EMERGENCY HOSTELS

PROGRAM MAP

Shelter, Support & Housing Administration

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┌─────────────────────┐        ┌─────────────────────┐
│ Homeless &          │        │ Social Housing      │
│ Housing First       │        │ System              │
│ Solutions           │        │ Management          │
└─────────────────────┘        └─────────────────────┘
          │                               │
   ┌──────────────────┐          ┌──────────────────────┐
   │ Emergency shelter│          │ Social Housing       │
   │ & related support│          │ Provider Subsidies   │
   └──────────────────┘          └──────────────────────┘
          │                               │
   ┌──────────────────┐          ┌──────────────────────┐
   │ Housing Stability│          │ Rent Subsidies and   │
   │ Policy & Strategic│         │ Housing Allowances   │
   │ Investments      │          └──────────────────────┘
   └──────────────────┘                   │
                                 ┌──────────────────────┐
                                 │ Manage New           │
                                 │ Affordable Housing/  │
                                 │ Other Non-Subsidized │
                                 │ Programs             │
                                 └──────────────────────┘
                                          │
                                 ┌──────────────────────┐
                                 │ Centralized Social   │
                                 │ Housing Waiting List │
                                 └──────────────────────┘
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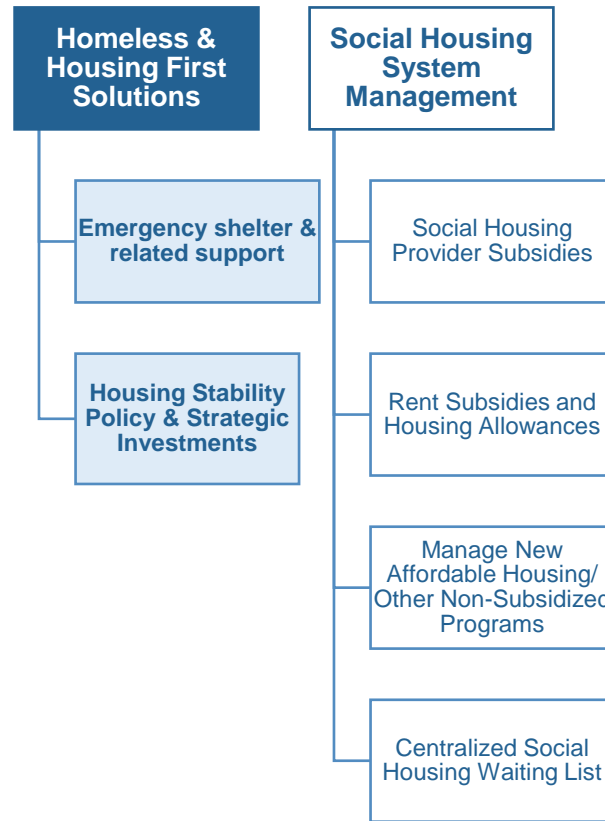
Shaded boxes reflect the activities covered in this report

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. The City supports other allied shelter services such as 24-hour respite sites and 24-hour women's drop in programs, which offer safe, warm, indoor overnight spaces to meet immediate needs of people experiencing homelessness. 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 2017 vs. 2016 Results	External Comparison to Other Municipalities (MBNC) By Quartile for 2017	Chart & Page Ref.
How many emergency shelter beds are there?	Average Nightly Number Emergency Shelter Beds Available per 100,000 Population – (Service Level)	**Increase** Number of shelter beds increased in 2017 (Service Level Indicator)	**1** Highest rate/number of shelter beds (Service Level Indicator)	13.1 13.2 pg. 5/6
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 (Community Impact)	**4** Longest length of average stay singles and families (related to more transitional beds, which have longer stays) (Community Impact)	13.3 13.4 pg. 6/7
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 (Community Impact)	N/A	13.3 pg. 6
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)	**Increase** Average length of stay for families increased (Community Impact)	N/A	13.3 pg. 6
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 (Customer Service)	**3** Lower occupancy rate of shelter beds (Customer Service)	13.5 13.6 pg. 8

SUMMARY OF OVERALL RESULTS

Internal Comparison of Toronto's 2017 vs. 2016 Results	Internal Comparison of Toronto's 2017 vs. 2016 Results	External Comparison to Other Municipalities (MBNC) By Quartile for 2017	External Comparison to Other Municipalities (MBNC) By Quartile for 2017
Service Level Indicators (Resources)	Performance Measures (Results)	Service Level Indicators (Resources)	Performance Measures (Results)
1 - Increased	0- Favourable	1 - 1st quartile	0 - 1st quartile
0 - Stable	1 - Stable	0 - 2nd quartile	0 - 2nd quartile
0 - Decreased	3 - Unfavourable	0 - 3rd quartile	1 - 3rd quartile
		0 - 4th quartile	1 - 4th quartile
100% stable or increased	25% favourable or stable	100% in 1st and 2nd quartile	0% 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?

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Total beds	4,207	4,256	4,057	4,106	4,116	4,276	4,454	4,379	4,464	5,193
Beds/100,000 pop'n	153.6	154.4	146.3	151.8	150.1	154.3	158.6	154.9	155.2	177.2

Chart 13.1 (City of Toronto) Number of Emergency Shelter/Hostel Beds per 100,000 Population
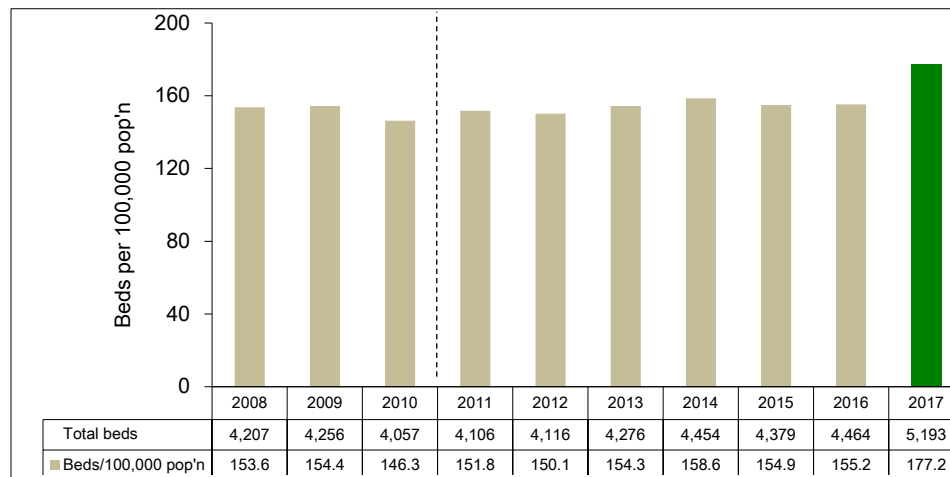
Chart 13.1 provides Toronto's total number and rate of emergency shelter beds per 100,000 population. The results for 2010 and prior years are not based on the revised population estimates.

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.

Family shelter use is closely tied to immigration and refugee trends, and occupancy can change dramatically in response to these trends and changes in federal immigration policies. In 2017, the City saw a continuing increase in demand, following a trend toward increased secondary migration of refugee / asylum claimants to Toronto that began in 2016. The family shelter system is able to respond to changing demand through contracts with motel operators, and did so in 2017. The increase in shelter beds in 2017 by 16.3% is attributed to an increase in system capacity.

Of the 5,193 emergency shelter beds in Toronto in 2017, 31% (1,598 beds) were operated by the City and another 69% (3,595) beds were contracted through other organizations.

Most of these beds are in emergency shelter programs, which can be accessed by any individual or family experiencing homelessness with or without a referral. There were also on average 1,060 beds in transitional shelter programs that provide specialized programming to eligible individuals and families experiencing homelessness. These transitional programs are accessible only via referral and 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 provided an additional 97 spaces per night, on average, through the Out of the Cold program. Additional beds are also 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?
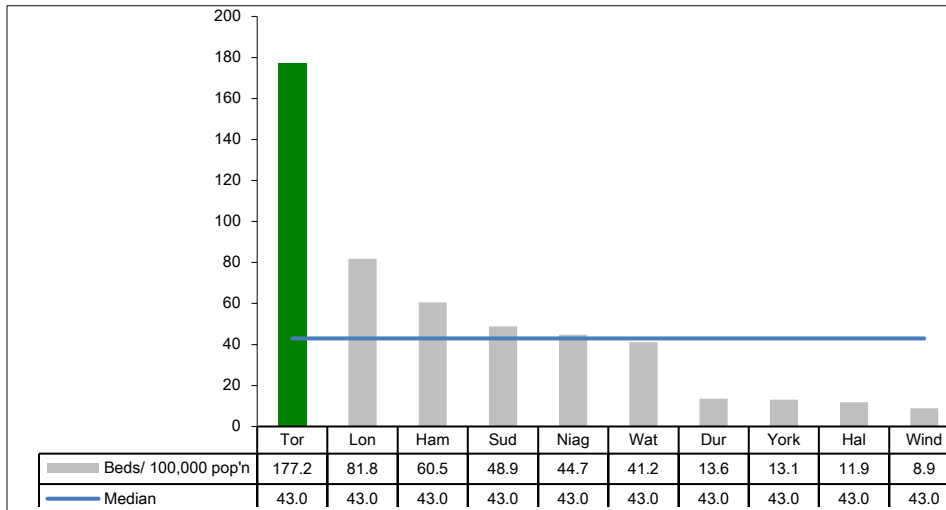

	Tor	Lon	Ham	Sud	Niag	Wat	Dur	York	Hal	Wind
Beds/ 100,000 pop'n	177.2	81.8	60.5	48.9	44.7	41.2	13.6	13.1	11.9	8.9
Median	43.0	43.0	43.0	43.0	43.0	43.0	43.0	43.0	43.0	43.0

Chart 13.2 (MBNC 2017) Number of Emergency Shelter/Hostel Beds per 100,000 Population

Chart 13.2 compares Toronto's 2017 rate of emergency shelter beds per 100,000 population to other municipalities.

Toronto ranks first of ten (first quartile), with the highest rate of available shelter beds per capita. Toronto has a comparatively higher number of shelter beds for a number of reasons. As a large urban centre, Toronto is a destination for internal and international migration. Individuals and families have always migrated to large urban centres for access to employment, housing and services. Toronto has some of the highest housing costs in the country, and also some of the highest rates of low income among cities in Canada.

COMMUNITY IMPACT

Emergency shelters provide temporary accommodation and related support services to assist people experiencing homelessness to move into housing. 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?

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Singles & Family (days)	14	15	15	16	18	20	19	19	20	28
Singles (days)	13	14	14	13	15	16	15	15	17	21
Families (days)	48	50	53	62	72	86	104	97	99	115

Chart 13.3 (City of Toronto) Average Length of Stay per Admission in Emergency Shelters
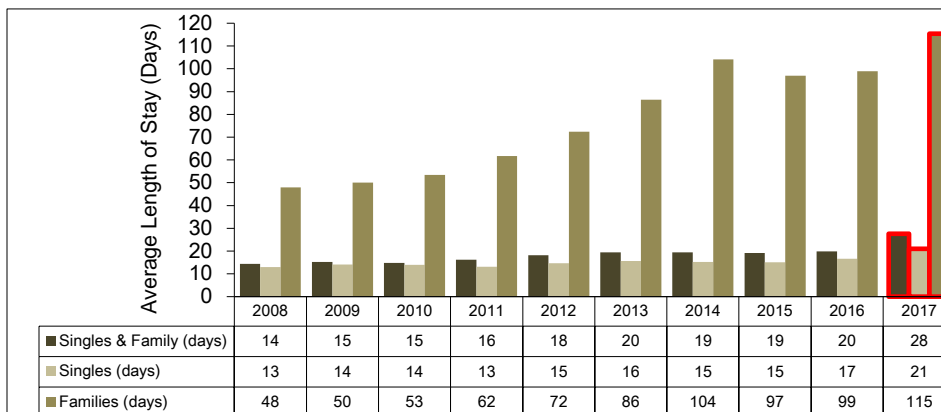
Chart 13.3 summarizes the average length of stay per admission for singles and families in Toronto's shelters from 2008 to 2017, as well as a blended result for singles and families.

Length of stay for singles has fluctuated over time and increased in 2017. Securing housing in Toronto has become increasingly difficult due to decreased housing affordability and extremely low vacancy rates in Toronto.

The length of stay for families has increased most years since 2009. This is attributable to even lower vacancy rates among family-sized units and the increasing cost of rent for these units.

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

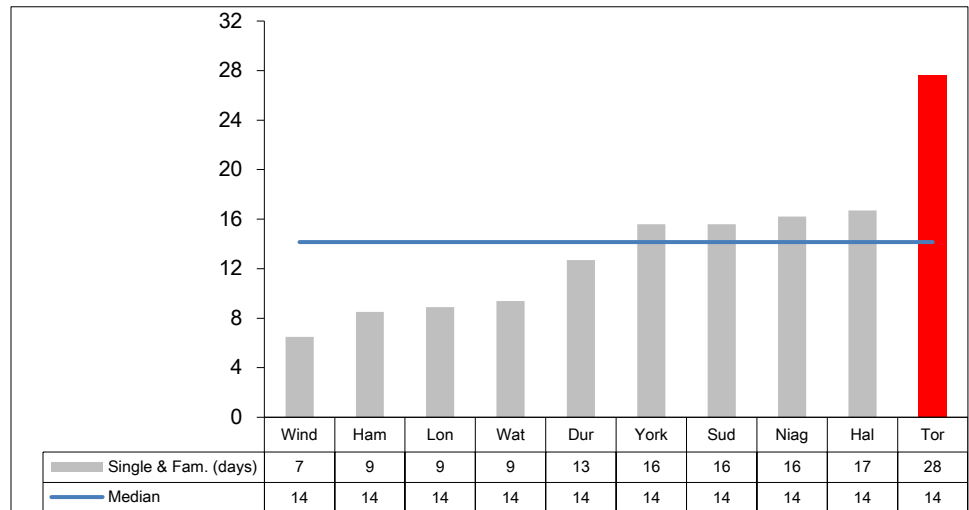|	Wind	Ham	Lon	Wat	Dur	York	Sud	Niag	Hal	Tor
Single & Fam. (days)	7	9	9	9	13	16	16	16	17	28
Median	14	14	14	14	14	14	14	14	14	14

Chart 13.4 compares the 2017 average blended length of stay per admission in shelters for both singles and families in Toronto compared to other municipalities.

Chart 13.4 (MBNC 2017) Average Length of Stay per Admission in Emergency Shelters

Toronto ranks tenth of ten municipalities (fourth quartile) in terms of length of stay in shelters. The increase reflects the challenging housing market in Toronto: high rental rates, low vacancies, leading to increased instability of housing and increased demand for shelters. For Toronto, the overall length of stay is affected by the inclusion of transitional shelter beds in the calculation, whose program model include longer lengths of stays.

CUSTOMER SERVICE

Matching the supply of shelter beds to the changing demand for emergency shelters can be a challenge for municipalities. 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.

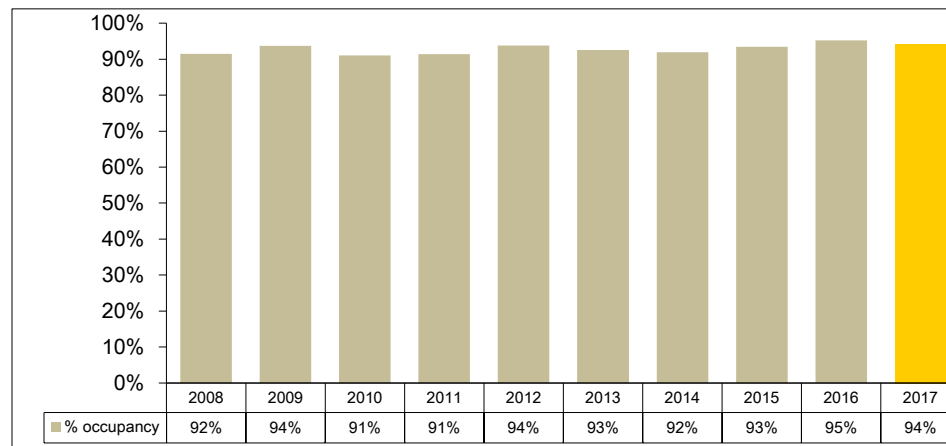## 13.5–WHAT IS THE OCCUPANCY RATE OF TORONTO'S EMERGENCY SHELTER BEDS?

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
■ % occupancy	92%	94%	91%	91%	94%	93%	92%	93%	95%	94%

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

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

Occupancy rates from 2008 through 2017 have remained fairly stable, generally ranging between 91 and 95 percent. The City's shelter statistics from 2017 show that there were beds available in the system every night and additional emergency spaces were available for activation. This stability was achieved through the expansion of available shelter beds to meet a rise in demand.

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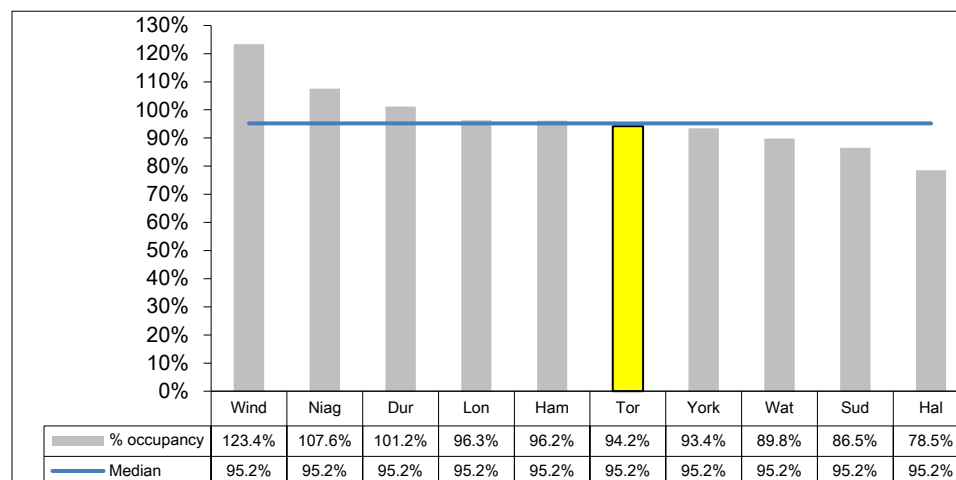

	Wind	Niag	Dur	Lon	Ham	Tor	York	Wat	Sud	Hal
■ % occupancy	123.4%	107.6%	101.2%	96.3%	96.2%	94.2%	93.4%	89.8%	86.5%	78.5%
— Median	95.2%	95.2%	95.2%	95.2%	95.2%	95.2%	95.2%	95.2%	95.2%	95.2%

Chart 13.6 (MBNC 2017) Average Nightly Occupancy Rate of Emergency Shelter Beds

Chart 13.6 compares Toronto's 2017 occupancy rate of emergency shelter beds to other municipalities.

Toronto ranks sixth of ten municipalities (third quartile) for shelter beds occupancy rate. The City of Toronto family shelter system fluctuates due to external factors. In 2017, Toronto saw a significant increase in demand for emergency shelter services from refugee / asylum claimants. Decreasing housing affordability and availability also contributed to housing instability and homelessness.

To manage occupancy levels in its shelter system in 2017, the City had to expand the number of shelter beds available in its Refugee / Asylum claimant temporary response program, and further develop allied shelter services to complement the City's homeless shelter programs.

2017 ACHIEVEMENTS AND 2018 PLANNED INITIATIVES

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

2017 Initiatives Completed/Achievements:

- Completed the purchase of 702 Kennedy Road and opened a 60 bed women's shelter operated by Homes First Society.
- The work needed for a new shelter for single men is nearing completion and will open its doors at 29 Leslie Street in 2018 to be operated by the Salvation Army Hope.
- Council approved the creation of a new shelter for youth at 747 Warden Avenue to be operated by YouthLink. The Shelter will open April 17, 2019.
- Signed a lease for the new shelter at 731 Runnymede Road to be one of the first shelters required for the George Street Revitalization project.
- Finished the implementation of the Hostel to Homes Housing First Pilot for long term shelter users. The program enrolled 200 clients and housed 70 with supports.
- The emergency Shelter system has responded to increased demands from refugee claimants adding more than 800 beds to the system.
- Council approved $6.094 million to expand winter respite services that include 24-hour winter drop-ins from mid-November to mid-April.

2018 Initiatives Planned:
- Provide 24-hour emergency shelter services, street outreach and housing services to the citizens of Toronto.
- Provide over 5,000 shelter beds and 700 respite spaces to people experiencing homelessness.
- Toronto City Council approved $213m for the creation of 1,000 new shelter beds ($178M Capital, $35M operating)
- Opening a new shelter for seniors in North Etobicoke in December, 2018
- Opening a new Sprung structure 24-hour respite site facility
- Assist people experiencing homelessness or facing the risk of homelessness through the provision of supports needed to regain and secure permanent housing.
- Administer Federal and Provincial funding under various support programs through its network of 115 community based partners.

Factors Influencing Results of Municipalities

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

- Federal refugee and immigration policies impact the number of individuals and families seeking shelter services and requiring settlement programs;
- 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;
- 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.