

## Report to Strategic Priorities and Policy Committee

**To:** Chair and Members, Strategic Priorities and Policy Committee  
**From:** Kevin Dickins, Deputy City Manager, Social and Health Development  
**Subject:** Whole of Community System Response – Evaluation Framework Reporting Template  
**Date:** October 8, 2024

## Recommendation

That, on the recommendation of the Deputy City Manager, Social and Health Development, that the following actions **BE TAKEN** regarding Whole of Community System Response – Evaluation Framework Reporting Template report;

- a) That, the Whole of Community System Response – Evaluation Framework Reporting Template **BE RECEIVED** for information.

## Executive Summary

In March 2024, Council approved an Evaluation Framework for the Whole of Community System Response. Council also resolved that “Civic Administration **BE DIRECTED** to report back on the metrics and the report format for the annual data sharing by the end of Q3 2024” (Resolet 4.2-7c).

This report addresses this resolution by providing a template of what could be measured for the Whole of Community System Response, covering areas that are currently being researched and evaluated by research teams: whole system outcomes and metrics; outcomes and journeys of those experiencing high-acuity homelessness; experiences of the broader London community with homelessness; outcomes and experiences of the workforce; costs, structures and processes related to health and homelessness; and reviewing the Whole of Community System Response to Health and Homelessness. As attached as Appendix A.

This report was developed by the teams of researchers, evaluators and members of the Systems Foundations Table with support from Civic Administration. The evaluation framework and this reporting template has been designed with support from the Centre for Research on Health Equity and Social Inclusion (CRHESI).

The template included in this report will inevitably evolve and adjust to include changes that are introduced to the overall local landscape, including such interventions as Homelessness and Addiction Recovery Treatment (HART) Hubs.

## Linkage to the Corporate Strategic Plan

This report aligns with the strategic areas of focus in the 2023-2027 [City of London Strategic Plan](#). The City of London Strategic Plan (2023-2027) identifies housing and homelessness as a key area of focus, and housing and homelessness work is identified throughout the Strategic Plan, impacting all areas of life for Londoners.

### Housing and Homelessness

- Increased access to a range of quality, affordable, and supportive housing options that meet the unique needs of Londoners.
- Decreased number of Londoners at risk of or experiencing homelessness
- Improved safety in London’s shelters system

### Wellbeing and Safety

- Londoners have safe access to public spaces, services, and supports that increase wellbeing and quality of life
- Housing in London is affordable and attainable

### *Links to Community Recovery*

The City of London is committed to working in partnership with the community to identify solutions that will drive a strong, deep, and inclusive community recovery for London as we move out of and beyond the global COVID-19 pandemic. This report, and the items within, are linked to supporting Londoners experiencing homelessness to attain and retain permanent housing. This work supports recovery efforts through a coordinated response that will support the transition of individuals and families experiencing or at risk of experiencing homelessness who have a variety of support needs into permanent housing.

## **Analysis**

### ● **1.0 Previous Reports Related to this Matter**

- Whole of Community System Response – Q2 Quarterly Report (July 18, 2024)
- Whole of Community System Response – Quarterly Report (April 16, 2024)
- London’s Health & Homelessness Whole of Community System Response Proposed Highly Supportive Housing Plan (SPPC, March 26, 2024)
- Evaluation Framework – Health & Homelessness Whole of Community System Response (SPPC, March 26, 2024)
- December Progress Update – Health & Homelessness Whole of Community System Response (SPPC, December 12, 2023)
- November Progress Update – Health & Homelessness Whole of Community System Response (SPPC, November 21, 2023)
- October Progress Update – Health & Homelessness Whole of Community System Response (SPPC, October 31, 2023)
- September Progress Update – Health & Homelessness Whole of Community System Response (SPPC, September 25, 2023)
- August Progress Update – Health & Homelessness Whole of Community System Response (SPPC, August 16, 2023)
- July Progress Update – Health & Homelessness Whole of Community System Response (SPPC; July 24, 2023)
- June Progress Update – Health & Homelessness Whole of Community System Response (SPPC; June 20, 2023)
- May Progress Update – Health & Homelessness Whole of Community System Response (SPPC; May 09, 2023)
- Update – Whole of Community System Response Implementation (SPPC: April 18, 2023)
- Health and Homelessness Summits – Proposed Whole of Community System Response (SPPC: February 28, 2023)

## **2.0 Background Information**

### **2.1 Systems Foundation Table:**

#### **Systems Foundation – Evaluation Framework**

Throughout the initiation and continued implementation of this work, a key component of the Whole of Community System Response is the establishment of quantitative and qualitative evaluation criteria for the services that are offered. The mandate of this implementation table is to establish shared measurement practices including the evaluation framework, dissemination channels and reporting frameworks. This report outlines the evaluation framework reporting component.

Throughout this process, it has been acknowledged that proper consultation and direction from Indigenous identifying individuals and Indigenous organizations needs to occur. As a new commitment to that work, an Indigenous Reference table is being stood up. The Indigenous Reference Table is taking leadership on an Indigenous research and evaluation plan, focusing on the importance of safe and meaningful research and evaluation for Indigenous populations.

## **3.0 Reporting Template**

In spring 2024, Council requested that “Civic Administration BE DIRECTED to report back on the metrics and the report format for the annual data sharing by the end of Q3 2024,” which is represented in Appendix A. This document serves as a template for

measurements the research and evaluation framework, also approved by Council in spring 2024.

To re-iterate the approved framework: The System Foundation Table takes a three-pronged approach to the evaluation frameworks of the Whole of Community System Response using the following: (1) Quintuple Aim of System Improvement (population outcomes, population experience, provider experience, total cost of care, health equity); (2) Structure, Process, Outcomes: The System Foundation table will consider each of these domains in order to provide a comprehensive understanding of the system; (3) Now, Next, Later: Evaluation priorities will be considered within each of these three timelines. A mixed methods approach will be used to honour different forms of data collection and expression.

Working with academic research experts, staff from local organizations and system partners, the table has been looking at various framework components such as outcomes and experiences of people with complex needs experiencing homelessness; outcomes and experiences of others experiencing housing precarity; experiences of those providing care to these groups; outcomes and experiences at the business and community levels; health equity considerations; costs, processes and structures of care; and an overall review of the Whole of Community System Response project. The presentation template reflects these various research and evaluation components by providing examples of outcomes and metrics measured. These examples also demonstrate the range of opportunities this data can be presented: quantitatively and qualitatively (e.g. quotes from frontline staff, quotes from those with lived and living experience, quotes from local businesses, etc.).

Accompanying the presentation template is the evaluation report template that will be used to track the data over time as attached as Appendix A. The outcomes and metrics in the presentation template are outlined here in table format, with a space for baseline data and space to track the actuals over time. With both templates, it is important to consider that in the time that the Whole of Community System Response has been stood up – data collection will be catching up. Currently, and as the presentation template indicates, unified, accurate measure is difficult to achieve. There are also certain areas of focus that need to be measured that do not have a measurement approach so one will need to be developed. By 2025, work will have been completed with various partners to finalize metrics and measurement opportunities. The goal will be to use the evaluation report template as attached as Appendix A as the yearly tracker for data and updates as we refine this measurement process.

## 4.0 Conclusion

Through the collaboration of multiple partners, subject matter experts both from the frontline service delivery aspect and in empirical research and evaluation, the evaluation framework can begin tracking more consistent data. While there are still areas where consistent processes around data collection need to be developed, it is encouraging that many research partners within the community are working on projects to help fill these gaps. The Whole of Community System Response remains flexible and adaptable to the changing conditions in this work, and the Evaluation Framework will adapt with it to ensure it is pulling information together to continue to communicate the outcomes of this program.

**Recommended by:** Kevin Dickins, Deputy City Manager Social Health Development

**Cc:**  
**Sandra Datars Bere, City Manager**  
**Scott Mathers, Deputy City Manager, Planning & Economic Development**  
**Kelly Scherr, Deputy City Manager, Environment, and Infrastructure**  
**Anna Lisa Barbon, Deputy City Manager, Finance Supports**  
**Tara Pollitt, Deputy City Manager, Legal Services**  
**Cheryl Smith, Deputy City Manager, Neighbourhood and Community-Wide Services**  
**John Paradis, Deputy City Manager, Enterprise Supports**

# Whole of Community System Response to Health & Homelessness Evaluation Framework

Reporting Template

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## Introduction

This document serves as a draft reporting template for the Evaluation Framework of the Whole of Community System Response per Council direction.

- In March 2024, Council approved an Evaluation Framework for the Whole of Community System Response. Council also resolved that “Civic Administration BE DIRECTED to report back on the metrics and the report format for the annual data sharing by the end of Q3 2024” (Resolet 4.2-7c).

The document follows the focuses, metrics and proposed outcomes developed from the sector.

### Research Teams and examples of their focus areas:

#### **Team 1: Outcomes and Experiences of those experiencing homelessness and the broader London community**

- What proportion of those identified in HIFIS in July 2022 are still alive today?
- How many have been housed? How is their health? What are their stories?
- How do we identify people who are precariously housed or at risk of homelessness?
- How is *their* health? What are their stories? How do we work with them to improve their situation?
- How do residents of London feel about their experiences with the homeless population?

#### **Team 2: Experiences and Outcomes of Direct Service Workers**

- How do staff experience their work today?
- How does it impact their wellbeing?
- How is their workload? Income?
- Benefits (or lack of)?
- Do they feel safe at work? Has any of this changed? How does this vary across the sector?

#### **Team 3: Systems, Structures, Processes and Cost of Care**

- How many services provide care to our priority populations?
- How many sites are there? How many staff?
- How do these organizations/staff work together?
- What does it cost to support the populations of focus? What additional resources are required?
- How can we provide the best value for the populations we serve? What policies and procedures are in place to support integrated care across the system today?
- Which ones help, which ones hinder?

#### **Team 4: Measuring the Overall Whole of Community System Process**

- How did London develop the WCSR?
- What were the enabling factors?
- What barriers were overcome and what ones still exist?

Outputs: The immediate or direct results of program or project interventions

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Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of shelter beds	Team 3	Mapping the sector	City of London, Organizational partners				
Number of hubs opened		Work with city on regular reporting	City of London				
Number of highly supportive housing units developed (total, single, family)	Team 3	Work with city on regular reporting	City of London (City of London-funded health and homelessness projects)				
Number of people housed in highly supportive housing	Team 1	Work with organizational partners on regular reporting	Organizational partners				
Number of active encampments	Team 1	Work with city on regular reporting	City of London, Coordinated Access				
Number of people living in encampments	Team 1	Work with city on regular reporting	City of London, Coordinated Access				
Number of unique individuals served in hubs	Team 1	Work with Hubs on regular reporting	Hubs, with support from Coordinated Access				

### Focus: Outcomes and Journeys of those Experiencing Homelessness

Short Term Outcome (less than a year): Immediate reduction in people experiencing homelessness due to placement in hubs and supportive housing

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of people experiencing homelessness	Team 1	Work with city on regular reporting	City of London				
Number of people identified as high acuity experiencing homelessness	Team 1	Work with city on regular reporting	City of London				
Number of people who have moved into transitional housing (non-institutional)	Team 1	Work with city on regular reporting	Homeless Individuals and Families Information System, Organizational Partners				
Number of people moved who have moved into permanent housing	Team 1	Work with city on regular reporting	Homeless Individuals and Families Information System, Coordinated Access, Housing Access Centre				

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of people who have found housing compared with July 2022	Team 1	Cohort Study and Focus Groups	Homeless Individuals and Families Information System				
Number of people experiencing homelessness compared with July 2022	Team 1	Cohort Study and Focus Groups	Homeless Individuals and Families Information System				
Number of those who have been lost to follow up since July 2022	Team 1	Cohort Study and Focus Groups	Homeless Individuals and Families Information System				
Number of those experiencing homelessness who have died since July 2022	Team 1	Cohort Study and Focus Groups	Homeless Individuals and Families Information System				
Number of substance-use deaths	Team 1	Work with organizational partners on regular reporting	Organizational data from service providers, hospital data				
Qualitative responses to experiences related to the current state of the shelter system	Team 1	Cohort Study and Focus Groups	Text-based responses to interviews and focus groups				
Qualitative responses to experiences related to the use of emergency services	Team 1	Cohort Study and Focus Groups	Text-based responses to interviews and focus groups				
Qualitative responses to experiences related to substance use health	Team 1	Cohort Study and Focus Groups	Text-based responses to interviews and focus groups				

## Focus: Outcomes and Journeys of those Experiencing Homelessness

Medium Term (1 – 3 years): Improved health and safety for people experiencing homelessness

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number 911 calls	Team 1	Work with organizational partners on regular reporting	London Police Service				
Number of Emergency Department visits	Team 1	ICES Project	ICES data (formerly Institute for Clinical Evaluative Sciences)				
Number of substance-use related Emergency Department visits	Team 1	ICES Project	ICES data (formerly Institute for Clinical Evaluative Sciences)				
Number of overdoses	Team 1	Work with organizational	London Police Service, hospital data				



Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
		partners on regular reporting					
Number of COAST(Community Outreach and Support Team) calls	Team 1	Work with organizational partners on regular reporting	London Police Service, Middlesex-London Paramedic Services				
Qualitative and quantitative assessment of continuity of care	Team 1	Cohort Study and Focus Groups	Text-based responses to interviews and focus groups				

### Focus: Outcomes and Experiences of the Workforce

Short Term Outcome (less than a year): Enhanced support and resources for the workforce

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Qualitative and/or quantitative feedback from members of the workforce	Team 2	Checking in on the Frontlines					
Number of staff with 1+ jobs	Team 2	Checking in on the Frontlines					
Number of workforce staff by role type (frontline/direct service, management)	Team 2	Human Resources/Administrative Data Study					
Number of workforce by full time/part time/relief	Team 2	Human Resources/Administrative Data Study					
Number of outreach teams (transactional vs. transformational)	Team 2	Work with organizational partners on regular reporting					

### Focus: Experiences of the Broader London Community with Homelessness

Long Term Outcome (More than 5 years): Safer, healthier, communities overall

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Quantitative/Qualitative survey of residents of London	Team 1	Shifting Media & Public Sentiments	Numeric and text-based responses from survey				
Analysis of news coverage	Team 1	Shifting Media & Public Sentiments	Analysis of media coverage				

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Analysis of social media	Team 1	Shifting Media & Public Sentiments	Analysis of media coverage				
Qualitative/Quantitative feedback from businesses and/or BIAs	Team 1	Shifting Media & Public Sentiments	Text-based responses to interviews, focus groups, and/or surveys				

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### Focus: Structures, Processes, and Costs

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of organizations in the sector	Team 3	Mapping the sector	Community data (churches, neighbourhood resource centres, City of London, food banks, Ontario Health Team)				
Qualitative responses related to costs, structures, and processes	Team 3	Cohort Study and Focus Groups, Checking in on the Frontlines, London Case Study Interviews	Text-based responses to interviews and focus groups				

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### Focus: Structures, Processes, and Costs

Short Term Outcome (less than a year): Consistent data collection and service tracking

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of active data sharing agreements	Team 3	Mapping the sector	City of London, Organizational partners				

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### Focus: Structures, Processes, and Costs

Short Term Outcome (less than a year): Strengthened coordination across service providers

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Number of MOUs and cross-sector partnerships	Team 3	Mapping the sector					

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### Focus: Structures, Processes, and Costs

Medium Term Outcome (1 – 5 years): Quality service delivery supported by continuous improvement

Metric	Team	Project	Data Source	Baseline (2022)	2023 Actuals	2024 Actuals	2025 Actuals
Amount of money invested in long-term solutions (vs. stop gap approaches)	Team 3	Costing/Economic Modeling Study					
Amount of money diverted as a result of decrease in Emergency Department visits/hospitalizations	Team 3	Costing/Economic Modeling Study					