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The Regional Municipality of Durham Report

To: Health and Social Services Committee
From: Commissioner of Social Services
Report: #2024-SS-3
Date: April 4, 2024

Subject:

Region of Durham Community Security and Clean-up Policy

Recommendation:

That the Health & Social Services Committee recommends to Regional Council:

That Regional Council endorse the Community Security and Clean-up Policy (Attachment #1).

Report:

1. Purpose

- 1.1 The purpose of this report is to obtain Regional Council endorsement of the Community Security and Clean-up Policy (Attachment #1).

2. Background

- 2.1 Regular discussions have continued between the Regional Municipality of Durham (Region) and local area municipalities regarding measures to address complex issues surrounding homelessness, including provisions to mitigate community impacts.
- 2.2 The Region is the housing and homelessness Service System Manager responsible for planning, designing and delivering services to people either directly or through delivery partners with federal, provincial and local funding. The system is required to provide adequate housing, including shelters, for residents of Durham Region. The Region, in partnership with local area municipalities, shelter operators,

community partners, and residents, contributes to the safety, security and wellness of communities with a focus on mandated services for vulnerable populations.

- 2.3 The Region currently provides for mobile and on-site security for Regional facilities as appropriate for the particular operation. In the case of Region owned and funded shelters, on-site security is provided via service agreements with shelter operators, as required for shelter occupants. The Region provides mobile security patrol of Region owned and funded shelters.
- 2.4 Should clean-up external to shelter sites be required, this policy provides for the sharing of costs whereby the Region may share with local area municipalities on an equal cost sharing basis (50%-50%) up to an upset limit of \$200,000.00, costs of incremental clean-up services provided by the local area municipality, should it be required.
- 2.5 On November 29, 2023, Regional Council [endorsed](#) an agreement between the Region and the Town of Whitby related to the opening of a shelter at 1635 Dundas Street East, which includes cost sharing for incremental clean-up costs. As well, the Region has committed to meet security standards related to the shelter site.

3. Previous Reports and Decisions

- 3.1 [#2023-A-18](#) Agreement for the 1635 Dundas Street East shelter and other future housing and other uses between the Region of Durham and Town of Whitby

4. Relationship to Strategic Plan

- 4.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:
 - a. Goal 2, Community Vitality: To foster an exceptional quality of life with services that contribute to strong neighbourhoods, vibrant and diverse communities, and influence our safety and well-being.

5. Conclusion

- 5.1 It is recommended that the Health and Social Services Committee recommend that Regional Council endorse the Community Security and Clean-up Policy.
- 5.2 Implementation of this policy will begin upon Council endorsement of this policy.
- 5.3 The Region will review and amend this policy as necessary at least every two years to ensure it remains applicable to the changing housing and homelessness environments, including any relevant legislation.

6. Attachments

Attachment #1: Region of Durham Community Security and Clean-up Policy

Respectfully submitted,

Original Signed by Stella Danos-Papaconstantinou

Stella Danos-Papaconstantinou
Commissioner of Social Services

Recommended for Presentation to Committee

Original signed By Elaine C. Baxter-Trahair

Elaine C. Baxter-Trahair
Chief Administrative Office

Attachment #1: Region of Durham Community Security and Clean-up Policy

Title: Community Security and Clean-up Policy	Page number: 1 (of 7)
Approved by: Stella Danos-Papaconstantinou, Commissioner, Social Services Elaine Baxter-Trahair, Chief Administrative Officer	
Issued: <i>to be updated pending approval</i>	
Responsibility: Social Services	

1. Policy statement

Durham is experiencing a homelessness crisis. The Regional Municipality of Durham (the “Region”) has committed to reducing the number of people needing shelter support in Durham Region and ending chronic homelessness by 2025.

The Region is the housing and homelessness Service System Manager responsible for planning, designing and delivering services to people either directly or through delivery partners with federal, provincial and local funding. The system is required to provide adequate housing, including shelters, for residents of Durham Region. The Region, in partnership with local area municipalities, shelter operators, community partners, and residents, contributes to the safety, security and wellness of communities with a focus on mandated services for vulnerable populations.

The Region seeks to align policy, programming and services to be inclusive, accessible, and free of discrimination on the basis of any of the protected grounds under the Ontario Human Rights Code and other Ontario laws.

2. Purpose

The purpose of this policy is to:

- Outline the Region’s approach to funding and providing clean-up services within a defined area surrounding Regionally owned and Regionally funded emergency shelters.
- Contribute to the safety, security and wellness of communities with a focus on mandated services for vulnerable populations.
- Implement physical security aligned with the demand and needs of Regionally owned and Regionally funded shelters.
- Facilitate consistency and transparency between the Region and local area municipalities related to the responsibilities set out in this policy, for providing mandated housing and homelessness services in communities.

3. Definitions

By-Name List

A real-time, up-to-date list of people known to be experiencing homelessness and who have provided consent to allow for matching individuals to appropriate housing resources based on their unique needs.

Crime Prevention Through Environmental Design (CPTED)

A design approach based upon the theory and belief that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in the quality of life.

Crime Prevention Through Environmental Design Canada

A non-profit, educational, and networking organization dedicated to the promotion of CPTED principles.

Coordinated Access System

The network of service providers that works together, using a shared information system and standardized processes to triage, assess and prioritize individuals experiencing homelessness consistently to access and receive supports.

Incremental clean-up services

Municipal clean-up services that are in addition to base maintenance and may include: litter removal and safe disposal of needles, sharps and other items and hazardous waste associated with illicit drug use on both public and private property.

Local area municipality

Refers to lower-tier municipalities in Durham Region.

Region

Refers to the Regional Municipality of Durham.

Shelter

A facility providing emergency room and board to individuals and families who are homeless. Within the scope of this policy, shelters are those that are Regionally owned and those that are Regionally funded via a service agreement and equipped to support individuals with high acuity needs. Warming centres, homelessness hubs,

transitional housing facilities, supportive housing facilities, and community housing are not included. For greater certainty, the shelters intended to be covered by this policy are those found in Appendix A which may be updated by the Region from time to time.

Shelter operator

An agency providing shelter services under a purchase of service contract with the Region.

4. Procedures

- 4.01 The Region, as the housing and homelessness Service System Manager in Durham, is required to provide adequate housing, including shelters, for residents of Durham Region.
- 4.02 The Region will meet its legislated mandates through partnerships and engagement with local area municipalities, community partners, and residents.
- 4.03 The Region will contribute to the safety, security, and wellness of communities with a focus on mandated services for vulnerable populations.
- 4.04 The Region will arrange for, implement, and fund activities and services as outlined below.
- 4.05 The Region will review and amend this policy as necessary at least every two years to ensure it remains applicable to the changing housing and homelessness environments, including any relevant legislation.

5. Roles and responsibilities

The Region is responsible for:

- 5.01 The provision of social services, police services, paramedic services, and regional transit.
- 5.02 Providing shelters and shelter assistance on properties designated for this purpose.
- 5.03 Providing on-site security inside Regionally owned and Regionally funded shelters via service agreements with shelter operators, as required for shelter occupants. Security may remain in place at a shelter for as long as the service is deemed necessary and/or for long as the shelter is in operation.
- 5.04 Providing mobile in-vehicle security patrol each day and night as required near shelters.
- 5.05 Designing, constructing, and maintaining shelter property to meet the principles of Crime Prevention Through Environmental Design (CPTED) to maintain the safety and security of Regionally owned shelter property, which may include lighting and

- security cameras. Other physical features, such as landscaping, could be determined per site. The Region will not design, construct or maintain private property.
- 5.06 Using physical design and operational strategies on shelter property to mitigate impacts to and maintain safety in areas and on property outside of and adjacent to Regionally owned shelter property.
 - 5.07 Consulting with and sharing costs as agreed upon with local area municipalities for physical design improvements on property outside of and adjacent to the Regionally owned shelter and owned by the local area municipality, up to an upset limit set in the sole discretion of the Region for such improvements as are reasonable in consideration of the overall cost of the Regional project and the benefit to the nearby community.
 - 5.08 Applying Regional Health, Safety and Workplace policies, programs and directives for Region employees working in housing and homelessness services.
 - 5.09 Continuing to conduct annual review and regular inspections of Region owned, operated and funded shelters, and maintain process for review and response to serious incidence reports.
 - 5.10 Engaging with community partners and residents on the development and implementation of mandated housing and homelessness services.
 - 5.11 Providing a housing-focused team of street outreach workers who seek out people experiencing unsheltered homelessness with the goal of developing trust, meeting basic needs, and ensuring people are included on Durham's By-Name List and connected to the Coordinated Access System. The outreach team will also engage with local residents and businesses.
 - 5.12 Working with local area municipalities to address concerns related to public areas in the community where a shelter is located, including but not limited to roads, sidewalks, boulevards, bus shelters and public parks, so that these are available for enjoyment and use of the public, that these are maintained, and free of additional refuse, shopping carts and personal belongings including but not limited to garbage, debris, temporary shelter materials, drug paraphernalia (including needle sharps) and portable heating implements.
 - 5.13 Sharing with local area municipalities the cost of any incremental clean-up services incurred by the local area municipality resulting from the additional work needed to address additional garbage, debris, etc. on an equal cost sharing basis (50%-50%) and within a radius of approximately 0.5 km of a shelter. The radius for the shared cost of incremental clean-up is subject to adjustments by the Region subject to an obligation to consult in good faith with the local area municipality to determine appropriate boundaries.

- 5.14 The upset limit for equal cost sharing of clean-up costs incurred by the local area municipality is up to a maximum \$200,000.00 annually. Should need for clean-up services generate costs that exceed the \$200,000.00 upset limit, the Region will consider adjustments made through good faith consultation with the local area municipality.
- 5.15 Should need for additional services or supports in community arise, the Region will evaluate demonstrated needs and appropriate responses through good faith consultation with the local area municipality.
- 5.16 Obtaining and utilizing reliable, publicly available data and information from multiple sources including Durham Regional Police Service, Region of Durham Paramedic Services, Health Neighbourhoods, local by-law, by-law enforcement, fire service, parks and public works and other available sources. Any information which can be made public in accordance with MFIPPA will be made public. In addition, the Region will provide information to the Health and Social Service Committee, as appropriate.

The local area municipality is responsible for:

- 5.17 Local by-law, local parks, fire protection and prevention.
- 5.18 Local area municipality by-law and other municipal staff teams work with the Region as the housing and homelessness Service System Manager to support needs for people who are experiencing homelessness or at risk of being homelessness and any related issues that may arise in the community.
- 5.19 Undertaking a review of its municipal by-laws to determine whether current by-laws are adequate or if by-laws need to be amended to address current trends and issues that may arise.
- 5.20 Working with the Region to address concerns related to public areas in the community where a shelter is located, including but not limited to roads, sidewalks, boulevards, bus shelters and public parks, so that these are available for enjoyment and use of the public, that these are maintained, and free of additional refuse, shopping carts and personal belongings including but not limited to garbage, debris, temporary shelter materials, drug paraphernalia (including needle sharps) and portable heating implements.
- 5.21 Sharing with the Region the cost of any incremental clean-up services incurred by the local area municipality resulting from the additional work needed to address additional garbage, debris, etc. on an equal cost sharing basis (50%-50%) and within a 0.5 km radius of a shelter. The radius for the shared cost of incremental clean-up is subject to adjustments at the by the Region subject to an obligation to consult in good faith with the local area municipality to determine appropriate boundaries.

- 5.22 The upset limit for equal cost sharing of clean-up costs incurred by the local area municipality is up to a maximum \$200,000.00 annually. Should need for additional clean-up services generate costs that exceed the \$200,000.00 upset limit, adjustments may be made through good faith consultation with the Region.
- 5.23 Obtaining and utilizing reliable, publicly available data and information from multiple sources including Durham Regional Police Service, Region of Durham Paramedic Service, Health Neighbourhoods, local by-law, by-law enforcement, fire service, parks and public works and other available sources. Any information which can be made public in accordance with MFIPPA will be made public. In addition, work with the Region to provide information to the Health and Social Service Committee, as appropriate.

The shelter operator is responsible for:

- 5.24 Providing services according to respective service agreements with the Region and the Region of Durham Housing Focused Shelter Program Service Standards, as well as any other directives from the Region.

6. Application

This policy applies to all Regionally owned and Regionally funded shelters equipped to support individuals with high acuity needs, and to partnerships and related agreements with local area municipalities.

7. Related information

- Durham Region Housing Focused Shelter Programs Service Standards
- Records Retention By-Law and Corporate Classification Scheme
- Ontario Human Rights Code
- Municipal Freedom of Information and Protection of Privacy Act (MFIPPA)

8. Inquiries

For further information regarding this policy, contact SSCommissioner@durham.ca.

Appendix A: List of Region Owned and Operated Shelters

Doors of Compassion, Christian Faith Outreach Centre, Ajax

Cornerstone, Oshawa

Durham Youth Services, Oshawa

1635 Dundas Street East Shelter, Whitby (covered under the Town of Whitby-Durham Region agreement relating to 1635 Dundas Street East)

Muslim Welfare Home, Whitby