# EMERGENCY HOSTELS

## PROGRAM MAP

# Shelter, Support & Housing Administration

| Homeless & Housing First Solutions | Social Housing System Management |
|---|---|
| **Directly operated emergency shelter & related support** | Social Housing Provider Subsidies |
| **Purchase of service emergency shelter & related support** | Rent Subsidies and Housing Allowances |
| | New Affordable Housing & Other Non-Subsidized Programs |
| | Centralized Social Housing Waiting List |
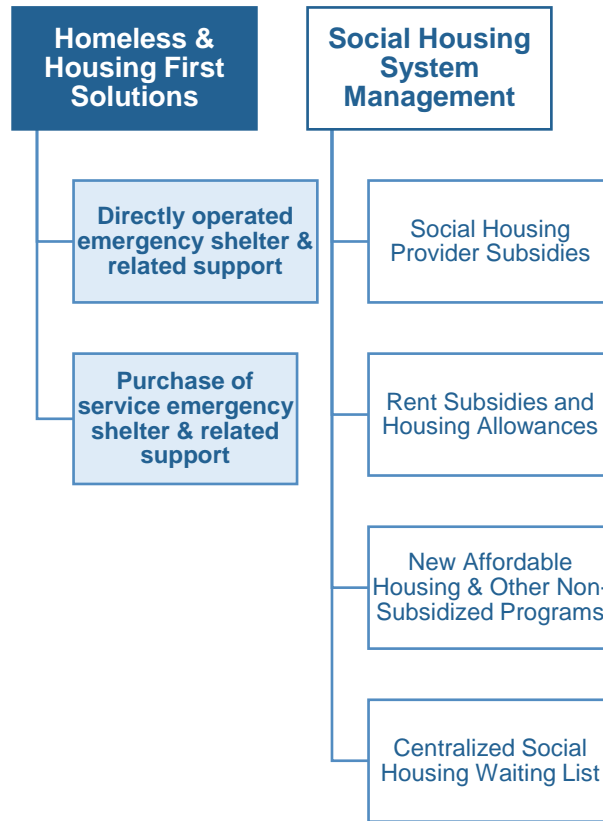
**Shaded boxes reflect the activities covered in this report**

Homeless Initiatives and Prevention Services and Housing Stability Services provide direct and purchase of service shelter and assistance to homeless individuals and families with children. Meals and basic necessities are provided in a secure environment, as are case management, counselling, and support programs for adults and children. Housing workers help clients to pursue permanent housing opportunities.

During the winter, additional shelter spaces are made available through the Out of the Cold program and the Extreme Cold Weather Alert (ECWA) system. City funding also supports the Habitat Services program, which supplies boarding home and rooming house beds for adult psychiatric survivors.
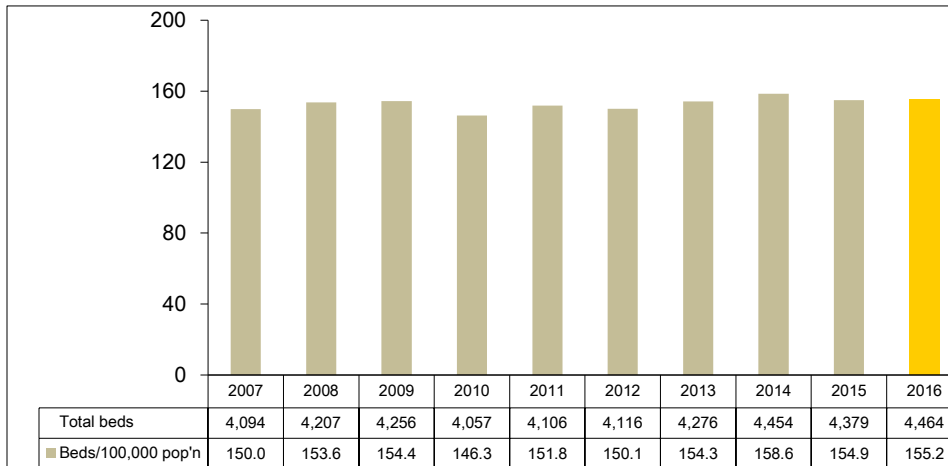
## SUMMARY OF PERFORMANCE MEASUREMENT RESULTS

| Question | Indicator/Measure | Internal Comparison of Toronto's 2016 vs. 2015 Results | External Comparison to Other Municipalities (MBNC) By Quartile for 2016 | Chart & Page Ref. |
|---|---|---|---|---|
| **Service Level Indicators** | | | | |
| How many emergency shelter beds are there? | Average Nightly Number Emergency Shelter Beds Available per 100,000 Population – (Service Level) | **Stable** **Number of shelter beds was stable in 2016** (service level indicator) | **1** **Highest rate/number of shelter beds** (service level indicator) | 13.1 13.2 pg. 4/5 |
| **Community Impact Measures** | | | | |
| What is the average length of stay for singles and families in emergency shelters? | Average Length of Stay per Admission to Emergency Shelters for Singles & Families – (Community Impact) | **Increase** **Average length of stay increased** | **4** **Longer length of average stay singles and families** (related to more transitional beds, which have longer stays) | 13.3 13.4 pg. 5/6 |
| What is the average length of stay for singles in emergency shelters? | Average Length of Stay per Admission to Emergency Shelters for Singles - (Community Impact) | **Increase** **Average length of stay for singles increased** | N/A | 13.3 pg. 5 |
| What is the average length of stay for families in emergency shelters? | Average Length of Stay per Admission to Emergency Shelters for Families - (Community Impact) | **Stable** **Average length of stay for families was stable** | N/A | 13.3 pg. 5 |
| **Customer Service Measures** | | | | |
| What is the emergency shelter bed occupancy rate? | Average Nightly Bed Occupancy Rate of Emergency Shelters – (Customer Service) | **Stable** **Occupancy rate of shelter beds was stable** | **2** **Higher occupancy rate of shelter beds** | 13.5 13.6 pg. 7/8 |
| **Overall Results** | | **Service Level Indicators (Resources)** 0 - Increased 1 - Stable 0 - Decreased 100% stable or increased | **Performance Measures (Results)** 0- Favourable 2 - Stable 2 - Unfavourable 50% favourable or stable | **Service Level Indicators (Resources)** 1 - 1st quartile 0 - 2nd quartile 0 - 3rd quartile 0 - 4th quartile 100% in 1st and 2nd quartile | **Performance Measures (Results)** 0- 1st quartile 1- 2nd quartile 0- 3rd quartile 1 - 4th quartile 50% in 1st and 2nd quartile | |

For an explanation of how to interpret this summary and the supporting charts, please see the Guide to Toronto's Performance Results. These quartile results are based on a maximum sample size of 10 municipalities.

# SERVICE LEVEL

The primary indicator of service levels for Hostel Services is the number of emergency shelter beds available for use by homeless individuals and families.

## 13.1 - HOW MANY EMERGENCY SHELTER BEDS ARE THERE IN TORONTO?



| | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---|---|---|---|---|---|---|---|---|---|---|
| Total beds | 4,094 | 4,207 | 4,256 | 4,057 | 4,106 | 4,116 | 4,276 | 4,454 | 4,379 | 4,464 |
| Beds/100,000 pop'n | 150.0 | 153.6 | 154.4 | 146.3 | 151.8 | 150.1 | 154.3 | 158.6 | 154.9 | 155.2 |

**Chart 13.1** provides Toronto's total number and rate of emergency shelter beds per 100,000 population.
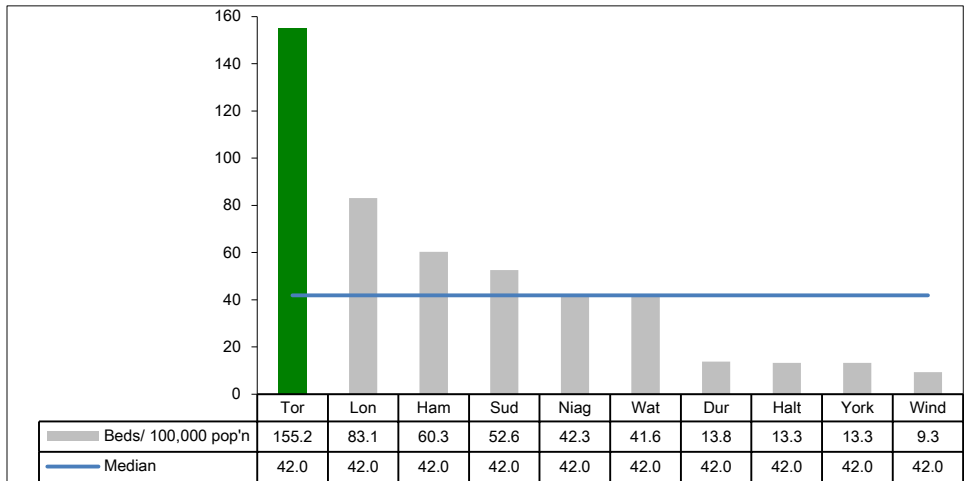
**Chart 13.1 (City of Toronto) Number of Emergency Shelter/Hostel Beds per 100,000 Population**

This includes emergency shelters, motels, Streets to Homes Assessment and Referral Centre (SHARC) bedded program, part time shelters, and Out of the Cold locations organized by faith based groups. The increase in shelter beds in 2016 consists of motel beds used by families, and an increase in capacity at several shelters. Family shelter use is closely tied to immigration and federal refugee and immigration policies and expands or contracts to respond to these changes, through contracts with motel operators. Of the 4,464 emergency shelter beds in Toronto in 2016, 36% (1,607 beds) were operated by the City and another 64% (2,857) beds were contracted through other organizations.

Most of these are emergency beds, where it is anticipated that clients will remain in the program for shorter stays. There are also an average of 1060 beds in transitional programs that provide support to build client capacity prior to moving into permanent housing. These transitional programs work with people who are homeless and have specific needs, including vulnerable seniors, individuals living with mental health challenges and clients developing employment skills.

Between November 15 and April 15, sixteen (16) faith-based groups across the City also provide an additional 95 spaces per night, on average, through the Out of the Cold program. Additionally, 11 beds are activated in response to the issuance of an Extreme Cold Weather Alert (ECWA).

### 13.2 – HOW DOES THE NUMBER OF EMERGENCY SHELTER BEDS IN TORONTO COMPARE TO OTHER MUNICIPALITIES?



| | Tor | Lon | Ham | Sud | Niag | Wat | Dur | Halt | York | Wind |
|---|---|---|---|---|---|---|---|---|---|---|
| Beds/ 100,000 pop'n | 155.2 | 83.1 | 60.3 | 52.6 | 42.3 | 41.6 | 13.8 | 13.3 | 13.3 | 9.3 |
| Median | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 | 42.0 |

**Chart 13.2 (MBNC 2016) Number of Emergency Shelter/Hostel Beds per 100,000 Population**

**Chart 13.2** compares Toronto's 2016 rate of emergency shelter beds per 100,000 population to other municipalities.

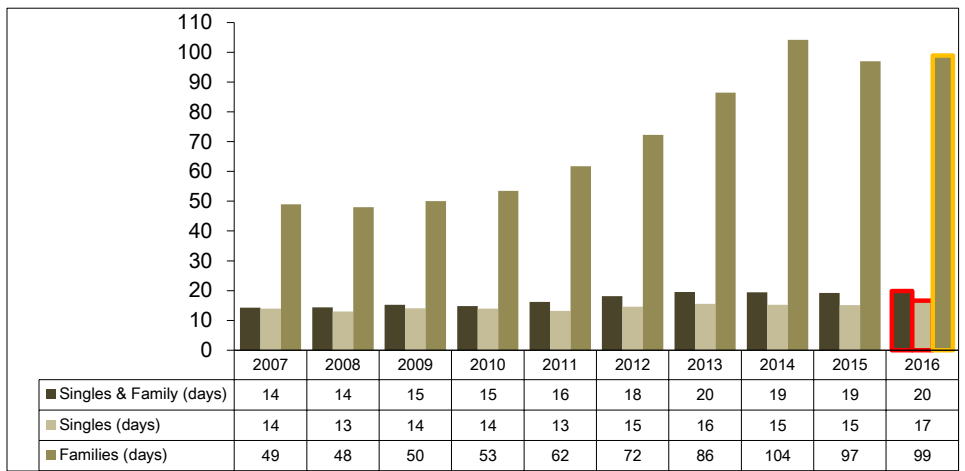Toronto ranks first of ten (first quartile), with the highest rate of shelter beds. Toronto has a comparatively higher number of shelter beds because large urban centres tend to have proportionately higher numbers of homeless individuals and families. The City of Toronto has provided shelter services since the 1950s. Individuals and families have always migrated to large urban centres for employment, housing and services.

# COMMUNITY IMPACT

Emergency shelters are intended to provide temporary short-term accommodation until an individual or family is able to find appropriate long-term housing in the community. One way of assessing municipalities' success in achieving this objective is to examine the average length of stay per admission in emergency shelters.

### 13.3–WHAT IS THE AVERAGE LENGTH OF STAY IN TORONTO'S EMERGENCY SHELTER SYSTEM?



| | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---|---|---|---|---|---|---|---|---|---|---|
| Singles & Family (days) | 14 | 14 | 15 | 15 | 16 | 18 | 20 | 19 | 19 | 20 |
| Singles (days) | 14 | 13 | 14 | 14 | 13 | 15 | 16 | 15 | 15 | 17 |
| Families (days) | 49 | 48 | 50 | 53 | 62 | 72 | 86 | 104 | 97 | 99 |

**Chart 13.3 (City of Toronto) Average Length of Stay per Admission in Emergency Shelters**
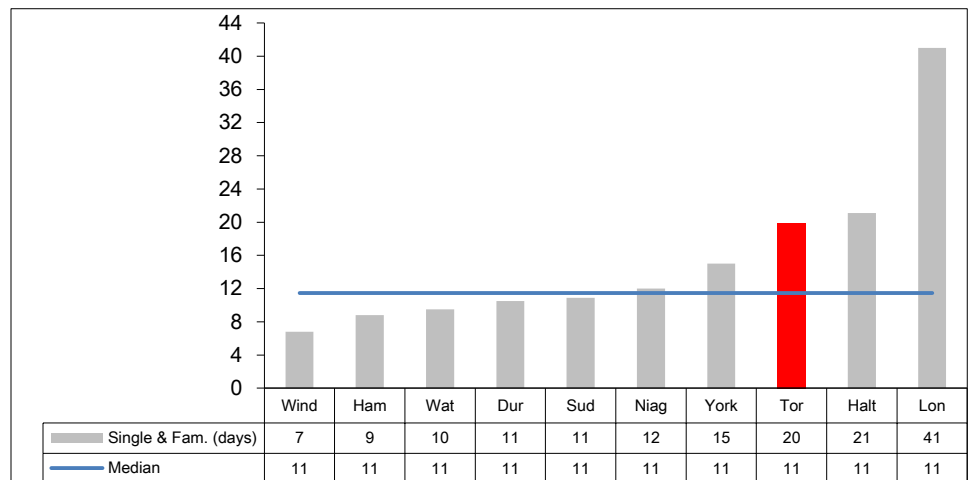
**Chart 13.3** summarizes the average length of stay per admission for singles and families in Toronto's shelters from 2007 to 2016, as well as a blended result for singles and families.

Length of stay for singles has fluctuated over time and has increased in 2016 by 10% from the previous year. This may be due to decreased housing affordability and extremely low vacancy rates in Toronto making it difficult to secure housing.

The length of stay for families has increased most years since 2009. This may be attributed to the increase of a number of larger size families, a decrease in housing availability, and an increase in a number of hard to serve families with multiple needs. As mentioned, family shelter use is closely tied to immigration and refugee trends, and occupancy can change dramatically in response to changes in federal immigration policies. The family shelter system is able to respond to these changes through contracts with motel operators.

## 13.4 – HOW DOES THE AVERAGE LENGTH OF STAY IN TORONTO'S EMERGENCY SHELTERS COMPARE TO OTHER MUNICIPALITIES?

| | Wind | Ham | Wat | Dur | Sud | Niag | York | Tor | Halt | Lon |
|---|---|---|---|---|---|---|---|---|---|---|
| Single & Fam. (days) | 7 | 9 | 10 | 11 | 11 | 12 | 15 | 20 | 21 | 41 |
| Median | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 |

**Chart 13.4** compares the 2016 average blended length of stay per admission in shelters for both singles and families in Toronto compared to other municipalities.
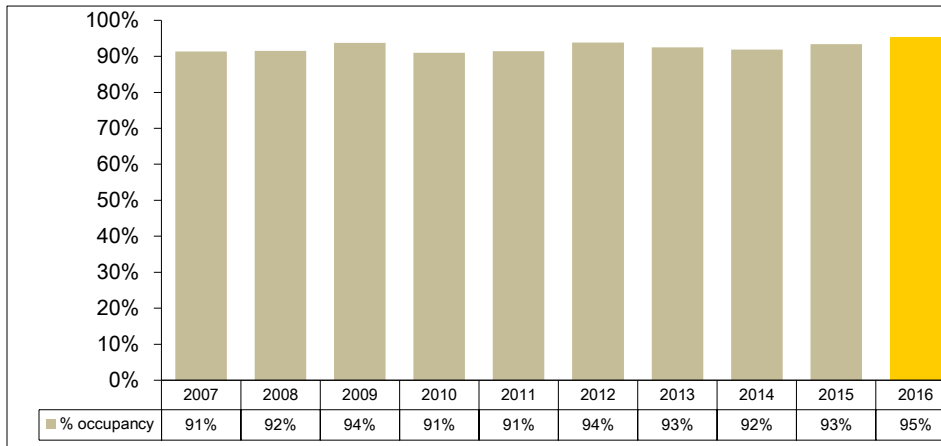
Chart 13.4 (MBNC 2016) Average Length of Stay per Admission in Emergency Shelters

Toronto ranks eighth of ten municipalities (fourth quartile) in terms of length of stay in shelters. In Toronto, the length of stay is impacted by the availability of transitional shelter beds (previously described), which have longer lengths of stays.

# CUSTOMER SERVICE

A challenge for municipalities is matching the supply of shelter beds to the changing demand (or need) for emergency shelters. Matching supply to demand ensures that beds are available when required, but that valuable resources are not tied up when these beds are unused. One way of examining a municipality's success in this area is to look at the occupancy rate of Toronto's emergency shelter beds.

## 13.5–WHAT IS THE OCCUPANCY RATE OF TORONTO'S EMERGENCY SHELTER BEDS?

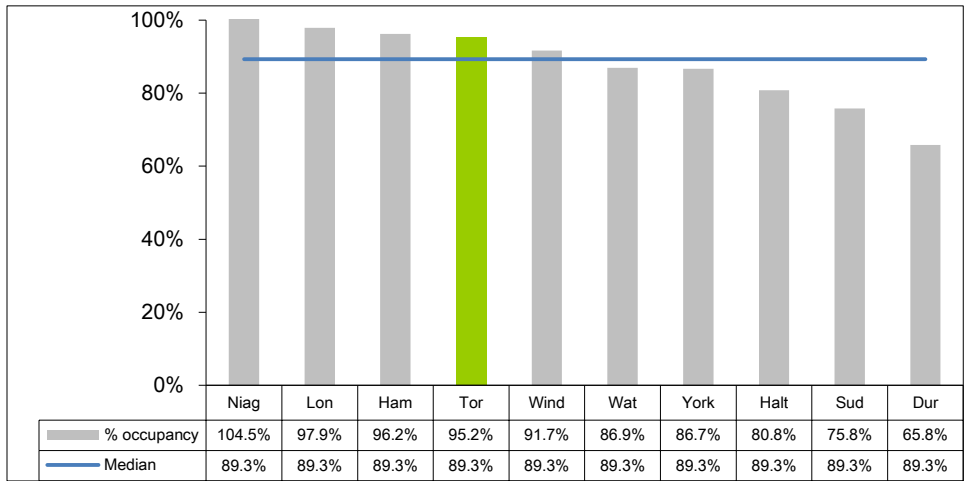| | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---|---|---|---|---|---|---|---|---|---|---|
| % occupancy | 91% | 92% | 94% | 91% | 91% | 94% | 93% | 92% | 93% | 95% |

**Chart 13.5** shows the occupancy rate of Toronto's emergency shelter beds.

**Chart 13.5 (City of Toronto) Average Nightly Occupancy Rate of Emergency Shelter Beds**

Occupancy rates from 2007 through 2016 have remained fairly stable, generally ranging between 91 and 95 percent. The City's shelter statistics from 2016 show that there were beds available in the system every night and additional emergency spaces were available for activation.

### 13.6–HOW DOES THE OCCUPANCY RATE FOR TORONTO'S EMERGENCY SHELTER BEDS COMPARE TO OTHER MUNICIPALITIES?



| | Niag | Lon | Ham | Tor | Wind | Wat | York | Halt | Sud | Dur |
|---|---|---|---|---|---|---|---|---|---|---|
| % occupancy | 104.5% | 97.9% | 96.2% | 95.2% | 91.7% | 86.9% | 86.7% | 80.8% | 75.8% | 65.8% |
| Median | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% | 89.3% |

**Chart 13.6 (MBNC 2016) Average Nightly Occupancy Rate of Emergency Shelter Beds**

**Chart 13.6** compares Toronto's 2016 occupancy rate of emergency shelter beds to other Ontario municipalities.

Toronto ranks fourth of ten municipalities in terms of having the highest occupancy rate. The City of Toronto family shelter system fluctuates due to external factors. Federal immigration policies and international geo-political circumstances can lead to both increases and decreases in family shelter occupancy.

## 2016 ACHIEVEMENTS AND 2017 PLANNED INITIATIVES

The following achievements and initiatives have and will help to improve the effectiveness of Toronto's Emergency Shelter System operations.

**2016 Initiatives Completed/Achievements**:

- Commenced the implementation of the Hostels to Homes Housing First pilot for long term shelter users and enrolled over 75 clients in the development of housing case plans;
- Developed an Eviction Prevention Framework and new service model for seniors shelter program;
- In collaboration with the City's Planning division, developed an award winning approach to rooming house closures and successfully relocated tenants at the Jarvis street rooming house;
- Designed and implemented two cold weather drop-in services that provided overnight services to 6,700 (i.e. a nightly average of 107 people) vulnerable people over the cold weather season;
- Completed an extensive evaluation of the division's two 24-hour women's drop-ins confirming demand for the service and consistently positive outcomes for women using the service;
- Completed the purchase of 3306 Kingston Road, which will provide a new home for Birchmount Residence; an emergency shelter service for seniors experiencing homelessness. The shelter will open at it new location(i.e. 3306 Kingston Road) in 2018; and
- Council approved the opening of the following new facilities:
  - o An emergency shelter for single men at 29 Leslie street to be operated by the Salvation Army to open in the winter of 2018 following the completion of renovations;
  - o An emergency shelter for single men at 850-54 Bloor Street West to be operated by Christie Ossington Neighbourhood Center;
  - o The creation of a new shelter at 731 Runnymede Road to be operated by the City of Toronto as part of the plan for the redevelopment of Seaton House and revitalization of George Street.

**2017 Initiatives Planned:**

- Provide 24-hour emergency shelter services, street outreach and housing services to the citizens of Toronto;
- Provide 1.516 million bed nights (4,154 per night, 365 days a year) to people experiencing homelessness; and
- Assist people experiencing homeless or facing the risk of homelessness through the provision of supports needed to regain and secure permanent housing.

**Factors Influencing the Results of Municipalities**

The results of each municipality included in this report can be influenced to varying degrees by factors such as:

- The number of people experiencing long-term homelessness vs. those who are newly or episodically homeless;
- Communicable disease outbreaks, natural disasters and weather related events, such as extreme cold weather;
- Municipal, provincial and federal policies impacting the capacity to provide sufficient housing, income and support for residents who are experiencing or at risk of homelessness;
- Federal refugee and immigration policies impact the number of individuals and families seeking shelter services and require settlement programs;
- Municipal policies: average lengths of stay are shortened when municipal policies limit funding to a set time period.
- Supply of and demand for beds as the number of emergency shelter beds available varies by season and by bed type (single vs. family);
- Availability of housing, including transitional and supportive housing in the community, and supplementary support services available to support people to stay housed.