

Attachment 1: Ombudsman Toronto’s Recommendations and City Actions

Reference Number	Recommendation	Actions Taken	Status
Interim Report			
1	The City should immediately develop a detailed plan outlining how it will update the Interdepartmental Service Protocol for Homeless People Camping in Public Spaces (IDP). This plan should include project milestones and timelines for when it will complete the update to the IDP.	The IDP has been updated. City Council approval of the updated IDP is being sought as part of this staff report.	Complete
2	The City should commit adequate staff resources to ensure the timely completion of the update to the IDP.	Additional policy/management staff were added to the team updating the IDP. An external consulting company was retained to conduct stakeholder engagement to inform the IDP update.	Complete
3	As part of its plan to update the IDP, the City should hold public consultations to receive feedback from the community. Groups that the City should consult with include people with lived experiences in encampments, community organizations that provide services to people who are unhoused, and internal and external stakeholders working in the fields of housing and human rights. The City should ensure that the feedback received informs its update to the IDP.	Extensive engagement has been conducted by an external consulting company with over 300 people including people with lived/living experience (PWLE) of encampments, City Staff from different divisions, Toronto Police Service, Indigenous leaders and service providers, advocacy groups and experts in human rights, shelter service providers, Business Improvement Area associations, and Resident Associations. Feedback from these engagements directly informed the update to the IDP.	Complete
4	To promote transparency and public confidence, the City should make public detailed summaries of the feedback received from the consultations on the update to the IDP.	The final detailed engagement report is attached to the staff report and will be posted on the City’s website.	Complete

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5	The City should immediately define the role and mandate of the Encampment Office, including clearly outlining its responsibilities as part of the City's response to encampments, and how these responsibilities relate to the work of other City services involved in responding to encampments. Information about the role and mandate of the Encampment Office should be included in the City's public communications about its response to encampments.	The role and mandate of the Encampment Office (EO) was completed and posted on the City's website on March 31, 2024. It is also included in the updated IDP along with the roles and responsibilities of other City Divisions involved in responding to encampments.	Complete
6	As part of defining the role and mandate of the Encampment Office, the City should assess the resource and expertise needs of the Encampment Office to ensure it can effectively carry out its duties.	Additional staff were added to the EO, based on a resource assessment, to support with carrying out its duties. Staff complement has doubled since the EO was moved to Toronto Shelter and Support Services (TSSS) from the Office of Emergency Management. The EO has been funded for 16 full time equivalent positions in the 2024 budget and includes staff with expertise in street outreach, community development and policy development.	Complete
7	As part of defining the role and mandate of the Encampment Office, the City should consider whether the office should continue to reside with the Office of Emergency Management.	The EO moved from the Office of Emergency Management to TSSS in August 2023, enhancing the City's ability to secure accessible indoor space for clients while ensuring that addressing encampments remains a priority.	Complete
8	The City should give Ombudsman Toronto an update on the status of its implementation of these recommendations by the end of 2022, and then quarterly updates thereafter.	The City has been providing the Ombudsman with status updates on the implementation of the recommendations on a quarterly or as requested basis.	Complete

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Final Report			
1	The City should formalize an inter-divisional Encampment Working Group to lead the work surrounding encampments, including planned clearings. This group should consist of a multi-disciplinary team (e.g., SPIDER) with expertise from all services involved in supporting encampments, including but not limited to housing, social services, emergency preparedness, public health (including mental health), security, Parks personnel, Fire, and EMS.	To support a coordinated and effective response to encampments the City established the Encampment Steering Committee and a Working Group. The Working Group focuses on operational issues and service delivery coordination and is comprised of interdivisional units whose frontline staff are tasked with encampment related response and is aligned with best practice approaches including the City's SPIDER program. This group includes TSSS (Streets to Homes and the EO), Parks Forestry and Recreation (PFR), Transportation Services, Toronto Fire Services, Solid Waste Management, and Corporate Security.	Complete
2	The City should ensure that the Encampment Working Group is led by expertise that is grounded in a human rights approach, has an understanding of people who are homeless and living in housing precarity, and that can balance enforcement with a human rights lens on people who are vulnerable and living with complex needs.	The Encampment Working Group is led by EO management staff and is comprised of diverse membership with backgrounds in social services to ensure all communities in operational decision-making are considered. In addition to the EO, the group consists of staff from Streets to Homes (S2H), PFR, Transportation Services, Toronto Fire Services, Solid Waste Management, and Corporate Security. Each division provides a different lens to support continual operational improvement.	Complete
3	The Encampment Working Group should be properly resourced and led by a Chair who is both senior in the public service (such as a General Manager or Executive Director)	To support a coordinated and effective response to encampments the City established the Encampment Steering Committee and a Working Group. The role is to provide executive leadership	Complete

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	and provided with dedicated time to lead this work.	<p>oversight and strategic decision-making and direction on the City's encampment response. The Steering Committee is chaired by the General Manager of TSSS and includes senior executives from across the City.</p> <p>A new Director of Outreach and Access position was established in TSSS in September 2023 to provide leadership and oversight of encampment work.</p>	
4	If the City determines it is necessary to clear an encampment, it should ensure that on the day of the clearing, the needs of those living in encampments are prioritized including the provision of supports and services vital to assist with the required transition. This should include a detailed plan outlining how people in encampments will be supported to access health services, including mental health services.	<p>The City's approach prioritizes the needs, well-being, and safety of people in encampments. If the City determines it necessary to enforce, this will only be done after EO staff have confirmed that people declining indoor space or declining to meaningfully work on the development of a housing plan have been provided with enhanced and intensive supports, and that other reasonable tools and options have been exhausted; <u>and</u> EO staff have confirmed that people living in encampments subject to enforcement were provided with written information outlining what may happen on the day of enforcement, and options of services and supports, including shelter, health, and mental health supports, and storage options that are available to them.</p> <p>This is included in the updated IDP (see Notice of Enforcement and Enforcement section).</p>	Complete
5	As part of its encampment clearing planning, the City needs to ensure that it works collaboratively with its divisional partners and provides sufficient time for input to be considered and discussed.	The City's approach to responding to encampments is multi-divisional and coordinated. The updated IDP outlines a clear and coordinated process for supporting people in encampments. It clarifies roles	Complete

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		and responsibilities of each Division and how they will effectively coordinate and deliver the City's response to encampments.	
6	The City should develop a comprehensive strategy for engaging with people living in encampments. The plan should be communicated and understood by all staff involved with the City's encampment response. It should include a clear definition of "engagement," including what "meaningful engagement" should look like, the purpose of engaging with people living in encampments, and how the City will incorporate the feedback it receives.	A key service principle and core component in the updated IDP is the City's commitment to ongoing meaningful engagement and participation of people living in encampments. A definition of 'meaningful engagement' in the context of decision-making and outreach is included. Opportunities for the ongoing meaningful engagement are included in the updated IDP (see Engagement with Stakeholders and Partners section). Staff will receive training on this approach to meaningful engagement.	Complete
7	The City's engagement approach concerning Indigenous peoples living in encampments should be based on Indigenous cultural practices that have been endorsed and supported by advice from the Indigenous Affairs Office. It should be trauma-informed, acknowledge their unique relationship with the land, and recognize the distinct constitutional rights of Indigenous peoples.	<p>The updated IDP includes a commitment to working with Indigenous organizations to support Indigenous people living in encampments in culturally safe and trauma-informed ways. Indigenous partners have asked TSSS to work with them according to principles in the Meeting in the Middle Engagement Strategy and Action Plan and have noted that the Indigenous Affairs Office is not representative of Indigenous communities.</p> <p>Nbisiing Consulting was engaged to lead engagement with Indigenous PWLE, service providers, and the Toronto Indigenous Community Advisory Board in keeping with <i>Meeting in the Middle</i> principles. Feedback directly informed the updated IDP.</p>	Complete
8	The City's engagement strategy should outline how it	The updated IDP describes the City's approach for engaging with	Complete

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	will engage with people living in encampments specific to their social location and social determinants of health.	<p>people living in encampments, using a person-centered approach, built on trust and relationship building to identify and support people's needs.</p> <p>To inform the update to the IDP, PWLE were engaged using a place-based strategy by training and employing peers to facilitate engagement with PWLE at encampment sites across Toronto.</p>	
9	The City should be proactive in repairing those relationships with key community groups that were damaged during and after the clearings by facilitating engagement that can build confidence between the players with an abiding focus on those living in encampments. This engagement should be a continuing process to build trust with a clear focus on the realization of adequate housing as a human right.	<p>The updated IDP acknowledges the critical role that community partners, service providers and advocates play in supporting the City's response to encampments.</p> <p>The City has taken steps to repair relationships with key community groups by engaging with these groups to inform the update to the IDP, forming Community Partners Working Groups for encampment sites in which an enhanced housing-focused outreach and support model is being applied, and providing regular operational communication tools and formats for clients and community partners.</p>	Ongoing
10	The City should review its current policies and procedures for encampments and ensure that the role and function of Streets to Homes staff are clearly understood and communicated.	A new Outreach and Access section of TSSS was created in September 2023. The section has oversight of the EO and S2H. Mandate, roles and functions have been confirmed and are outlined in the updated IDP.	Complete
11	The City should find a way to report personal data in the aggregate for purposes of planning and anticipating needs.	TSSS uses its Shelter Management and Information System (SMIS) and the City's online survey platform to collect and analyze data for internal planning and assessing the needs of individuals in encampments. TSSS is currently exploring ways to report encampment data in	Ongoing

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		aggregate while protecting the privacy and confidentiality of people in encampments.	
12	The City should ensure that programming reviews to support vulnerable persons using the City's park system are assessed for alignment with current expectations, policies and procedures, training, and enforcement activities. If it is determined that staff delivering this type of park programming should not be involved in enforcement activities, it should ensure that policies and procedures for encampments reflect this.	An internal review was completed to affirm roles and responsibilities of PFR staff who contribute to the City's interdivisional encampment response. PFR staff do not enforce Park's Bylaws; they assist by identifying and noting parks with new encampments, assessing for hazards, storing personal items, removing discarded items and abandoned materials, and restoring parkland. Parks Ambassadors and Clean-up Crews are responsive, mobile crews whose day-to-day work contributes to ensuring all parks remain welcoming for recreational use.	Complete
13	The City should ensure that the role and mandate of divisions delivering outreach and social service supports to people living in encampments are included in the updated Interdepartmental Service Protocol for Homeless People Camping in Public Spaces (IDP).	The updated IDP includes the role and mandate of divisions involved in the City's interdivisional encampment response, including those delivering outreach and social service supports.	Complete
14	The City should provide public information about its general approach to clearing encampments, including, but not limited to, the clearing process, the role of City officials, the notice period provided, and the supports and services available to those living in encampments. (The City reserves the right to maintain security aspects confidential.)	The updated IDP clearly outlines the City's approach to encampments including situations where notice and enforcement is determined necessary, the notice period, the role of City Divisions, and supports and services provided. The Council approved IDP will be posted on the City's public website.	Complete
15	The City should establish a complaints process where the public, including individuals	The updated IDP includes a section on Complaints and Service Request Information.	Complete

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	<p>living in encampments, can submit complaints about the City's encampment response. The complaints process should outline each step, including timelines and who has responsibility for addressing the complaint.</p>	<p>Anyone can report concerns related to encampments to the City by contacting 311. In addition, TSSS has updated its Customer Service Tracker to include a new queue specific to the EO and the inclusion of additional fields to capture more details related to the complaint. A new version of the complaint form has been implemented.</p>	
16	<p>Ensure that when the City issues a notice for clearing an encampment, the notice specifies the compliance date and, should it decide not to proceed with a clearing, inform individuals living in the encampment before the date specified on the Trespass Notice. Should the City then plan to clear the encampment in the future, it should issue a new Trespass Notice with a new compliance date as soon as possible.</p>	<p>The updated IDP specifies that notices will contain a compliance date. In addition, the EO will provide people living in encampments information related to the notice, including details on the activities that are contrary to applicable legislation, the period of compliance, and the consequences for failing to do so. The IDP also outlines that if the City decides not to enforce a notice, the decision will be communicated to people living in encampments using both verbal and written methods prior to the compliance date. Should the City decide to proceed with enforcement at a later date, a new notice and compliance date will be issued (see Notice of Enforcement section).</p> <p>The EO has developed information documents and engages with people in encampments to provide awareness for individuals who are not familiar with City by-laws.</p>	Complete
17	<p>If the City decides to clear an encampment, the Trespass Notice should be accompanied by a letter providing individuals living in the encampment with information about their options and what they can expect from the City as part of the clearing</p>	<p>The updated IDP outlines that a notice will be accompanied by an offer of available shelter space and a written information outlining supports and services. The City will use multiple methods of communicating with encampment</p>	Complete

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	process. This information should be clear, accessible, and in plain language.	residents including verbal and written methods.	
18	The City should use a variety of communication channels and methods to ensure that people living in encampments are informed of the City's plans in a clear and timely way.	A key component of the updated IDP includes communication with people in encampments. The City will use multiple communication methods, in clear and plain language, to ensure people living in encampments are informed about its encampment response. City outreach and EO staff will act as a primary source for information sharing (see Communication with People in Encampments).	Complete
19	The City should create a dedicated City resource for individuals living in encampments to contact if they have questions or concerns about the planned clearing. This contact information should be made public and could be housed with 311.	TSSS worked with 311 to review, update, and add knowledge articles related to encampments.	Complete
20	The City should finalize its review and make the Dufferin Grove Park initiative a best practice as soon as possible.	The City completed a review of the Dufferin Grove model which was made public in June 2023. The City is using this approach as best practice at large scale encampments and has refined it at the Allan Gardens encampment.	Complete
21	The City should utilize a continuous learning and evaluation process to consider best practices beyond the Dufferin Grove Park initiative.	The City is reviewing the approach used at Allan Gardens. Ongoing enhancements and lessons learned in applying this approach are also discussed weekly at the Working Group.	Complete
22	The City should make its evaluation of the Dufferin Grove Park initiative public as soon as possible.	The report was made public in June 2023: https://www.toronto.ca/wp-content/uploads/2023/06/96bf-HF-for-Encampments-Final-Report-of-Findings.pdf	Complete

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23	The City should provide my office with a status update on the implementation of these recommendations by June 30, 2023, and quarterly thereafter.	The City has been providing the Ombudsman with status updates on the implementation of the recommendations on a quarterly or as requested basis.	Ongoing