

**Building on Successes:  
The Community Plan for the  
Supporting Communities  
Partnership Initiative in Toronto  
2003–2006**



**This Community Plan for the Supporting Communities  
Partnership Initiative in Toronto 2003–2006 is pending  
Government of Canada approval.**



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# Executive Summary

## The Supporting Communities Partnership Initiative

The Supporting Communities Partnership Initiative (SCPI) is a Government of Canada program first announced in December 1999. SCPI is the main component of the National Homelessness Initiative (NHI) and represents an opportunity to make strategic investments to address homelessness. The program represents the first time federal resources have been available specifically to address and alleviate homelessness in Canadian cities.

Human Resources Development Canada (HRDC) administers the program nationally, under the direction of the Hon. Claudette Bradshaw, Federal Co-ordinator on Homelessness. In Toronto, the City agreed to serve as the “Community Entity” in charge of administering the program and defining local priorities, in consultation with the community, to address and alleviate homelessness.

Council approved the “Community Plan for Homelessness in Toronto” for the first round of SCPI in October 2000, and the Government of Canada, through Minister Bradshaw, approved the Plan in December 2000. The Community Plan was developed in consultation with community and other stakeholders, and set out the strategic directions for the local implementation of SCPI. The City began funding projects under the first round of the initiative in January 2001, and has scheduled funding to conclude by March 31, 2004. In total, the City will have allocated \$53.1 million in Toronto during the first round of SCPI. Much-needed funding went toward building transitional housing and shelters, improving service facilities, and building capacity in the homeless service system.

The continuation of SCPI was announced in the latest Speech from the Throne in September 2002 and in the federal budget in February 2003. A total of \$53.05 million is allocated for Toronto in the second round of the initiative. The three-year funding period started April 1, 2003 and ends March 31, 2006, overlapping the end of the first round of SCPI by one year.

## Developing the SCPI Community Plan for 2003–2006

In order to develop this updated Community Plan, the City commenced consultation through a review of the first round of SCPI. Consultations were undertaken with community agencies representing various service sectors and program areas including transitional housing, emergency shelter, drop-ins, street outreach, housing help, food security, and youth services. Participants were asked to assess the successes, challenges and impacts of SCPI, as well as to voice their opinions and lend their expertise on what they felt is still needed to address homelessness within their sector and the service system as a whole.

Based on this process, the results of SCPI-funded research on various aspects of the homelessness service system and service planning underway, the City created a consultation document that proposed a series of objectives and priorities to guide its administration of the next round of SCPI funding. This consultation document was shared with community agencies in various forums, including a series of four open meetings held in July 2003. These meetings were an opportunity for City staff to obtain feedback on the proposed Plan's direction and to solicit new and innovative ideas.

Participants represented a variety of homeless service and stakeholder agencies, including those who work with refugees and immigrants, youth at risk of homelessness, Aboriginal people, offenders and ex-offenders, victims of domestic violence, visible minorities, and people with addictions, disabilities and mental health issues.

Feedback was also sought in separate meetings and discussions with agencies representing the Aboriginal community, youth-serving agencies, City Councillors or their representatives, representatives from other levels of government, the private sector and staff from other City departments. Meeting participants and other interested parties were encouraged to share additional comments outside the meetings in written form via mail, e-mail or telephone.

In addition to the broader community consultations, a Community Reference Group (CRG) was also struck to help guide the development of the Community Plan by providing specific feedback and advice. Members of the CRG were drawn from community-based groups and the private sector to help identify funding priorities, specific projects and strategies to develop partnerships to enhance the capacity of the community to address homelessness. See Appendix D for a list of CRG members.

## Objectives and priorities

In consultation with the community and various stakeholders, a set of objectives and priorities has been developed to guide the implementation of SCPI. The Plan objectives and corresponding priorities are listed in the following summary table.

### *Community Plan 2002–2006 objectives and priorities (\$millions)*

| Objectives                                    | Priorities  | Funding |
|---|---|---------|
| <b>1. Build public awareness and support</b>  | <ul style="list-style-type: none"> <li>a) Promote understanding of homelessness and current needs and challenges</li> <li>b) Inform the public and other stakeholders of services offered and results of government initiatives</li> <li>c) Address community issues with respect to new development</li> </ul> | 0.5     |
| <b>2. Create and preserve housing options</b> | <ul style="list-style-type: none"> <li>a) Create transitional housing and housing with supports</li> <li>b) Preserve and enhance affordable housing stock</li> <li>c) Keep people housed</li> </ul>   | 24.7    |

| Objectives  | Priorities  | Funding     |
|---|---|-------------|
| 3. Target capital investment in shelters and other community facilities | a) Develop targeted shelters for high-needs groups and implement the new Toronto Shelter Standards<br>b) Maintain and improve physical infrastructure of shelters and other community facilities  | 11.6        |
| 4. Help people leave the streets and shelters behind                    | a) Provide housing and shelter for high support groups<br>b) Invest strategically in street outreach services<br>c) Strengthen partnerships with health, mental health, addictions, detoxification and harm reduction services<br>d) House people quickly | 4.3         |
| 5. Create skills enhancement and employment opportunities               | a) Support community economic development activities<br>b) Enhance links with the skills development and employment sector  | 3.8         |
| 6. Build capacity and sustainable partnerships                          | a) Engage the private sector to address homelessness<br>b) Build agency capacity in fundraising and partnership development<br>c) Support the training of service providers on the front-line<br>d) Support co-ordination and partnership activities      | 3.4         |
| <b>Total</b>  |   | <b>48.3</b> |

*Note: The remaining \$4.75 million of Toronto's \$53.05-million allocation will be used for evaluation and research, management and administration, and contingency funding where needed.*

### ***Immediate priority projects***

The Community Plan designates a number of specific projects for immediate funding. Immediate approvals will facilitate the completion of certain large capital projects within the SCPI timeframe. These immediate priority projects account for \$15.5 million (or about one-third) of the total SCPI allocation to Toronto and are listed as follows under each Plan objective.

#### **Objective 1: Build public awareness and support**

- Public awareness and support strategy

#### **Objective 2: Create and preserve housing options**

- Rouge Valley Health Services: housing with supports
- Salvation Army City Core: transitional housing
- Sojourn House: shelter and transitional housing for refugees
- Youth Clinical Services: Transitional housing project for youth

### **Objective 3: Target capital investments in shelters and other community facilities**

- Mixed adult shelter
- Eva's Satellite youth shelter
- Expansion and relocation of harm reduction program for single adult women

### **Objective 4: Help people leave the streets and shelters behind**

- Native Child and Family Services: transitional housing project for young Native women
- Rent Bank enhancement
- Trusteeship program pilot

### **Objective 5: Create skills enhancement and employment opportunities**

- Street Involved Youth Program
- Toronto Homeless Community Economic Development Program

### **Objective 6: Build capacity and sustainable partnerships**

- Interpretation services pilot
- Partners for Access and Identification Program
- Private sector engagement strategy
- Shelter Management Information System (SMIS)
- Agency staff training

## **Implementation**

### ***General allocation processes***

Three main funding processes will be used, as appropriate, to allocate most funds: immediate priority projects identified in the plan, open RFP's, and targeted RFP's. Toronto City Council approval will be sought for each project and initiative, regardless of the allocation process employed.

- ***Immediate priority projects:*** These projects have been selected through existing City funding or priority setting processes, as projects identified in the first round of SCPI which meet the objectives of this Plan, and as projects identified as strategic investments through consultation, research and service planning.
- ***Targeted RFP's:*** In cases where a specific initiative is identified but the most appropriate agencies or consultants to carry out the project have not been identified, a targeted RFP will be issued.
- ***Open RFP's:*** Funding through open RFP's would be allocated when agencies respond with specific project proposals within the parameters of Plan priorities.

Teams of City staff from Shelter, Housing and Support and other City divisions, representatives from other funding bodies such as the United Way, the Government of Ontario, the Government of Canada and others as appropriate will review proposals submitted through RFP processes. The process will be transparent and accountable, with eligibility requirements and funding priorities clearly articulated with the release of each RFP.

### ***Aboriginal and youth allocations***

The City serves individuals and families with a variety of complex needs and characteristics. Aboriginal people and youth who are homeless or at risk of homelessness are two of the many groups helped by City-administered programs and will be served through the implementation of the Community Plan's objectives and priorities. Due to the National Homelessness Initiative's emphasis on serving these groups and their high level of need, funding for projects targeted to Aboriginal people and youth who are homeless or at risk of homelessness will be a priority in general allocation processes.

City-administered SCPI funding for Aboriginal projects will be co-ordinated with the federal Urban Aboriginal Homelessness program (UAH) in Toronto. The Aboriginal community is currently developing a plan for the UAH program in Toronto, with the assistance of its advisory committee of Aboriginal representatives and service providers. The City will work closely with the Aboriginal organization designated to administer UAH funding and will use the UAH plan to ensure that SCPI spending on Aboriginal projects in Toronto is co-ordinated and complements the objectives of both the City's SCPI Community Plan and those of the Aboriginal community.

### ***Sustainability of projects beyond SCPI***

Sustainability continues to be an important aspect of the SCPI program. Toronto will ensure sustainability in several ways. The Community Plan emphasizes capital projects and community capacity-building. Both provide benefits beyond the three years of SCPI without recurrent funding pressures.

Large capital and programs and services project proposals will also be required to provide a sustainability plan. The plan will need to clearly outline how the project will continue (should it plan to) when SCPI funding ends. To ensure that agencies and others wishing to submit a project proposal are clear on this requirement, the City will be providing training to assist interested parties in writing their RFP's, and to understand the requirements of the SCPI program.

# Introduction

## History of SCPI

The Supporting Communities Partnership Initiative (SCPI) is a Government of Canada program first announced in December 1999. SCPI is the main component of the National Homelessness Initiative (NHI) and represents an opportunity to make strategic investments to address homelessness. The program represents the first time federal resources have been available specifically to address and alleviate homelessness in Canadian cities.

Human Resources Development Canada (HRDC) administers the program nationally, under the direction of the Hon. Claudette Bradshaw, Federal Co-ordinator on Homelessness. While different models exist across the country, a direct arrangement, with provincial concurrence, between a municipality and the Government of Canada is in place in many locations. In Toronto, the City agreed to serve as the “Community Entity” in charge of administering the program and defining local priorities, in consultation with the community, to address and alleviate homelessness.

Council approved the “Community Plan for Homelessness in Toronto” for the first round of SCPI in October 2000, and the Government of Canada through Minister Bradshaw approved the Plan in December 2000. The Community Plan was developed in consultation with community and other stakeholders, and set out the strategic directions for the local implementation of SCPI. The City began funding projects under the first round of the initiative in January 2001, and has scheduled funding to conclude by March 31, 2004. In total, the City will have allocated \$53.1 million in Toronto during the first round of SCPI. Much-needed funding went toward building transitional housing and shelters, improving service facilities, and building capacity in the homeless service system.

The continuation of SCPI was announced in the Speech from the Throne in September 2002 and in the federal budget in February 2003. A total of \$53.05 million is allocated for Toronto in the second round of the initiative. The three-year funding period will start April 1, 2003 and end March 31, 2006, overlapping the end of the first round of SCPI by one year.

## Purpose and scope of the Community Plan

This document is an updated Community Plan for the SCPI program in Toronto for the next three years. It builds on the first round of the program, and re-establishes and updates the objectives and priorities set in 2000 to reflect current challenges and opportunities. The purpose of this Plan is to guide new SCPI funding to ensure decisions are strategic and have desired impacts, and to make a real difference in the lives of Torontonians who are homeless or remain at risk of homelessness.

SCPI is one of a number of housing and homelessness programs administered by the City of Toronto. Many of these programs are discussed in sections that follow. This Plan will set out a strategy for the current round of SCPI in the context of other programs administered by the City, and services provided

within Toronto. This approach will ensure that SCPI's built-in flexibility will be used to address gaps left by other funding programs, build on the success of these programs, and strengthen the homeless service system overall.

While the City has some of the tools to address the symptoms of homelessness, including SCPI, it has a limited ability to influence the root causes of homelessness. Areas of responsibility and control that the City has little or no influence over include progressive taxation and income redistribution programs, affordable housing development subsidies, rent supplements and rent allowances, health and mental health services, addiction and related services, and settlement services. Significant funding increases or policy changes in all these areas from senior levels of government would provide the catalyst for action on a scale that is needed to address Toronto's housing and homelessness crisis.

## Policy and Funding Context

### Mayor's Homelessness Action Task Force and the Toronto Report Card

In January 1999, the Mayor's Homelessness Action Task Force released their report "Taking Responsibility for Homelessness: An Action Plan for the City of Toronto." That report proposed a comprehensive action plan to address homelessness in Toronto, including 105 recommendations directed to all levels of government and the community-based sector. The Task Force emphasized the need to focus on the root causes of homelessness, poverty and the lack of supportive and affordable housing.

According to a December 2002 progress report by the City, the majority of the Task Force recommendations have been or will be implemented. While significant action has been taken, the key barriers to resolving homelessness on the scale that is required, and so clearly identified by the Mayor's Task Force, have still not been addressed.

One Task Force recommendation called for the production of a report card to monitor homelessness to determine if it is getting better or worse, and to report on action taken by each level of government to address the issue. The City of Toronto released report cards in 2000 and 2001. Now on a two year reporting cycle, the Toronto Report Card on Housing and Homelessness 2003 was released in September 2003 at the same time as this Plan.

The 2003 Report Card shows that Toronto's stronger economy has improved life for many residents. Incomes are improving and lower interest rates have made home-ownership a reality for more people. However, the Report Card also documents a large number of people in Toronto still living in poverty. These citizens have few housing options and are largely dependent on the private rental housing market in which rents continue to rise beyond affordability. Some people, pushed to the edge, simply end up homeless.

The 2003 Report Card concludes that there has been some progress and important steps have been taken over the last few years, including the implementation of the first round of SCPI. However, the impact is incremental due to the sheer size of the problem and the limited magnitude of the response. The crisis has been many years in the making and therefore the remedy will also take time. Each level of government has contributed new resources — such as SCPI funding — that provide the first steps forward. But the level of funding provided is not on the scale required.

### Co-ordination role and existing funding programs

The Government of Ontario has designated the City of Toronto as the "Consolidated Municipal Service Manager" (CMSM) for homeless services in Toronto. The Government of Canada, through Human Resources Development Canada (HRDC), has designated the City as the "Community Entity" charged

with administering SCPI in Toronto. Both of these responsibilities, and the programs administered by the City as a result of these designations, enable the City to co-ordinate homelessness programs and services funded by all three levels of government. From this position, the City is committed to plan for effective responses, delivered in an efficient and strategic manner. With locally defined priorities and administration, SCPI will continue to be an important stream of funding that will help the City meet its commitment.

With respect to funding programs other than SCPI, the City's Shelter, Housing and Support Division administers approximately \$19 million in annual funding to community-based non-profit agencies to deliver programs and services that help people who are homeless, at risk of homelessness or marginally housed. Funding in 2002 flowed by means of five different programs, some of which are cost-shared between the City and the Province:

- ***City of Toronto Homeless Initiatives Fund (CT-HIF)***: \$6.6 million for a range of long-term projects that help people who are homeless move from the streets to shelters, move from shelters to more permanent forms of accommodation, or assists those at risk of homelessness to keep their housing. The types of activities funded through CT-HIF include street outreach, drop-in, information and referral, housing help and eviction prevention.
- ***Redirection of Emergency Hostel Funding (REHF or Hostel Redirect)***: \$6.8 million to assist people in gaining access to housing, and to provide time-limited supports once they are housed.
- ***Community Partners Program (CPP)***: \$878,000 for community-based agencies to help individuals and households obtain and retain affordable housing.
- ***Supports to Daily Living (SDL)***: \$3.6 million for housing providers to provide support services that enable hard-to-house people to live independently in the community.
- ***Off the Street, Into Shelter (OSIS)***: \$1.1 million to assist individuals in leaving the street for shelter, housing and other homeless programs and services. High-support street outreach services, which use a comprehensive case management approach, are the major thrust of this program.

The shelter system is also administered by the City and has significant municipal and provincial funding supporting its operation. This system includes emergency and transitional shelters managed by the City, but does not include abused women's shelters administered by the Province. In 2002, \$98.2 million was expended to operate the shelter system, approximately 36% of which was municipal funding, 64% provincial funding (including Redirection of Emergency Hostel Fund). In terms of capital expenditures, approximately \$11.9 million was spent on the development of new shelter beds in 2002.

More detail on existing funding programs is contained in Appendix A.

## First round of SCPI

In fall 2000, the first Community Plan for Homelessness in Toronto was produced to guide the implementation of SCPI in Toronto. The Plan drew on community consultations, service planning and the work of the Mayor's Homelessness Action Task Force. Five purpose-driven funding envelopes were developed to administer funding for the three-year life of the program:

- ***Transitional Housing:*** \$21.0 million in capital for 21 new transitional housing developments in the City. Overall, 621 new transitional or supportive housing units or bed-units will have been created.
- ***Emergency Shelters:*** \$11.5 million in capital for new development or renovations to increase the number of transitional and emergency shelter beds in the shelter system. Eight projects were developed under this envelope. A total of 455 new shelter beds were created in the first round of SCPI.
- ***Small Capital Improvements:*** \$6.0 million in capital for building improvements or acquisitions to support homelessness services and programs. In all, 104 different projects were funded through this envelope.
- ***Homeless Programs and Services:*** \$10.9 million was allocated for the delivery of program and services, or to improve the capacity of agencies to deliver programs and services. Projects include direct service delivery, protocol development, staff training and education, planning and networking initiatives, community research and needs assessments. In total, 81 projects were funded under this envelope.
- ***Community Planning and Research:*** \$700,000 in funding for research on homelessness and related service systems and practices. Both City-initiated (12 projects) and community-based research (21 projects) were supported under this envelope.

The wide variety of projects and initiatives funded has been a major success for SCPI. An assessment of SCPI undertaken through consultations and questionnaires indicated that the community viewed the program as very timely in its provision of long-needed funding to help address a number of needs and gaps within the City of Toronto's homeless service sector. In particular, community representatives said that SCPI provided funding for important projects for which there were no other funding sources.

The time-limited nature of funding, lack of ongoing program support dollars and the exclusion of SCPI funds for affordable housing projects, however, were identified by the community to have hindered the program's effectiveness in addressing homelessness in Toronto more completely. As well, the administrative requirements, reporting burden, legal agreements and delays in establishing program guidelines has made local implementation of the program challenging.

Being very conscious of the time-limited nature of SCPI, the City was careful to select projects that would provide continued benefits, or be sustainable, beyond the three years of SCPI. To this end,

investments in both large and small capital projects, capacity-building activities, and community and City-based research will all continue to have positive impacts beyond the first round of SCPI.

By March 2004, fully 72% of the first round of SCPI funding will have been spent on capital projects including the creation of new transitional and supportive housing, new shelter beds, and facility enhancements within the homeless service sector. Approximately \$3.6 million will have been spent on projects that serve Aboriginal people struggling with homelessness or precarious housing, \$4.9 million will have been spent on youth targeted projects, \$7.0 million will have been spent on projects for immigrants and refugee claimants, and \$1.3 million will have been spent upgrading facilities to better accommodate people with physical disabilities.

The City of Toronto successfully administered the first round of SCPI according to the terms and conditions of its contribution agreement with the Government of Canada. Independent auditors audited the program on two separate occasions, showing successful results both times.

## Service management initiatives

Over the past three years, the City has undertaken a number of initiatives to enhance its ability to plan for and manage homeless services. These have involved examining all government-funded projects and programs as part of the housing and homeless service system in Toronto, developing policy frameworks, organizing the system into sectors of service, conducting reviews of service sectors, developing planning strategies, and commissioning key pieces of research. Highlights of service management initiatives are listed here; more detailed descriptions are contained in Appendix B. The results of these initiatives have and will shape the implementation of the second round of SCPI.

- Community Plan for the first round of SCPI in Toronto, which is updated with this document.
- Report Card on Housing and Homelessness 2003 released in September 2003. The Report Card monitors homelessness to see if it is getting better or worse over time, and to reports on actions taken by each level of government to address the issue. Findings from the document are summarized in the preceding.
- “Strengthening the City’s Housing and Support Responses to Homelessness,” a report that outlines the magnitude of targets and funding required to meet goals identified in the Homelessness Action Task Force and the Toronto City Summit Alliance Report. This report was also considered at Council in September 2003.
- A policy framework for affordable housing development, which is a collection of adopted Council policies including Management Guidelines for the Capital Revolving Fund, Three-year Targets for Affordable Housing Development, the City’s Housing First policy, the Municipal Housing Facility Bylaw, and a framework for delivering federal and other funding through the Community Rental Housing Program.

- An updated Toronto Shelter Standards for City-operated and City-funded emergency shelters.
- Multi-year Shelter Strategy, which sets out a plan to improve the current shelter system, create new shelter beds, move toward long-term solutions, and enhance accountability measures.
- Building Condition Assessment and Replacement Reserve Study of Hostel Facilities to assess capital needs of City operated and funded shelters and assess financial costs.
- An evaluative review of housing help and eviction prevention services (generally referred to as the Housing Help Review) to assess the effectiveness of current housing help services funded through the City.
- Drop-in Sector Review, which identifies needs for the drop-in sector as a whole, from which to build strategies to strengthen the sector.
- Co-ordinated street outreach services to ensure services that are offered by different agencies covering all areas of the city.
- A performance measurement initiative to measure, co-ordinate and plan services administered through the City better, and to communicate the outcomes of these services.

The first round of SCPI also supported targeted research projects to clarify the factors contributing to the housing and homeless crisis in Toronto, and then enhance homeless programs and services. Research results will also help guide the implementation of the second round of SCPI. Funded research initiatives are outlined as follows, with more detail descriptions contained in Appendix C.

- Identification of best practice service models for working with homeless transsexuals and transgendered people using emergency shelter services.
- Documentation of design principles and built-form responses of a range of housing projects for “hard-to-house” residents.
- A comprehensive assessment of eviction trends and the impact of the *Tenant Protection Act* on eviction rates.
- Identification of effective harm reduction models for single adults and youth who are homeless or at risk of homelessness in Toronto and other areas.
- A review of the delivery and funding of primary health, mental health and addiction treatment services within the shelter system.
- A study of the demographics and incidence of immigrants and refugee claimants using the emergency shelter system, and expected use of shelters by migrants.
- Research on the characteristics of the aged and homeless population in Toronto, and an assessment of their service, program and shelter needs.

- Empirical information on rent increases and trends occurring in the private rental market through the systematic analysis of key elements and drivers of change.
- Exploration of the role of second suites in Toronto's affordable housing supply, and identification of activities to support the expansion of this housing stock.
- Exploration of the role of rooming houses in Toronto's affordable housing supply, and an examination of how regulation and support can help sustain this housing stock.
- Documentation of the experiences and outcomes of persons who identify themselves as homeless or who receive one-time financial assistance from Toronto Social Services.
- Improving access to mortgage financing for affordable housing.

## Community advisory groups and networks

The activity of a number of continuing City-sponsored community advisory groups and networks influence the planning and operations of the Shelter, Housing and Support Division. Their work also fed into the development of this Community Plan. These groups and networks include:

- Aboriginal Services Committee
- Advisory Committee on Homeless and Socially Isolated Persons
- Alternative Housing and Services Committee
- Capital Revolving Fund Reference Group
- Children and Youth Action Committee
- Homeless Health Reference Group
- Refugee Housing Working Group
- Rental Housing Advisory Committee
- Rooming House Working Group
- Toronto Seniors' Assembly
- Toronto Youth Cabinet

## SCPI Community Plan for 2003–2006

This Community Plan was updated based on information from a number of sources: the City's funding context and a review of the first round of SCPI (as discussed in the preceding), a SCPI consultation process which included community and other stakeholder discussions, National Homeless Initiative objectives, and SCPI program guidelines.

### National objectives and SCPI program guidelines

The National Homeless Initiative (NHI), of which SCPI is one component, has set objectives to guide the implementation of the federal response to homelessness. These objectives are:

- To develop a comprehensive continuum of supports to help homeless Canadians move out of the cycle of homelessness and prevent those at risk from falling into homelessness by providing communities with the tools to develop a range of interventions to stabilize the living arrangements of homeless individuals and families — encouraging self-sufficiency where possible — and prevent those at risk from falling into homelessness.
- To ensure sustainable capacity of communities to address homelessness by enhancing community leadership and broadening ownership by the public, non-profit and private sectors on the issue of homelessness in Canada.

NHI has also emphasized that funding should be available to address the needs of Aboriginal people and youth who are homeless or at risk of homelessness. Projects that target either of these groups will receive priority for funding, as discussed in sections that follow.

SCPI is a time-limited program. The current commitment by the Government of Canada for SCPI is three years starting April 1, 2003. As such, SCPI will not be employed in a manner that will result in a service void once funding expires. The program will not be used to fund activities with an indeterminate end, that will cultivate a need among people who are homeless beyond the term of the program, or that will not contribute to the alleviation of homelessness in the long-term.

### Community and stakeholder consultation process

In order to develop this updated Community Plan, the City commenced consultations through a review of the first round of SCPI. Consultations were undertaken with community agencies representing various service sectors and program areas including transitional housing, emergency shelter, drop-ins, street outreach, housing help, food security, and youth services. Participants were asked to assess the successes, challenges and impacts of SCPI, as well as to voice their opinions and lend their expertise on what they felt is still needed to address homelessness within their sector and the service system as a whole.

Based on this process, the results of SCPI-funded research on various aspects of the homelessness service system and service planning underway, the City created a consultation document that proposed a series of objectives and priorities to guide its administration of the next round of SCPI funding.

This consultation document was shared with community agencies in various forums, including a series of four open meetings held in July 2003. These meetings were an opportunity for City staff to obtain feedback on the proposed Plan's direction and to solicit new and innovative ideas. Approximately 200 people from more than 110 organizations attended the consultations. Participants represented a variety of homeless service and stakeholder agencies, including those who work with refugees and immigrants, youth at risk of homelessness, Aboriginal people, offenders and ex-offenders, victims of domestic violence, visible minorities, and people with addictions, disabilities and mental health issues. At these meetings the City also put forward for comment and input, a set of immediate priority projects to be included in the Community Plan. These projects were determined based on advice from the community and existing city funding and/or priority setting processes.

Feedback was also sought in separate meetings and discussions with agencies representing the Aboriginal community, youth-serving agencies, City Councillors or their representatives, representatives from other levels of government, the private sector and staff from other City departments. Meeting participants and other interested parties were encouraged to share additional comments outside the meetings in written form via mail, e-mail or telephone.

In addition to the broader community consultations, a Community Reference Group (CRG) was also struck to help guide the development of the Community Plan by providing specific feedback and advice. Members of the CRG were drawn from community-based groups and the private sector to help identify funding priorities, specific projects and strategies to develop partnerships to enhance the capacity of the community to address homelessness. See Appendix D for a list of CRG members.

# Plan Objectives and Priorities

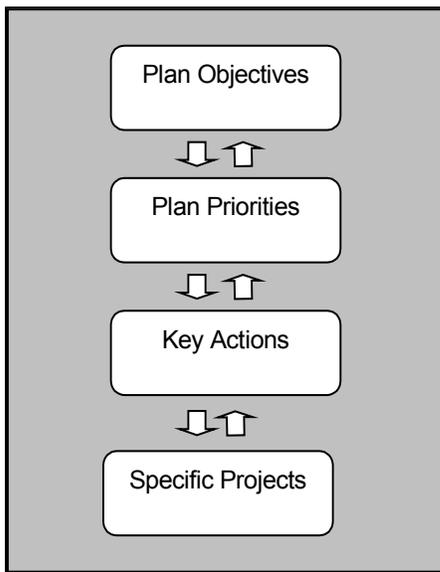
## Overview

The service delivery model for people who are homeless and people at risk of homelessness in Toronto is a continuum of services. This means that a full spectrum of services is available to help people, from crisis responses to housing services to eviction prevention. Services can be obtained at multiple points along the continuum, depending on need. To a large extent, a service continuum already exists in Toronto, but it can be better co-ordinated, provided for, and made more comprehensive.

This updated Community Plan builds on the Mayor’s Homelessness Action Task Force strategies and updates them in revised Plan objectives. These objectives are designed with the implementation of SCPI in mind, unlike the Task Force strategies, which were developed before the existence of SCPI. They build on Task Force recommendations that are most appropriately addressed through SCPI funding and the experience gained through the first round of SCPI.

The Plan also adheres to the spirit and intent of the NHI objectives, and is a reflection of local interests and priorities within the general direction set by NHI objectives. SCPI projects in Toronto will be funded

in keeping with strategic directions set at a national level by the Government of Canada.



While these revised objectives will guide SCPI investments, the City does not have all the tools and funding necessary to alleviate and reduce homelessness in Toronto, as discussed in the preceding. SCPI investments are available over a short period of time (a maximum of three years) and cannot address affordable housing shortfalls or the systemic forces driving homelessness, such as poverty. As well, the City has a limited ability to influence income supports, health-related services and settlement services.

The summary table that follows lists the six Community Plan objectives developed by the City in conjunction with community

and other stakeholders that will guide the implementation of SCPI for the next three years. These objectives and priorities will focus SCPI investments and provide direction for key SCPI-supported actions to March 2006. The Plan objectives and priorities, as well as a budget to implement each objective, are shown in a summary table. The table is followed by a more detailed description of each element.

*Community Plan 2002–2006 objectives and priorities (\$millions)*

| Objectives  | Priorities  | Funding     |
|---|---|-------------|
| 1. Build public awareness and support                                   | <ul style="list-style-type: none"> <li>a) Promote understanding of homelessness and current needs and challenges</li> <li>b) Inform the public and other stakeholders of services offered and results of government initiatives</li> <li>c) Address community issues with respect to new development</li> </ul>               | 0.5         |
| 2. Create and preserve housing options                                  | <ul style="list-style-type: none"> <li>a) Create transitional housing and housing with supports</li> <li>b) Preserve and enhance affordable housing stock</li> <li>c) Keep people housed</li> </ul>   | 24.7        |
| 3. Target capital investment in shelters and other community facilities | <ul style="list-style-type: none"> <li>a) Develop targeted shelters for high-needs groups and implement the new Toronto Shelter Standards</li> <li>b) Maintain and improve physical infrastructure of shelters and other community facilities</li> </ul>  | 11.6        |
| 4. Help people leave the streets and shelters behind                    | <ul style="list-style-type: none"> <li>a) Provide housing and shelter for high support groups</li> <li>b) Invest strategically in street outreach services</li> <li>c) Strengthen partnerships with health, mental health, addictions, detoxification and harm reduction services</li> <li>d) House people quickly</li> </ul> | 4.3         |
| 5. Create skills enhancement and employment opportunities               | <ul style="list-style-type: none"> <li>a) Support community economic development activities</li> <li>b) Enhance links with the skills development and employment sector</li> </ul>  | 3.8         |
| 6. Build capacity and sustainable partnerships                          | <ul style="list-style-type: none"> <li>a) Engage the private sector to address homelessness</li> <li>b) Build agency capacity in fundraising and partnership development</li> <li>c) Support the training of service providers on the front-line</li> <li>d) Support co-ordination and partnership activities</li> </ul>      | 3.4         |
| <b>Total</b>  |   | <b>48.3</b> |

The remaining \$4.75 million of Toronto's allocation will be used for evaluation and research, management and administration, and contingency funding where needed. Contingency funds will be used to supplement priority funding or for activities in line with objectives but yet to be defined.

## 1 Build public awareness and support

Although there are a number of housing and homeless initiatives in Toronto, there is still a large number of people who are homeless or otherwise living in poverty. Members of the public are often puzzled as to why they still see homeless people on the street notwithstanding significant spending in this area. At the same time, many people are unaware of the daily struggle experienced by many of their low-income

neighbours who are at risk of losing their housing. The City, in conjunction with community agencies and other interested parties, will improve communication with the public and other stakeholders as to the reasons why people are homeless or at risk of homelessness, what is being done about the issue, and why the City's tools to respond are limited. Raising the public's awareness and understanding about housing shortages and homelessness strengthens the entire service system when support is sought for public or private resources, locating services and policy decisions. Other stakeholders are more likely to engage in addressing the issues if they understand them from the public sector, community and individual perspectives.

Improvements in this regard will assist the City in meeting the other objectives of this Community Plan. Through SCPI, the City will develop and implement a public education strategy about housing and homelessness in Toronto that will include the following components.

### ***1.1 Promote understanding of homelessness and current needs and challenges***

The public awareness campaign will include initiatives that promote understanding of homelessness and factors that contribute to it. Effective communication vehicles will deliver messages that promote a municipal perspective with senior levels of government, and an understanding of the life circumstances of people who are homeless. One key message is that people living on the street are only one part of the homelessness picture as many more Torontonians who are under-housed or at serious risk of losing their housing are often hidden from the public eye.

### ***1.2 Inform the public of services offered and results of government initiatives***

Given the complexity of the problem, members of the general public have difficulty keeping track of the responses to homelessness and those at risk of homelessness. However, it is important that the public understands what efforts are being made, and what results they are having, in resolving the problem.

### ***1.3 Address community issues with respect to new development***

When developing a new shelter, transitional housing project or even affordable housing, it is often the case that some members of the local community oppose the development due to concerns that the development will have a negative impact on their neighbourhood. "Not In My Back-Yard" or NIMBY constitutes a major barrier to providing shelter and housing options to people who are homeless or at risk of homelessness. Through SCPI, the City will develop tools and strategies to engage the community and address the issues around developing alternative housing. Projects supported under this priority initiative may include developing community-based networks and resource materials for use by housing agencies in garnering support for specific projects.

## 2 Create and preserve housing options

People living outside or in shelters, or who are at risk of becoming homeless, need options to stabilize their lives. These options may include a temporary stay in a shelter, or a transitional or affordable housing unit. A key priority for the City of Toronto is preserving the existing range of affordable housing as well as creating new housing supply. Under this next phase of SCPI, investments will be made to support these efforts. Complementary to this objective are programs to help people stabilize their housing situations and to prevent eviction.

### 2.1 *Create transitional housing or housing with supports*

SCPI has made an important contribution to the stock of transitional housing and housing with supports in Toronto, and was made available when there was little other government funding for that purpose. For the purposes of this updated Community Plan, transitional housing and housing with supports refer to housing that is accessible to people experiencing homelessness or at risk of homelessness, where rents are affordable to tenants, and where appropriate supports are provided to tenants. The Plan will continue to make this type of housing development a priority, especially for people with high-support needs who are at risk of homelessness or who tend to stay in shelters for extended periods of time.

SCPI has the flexibility to fund different types of housing with supports, and the City has taken full advantage of this program option to develop new housing in the first round of SCPI. Housing already developed through SCPI with ongoing supports funded through a variety of sources include Ministry of Health and Long Term Care (MOHLTC) supportive housing, City-administered social housing with operating funding through the Ministry of Community, Family and Children Services (MCFCS), Violence Against Women shelters funded by MCFCS, and housing with supports funded through community agency efforts. Given that SCPI is a short-term program, long-term operating commitments from these funding sources will be key to the success in constructing transitional housing and housing with supports in the second round of SCPI.

Currently, ongoing operating and support-service funding is scarce. The lack of funding in this area is the greatest barrier to development of new transitional housing and housing with supports under SCPI. Many participants in the community consultations and the Community Reference Group emphasized this reality. The provincial Homelessness Rent Supplement Program (now called the “New Tomorrow” Rent Supplement Program), for example, assisted with transitional housing units developed under the first round of SCPI by helping to reduce the operating costs of housing with support services. However, it is not known if the provincial government will expand the program. Without additional rent supplements or a similar vehicle for operating funding, the ability of the City to reproduce first-round successes in creating new transitional housing and housing with supports will be seriously hampered.

Developing transitional housing and housing with supports will likely require a larger proportion of SCPI funding than previously, and thus fewer units may be created than in the first round of SCPI. The

projected target is to create 350 new units of housing for high-needs groups. Projects outside the downtown core will continue to be a priority. Recognizing the limited expertise and capacity of many non-profit agencies to engage in building and providing housing, SCPI will provide support to groups developing and managing transitional housing and housing with supports so as to help ensure their sustainability.

## **2.2 *Preserve and enhance existing affordable housing stock***

One of the key constraints of SCPI is that it cannot be used directly for the construction or renovation of affordable housing. The City facilitates the capital investment of affordable housing through its “Let’s Build” program, Capital Revolving Fund for Affordable Housing, development charge and fee waivers, property tax reductions and surplus land contributions through its Housing First policy. The City will also apply the new Community Rental Housing Program and ongoing Residential Rehabilitation Assistance Program to provide capital assistance to develop affordable housing. However, SCPI can facilitate the preservation and creation of affordable housing options through other means that do not involve capital development, such as addressing the financial and regulatory environment in which affordable housing is provided.

The City’s Rooming House Working Group provides advice on matters related to the rooming house sector. In the last 12 months, the Working Group has undertaken a comprehensive review of the financing, insurance, municipal regulation, taxation, and development charge issues that affect the ongoing operation of rooming houses and the development of new rooming house stock. The City will monitor the results of the Working Group’s efforts to ensure SCPI investments that relate to rooming house issues are in line with their work.

In the first round of SCPI, funding was allocated to conduct research about creating and preserving affordable housing, including rooming houses. The research will be completed in the fall of 2003, the results of which will also guide SCPI spending in this area. Research is also being conducted on the creation of second suites in Toronto. Workshops for landlords looking to create second suites were funded under the first round of SCPI. The City will closely examine the findings of research on second suites and look for ways to promote the development of this type of housing in Toronto. Second suites are a timely and cost-effective option to provide low-cost rental housing.

Key activities under this priority include addressing financial and regulatory barriers to constructing and preserving affordable housing, and engaging landlords in creating and preserving affordable housing, such as rooming houses and second suites.

## **2.3 *Keep people housed***

Eviction prevention is a priority under this objective. It is often easier to help prevent someone from losing their housing than to help them find affordable and suitable housing. In most cases, people are evicted due to financial circumstances or a lack of housing supports. A focus on eviction prevention can

help people before their situation significantly worsens. Appropriate interventions are a particularly relevant approach to the at-risk population, many of whom are newcomers to Canada.

The City already funds and delivers a number of eviction prevention initiatives. Projects funded through the Homeless Initiatives Fund, the Supports for Daily Living program and the Redirection of Emergency Hostels Fund help keep people housed through housing supports. Supports include counselling, case management, mediation, food programs, and life-skills training (see Appendix A for more detail on these programs).

Support models currently being employed could be expanded to reach more people in need. Key actions under this priority include enhancing the Rent Bank program and implementing an appropriate trusteeship program. The Rent Bank is currently funded through the City of Toronto Homeless Initiatives Fund, but SCPI funds will help offset administrative costs of the program, temporarily allowing more funds to be allocated to loans. Already in place in Toronto, both the trusteeship program and Rent Bank have been shown to be effective in preventing evictions. Options to expand approaches such as these will be explored in the implementation of SCPI.

### 3 Target capital investment in shelters and other community facilities

#### 3.1 *Develop targeted new shelters for high-need groups*

The emergency shelter system in Toronto continues to face pressures both to sustain the existing system and enhance capacity. Recent strategies and standards developed by the Shelter, Housing and Support Division will address these pressures, but will require SCPI support to do so. The revised Toronto Shelter Standards will require new shelter space to be created as new minimum space requirements are implemented. In addition, the Multi-year Shelter Strategy highlights the need to create new shelter beds for high-needs groups. The City will also consider options such as additional storage facilities for clients' belongings while they are in shelters, as well as the issue of pets. SCPI investments in the shelter system will be closely guided by the Toronto Shelter Standards and the Multi-year Shelter Strategy to create targeted shelter beds for high-needs groups, and will complement existing and future City capital funding.

#### 3.2 *Maintain and improve physical infrastructure of shelters and other community facilities*

There is limited capital funding available to keep community facilities in a good state of repair and to purchase equipment to aid in the delivery of community services. Key actions under this objective include small capital investments to improve service facilities and help purchase needed acquisitions.

Small, one-time capital investments in the drop-in, housing help, and housing and hunger sectors were welcomed under the first round of SCPI. Eligible capital projects enhance the ability of agencies to

provide food programs, access to washrooms and showers, laundry services, clothing, day shelter and to improve the general physical condition of facilities. Capital upgrades related to health and safety issues are also needed. Acquisitions will help agencies deliver services more effectively and efficiently. The investments in housing help agencies will also be guided by forthcoming recommendations in the Evaluative Review of Housing Help, Housing Access and Eviction Prevention Services.

Facilities that serve homeless people and people at risk of homelessness must often accommodate high volumes of clients, leading to high levels of maintenance that are difficult to afford within existing budgets. Small capital improvements had a positive impact on clients who use community-based services as the quality of services improved and the range of services expanded under the first round of SCPI. Such investments will continue as a priority under the new round of SCPI.

A Building Condition Assessment and Replacement Reserve Study of Hostel Facilities will highlight the need for continued and strategic investment in specific parts of the system. Some of the capital investments in shelter facilities recommended by the study will be funded through SCPI. Funding allocations will be divided between City-managed facilities and City-funded community facilities.

## 4 Help people leave the streets and shelters behind

### 4.1 *Provide housing and shelter for high-need groups*

Creating housing options for high-needs groups, developing more beds in the emergency shelter system, and providing help to support people with serious needs are a collective priority supported by SCPI investments under Objectives 1 and 2.

### 4.2 *Invest strategically in street outreach services*

Street outreach services play a crucial role in linking absolutely homeless people living outside with the larger service system. In fact, these are often the only services that people living on the street have contact with. Currently, most of the operating funding for street outreach services flows through the City of Toronto Homeless Initiatives Fund (CT-HIF) and Off the Street, Into Shelter (OSIS), two provincially funded programs administered by the City. City staff co-ordinate the administration of street outreach services. Services in this sector are delivered within defined geographic catchment areas and organized by the type of support provided (high supports or survival supports).

Key actions under this priority involve enhancing the connections between people living on the street and other service systems, such as shelter, housing, health, mental health, addiction, detoxification and harm reduction services. The foundation for more co-ordinated and enhanced relationships is an attainable goal for short-term SCPI funding. One way to achieve this goal is to facilitate partnership development between specialists in these areas and street outreach workers.

Acquisitions that support street outreach and transportation capabilities will be supported through SCPI. New purchases or upgrades of equipment to enhance transportation, communications and case management capacities of street outreach workers would be co-ordinated closely with projects currently receiving OSIS funding.

#### **4.3 *Strengthen partnerships with health, mental health, addiction, detoxification and harm reduction services***

Access to physical and mental health services is known to be difficult for many people who are homeless. Yet for many, these are the key services needed to help them stabilize their lives. Some homeless people with mental health issues have trouble getting access to psychiatric assessments and services unless they are in a crisis situation. Detoxification facilities and addiction programs are often full, and access to them is not always timely. While progress has been made regarding protocols for hospital intake and discharge of people with no fixed address, more can be done. SCPI funding will support projects that help to better co-ordinate health services with homeless services.

Capital funding will also support the development or renovation to facilities that provide detoxification and substance abuse services specifically targeted to people who are homeless. Partnership with the provincial Ministry of Health and Long Term Care (MOHLTC) and Health Canada will be sought in these initiatives. Under this priority, initial discussions have already taken place regarding the development of a new Aboriginal detoxification or addiction treatment centre in Toronto. Such a facility would assist Aboriginal people who are homeless and with addictions. The City supports the project in principle, and will continue to explore the role SCPI funding can play to make it a reality.

In addition to provincial and federal health departments, potential partner institutions for homeless health projects should include community hospitals, community health centres, health networks, specialized health service providers, and any agencies delivering health care or addiction services to people who are homeless.

#### **4.4 *House people quickly***

Once someone becomes homeless, getting him or her back into housing as soon as possible should be a priority. The shorter the time someone is using emergency services the better their chances of avoiding reliance on those services. Furthermore, people who require a transition into more permanent housing situations should have the necessary supports to do so.

An Evaluative Review of Housing Help, Housing Access and Eviction Prevention Services (referred to as the Housing Help Review) will guide the development of housing help services to improve their effectiveness and efficiency as a sector. This review will result in a strategy that will better co-ordinate and streamline housing help services in Toronto. While the implementation strategy is yet to be finalized, it will inform and guide SCPI funding in the housing help sector. As well, SCPI will financially

support the implementation strategy. This funding will be co-ordinated closely with operating funding streams for housing help services such as the Redirection of Emergency Hostels Fund, the Homeless Initiatives Fund and the Community Partners Program.

## 5 Create skills enhancement and employment opportunities

Despite their willingness to do so, many people who are homeless have difficulty entering the traditional job market. Employers may not hire them for a variety of reasons, including low levels of education, skills not being valued by the labour market and mental health or addiction issues. They may not appear presentable in the workplace and may face discrimination based on their current situations. Community economic development (CED), social purpose enterprise, skills enhancement and employment readiness programs targeted to people who are homeless can be effective in giving participants opportunity in a way traditional employment services are not able to.

### 5.1 *Support community economic development activities*

The Toronto Homeless Community Economic Development Program has been highly successful in this area. The program is co-ordinated by the United Way of Greater Toronto, and provides technical and financial support to CED projects and social enterprises. Funding partners include the provincial Ministry of Community, Family and Children’s Services and the City of Toronto (in part through the first round of SCPI and in part through City of Toronto Homeless Initiatives Fund allocations), Human Resources Development Canada and private partners. The program has existed for three years and commitments have recently been renewed.

SCPI will enhance the City’s contribution to the Toronto Homeless Community Economic Development Program. This increase in funding will allow the program to support agencies to develop new social-purpose enterprises, enhance the operations of existing projects supported through the program, and facilitate new and enhanced partnerships with local businesses.

### 5.2 *Enhance links with the skills development and employment sector*

Skills development and job readiness programs play an important role in helping people who are ready to get back into the labour market. Great strides have been accomplished in this area, particularly dealing with street youth. The City would like to continue efforts that enhance access of people who are homeless to skill development and pre-employment programs, and will support projects that do so through SCPI. One example of projects that will be supported is the Street Involved Youth Project (SIYP).

## 6 Build capacity and sustainable partnerships

The homeless service system in Toronto has grown to respond to the complicated needs of the people it serves. As the Consolidated Municipal Service Manager for provincially funded homelessness services in

Toronto, the City will continue to build capacity in the service delivery system. As well, it is important that the private sector have a role and that it support existing efforts in this area.

### ***6.1 Engage the private sector to address homelessness***

The role of the private sector in addressing homelessness can be expressed through advocacy efforts, in-kind contributions and financial sponsorship. However, it is often difficult for the private sector to engage in creating solutions, as they are often unaware of how they can help. Similarly, agencies and non-profit organizations are unfamiliar with the needs of private sector funders. The City will develop a strategy to engage the private sector around interests common to all parties. The strategy will involve the City taking a proactive role in linking agencies with potential funders and partners, and encouraging matching dollars from other funders and donors. The strategy will help deepen the commitment of funders and partners already involved in addressing homelessness, and facilitate the creation of new relationships among interested parties.

### ***6.2 Build agency capacity in fundraising and partnership development***

Strengthening the service system includes helping agencies establish long-term and sustainable funding arrangements and broaden their financial base. SCPI-related activity and investments can help in this area. While these activities will not solve the problem of a lack of long-term funding for housing and homeless services, they may help alleviate it.

Partnership development means establishing relationships with potential funders or partners that can contribute to projects in meaningful ways. Partnerships with the private sector will be specifically encouraged in this round of SCPI, including those with corporations, business organizations, private interests, unions and private foundations. Partnerships may also be forged with government institutions or large, traditional funders such as the United Way or Trillium Foundation. Finally, partnerships may be established with other service agencies that enhance the co-ordination and effectiveness of services.

To address this priority, SCPI funding will support agencies by providing tools and resources to build their capacity to fundraise and develop partnerships. This support may include training and fundraising tools or resources to access expertise with links to private sector stakeholders.

### ***6.3 Support the training of service providers on the front-line***

One key issue identified by community-based service agencies is the complexity of challenges clients face, and the fact that front-line staff often feel poorly equipped to help them. For example, the city's West-end and East-end Drop-in Networks have identified the need for appropriate training for new front-line staff. In response, new programming at the Toronto Hostels Training Centre has been developed in co-operation with the West-end Drop-in Network. SCPI will be applied to support training efforts for a variety of homeless serving sectors.

#### **6.4 Support co-ordination and partnership activities**

Service co-ordination will be enhanced by continuing to support networks among service providers, improving partnerships within City divisions, improving partnerships with the food security sector and improving partnerships with health-related services. As well, services provided through networks and partnerships will be made a priority.

One example of a service sector co-ordination project is the development of the West-end and East-end Drop-in Networks supported under the first round of SCPI. These networks have produced meaningful results such as improving the awareness of effective practices and co-ordination among drop-ins. As well, participating organizations have effectively articulated the needs of the drop-in sector as a whole. In the new round of SCPI, funding similar initiatives will be considered a priority.

Hunger is a stark reality for people who are homeless or who are at risk of homelessness, and too many Toronto tenants spend the majority of their income on rent. Solutions aimed at increasing access to food can come from partnerships with community-based food security agencies that may not have traditionally worked with people who are homeless. Therefore, one new SCPI priority will be to fund food security initiatives that improve access to safe, nutritious and affordable food for people who are homeless.

# Plan Implementation

## General allocation processes

Some of the feedback the City heard about the funding allocation process in the previous round of SCPI was that the application procedure was complicated, timelines to respond to Requests for Proposals (RFP's) were too short the time lag between application and the flow of funds was lengthy, and reporting was onerous. Improvements to the process will be made wherever possible. The time period to respond to RFP's will be extended, funding applicants will be offered support, steps will be taken to speed the flow of funding, and required reporting will be rationalized where possible. However, it should be noted that HRDC sets the overall funding requirements and their guidelines and timelines often drive the City's work.

Three distinct funding allocation approaches will be used as appropriate: immediate priority projects, open RFP's and targeted RFP's. Toronto City Council approval is required for each project, regardless of the approach used.

- **Immediate priority projects:** These projects have been selected through existing City funding or priority setting processes, as projects proposed or approved in the first round of SCPI which meet the objectives of this Plan, and as projects identified as strategic investments through consultation, research and service planning.
- **Targeted RFP's:** In cases where a specific initiative is identified but the most appropriate agencies or consultants to carry out the project have not been identified, a targeted RFP will be issued.
- **Open RFP's:** Funding through open RFP's would be allocated when agencies respond with specific project proposals within the parameters of Plan priorities.

Teams of City staff from Shelter, Housing and Support and other City divisions, representatives from other funding bodies such as the United Way, the Government of Ontario, the Government of Canada and others as appropriate will review proposals submitted through RFP processes. The process will be transparent and accountable, with eligibility requirements and funding priorities clearly articulated with the release of each RFP.

Once the review teams select projects for funding, recommendations are made to the Community Services Committee of Toronto Council and to Toronto City Council as a whole for approval. Upon approval, agreements with project sponsors can be executed, and funding would be advanced shortly after.

In some cases, an alternative to the RFP process will be used to select projects for recommendation to Committee and Council. Similar to Immediate Priority Projects, these projects will be identified through priority setting processes, and projects identified as strategic investments through consultation, research

and service planning. For example, shelter improvement projects will be identified through the Building Condition Assessment and Replacement Reserve Study of Hostel Facilities, and funded as appropriate if approved by Council.

### ***Sustainability of projects beyond SCPI***

Sustainability continues to be an important aspect of the SCPI program. Toronto will ensure sustainability in several ways. The Community Plan emphasizes capital projects and community capacity-building. Both provide benefits beyond the three years of SCPI without recurrent funding pressures.

Large capital and programs and services project proposals will also be required to provide a sustainability plan or wind-down strategy. For those projects that will be completed within the timeframe of SCPI, a strategy that indicates how the project will progress to its end-date and how the removal of the service/project (if applicable) and SCPI funds will be accommodated. In the case of a sustainability plan, the plan will need to clearly outline how the project will continue (should it plan to) when SCPI funding ends. To ensure that agencies and others wishing to submit a project proposal are clear on this requirement, the City will be providing training to assist interested parties in writing their RFP's, and to understand the requirements of the SCPI program.

### ***Timelines for 2003–2004***

Given the short-term nature of the SCPI program, the City will focus on allocating as much of the resources available through SCPI as possible in the first year. In particular, the City will emphasize a timely release of funds for approved large capital projects in order that there be sufficient time to complete them. For operating projects, the City will seek approvals for two years of funding, conditional on a successful review after one year. A proposed timeline for the first year of the second phase of SCPI follows.

*Proposed first-year timeline*

| Process   | Estimated timeline    |
|---|-----------------------|
| Community Plan to Toronto City Council (including immediate priority projects) for approval | Fall 2003             |
| Community Plan to National Homelessness Initiative (Ottawa) for approval                    | Fall 2003             |
| Signing of the SCPI agreement between the City and HRDC                                     | Fall 2003             |
| Funding for immediate priority projects begins  | Fall-winter 2003-2004 |
| Targeted RFP processes for specific priorities  | Fall-winter 2003-2004 |
| Open RFP process for small capital and homeless services                                    | Fall 2003             |
| First RFP process for transitional housing and housing with supports                        | Fall 2003             |
| RFP process for new shelter development   | Winter 2003-2004      |
| Specific project recommendations to Toronto Council for approval                            | Spring 2004           |
| Funding for approved projects begins  | Spring 2004           |
| Second RFP for transitional and housing with supports                                       | Winter-spring 2004    |

## Aboriginal and youth allocations

The City serves individuals and families with a variety of complex needs and characteristics. Aboriginal people and youth who are homeless or at risk of homelessness are two of the many groups helped by City-administered programs and will be served through the implementation of the Community Plan's objectives and priorities. Due to the National Homelessness Initiative's emphasis on serving these groups and their high level of need, funding for projects targeted to Aboriginal people and youth who are homeless or at risk of homelessness will be a priority in general allocation processes.

City-administered SCPI funding for Aboriginal projects will be co-ordinated with the federal Urban Aboriginal Homelessness program (UAH) in Toronto. UAH funding is intended to facilitate the development of an integrated, culturally appropriate and community-driven service delivery system to address Aboriginal needs. The Aboriginal community is currently developing a plan for the UAH program in Toronto, with the assistance of its advisory committee of Aboriginal representatives and service providers. The City will work closely with the Aboriginal organization designated to administer UAH funding and will use the UAH plan to ensure that SCPI spending on Aboriginal projects in Toronto is co-ordinated and complements the objectives of both the City's SCPI Community Plan and those of the Aboriginal community.

The City will track and report on all expenditures to both youth and Aboriginal projects throughout the funding period.

## City administration

The Let's Build program of Shelter, Housing and Support will co-ordinate funding for the development of transitional housing and housing with supports. Let's Build is the City's "one window approach" to assist in the development of affordable and transitional housing. It was launched in 2000, following an approach recommended in the Mayor's Homelessness Action Task Force. The City's stated strategy in Let's Build is to bring together funding from the City and other levels of government with equity from the private and non-profit/philanthropic sectors. SCPI is one of the funding sources Let's Build draws on to develop transitional housing and housing with supports. Let's Build staff will continue to work with staff from Toronto Urban Development Services to expedite transitional housing applications as a corporate priority under the Streamlining the Application Review (STAR) process. As well, Let's Build will co-ordinate new development with the Social Housing unit of Shelter, Housing and Support.

All SCPI investments in the emergency shelter system will be co-ordinated by the Toronto Hostel Services unit of Shelter, Housing and Support. Similarly, the Partnership Development and Support unit of the division will co-ordinate initiatives related to public awareness and support.

The SCPI team in Shelter, Housing and Support will be responsible for administering all funding related to housing and homeless services excluding transitional housing capital projects and investments in the shelter system. This includes operating, one-time and small capital projects.

## Ongoing stakeholder consultation

Consultation with community and other stakeholders will continue after the Community Plan is approved and throughout the current term of SCPI. Meetings will continue with the Community Reference Group. A roundtable will be convened with other funders including the United Way. Meetings will be held with groups of Aboriginal and youth service agency representatives. Initiated as part of the process to develop the Community Plan, meetings will continue with representatives from other levels of government on a regular basis to discuss the implementation of the Plan and other issues in common.

## Immediate Priority Projects

Approving immediate priority projects along with this updated Community Plan will maximize the time available to operationalize these projects. In particular, immediate approvals will permit certain large capital projects already identified to be completed within the SCPI timeframe. The following table lists the immediate priority projects recommended for approval under each Plan objective, in turn followed by a detailed description of each project. Together, the immediate priority projects account for \$15.5 million, leaving \$32.8 million (more than two-thirds of the total SCPI allocation to Toronto).

*Immediate priority projects (\$millions)*

| <b>Objectives</b>   | <b>Projects</b>   | <b>Allocations</b> |
|---|---|--------------------|
| <b>1. Build public awareness and support</b>                                    | Total   | 0.5                |
|   | Public awareness and support strategy                                 | 0.5                |
|   | <b>Remaining</b>  | <b>0.0</b>         |
| <b>2. Create and preserve housing options</b>                                   | Total   | 24.7               |
|   | Rouge Valley housing with supports                                    | 1.5                |
|   | Salvation Army City Core  | 1.5                |
|   | Sojourn House   | 0.9                |
|   | Youth Clinical Services transitional housing for youth                | 2.0                |
|   | <b>Remaining</b>  | <b>18.8</b>        |
| <b>3. Target capital investments in shelters and other community facilities</b> | Total   | 11.6               |
|   | Mixed adult shelter at 1161 Caledonia Rd.                             | 0.6                |
|   | Eva's Satellite youth shelter   | 1.4                |
|   | Women's Residence harm reduction (Lounge Program) expansion           | 0.8                |
|   | <b>Remaining</b>  | <b>8.8</b>         |
| <b>4. Help people leave the streets and shelters behind</b>                     | Total   | 4.3                |
|   | Native Child and Family Services transitional housing for young women | 0.5                |
|   | Rent Bank enhancement   | 0.4                |
|   | Trusteeship program pilot   | 0.3                |
|   | <b>Remaining</b>  | <b>3.1</b>         |
| <b>5. Create skills enhancement and employment opportunities</b>                | Total   | 3.8                |
|   | Street Involved Youth Program (SIYP)                                  | 1.1                |
|   | Toronto Homeless CED program  | 1.3                |
|   | <b>Remaining</b>  | <b>1.5</b>         |
| <b>6. Build capacity and sustainable partnerships</b>                           | Total   | 3.4                |
|   | Interpretation services pilot   | 0.4                |
|   | Partners for Access and ID Program (PAID)                             | 1.1                |
|   | Private sector engagement strategy                                    | 0.5                |
|   | Shelter Management Information System                                 | 0.4                |
|   | Agency staff training   | 0.3                |
|   | <b>Remaining</b>  | <b>0.7</b>         |
| <b>Total</b>  | Total   | 48.3               |
|   | Immediate Priority Projects   | 15.5               |
|   | <b>Remaining</b>  | <b>32.8</b>        |

### ***Objective 1: Build public awareness and support***

#### **Public awareness and support strategy**

As outlined in the preceding, a public awareness and support campaign is planned under SCPI. The campaign will:

- a) promote understanding of homelessness and current needs and challenges
- b) inform the public and other stakeholders of services offered and results of government initiatives, and
- c) address community issues with respect to new capital development projects.

The first phase of the project will be to develop the strategy components, which include elements of the larger public education campaign, and to develop tools to facilitate community engagement and support for capital projects.

Once the components are defined, private and community expertise in this area will be contracted through one or more targeted RFP processes. The strategy will be proactive and wide-ranging. All key messages developed through the strategy will be co-ordinated with the City's Corporate Services Division. The full strategy will be implemented within SCPI timelines. A maximum of \$500,000 in SCPI funding will be used to fund the public awareness, engagement and support strategy.

### ***Objective 2: Create and preserve housing options***

#### **Rouge Valley Health Services: housing with supports**

This project is a 30-unit supportive housing development on a City-owned site for people with severe mental illness. Also on the site would be parking for the adjacent Seven Oaks Homes for the Aged facility. The City has agreed to provide the land, located at the corner of Ellesmere Road and Neilson in Scarborough Southeast Ward 43, on a long-term lease basis. SCPI funds in the amount of \$1.5 million will be allocated to develop this housing within SCPI timelines, conditional on meeting all due diligence requirements.

#### **Salvation Army City Core: transitional housing**

In June 2002, Council approved \$2.0 million toward the cost of the Salvation Army's City Core project, which includes the construction of 100 transitional bachelor housing units. The Salvation Army has owned the site at Jarvis and Shuter Sts. for many years. The City Core project will be the key downtown centre of consolidated services for the Salvation Army. It includes the demolition and rebuilding of the residential recovery treatment centre (Harbour Light) currently on the site, 100 units of transitional housing for people who are homeless and the development of extensive program space to support the

previous two components and other Salvation Army programs. The total cost of the project is estimated at \$15.6 million.

Due to the complexity of the overall project and the approvals needed by various funders, the Salvation Army is now expecting to start construction of the transitional housing units in January 2004 and not earlier as planned. As a result, it is recommended that funding from the first round of SCPI cover predevelopment costs to a maximum of \$500,000, and construction costs to a maximum of \$1.5 million be allocated from the second round of SCPI.

#### **Sojourn House: shelter and transitional housing for refugees**

Toronto Council approved the MUC Shelter Incorporated (Sojourn House) project in November 2002 for a total of \$3.0 million from the first round of SCPI, to develop 50 shelter beds and 52 units of transitional housing for refugee families and singles. Approximately \$2.1 million in SCPI funds has been advanced to purchase the land for the project and to cover pre-development costs.

However, in March 2003, the section of the City's Municipal Shelter Bylaw that granted Sojourn House and three other projects exemption from the new bylaw on the basis that they were already in progress, was appealed to the Ontario Municipal Board (OMB). An OMB hearing on the Municipal Shelter Bylaw is being heard in September/October 2003, which will cause a significant delay to this project. It is recommended that up to \$900,000 be earmarked for the construction phase of this project from the second round of SCPI. SCPI I will fund the predevelopment costs.

#### **Youth Clinical Services: transitional housing project for youth**

In response to an RFP in the first round of SCPI, Youth Clinical Services submitted a proposal for a transitional housing project at 1900 Sheppard Av. W., a City-owned site. The housing will be for single and family youth from the surrounding area who are homeless or at risk of homelessness. Appropriate support services will be provided to the residents. The project was recommended for \$1.6 million in funding from the first round of SCPI in January 2002. After several delays, the project is now ready to proceed in co-development with a new library on the site. As an immediate priority project, Youth Clinical Services will be allocated \$2.0 million in funding from the second round of SCPI. The increased allocation is based on cost increases incurred due to the delay of the project and the co-development of the site with the library.

### ***Objective 3: Target capital investments in shelters and other community facilities***

#### **Mixed adult shelter**

The Bethlehem United Church (Apostolic) has proposed a 60-bed mixed adult shelter at 1161 Caledonia Rd.. The sponsoring agency owns the land proposed for development and is requesting \$600,000 in SCPI

funds, conditional on meeting all due diligence requirements. The creation of new beds in the shelter system for mixed adults and couples was recommended in the City's Multi-year Shelter Strategy.

#### **Eva's Satellite youth shelter**

A project for a youth shelter has been identified from the previous round of SCPI. A new home for Eva's Satellite will be funded in part through new SCPI funding. The proposed site for the 40-bed shelter is 6 Canterbury Av. in Willowdale. The new site will replace the existing facility (a temporary 30-bed shelter) and provide additional programming space for youth at the shelter. Should all due diligence conditions be met, SCPI funding for this project is earmarked at \$1.4 million.

#### **Expansion and relocation of harm reduction program for single adult women**

The Lounge Program at Women's Residence, a City-operated emergency shelter, is currently a 15-bed harm reduction program for women struggling with substance use and mental health issues. The program has shown to be effective at bringing single women in from dangerous situations and stabilizing their lives in order that they can begin to deal with the complexity of their problems. It is a priority to relocate this program to a new facility and increase the program to 30 beds. The current 15 beds at Women's Residence will be absorbed into the general shelter program. A maximum of \$800,000 in SCPI funding will be used to help create the new facility, conditional on all due diligence requirements being met. A site search is underway.

### ***Objective 4: Help people leave the streets and shelters behind***

#### **Native Child and Family Services: transitional housing project for young Native women**

This project entails two years of operating funding for a pilot project providing transitional housing and support for young Aboriginal women and their children, who are homeless or at risk of homelessness. The capital costs for this project were funded by HRDC's youth funding under the first round of SCPI. The total SCPI contribution to Native Child and Family Services for the project will not exceed \$500,000.

#### **Rent Bank enhancement**

The Rent Bank program in Toronto is funded through the City of Toronto Homeless Initiatives Fund and is operated by Neighbourhood Information Post in conjunction with six other housing help centres. Through the program, working poor families experiencing a temporary financial setback are eligible for a loan to pay outstanding rent. In this second round, SCPI funding would offset the administration costs of the program that are currently funded through CT-HIF. The resulting savings would be used to enhance the existing loan fund. As well, SCPI funding will temporarily enhance the administration funding level to reflect an increased number of clients due the larger loan fund. The total SCPI

contribution to Neighbourhood Information Post for the rental assistance program will not exceed \$400,000.

### **Trusteeship program pilot**

Trusteeship programs are often an effective eviction prevention approach for people at risk of homelessness struggling with money management, often as a result of addictions or mental illness. Trusteeship programs referred to here are voluntary and introduce an intermediary between an individual and their finances. The intermediary assists the individual in budgeting for essentials and helps them control their access to cash. Trusteeship programs are already funded in Toronto but SCPI will facilitate the expansion of this approach. As well, SCPI support will facilitate the development of partnerships to help sustain the program after SCPI ends.

The first stage of the project will involve setting up a reference group of various stakeholders, developing a program design, developing tools to implement a trusteeship service, designing an administrative system to support the program and developing a sustainability strategy. Possible stakeholders include the Ontario Ministry of Community, Family and Children's Services (MCFCS), other City divisions, established financial institutions, and agencies with experience in delivering trusteeship programs. Should this stage of the project require external expertise, a targeted RFP will be issued to select a consultant or agency to help develop the program. The cost of this phase of the project will not exceed \$30,000.

The second stage will involve implementing the trusteeship program. A targeted RFP will invite eligible and qualified community agencies interested in delivering the trusteeship program. Establishing working partnerships with other stakeholders will be encouraged in the process. Successful proponents will be funded to deliver the program to March 2006. The total SCPI contribution for the trusteeship program, including the first phase of the project, will not exceed \$330,000.

## ***Objective 5: Create skills enhancement and employment opportunities***

### **Street Involved Youth Program**

One effective project supported through the first round of SCPI was the Street Involved Youth Program (SIYP). An experienced youth-serving agency, Youthlink, works to develop relationships with street-involved youth, help them make positive life choices, and help ready them for the labour force through classes and training. The City will contribute \$1.1 million in SCPI funding to the program for the period April 1, 2004 to March 31, 2006, contingent on an acceptable sustainability or wind-down plan and a successful staff review after one year.

### **Toronto Homeless Community Economic Development Program**

As mentioned in the preceding, the Toronto Homeless Community Economic Development Program has been highly successful in developing community economic development and social purpose enterprises accessible to people who are homeless or at risk of homelessness. Partners in the program include the United Way of Greater Toronto, the Ministry of Community, Family and Children’s Services, the City of Toronto (through CT-HIF), and Human Resources Development Canada. The current budget for the program is \$1.2 million. If approved, the City will negotiate a budget and work plan with the United Way and the Funders Group for this project. The current budget of the Toronto Homeless Community Economic Development Program will be enhanced by up to \$1.25 million in SCPI funding over the next two years.

### ***Objective 6: Build capacity and sustainable partnerships***

#### **Interpretation services pilot**

Many of the clients of homeless service programs, including shelters, face difficulty getting appropriate services due to language barriers. While some agencies have the capacity to overcome these barriers, others often find themselves unable to assist certain newcomers in need. Through SCPI-supported efforts, the City will explore and implement a practical model for providing accessible interpretation services for agencies.

The City will engage with relevant stakeholders to determine what and where services are needed, and delivery models that will work in the Toronto context. Should this stage of the project require external expertise, a targeted RFP will be issued to select a consultant or agency to assist in the development the program. The cost of this phase of the project will not exceed \$30,000.

When a suitable model is developed for the local context, it will be implemented as quickly as possible to gain as much benefit as possible during the SCPI timelines. A targeted RFP will invite eligible and qualified community agencies interested in delivering the interpretation services to respond.

Establishing working partnerships with other stakeholders will be encouraged in the process. Successful proponents will be funded to deliver the program to March 2006. The City will work with relevant federal and provincial stakeholders to address sustainability issues related to the project to facilitate its longevity when the SCPI funding expires. The total SCPI contribution for this project, including the costs of program development, will not exceed \$400,000.

#### **Partners for Access and Identification Program**

Partners for Access and Identification Program (PAID) has been supported through SCPI since 2000. This project helps to ensure homeless people have access to health care, pension benefits and other sources of income, and other critical services. Homeless people must often cope with lost or stolen identification. They cannot gain access to basic services without ID or find employment without a Social

Insurance Number. Seven outreach workers across the City help people obtain identification such as birth certificates, landed papers, health cards, convention refugee letters, refugee eligibility letters, Indian status and Social Insurance Numbers. This project is currently under evaluation, but will be supported through SCPI should the evaluation show positive results. If this is the case, the City will contribute \$1.1 million in SCPI funding to the program for the period April 1, 2004 to March 31, 2006, contingent on an acceptable sustainability or wind-down plan and a successful review after one year.

### **Private sector engagement strategy**

As discussed in the preceding, the City will work with private business and agency representatives to develop a strategy to engage the private sector around interests common to all parties. The strategy will involve the City taking a proactive role in linking agencies with potential funders and partners, encouraging matching dollars and contributions from other funders and donors, and helping agencies in building capacity in fundraising and partnership development. This strategy will be closely linked to the public awareness and support strategy discussed previously.

The first phase of the project will be to develop the strategy components, which include elements to engage the private sector and to provide resources to agencies wanting to develop fundraising capacity and enhance their partnerships with the private sector and other potential sponsors.

Once the components of the strategy are defined, one or more targeted Requests for Proposals will be used to select and fund private and community expertise in this area. The strategy will promote partnerships and link potential partners with each other. It will provide tools and resources for agencies to engage in partnership development. It will also help some SCPI projects broaden their financial base and become sustainable beyond the current SCPI timeline. A maximum of \$500,000 in SCPI funding will be used to fund the private sector engagement strategy.

### **Shelter Management Information System (SMIS)**

Shelter, Housing and Support is currently developing a Shelter Management Information System (SMIS) to enhance its ability to manage administration and service delivery within the shelter system. SMIS will support a variety of operational, policy and reporting functions. The City of Toronto has negotiated a partnership with the National Homeless Initiative to support the project, including a cost-sharing arrangement. Final project costs are estimated at \$3.6 million. Apart from the federal contribution discussed in the preceding, SCPI funds not exceeding \$400,000 will be used to support the project. A report regarding SMIS was submitted to September 2003 Administration Committee of Toronto City Council.

### **Agency staff training**

Training for front-line staff in agencies serving homeless people and those at risk of homelessness will be an immediate priority project. The priority training projects will be directed at staff providing services in drop-ins and housing help programs. Training needs have already been identified in both these service sectors through collaborative agency efforts in both sectors.

Representatives of the drop-in sector have worked through the Drop-in Network structure to develop a funding proposal to develop and implement a drop-in staff training curriculum. They are requesting funds for curriculum development, training costs and backfill costs. It is recommended that City staff negotiate a budget for drop-in training up to a maximum of \$150,000 over two years. St. Stephen's House will be the trustee for the funding.

The agency that delivered extensive training to housing help workers through the first round of SCPI has also developed a plan to address the ongoing training and resourcing needs in this sector. A detailed budget and workplan will be negotiated with the agency, Resources Exist for Networking and Training (RENT) up to a maximum of \$150,000 over two years.

In addition to these specific sector-wide training strategies, other training initiatives can be proposed through open RFP's.

## Conclusion

The Supporting Communities Partnership Initiative (SCPI) is a flexible short-term funding program that allows the City of Toronto to respond creatively and strategically to the problem of homelessness. The initiative is 100% funded by the Government of Canada, and administered locally by the City of Toronto. Its continuation represents a renewed opportunity to assist the community in helping people who are homeless or at risk of homelessness. The Community Plan sets out a strategy for SCPI to build public awareness and support, create and preserve housing options, target capital investments in service facilities, help people leave the streets and shelters behind, create skills enhancement and employment opportunities, build capacity and sustainable partnerships. Short-term or one-time investments will be targeted to have long-term impacts on the service system in Toronto. Through SCPI, our capacity to address and alleviate homelessness will be strengthened.

To maximize the time available within the current SCPI term, the Plan outlines a number of immediate priority projects for approval along with the Plan. The approval of these projects will allow funding to start under the renewed program, and for projects to begin as soon as possible. These projects have already been selected through existing City funding or priority-setting processes and consultations with the Community. They are effective projects approved in the first round of SCPI which meet the objectives of this Plan, or are projects identified as strategic investments through consultation and service planning. If approved, these projects represent close to one-third of the SCPI funding allocated to Toronto.

## Appendices

### Appendix A: Existing funding programs for homelessness and prevention services

#### *Funding overview*

The following table lists the 2002 actual operating expenditures for broad categories of homelessness programs and services administered by the City of Toronto. Shelter-related costs include emergency and transitional shelters managed by the City, but do not include abused women’s shelters administered by the Province. The table does not include costs related to providing social housing or developing affordable housing, although they are key elements in the continuum of services in Toronto. As well, it does not include SCPI capital expenditures for transitional housing, the shelter system and improvement to community agency facilities. Please note that 2003 expenditures may vary.

#### *Shelter, Housing & Support operating expenditures (\$million, 2002 actual)*

|                                     | City (net)  | Provincial  | Other      | Federal    | Total        |
|-------------------------------------|-------------|-------------|------------|------------|--------------|
| Shelter per diems and related costs | 32.4        | 51.4        | 1.0        | 0.0        | 84.8         |
| Supportive housing (boarding homes) | 1.1         | 5.5         | 0.0        | 0.0        | 6.6          |
| <b>Homeless services</b>            |             |             |            |            |              |
| Shelter-based access to housing     | 1.4         | 5.4         | 0.0        | 0.0        | 6.8          |
| City/provincial programs            | 4.2         | 10.6        | 0.0        | 0.0        | 14.8         |
| SCPI homeless programs and services | 0.0         | 0.0         | 0.0        | 3.5        | 3.5          |
| Administration                      | 5.4         | 0.0         | 0.0        | 0.0        | 5.4          |
| <b>Total</b>                        | <b>44.6</b> | <b>72.9</b> | <b>1.0</b> | <b>3.5</b> | <b>121.9</b> |

In addition to these expenditures, Toronto Social Services through its Ontario Works program allocated approximately \$10.5 million in 2002 to a Shelter Fund to assist families on social assistance who need financial assistance to move from shelters into housing or stabilize their housing. A complete analysis of expenditures on affordable housing, prevention and support responses and homelessness services in the City of Toronto is contained in the staff report “Strengthening the City’s Housing and Support Responses to Homelessness”, which was approved by Toronto City Council at the same time as this updated Community Plan.

#### *Community grant programs*

Shelter, Housing and Support administered \$19.0 million in funding in 2002 to community-based non-profit agencies (\$3.7 million in City funding and \$15.3 in provincial funding). This funding was used to deliver programs and services that help persons who are homeless, at risk of homelessness or marginally

housed. A total of 201 projects are funded with the amount of funding per project varying from \$10,000 up to \$975,000. This funding flows through five different streams, which are cost-shared with the Government of Ontario:

- City of Toronto Homeless Initiatives Fund (CT-HIF)
- Redirection of Emergency Hostels Fund (REHF or Hostel Redirect)
- Community Partners Program (CPP)
- Supports to Daily Living (SDL)
- Off the Street, Into Shelter (OSIS)

The following table lists the dollar amounts under each funding stream, the number of projects it funds, and the number of organizations receiving funding.

***Community grants (\$million, 2002 actual)***

|              | City       | Province    | Total       | Projects   | Organizations |
|--------------|------------|-------------|-------------|------------|---------------|
| CT-HIF       | 2.3        | 4.3         | 6.6         | 120        | 80            |
| REHF         | 1.4        | 5.4         | 6.8         | 48         | 37            |
| CPP          | nil        | 0.9         | 0.9         | 10         | 10            |
| SDL          | nil        | 3.6         | 3.6         | 13         | 13            |
| OSIS         | nil        | 1.1         | 1.1         | 10         | 9             |
| <b>Total</b> | <b>3.7</b> | <b>15.3</b> | <b>19.0</b> | <b>201</b> | <b>149</b>    |

**City of Toronto Homeless Initiatives Fund (CT-HIF)**

CT-HIF contains \$6.6 million in funding, of which \$4.3 million comes from the Provincial Homeless Initiatives fund and \$2.3 million comes from the City. Community Initiatives of the Shelter, Housing and Support Division administers CT-HIF funding to 120 projects that operate out of 80 community-based non-profit agencies.

CT-HIF is one of the City’s grants programs for community agencies that work with homeless people or prevent vulnerable people from becoming homeless. CT-HIF funds a range of long-term projects that help homeless people move from the streets to shelters, move from shelters to more permanent forms of accommodation, or assist those at risk of homelessness to retain their housing. The types of activities funded through CT-HIF include outreach initiatives, drop-in centres, information services, housing help and eviction prevention initiatives.

**Redirection of Emergency Hostels Fund (REHF or Hostel Redirect)**

In total, \$6.8 million was allocated under REHF or Hostel Redirect in 2002 of which \$5.4 million comes from the Province and \$1.4 million comes from the City. Hostel Redirect funds three major programs. The first is Project Going Home. This voluntary program operated by a community agency assists

homeless individuals in shelters and on the street to return to their home community if they can demonstrate that they have a permanent address to return to.

The second program funded is Housing Access and Support Services (formerly known as Housing Matchmaker project). This program is also operated by a community agency and provides co-ordinated housing support and follow up with single youth and adults who have been living in the shelter system for more than one year. Staff track and continue to work with individuals who move from shelter to shelter or from shelters to the streets and back again.

The final program is the Housing/Community Follow-up Worker program. This program places Housing and/or Community Follow-up workers in each emergency shelter in Toronto. The program provides the intensive one-on-one support required to help shelter clients obtain and retain housing.

### **Community Partners Program (CPP)**

CPP initially operated as a provincial program providing funding to community-based agencies to help individuals and households obtain and retain affordable housing. Administration of CPP was transferred to the City in January 2000. CPP continues to be funded by the Province, which establishes the overall funding envelope. CPP contains \$878,000 in funding, all of which comes from the Province. The Community Initiatives unit of Shelter, Housing and Support administers CPP funding to 10 projects that operate out of 10 community-based non-profit agencies.

### **Supports to Daily Living (SDL)**

The Province funded the SDL program for many years but transferred administration to the City on January 1, 2000. The program allows some housing providers to provide support services that enable people with special needs to live independently in the community.

SDL continues to be funded by the Province, which establishes the overall funding envelope. SDL contains \$3.6 million in funding, all of which comes from the Province. The Community Initiatives unit of Shelter, Housing and Support administers SDL funding to 13 projects that operate out of 13 community-based non-profit agencies.

### **Off the Street, Into Shelter (OSIS)**

OSIS was initiated by the Province in 2000 and implemented by the City in 2001. This program is intended to help individuals leave the street for shelter, housing and other homeless programs and services. Street outreach services are the major thrust of this program. The Province establishes the program parameters and as such, this program cannot be used to fund survival supports (for example, sleeping bags or food) for people on the street.

While technically the Province funds an 80% share of OSIS, no City funding is applied to this program. The Province recognizes funding the City already spends on street outreach through CT-HIF as the City's share.

The overall funding envelope of OSIS is \$1.1 million, all of which goes to operating expenses. The Community Initiatives unit of Shelter, Housing and Support administers OSIS funding to 10 projects that operate out of nine community-based non-profit agencies.

## Appendix B: Overview of service management initiatives

| <b>Initiative</b>   | <b>Description</b>   |
|---|--|
| <b>Community Plan for Homelessness in Toronto: SCPI, 2000</b>                           | Describes the development of the first Community Plan, discusses SCPI funding priorities, and describes funding implementation.  |
| <b>Report Card on Housing and Homelessness 2003</b>                                     | Monitors homelessness to see if it is getting better or worse over time, and reports on action taken by each level of government to address the issue.   |
| <b>Strengthening the City's Housing and Support Responses to Homelessness</b>           | Provides an overview of the City's emphasis on affordable housing and prevention/support responses to homelessness, in terms of policy framework and spending priorities. The report suggests the magnitude of unit targets and funding that would be required to meet goals identified by the Homelessness Action Task Force and the Toronto City Summit Alliance report for 2004-2006 and identifies directions to be pursued. |
| <b>Let's Build</b>  | Co-ordinates the assistance for all new affordable housing development facilitated by the City.  |
| <b>Updated Toronto Shelter Standards</b>  | Establishes new standards for City-operated and City-funded shelters.  |
| <b>Multi-year Shelter Strategy</b>  | Sets out a plan for a range of improvements to the current system, new shelter development, steps towards long-term solutions and enhanced accountability measures.  |
| <b>Building Condition Assessment and Replacement Reserve Study of Hostel Facilities</b> | Assesses the capital needs of City-operated and City-funded shelters, and assesses associated financial costs.   |
| <b>Evaluative Review of Housing Help and Eviction Prevention Services</b>               | Assesses the effectiveness of current housing help services funded through the City.   |
| <b>Drop-in Sector Review</b>  | Through research with drop-in participants and agencies providing services, identifies the needs of participants and develops strategies to strengthen the sector as a whole.  |
| <b>Co-ordination of Street Outreach Services</b>  | Ensures services offered by different agencies cover all areas of the City.  |
| <b>Performance Measurement Initiative</b>   | Aims to better measure, co-ordinate and plan services administered through the City, and to communicate the outcomes of these services.  |

## Appendix C: Overview of housing and homelessness research

The first round of SCPI enabled the City of Toronto to target research in specific areas to better understand and improve service systems and initiatives, and to improve the understanding of homelessness and housing options in Toronto. The following are descriptions of research projects supported through SCPI funding.

| Project  | Description   |
|--|---|
| <b>Creating a Place Where We Are All Welcome</b>   | The research determines a best-practices service model for working with homeless transsexuals and transgendered people who use shelter services in the City of Toronto.   |
| <b>Design Principles and Built-form Responses for Housing for the Hard-to-House</b>        | The project documents the design principles and built-form responses of a range of housing projects for “hard-to-house” residents. It offers a helpful tool that can be used as a resource for proponents and their designers of new projects of this kind, and as a reference for City staff.  |
| <b>Evictions Under the <i>Tenant Protection Act</i> and Eviction Prevention Strategies</b> | The project conducts a comprehensive study of evictions and their impacts in the City of Toronto over the last 10 years and provides recommendations that may be implemented to address the problem. The project also estimates the extent of the eviction problem, assesses the impact of the <i>Tenant Protection Act</i> on evictions, and documents the experience of individuals who are evicted. The results of the analysis are to be used to assist staff in the planning and development of enhanced eviction prevention programs. |
| <b>Harm Reduction Models for People Who are Homeless</b>                                   | The project identifies the appropriate harm reduction service model or model components to address the needs of single adults and youth who are homeless or at risk of homelessness. Findings are based on best practices in Toronto and other jurisdictions. The project also identifies the range of resources and criteria required to fund and operate these services.  |
| <b>Health and Mental Health Services in Emergency Shelters</b>                             | The research provides a better understanding of the current delivery of health, mental health and addiction services in the emergency shelter system in the City of Toronto. It explores the related costs, assesses current practices and makes recommendations for future consideration.  |
| <b>Migration and Emergency Shelter Use</b>   | The project estimates the incidence of immigrants and refugee claimants using Toronto shelters. It identifies the key personal, social and economic characteristics of migrants currently staying in shelters, as well as the intended destination and housing outcomes of migrants leaving the system. Projections about future emergency shelter use as a result of immigration are also developed.   |
| <b>Older Homeless Adults: Service Needs, Gaps and Funding</b>                              | The project researches the size and characteristics of the older homeless population in Toronto and documents their service, program and shelter needs. The findings are explored in terms of the policy, funding and services related to this population by the City and other levels of government.   |

| Project  | Description   |
|--|---|
| <b>Rent Increases in Toronto</b>                                     | This study provides empirical information on rent increases in Toronto and produces rent increase trends through the systematic analysis of key elements and drivers of change. The study also provides a basis for future City policies, priority-setting in programs and advocacy positions, provides a basis for ongoing monitoring and reporting, and generates information for use by community organizations and other governments. |
| <b>Opportunities to Maximize Second Suites</b>                       | The project explores the role of second suites in Toronto's affordable housing market and identifies activities that will support the continued expansion of the second suite stock. This is accomplished by reviewing and analysing field data and by making recommendations to the City of Toronto based on the findings.   |
| <b>Rooming House Issues in Toronto and Future Options</b>            | The project reviews and describes the contribution of rooming houses to the City's current and future affordable housing supply. It examines how regulation and support can help to sustain this housing stock. This is achieved by collecting and analysing field data on rooming houses and using the results to inform City decision-making about rooming house policies, programs and options.  |
| <b>Transitory and One-time Social Assistance Recipients</b>          | The project generates descriptive, qualitative and quantitative information on the life situations and outcomes of persons who self-identify as homeless or who receive one-time financial assistance from Toronto Social Services.   |
| <b>Improving Access to Mortgage Financing for Affordable Housing</b> | This project lays the groundwork for a system whereby housing funded under various City programs becomes a known product type, which can access financing in a more standardized and streamlined way than at present.   |

## Appendix D: Membership in the SCPI Community Reference Group

David Adcock  
 Managing Director  
 Yonge Street Mission

Seymore Applebaum  
 Health Promoter  
 Lakeshore Area Multi-service Project

David Dufoe  
 Manager, Property/Development  
 Houselink Community Homes

Laura Cowan  
 Executive Director  
 Street Health Community Nursing Foundation

Maria Crawford  
 Executive Director  
 Eva's Initiatives

Peter Cutten  
 Co-chair, Rooming House Working Group

Kevin Gregory  
 Community Liaison Worker  
 Children's Aid Society

Leslie McDonald  
 Acting Executive Director  
 Habitat Services

Angie Hains  
 Executive Director  
 Ecuhome Corporation

Bruce Hallett  
 Housing Co-ordinator  
 Pape Adolescent Resource Centre

Fred Hayes  
 Program Co-ordinator, Community Markets  
 RBC Customer Management  
 Royal Bank of Canada

Pam Jolliffe  
 National Executive Director  
 Boys & Girls Club of Canada

Alison Kemper  
 Executive Director  
 519 Church St. Community Resource Centre

Terry McCullum  
 Executive Director  
 LOFT Community Services

Susan Meikle  
 Executive Director  
 Community Mental Health Centre

Robert Nykor  
 Member, Rental Housing Advisory Committee

Miranda Pinto  
 Associate Director  
 Poly-cultural Immigrant & Community Services

Angela Robertson  
 Executive Director  
 Sistering: A Woman's Place

Jane Robson  
 Executive Director  
 Agincourt Community Services Association Inc.

Greg Rogers  
 Executive Director  
 Native Men's Residence/Tumivut Youth Shelter

Marvin Sadowski  
 Member, Capital Revolving Fund Reference Group

Nick Saul  
 Executive Director  
 Stop Community Food Centre

Michael Shapcott  
 Co-ordinator  
 Community/University Research Partnership Unit  
 Centre for Urban and Community Studies University  
 of Toronto