homelessness services sector to implement new Toronto Shelter Standards related to Confronting Anti-Black Racism, Centralized Professional Development & Education, the Excellence in TSSS Recognition Program, Communities of Inclusion, Next Gen program etc. Equity Statement: Immigrants, refugees and undocumented individuals, racialized groups, Black peoples, women, persons with low income, Indigenous people, and LGBTQ2S+ people would be positively impacted. Poverty is gendered and racialized. Census data show that recent immigrants (46%), Indigenous people (37%), female lone parent families (37%), members of racialized groups (33%), people with disabilities (30%), and immigrants (28%) have higher rates of poverty than the general Toronto population. Racialized individuals and families are 1.5 to 3 times more likely to live in poverty. Creating employment opportunities in non-management positions for equity-deserving groups contributes to the goals of the Poverty Reduction Strategy. Ensuring that we consistently participate in the Next Gen programs which supports employment opportunities for Indigenous people, Black people, LGBTQ2S+ people, youth with disabilities, and Toronto Urban Fellows will help create learning and employment opportunities for equity-deserving groups, and will also enrich the quality and diversity of SSHA's workforce. Service: Homeless and Housing First Solutions						
Total Staff Prepared Budget Changes:			2,011.6	0.0	2,011.6	5.00	471.1	17.3
Staff Prepared New/Enhanced Service Priorities:			2,011.6	0.0	2,011.6	5.00	471.1	17.3
<hr/>								
Summary:								
Staff Prepared New/Enhanced Service Priorities:			71,862.5	0.0	71,862.5	18.00	(1,346.1)	26.5

Appendix 5

Summary of 2024 New / Enhanced Service Priorities Not Included in Budget

N/A

Appendix 6

2024 Capital Budget; 2025 - 2033 Capital Plan Including Carry Forward Funding

(In \$000s)		2024 Budget	2025 Plan	2026 Plan	2027 Plan	2028 Plan	2029 Plan	2030 Plan	2031 Plan	2032 Plan	2033 Plan	2024 - 2033 Total	Health & Safety & Legislated	SOGR	Growth & Improved Service
GSR Transition	☑ ☑	12,749	9,611									22,360			22,360
GSR Main		7,267	22,330	6,187	2,607	529,057						567,449			567,449
HSID (Formerly 1000 Beds)	☑ ☑	13,103	21,264									34,368			34,368
AODA		5,759	5,906									11,665	11,665		
Office Modernization		1,717	780									2,497			2,497
SOGR	☑ ☑	22,179	15,073	3,392	8,395	8,764	757	8,341	1,410	587	3,345	72,244		72,244	
COVID Resilience	☑ ☑	2,712	3,018									5,730	5,730		
SMIS Software Study		100										100			100
Spadina		3,514	3,264									6,778			6,778
Winter/Respite		9,091	5,629									14,720			14,720
Total Expenditures		78,191	86,876	9,579	11,002	537,822	757	8,341	1,410	587	3,345	737,911	17,395	72,244	648,272

☑ - Project supports Climate Resiliency and / or Greenhouse Gas (GHG) Reduction

☑ - Project includes workforce development requirements as outlined in the City's Social Procurement Program

*Information above includes full project / sub-project 2024-2033 Capital Budget and Plan cash flows. Does not break out the climate component costs separately.

Appendix 6a

2024 Cash Flow and Future Year Commitments Including Carry Forward Funding

(In \$000s)	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total 2024 Cash Flow & FY Commits	Previously Approved	Change in Scope	New w/ Future Year
<i>GSR Transition</i>	12,749	9,611									22,360	8,425	13,935	
<i>GSR Main</i>	7,267	22,330	6,187	2,607	529,058						567,449	567,449		
<i>HSID (Formerly 1000 Beds)</i>	13,103	21,265									34,368	34,368		
<i>AODA</i>	5,759	5,906									11,665	6,248	5,417	
<i>Office Modernization</i>	1,717	780									2,497	2,497		
<i>SOG</i>	22,179	5,770									27,949	2,800	12,870	12,279
<i>COVID Resilience</i>	2,712	3,018									5,730	5,730		
<i>SMIS Software Study</i>	100										100	100		
<i>Spadina 111 & 113</i>	3,514	3,264									6,778			6,778
<i>Winter/Respite</i>	9,091	5,629									14,720			14,720
Total Expenditure (including carry forward from 2023)	78,191	77,573	6,187	2,607	529,058						693,616	627,617	32,222	33,777

Appendix 6b

2025 - 2033 Capital Plan

(In \$000s)	2025 Plan	2026 Plan	2027 Plan	2028 Plan	2029 Plan	2030 Plan	2031 Plan	2032 Plan	2033 Plan	2025 - 2033 Total	Health & Safety & Legislated	SOGR	Growth & Improved Service
<i>SOGR</i>	9,303	3,392	8,395	8,765	757	8,341	1,410	587	3,345	44,295		44,295	
Total Expenditures	9,303	3,392	8,395	8,765	757	8,341	1,410	587	3,345	44,295		44,295	

Appendix 7

Reporting on Major Capital Projects: Status Update

Division/Project name	2023 Cash Flow			Total Project		Status	Start Date	End Date		On Budget	On Time
	Appr.	YTD Spend	YE Projec Spend	Appr. Budget	Life to Date			Planned	Revised		
Toronto Shelter and Support Services											
Project Name George Street Revitalization	19,087	5,737	10,136	684,944	90,751	Significant Delay	Jan-16	Dec-23	Feb-28	ⓐ	Ⓡ
Comments:	Difficulties experienced in acquiring and renovating sites to transition clients out of Seaton House have so far delayed the project. 2023 approved cashflows will support construction and RFP-related expenditures at 2 transition sites, 76 Church St. and 2299 Dundas. While construction at 76 Church Street is underway, with expected completion by the end of Q2 of 2024, the RFP for 2299 Dundas is expected to close in October 2023.										
Explanation for Delay:	The following are general explanations for the delays: 1) The GSR Main Project is delayed, as the Completion of output specifications for the release of the RFQ/RFP was delayed. Current delay in the RFP period as cost analysis is reviewed; and 2) Due to new Council-Directed net-zero mandates, redesign is underway to achieve net-zero mandate. 2299 Dundas it's currently with PMMD for tender.										
Project Name Housing and Shelter Infrastructure Development (Formerly, Addition of 1000 New Shelter Beds)	9,948	4,120	7,393	120,139	82,498	Significant Delay	Jan-18	Dec-20	Dec-25	ⓐ	Ⓡ
Comments:	Construction delays at the last two sites, 233 Carlton and 67 Adelaide, contributed to delays in 2023. Construction at 233 Carlton, the precursor for 67 Adelaide, began in Q1 of 2023 with completion slated for Q1-2024. The design tender package for 67 Adelaide is being finalized and expected to be released in Q4-2023. Project completion at this site is anticipated in 2025.										
Explanation for Delay:	The following are general explanations for the delays: 1) The project will extend to December 2025 due to complexities in both the acquisition and construction phases of the project; 2) Procurement of major components may be difficult due to supply chain issues and will affect the timeline and budget; and 3) One site is dependent upon the completion of the other.										

On/Ahead of Schedule	ⓐ	>70% of Approved Project Cost
Minor Delay < 6 months	Ⓨ	Between 50% and 70%
Significant Delay > 6 months	Ⓡ	< 50% or > 100% of Approved

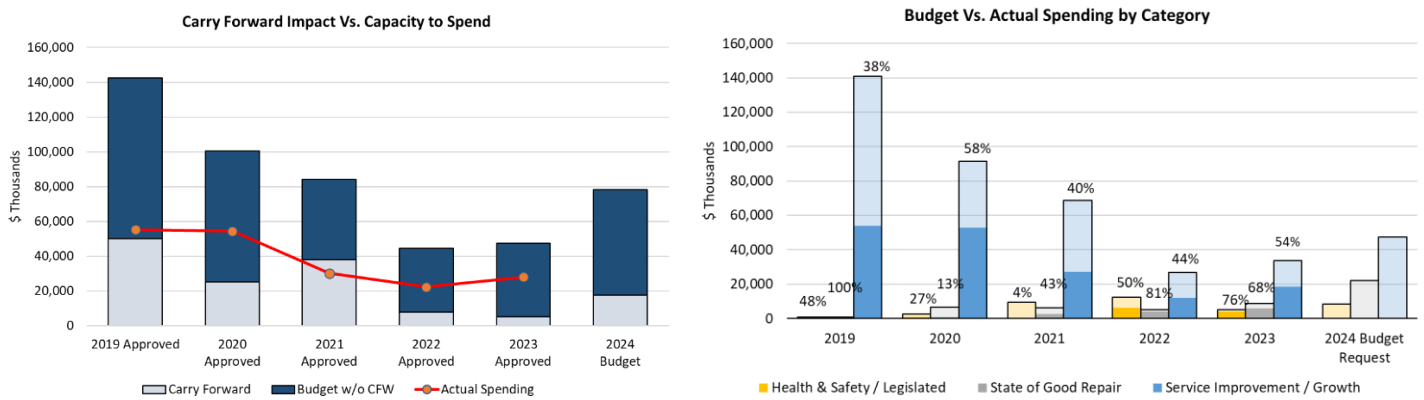
Appendix 8

Capacity to Spend Review

The 10-Year Capital Plan has been developed with consideration of historical demonstrated ability to spend within any given year of the ten-year capital plan. A review was undertaken to ensure budgets align with TSSS’s ability to spend and the market’s capacity to deliver.

A key component in determining an appropriate level of annual cash flows includes historical capacity to spend reviews by project categories (Chart 3 below) as well as the level of projected 2023 underspending that will be carried forward into 2024 to complete capital work.

Chart 3 – Capacity to Spend



Capacity to Spend Review Impact on the 10-Year Plan

- TSSS actual spending over the previous five years, from 2019 to 2023, has averaged \$38.1 million per year or 47.6%.
- The projected spending for 2023 is \$28.128 million or 59.2% of the 2023 Council Approved Capital Budget. Challenges in spending is mainly from the GSR project due to difficulties in acquiring and renovating sites to transition clients out of Seaton House.
- Based on the review of historical capital spending constraints and a capacity to spend review, \$17.328 million in capital spending originally cash flowed in 2023 has been deferred to 2024, with an additional \$0.230 million deferred to 2025. Adjustments to the Capital Plan are noted below:

Project with Carry forward from 2023 (in \$000s)	Total Carry Forward from 2023	2024	2025	2026	2027
<i>GSR Transition</i>	4,570	4,570			
<i>GSR Main</i>	4,381	4,381			
<i>HSID (Formerly 1000 Beds)</i>	2,555	2,555			
<i>Office Modernization</i>	1,947	1,717	230		
<i>AODA</i>	1,205	1,205			
<i>SOGR</i>	2,800	2,800			
<i>SMIS Software Study</i>	100	100			
Total	17,558	17,328	230		

- Funding for the GSR and HSID has been realigned in futures years based on revised construction timelines.
- Delays from labour shortage and cost escalations have pushed out construction timetables.

Appendix 9

Summary of Capital Needs Constraints

Project Description	Total Project	Non-Debt	Debt Required	Cash Flow (In \$ Millions)										
				2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	
NOT INCLUDED														
<i>Birkdale Residence</i>	14.0					0.5	4.0	6.0	3.5					
<i>Women's Residence</i>	18.0					0.3	2.0	7.5	8.2					
<i>New Shelter Capital Project HSCIS</i>	674.5			60.5	89.9	101.9	82.6	87.8	88.3	54.4	59.9	27.6	21.5	
Total Needs Constraints (Not Included)	706.5			60.5	89.9	102.7	88.6	101.3	100.0	54.4	59.9	27.6	21.5	

- On Nov 8th, 2023, Council adopted [EC7.7](#) *2024 Shelter Infrastructure Plan and the Homelessness Services Capital Infrastructure Strategy* (HSCIS). The goal is to transition the shelter system from temporary spaces towards a system with more-long-term-use and permanent purpose-built spaces. The HSCIS Project capital need of \$675 million is to open to 20 sites of 80 beds each for a total of 1,600 beds. The City has requested the Federal Government to provide support of \$675M to fund the capital cost of the project. As of completion of these budget materials no confirmation has been received.

Appendix 10

Capital Program Provincial/Federal Funding Streams by Project

(In \$000s)	Intergovernmental Funding Program	Provincial Funding	Federal Funding	Total Funding
<i>George Street Revitalization</i>	Canada Mortgage and Housing Corporation		3,000	3,000
<i>State of Good Repair</i>	Canada Mortgage and Housing Corporation		15,670	15,670
Total Funding			18,670	18,670

Appendix 11

Inflows and Outflows to/from Reserves and Reserve Funds

2024 Operating Budget

Program Specific Reserve / Reserve Funds

N/A

Corporate Reserve / Reserve Funds

Reserve / Reserve Fund Name (In \$000s)	Reserve / Reserve Fund Number	Withdrawals (-) / Contributions (+)		
		2024	2025	2026
		\$	\$	\$
Beginning Balance		166.7	618.5	392.5
Vehicle Reserve - Toronto Shelter and Support Services	XQ1100			
<i>Withdrawals (-)</i>				
Other Program ~ Withdrawals - Capital		(92.2)	(370.5)	-
<i>Contributions (+)</i>				
Toronto Shelter and Support Services ~ Contributions - Operating		544.0	144.6	144.6
Total Reserve / Reserve Fund Draws / Contributions		618.5	392.5	537.1
Other Program / Agency Net Withdrawals & Contributions				
Balance at Year-End		618.5	392.5	537.1

Reserve / Reserve Fund Name (In \$000s)	Reserve / Reserve Fund Number	Withdrawals (-) / Contributions (+)		
		2024	2025	2026
		\$	\$	\$
Beginning Balance		55,229.2	57,629.0	60,046.7
Sick Leave	XR1007			
<i>Withdrawals (-)</i>				
Other Program ~ Withdrawals - Operating		(39,074.9)	(39,074.9)	(39,074.9)
<i>Contributions (+)</i>				
Toronto Shelter and Support Services ~ Contributions - Operating		55.5	55.5	55.5
Other Program ~ Contributions - Operating		40,997.5	40,997.5	40,997.5
Total Reserve / Reserve Fund Draws / Contributions		57,207.3	59,607.1	62,024.8
Other Program / Agency Net Withdrawals & Contributions		1,922.6	1,922.6	1,922.6
Interest Income		421.6	439.6	457.8
Balance at Year-End		57,629.0	60,046.7	62,482.5

Reserve / Reserve Fund Name (In \$000s)	Reserve / Reserve Fund Number	Withdrawals (-) / Contributions (+)		
		2024	2025	2026
		\$	\$	\$
Beginning Balance		48,280.6	32,147.6	16,131.2
Insurance	XR1010			
<i>Withdrawals (-)</i>				
Other Program ~ Withdrawals - Operating		(87,195.5)	(88,511.3)	(89,851.3)
Other Program ~ Withdrawals - Capital				(600.0)
<i>Contributions (+)</i>				
Toronto Shelter and Support Services ~ Contributions - Operating		1,842.4	1,842.4	1,842.4
Other Program ~ Contributions - Operating		68,919.7	70,472.2	72,071.3
Total Reserve / Reserve Fund Draws / Contributions		31,847.1	15,950.9	(406.4)
Other Program / Agency Net Withdrawals & Contributions		(16,433.4)	(16,196.8)	(15,937.6)
Interest Income		300.5	180.4	-
Balance at Year-End		32,147.6	16,131.2	(406.4)

While 2026 is showing a negative ending balance, it is anticipated that one time funding injection, changing priorities or a revision in expenditures will adjust the future year balances.

Inflows and Outflows to/from Reserves and Reserve Funds 2024 – 2033 Capital Budget and Plan

Program Specific Reserve / Reserve Funds

Reserve / Reserve Fund Name (In \$000s)	Project / Sub Project Name and Number	Contributions / (Withdrawals)									
		2024 Budget	2025 Plan	2026 Plan	2027 Plan	2028 Plan	2029 Plan	2030 Plan	2031 Plan	2032 Plan	2033 Plan
XR2126 Development Charge Reserve	Beginning Balance	21,134	8,140	461	464	468	471	475	478	482	486
Reserve fund for Shelter	<i>Withdrawals (-)</i>										
	Housing and Shelter Infrastructure Development	(13,104)	(7,711)								
	Total Withdrawals	(13,104)	(7,711)	-	-	-	-	-	-	-	-
	<i>Contributions (+)</i>										
	Development Charges Revenue Forecast	-	-	-	-	-	-	-	-	-	-
	Interest Income	109	32	3	3	4	4	4	4	4	4
	Total Contributions	109	32	3	3	4	4	4	4	4	4
Balance at Year-End		8,140	461	464	468	471	475	478	482	486	489

Appendix 12

Glossary

Approved Position: Permanent or temporary positions that support the delivery of City services and service levels as approved by Council.

Actuals: An actual financial amount paid (or received) for the delivery of City services (these exclude any commitments to be paid in the future).

Capacity to Spend: Ability to spend money along with the capacity to deliver projects as demonstrated by historic spending patterns and approved contractual obligations.

Capital Budget: A Capital Budget is the City's plan to acquire / build assets or extend the useful life of existing assets; an example of a capital expenditure is the construction of a new community centre.

Capital Needs Constraints: The capital needs that cannot be accommodated within the capital plan that the Division or Agency have the capacity to deliver.

Complement: Positions that support the delivery of City services and service levels as approved by Council.

Efficiencies: Reductions in the cost of delivering a service without a reduction in service level.

New / Enhanced Service Priorities: New and enhanced service changes resulting in an increase in service levels from what was previously approved by Council.

Operating Budget: An Operating Budget is the City's annual plan to provide services to the residents of Toronto; the budget includes all revenues and expenses needed to provided services; an example of an operating cost would be the cost to run the TTC subways.

Operating Impact of Completed Capital Projects: The additional expense (or savings) and positions needed to operate or maintain a new asset; an example would be the additional expense and staff needed to operate a recently completed community centre.

Rate Supported Budget: Budget fully funded by user fees such as Solid Waste, Toronto Water and Toronto Parking Authority

State of Good Repair (SOGR): The cost of maintaining assets to ensure they are able to support the delivery of City services and meet service outcomes.

Tax Supported Budget: Budget funded by property taxes.

User Fees: Program generated fee and rental revenue for the use of its services (such as the TTC fare, ice rental fees and various City permits).