

**Subject: Integrated Transition to Housing Strategy**

**File Number: ACS2023-CSS-GEN-006**

**Report to Community Services Committee on 27 June 2023**

**and Council on 12 July 2023**

**Submitted on June 15, 2023 by Clara Freire, General Manager (Interim)**

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**Ward: Citywide**

**Objet: Stratégie intégrée de transition au logement**

**Dossier : ACS2023-CSS-GEN-006**

**Rapport au Comité des services communautaires**

**Le 27 juin 2023**

**Et au Conseil le 12 juillet 2023**

**Soumis le 15 juin 2023 par Clara Freire, Directrice générale (par intérim)**

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**Quartier : À l'échelle de la ville REPORT**

**RECOMMENDATION(S)**

**That the Community Services Committee recommend that Council:**

- 1. Approve the Integrated Transition to Housing Strategy to support the single adult community shelter system over the longer-term, and delegate authority to the Director, Housing Services to implement the Strategy in collaboration with community partners.**
- 2. Approve the Enhanced Housing Allowance for Singles prototype as outlined in this report, and delegate authority to the Director, Housing Services, to work with community partners to refine the overall program and determine the formula to calculate the benefit offered, to support the transition of shelter and Physical Distancing Centre clients to long-term housing.**

3. **Receive for information purposes the factors and considerations for choosing City recreation and/or community centres to be used as short-term centres opened to respond to emergencies in the Housing and Homelessness Sector, in the future, if required.**
4. **Delegate authority to the General Manager, Community and Social Services to adjust the Strategy outlined in this report provided that adjustments are in keeping with the intention of the Strategy as well as City policies and bylaws, in order to quickly respond to factors beyond staff's control, unforeseen circumstances and opportunities that may arise.**

### **RECOMMANDATION(S) DU RAPPORT**

**Que le Comité des services communautaires recommande au Conseil ce qui suit :**

1. **Approuver la stratégie intégrée de transition au logement afin de soutenir le réseau des refuges communautaires réservés aux adultes seuls à plus long terme, et déléguer au directeur, Services du logement, les pouvoirs de mettre en œuvre la stratégie en collaboration avec les partenaires communautaire.**
2. **Approuver le prototype d'allocation de logement bonifiée pour les personnes qui vivent seules, comme le décrit le présent rapport, et déléguer au directeur des Services du logement le pouvoir de travailler avec des partenaires communautaires afin de peaufiner l'ensemble du programme et de déterminer la formule visant à calculer l'aide accordée, dans l'objectif d'appuyer la transition des clients des refuges et des centres de distanciation physique vers des logements à long terme.**
3. **Recevoir, à titre informatif, les considérations et critères relatifs à la sélection des centres récréatifs ou communautaires de la Ville qui serviront de refuges à court terme afin de répondre à des situations d'urgence dans le secteur du logement et de la lutte contre l'itinérance au cours des années à venir, au besoin.**
4. **Déléguer au directeur général, Services sociaux et communautaires, le pouvoir de modifier la stratégie décrite dans le présent rapport, dans la mesure où ces modifications sont conformes à l'intention de la stratégie, ainsi qu'aux politiques et aux règlements municipaux, afin de composer rapidement avec des facteurs qui sont hors du contrôle du personnel, et de répondre aux circonstances et possibilités imprévues qui pourraient se présenter.**

### **EXECUTIVE SUMMARY**

The City began operating Physical Distancing Centres (PDC) in May 2020 as a temporary measure to support efforts in reducing the overall density within the single adult community shelter system and provide adequate space for users to physically distance and mitigate the spread of COVID-19.

Since May 2020, the City has operationalized 11 PDCs, and the following locations remain in operation:

- Bernard Grandmaitre Arena, Ward 12, is supporting single men.
- Dempsey Community Centre, Ward 18, is supporting single women

While the PDCs began as a mechanism to reduce density in the community shelters and allow for physical distancing, they are now also addressing a critical capacity gap within the system.

On April 13, 2022, Council approved the “Respite Services Sustainability Plan” report ([ACS2022-CSS-GEN-002](#)) which directed staff to conduct a review of the single adult community shelter requirements and develop a longer-term plan. Staff have undertaken the review and are recommending an Integrated Transition to Housing Strategy to Committee and Council as a result.

Ottawa’s shelter system is a key component of the City’s homelessness response. There are 535 permanent beds and 60 overflow mats which are currently available in the community single adult shelter system. The City and its partners have continuously worked to ensure that everyone who needs and wants access to a shelter bed, is able to access one. However, community shelter providers continue to operate over capacity with both permanent shelter beds and overflow mats occupied nightly. At the peak of the winter 2023 season, PDCs were providing up to 25% of the shelter beds in use.

Should the homelessness system continue on its current trajectory, it is projected that there will be a need for up to 224 additional beds for single men, and up to 69 additional beds for single women by the end of 2024, in addition to those currently available in the community shelter system. To eliminate the use of overflow mats, an additional 60 beds would be required.

To support singles experiencing homelessness, there is a continuation of housing supports through the Housing First program and new permanent supportive housing units nearing completion. To date in 2023, 57 new units of supportive housing have been created with up to 198 new units under development which are scheduled to be available over the next 18 months.

Adopting the goals of the City’s 10-Year Housing and Homelessness Plan, the recommended Strategy works towards ensuring everyone has a home and that people get the support they need to become and stay housed, through 4 key pillars:

- People who enter into homelessness are adequately supported and quickly re-housed and connected to the appropriate supports to remain stably housed;
- Intensive, wrap-around supports are available to support people to transition to long term housing;

- Housing options exist which match the varying needs of people experiencing or at risk of homelessness; and
- Services and systems consider and respond to the unique and culturally relevant requirements for addressing and supporting the Indigenous homeless population in Ottawa.

The Integrated Transition to Housing Strategy is comprised of short-, medium- and long-term strategies to support clients to transit to housing, while addressing immediate pressures in the shelter system.

#### **Short Term (Next Year):**

- Implement an Enhanced Housing Allowance for Singles Prototype that will provide a deeper housing allowance while leveraging existing staff resources to support up to 120 single adults experiencing homelessness. The primary goal of this initiative is to scale up housing outcomes and decrease reliance on the community shelter system and Physical Distancing Centres.
- Develop a Winter Response Strategy in partnership with the community shelter providers. It would include the operation of an Overflow Centre to support demand above and beyond the community shelter system capacity, as needed. No facility had been confirmed at the time of writing this report. Staff have identified a private market facility that could feasibly support operations over the short term and are completing required consultations, negotiations and due diligence. This would be the priority approach, however, Community and Social Services have also developed a list of potential City owned facilities in accordance with the criteria outlined later in this report and are working with Recreation, Cultural and Facility Services to determine operational, community and financial impacts to services.

#### **Medium-Term (Next 1-5 years):**

- Continue the development of supportive housing, including the realization of the 198 new units currently under development and achieving the 10-Year Housing and Homelessness Plan target of 50 new units of supportive housing per year.
- Work with the Housing and Homelessness Sectors to identify a plan for systems change to support housing objectives for clients experiencing homelessness, including rapid rehousing/homelessness diversion and increased supports for transitioning to housing. These strategies may require a new program which would operate out of either a leased facility, property/facility to be acquired and/or semi-permanent structures located on City owned land. Any long-term leases or property purchases would be subject to respective Committee and Council reports and approval.

### **Long-Term (Ongoing to 5+ years):**

- Develop a Supportive Housing Community Hub focusing on transitions to permanent housing. It may include the above-mentioned programs proposed over the medium term, and co-location of other municipal and social services. A comprehensive analysis and consultation process to be designed and developed with the service sector would be required to inform the approach.

An update to Council about the implementation of the Strategy to date and the further refinement of medium to long-term initiatives will be brought forward in Q2 2024.

As directed by Council on March 8, 2023 ([CSC 2023-01-04](#)), this report also includes the staff-identified feasibility factors and considerations for choosing City-owned recreation/ community centres as short-term centres opened to respond to emergencies in the housing and homelessness sector, including applying a diversity, equity and inclusion (DEI) lens. As further detailed in the report, those feasibility factors and impact considerations include:

- Feasibility factors: Infrastructure requirements, health and safety requirements; size and necessary amenities, as well as timelines to operationalize.
- Impact considerations: Client access to services, accessible and inclusive facility features, as well as impacts to programming, costs/revenue, staffing and the surrounding community.

This report does not address the needs within the family shelter system. The family shelter system has needs and pressures that are distinct from the single adult shelter system. That said, the recommended medium- and long-term initiatives provide solutions that are flexible and, if needed, could be utilized to respond to unforeseen emergencies within the broader housing and homelessness sector.

### **Financial Implications**

For the remainder of 2023, implementation of the ongoing Integrated Transition to Housing Strategy, as outlined in this report will be funded from the carry forward unallocated Municipal Safe Restart Agreement Funds from 2022 and/or existing operating budgets.

Any property purchases being considered in 2023 to support the implementation of the Strategy will be brought forward as part of the Affordable Housing Capital Plan.

Funding requirements to implement the Integrated Transition to Housing Strategy beyond 2023 will be considered as part of the updated Housing Services Long Range Financial Plan (LRFP) to be presented to Council for approval in fall 2023 and as part of the 2024 City Budget process. The LRFP will provide a refreshed funding strategy for

the objectives of the 10-Year Plan, and will stipulate the requirement for significant new, enhanced and continued support from the provincial and federal governments.

## **SOMMAIRE**

La Ville a commencé à exploiter des centres de distanciation physique (CDP) en mai 2020 en tant que ressources temporaires afin de soutenir les efforts déployés pour réduire la densité d'occupation au sein du réseau des refuges communautaires réservés aux adultes seuls et d'offrir aux usagers des locaux adéquats leur permettant de maintenir une distanciation physique et de limiter la propagation de la COVID-19.

Depuis mai 2020, la Ville a mis en service 11 centres de distanciation physique (CDP). Les deux centres suivants sont toujours ouverts :

- Aréna Bernard-Grandmaître, quartier 12, pour les hommes seuls
- Centre communautaire Dempsey, quartier 18, pour les femmes seules

Même si les centres de distanciation physique ont été créés, dans un premier temps, pour réduire la densité d'occupation dans les refuges communautaires et permettre de maintenir la distanciation physique, ils répondent aujourd'hui à des lacunes importantes au sein du système.

Le 13 avril 2022, le Conseil a approuvé le rapport sur le « Plan de viabilité des services de répit » ([ACS2022-CSS-GEN-002](#)), qui enjoint au personnel de procéder à un examen des besoins du réseau des refuges communautaires réservés aux adultes seuls et d'élaborer un plan à plus long terme. Le personnel a mené cet examen et recommande au Comité et au Conseil une stratégie intégrée de transition au logement.

Le réseau de refuges d'Ottawa est un outil indispensable de sa lutte contre l'itinérance. On compte 535 lits permanents et 60 lits d'hébergement de débordement dans le réseau des refuges communautaires réservés aux adultes seuls. La Ville et ses partenaires ont toujours veillé à ce qu'un lit en refuge soit disponible pour toute personne qui en exprime le besoin. Cependant, les lits permanents et les lits d'hébergement de débordement sont constamment occupés au maximum de leur capacité dans les refuges communautaires. Au sommet de la saison hivernale 2023, les CDP fournissaient jusqu'à 25 % des lits en refuge.

Si cette tendance se maintient au sein du système de lutte contre l'itinérance, on prévoit qu'il faudra ajouter 224 lits pour hommes seuls et jusqu'à 69 lits pour femmes seules d'ici la fin de 2024, en plus des lits actuellement disponibles dans le réseau des refuges communautaires. Pour cesser de recourir aux lits d'hébergement de débordement, il faudra ajouter 60 lits de plus.

Pour venir en aide aux personnes seules en situation d'itinérance, il existe d'autres mesures d'aide au logement offertes par le truchement du programme Logement

d'abord; en outre, la construction de nouvelles unités de logement avec services de soutien permanents est sur le point d'être achevée. À ce jour, en 2023, 57 nouveaux logements avec services de soutien se sont ajoutés et 198 nouvelles unités devraient être disponibles au cours des 18 prochains mois.

La stratégie recommandée, qui reflète les objectifs du Plan décennal pour le logement et la lutte contre l'itinérance de la Ville, vise à s'assurer que chacun a un toit et obtient le soutien dont il a besoin pour le conserver, et ce, au moyen des quatre piliers suivants:

- les personnes qui deviennent itinérantes reçoivent un soutien adéquat et sont rapidement relogées et mises en contact avec les ressources nécessaires pour conserver leur logement;
- des mesures de soutien exhaustives et concentrées sont fournies pour aider ces personnes à réussir leur transition vers un logement à long terme;
- des options de logement sont offertes pour répondre aux différents besoins des personnes itinérantes ou qui risquent de le devenir;
- les besoins uniques de la population itinérante autochtone d'Ottawa doivent être pris en considération et il faut y répondre en offrant des services culturellement adaptés.

La Stratégie intégrée de transition au logement comprend des initiatives à court, à moyen et à long terme pour aider les usagers à accéder à un logement, tout en répondant aux pressions immédiates dans le réseau des refuges.

### **Court terme (l'an prochain)**

- Mettre en œuvre un prototype d'allocation de logement améliorée pour les personnes seules qui fournira une allocation plus importante tout en tirant parti des ressources en personnel en place pour venir en aide à un maximum de 120 adultes seuls en situation d'itinérance. L'objectif principal de cette initiative est d'améliorer les résultats en matière de logement et de réduire la dépendance à l'égard du réseau de refuges communautaires et des centres de distanciation physique.
- Élaborer une stratégie d'intervention hivernale en partenariat avec les refuges communautaires. Cette stratégie comprendrait l'exploitation d'un centre d'hébergement de débordement pour répondre à la demande excédant la capacité du réseau des refuges communautaires, le cas échéant. Aucune installation n'avait été confirmée au moment de la rédaction du présent rapport. Le personnel a repéré un établissement du marché privé qui pourrait soutenir les opérations à court terme et mène actuellement les consultations, les

négociations et les vérifications préalables nécessaires. Il s'agit de l'approche prioritaire, mais les services sociaux et communautaires ont également dressé une liste d'installations potentielles appartenant à la ville, conformément aux critères énoncés plus loin dans le présent rapport, et travaillent avec la Direction générale des loisirs, de la culture et des installations pour déterminer les conséquences opérationnelles, communautaires et financières de ces installations sur les services.

### **Moyen terme (de maintenant jusqu'à dans 1 à 5 ans)**

- Poursuivre l'aménagement de logements avec services de soutien, y compris l'ajout de 198 nouvelles unités actuellement en cours d'aménagement et l'atteinte de l'objectif du Plan décennal pour le logement et la lutte contre l'itinérance, soit 50 nouveaux logements avec services de soutien par année.
- Travailler avec les secteurs du logement et de la lutte contre l'itinérance pour définir un plan de changement des systèmes afin de soutenir les objectifs de logement pour les itinérants, y compris la relocalisation rapide, la réorientation des itinérants et le renforcement des mesures de soutien à la transition au logement. Ces stratégies peuvent exiger la création d'un nouveau programme qui fonctionnerait à partir d'une installation louée, d'une propriété ou d'une installation à acquérir ou de structures semi-permanentes situées sur un terrain appartenant à la Ville. Tout bail à long terme ou achat de propriété devra être étayé par des rapports au Comité et au Conseil et approuvé par ces derniers.

### **Long terme (de maintenant jusqu'à 5 ans et plus)**

- Mettre sur pied un carrefour communautaire de logements avec services de soutien axé sur la transition à un logement permanent. On pourrait y regrouper à moyen terme les programmes mentionnés ci-dessus et partager les locaux avec d'autres services sociaux ou municipaux. Cependant, il faudra élaborer un processus d'analyse et de consultation exhaustif avec le secteur des services pour orienter l'approche.

Une mise à jour au Conseil sur la mise en œuvre de la Stratégie à ce jour et l'affinement des initiatives à moyen et à long terme sera présentée au cours du deuxième trimestre de 2024.

Comme l'a demandé le Conseil le 8 mars 2023 ([CSC 2023-01-04](#)), le présent rapport traite également des considérations et critères de faisabilité dégagés par le personnel pour sélectionner les centres récréatifs et communautaires devant servir d'options à court terme pour répondre aux situations d'urgence du secteur du logement et de la lutte contre l'itinérance, tout en appliquant les principes de diversité, d'équité et d'inclusion (DEI). Comme précisé dans le rapport, ces considérations et critères de faisabilité comprennent ce qui suit.



- Facteurs de faisabilité : besoins en infrastructure, exigences en matière de santé et sécurité, superficie et commodités nécessaires, et délai de mise en œuvre.
- Considération des incidences : accès des clients aux services, installations accessibles et inclusives, et incidences sur les programmes, les coûts et revenus, la dotation et la communauté environnante.

Le présent rapport n'aborde pas les besoins du réseau de refuges pour les familles. En effet, les besoins et difficultés de ce réseau sont différents de ceux du réseau des refuges communautaires pour adultes seuls. Cela étant dit, les initiatives recommandées à moyen et à long terme offrent des solutions souples qui, au besoin, pourraient répondre à des urgences imprévues dans l'ensemble du secteur du logement et de la lutte contre l'itinérance.

### **Répercussions financières**

Pour le reste de l'année 2023, la mise en œuvre de la stratégie intégrée de transition vers le logement, telle qu'elle est décrite dans le présent rapport, sera financée par les fonds non affectés et reportés au titre de l'Accord sur la relance sécuritaire de 2022 de la Ville ou de budgets de fonctionnement actuels.

Tout achat de propriété envisagé en 2023 pour soutenir la mise en œuvre de la Stratégie sera présenté dans le cadre du Plan d'immobilisation pour le logement abordable.

Le financement de la Stratégie intégrée de transition au logement au-delà de 2023 sera examiné dans le cadre du Plan financier à long terme (PFLT) actualisé des Services de logement, qui sera présenté au Conseil pour approbation à l'automne 2023 et dans le cadre du processus budgétaire de la Ville de 2024. Le PFLT fournira une stratégie de financement actualisée pour les objectifs du Plan décennal et indiquera si l'on a besoin d'un soutien important, nouveau, renforcé et continu de la part des gouvernements provinciaux et fédéral.

## **BACKGROUND**

### **Strategic Direction**

In July 2020, Council approved the refreshed 10-Year Housing and Homelessness Plan ([ACS2020-CSS-GEN-0006](#)). The plan has three core goals: Everyone has a home, people get the support they need, and we work together. It identifies the following targets, amongst others:

- Create between 5,700-8,500 affordable housing options (new units and housing subsidies) over 10 years, including the creation of 50 new supportive housing units per year
- Unsheltered homelessness is eliminated
- Chronic homelessness (incl Indigenous) and Veteran's homelessness is reduced by 100%
- Overall homelessness is reduced by 25%
- Indigenous homelessness is reduced by 25%
- New people entering homelessness (inflows) is reduced by 25%
- People returning to homelessness is reduced by 25%

In order to achieve these goals and targets, the plan outlines 18 strategies supported with up to 6 tactics each. These strategies include, but are not limited to:

- Enhance and align the emergency shelter system to respond to current and emerging local needs.
- Increase the availability of and access to support services.
- Continue to expand and evolve housing first services in alignment with best and emerging practices.
- Increase coordination to ensure the system is seamless and responsive to resident's needs.

As part of the 10-Year Housing and Homelessness Plan, staff were directed to create a Long-Range Financial Plan (LRFP) to help support the targets of the 10-Year Plan. The LRFP was approved by Council on March 10, 2021 ([ACS2021-FSD-FIN-0001](#)). In addition to outlining capital funding supports required to create new affordable and supportive housing units, the LRFP also speaks to operating requirements for supports to transition people experiencing homelessness to housing and to achieve housing stability and long-term housing retention. To augment the services and programs currently available, the LRFP identifies operating funding of \$93.4 million per annum required from federal and provincial governments to:

- Provide operating funding for support services for 50 new Supportive Housing units annually
- Increase the Housing First Program and investments in housing search and housing loss prevention supports that help people find and keep their housing

- Support the operating costs for two New Transitional Housing Facilities (originally targeting women and families)
- Increase the Community Homelessness Prevention Initiative (CHPI) now Homelessness Prevention Program (HPP) in part to sustain emergency shelter supports and services.

As a result of the pandemic, the context and environment that these plans were built around has shifted. Pressures in the community shelter system have remained high for families but have also escalated notably for single men and women, as described later in this report. Further, building and borrowing costs have increased and the LRFP will require updating to reflect the current situation. The updated LRFP will be presented to Council in the fall of 2023, in preparation for the City's 2024 Budget process.

The "[Scaling Up Non-profit Housing in Ottawa](#)" report, received for information by the Planning and Housing Committee on May 3, 2023 ([ACS2023-OCC-CCS-0051](#)) recommends that Ottawa's target for supportive housing be increased to 100 new units annually. However, the report also acknowledges that achieving this target is contingent on securing permanent stable operating funding from the federal and provincial governments to support existing supportive housing, create more supportive housing and to meet the health and social support needs in housing.

The City is currently supporting the Ottawa Aboriginal Coalition to develop an Indigenous Housing and Homelessness Plan. The direction and strategies from that Plan will inform the continuous development of the Strategy presented in this report.

### **Physical Distancing Centres**

In May 2020, as a result of the COVID-19 emergency and the associated public health guidelines for congregate care settings, the City established the first Physical Distancing Centre at the Jim Durrell Recreational facility. This facility was a temporary measure to support adherence to public health guidelines and efforts to reduce the overall density within the single adult community shelter system. The site helped the shelter system to provide adequate space for users to physically distance and mitigate the spread of COVID-19.

Since the start of the pandemic, the PDCs have played a vital role in supporting hundreds of at-risk individuals and have become an important asset and extension to the existing community shelter system at a critical period. Without the PDCs, those experiencing homelessness would have limited options. Individuals would need to live rough in encampments, stay in precarious housing situations and/or in an overcrowded community shelter system where infection prevention measures and physical distancing would not be feasible. This lack of suitable space would result in significant health and safety risks to residents and staff.

As the pandemic evolved, it was recognized that the public health emergency would require an ongoing strategy to support public health guidelines and mitigate the spread of COVID-19 within congregate care settings, such as community shelters. Based on the need for additional emergency shelter space, the Community and Social Services and Planning, Real Estate and Economic Development departments conducted multiple searches for short-term options within the private market. Through that process the City secured a university dormitory and a hostel but was not successful in acquiring other facilities. Contributing factors included timeline constraints and building infrastructure and / or suitability in meeting public health guidelines for infection and prevention of COVID-19. Unfortunately, in the absence of other viable options, the City had to continue utilizing City recreational facilities to support the ongoing need.

Since May 2020, the Human Needs Command Centre (HNCC) has led and operationalized 11 Physical Distancing Centres. At the peak of the winter 2023 season, PDCs were providing up to 25% of the total community shelter beds in use. As of May 2023, 114 people reside at the following PDCs:

- Bernard Grandmaitre Arena, Ward 12, supporting single men
- Dempsey Community Centre, Ward 18, supporting single women

### **Council Direction**

On April 13, 2022, Council approved the “Respite Services Sustainability Plan” report ([ACS2022-CSS-GEN-002](#)) which, amongst other recommendations:

- Provided the General Manager, Community and Social Services with the delegated authority to maintain the Physical Distancing Centres; and
- Direct staff to conduct a review of the single adult community shelter requirements and develop a longer-term plan.

A series of motions approved by Council on March 8, 2023 ([CSC 2023- 01-04](#)) further directed staff to:

- Outline a strategic approach focused on providing individuals experiencing homelessness the supports needed to transition to long-term housing; and
- Explore all alternative options to using recreation/community centres to provide temporary emergency housing as needed; and
- Identify factors and considerations for choosing recreation/community centres as short-term centres opened to respond to emergencies in the housing and homelessness sector, including applying a diversity, equity and inclusion (DEI) lens; and
- Include considerations for the 2024 budget process and develop a financial plan to execute the options.

The report being provided responds to these directions to staff. It should be recognized that this report does not:

- Address the needs within the family shelter system. The family shelter system has needs and pressures that are distinct from the single adult shelter system.
- Directly address the pressures within the youth shelter system. The youth shelter system serves clients aged 16 to 21 and while clients between the ages of 18 and 21 are eligible for both the single youth and single adult shelter system, the youth and adult shelter systems are distinct. The youth shelter system is also substantially smaller and faces unique pressures, necessitating a distinct response.

## **CURRENT STATE**

Ottawa's housing system currently provides a wide range of options from shelters, supportive, transitional, community and affordable housing to market rental and home ownership.

This housing system is a framework; a system of assets, services and programs delivered in collaboration with community partners to align to the various needs and circumstances of all Ottawa residents. People do not move through the housing system in a linear fashion as people's needs for support and housing affordability change over time. As a result of the pandemic and the increasing complexities of individual needs, the shelter system needs to remain flexible and responsive to ensure it adapts to provide the right services to the individual at the right time.

The single adult shelter system is operating over capacity. The pandemic disrupted demand patterns that were being seen prior to 2020, and 2022 appears to have been an accelerated return to and growth of earlier demand levels. The average number of clients served per night in 2022 was 6% higher for single men and 16% higher for single women than the average seen pre-pandemic. Pressures on the system include an average of 1,969 new inflows into homelessness per year and a 14% increase in length of stay (for single men) compared to pre-pandemic. The number of unique users (primarily in the men's shelter system) is continuing to rebound and is anticipated to reach peak pre-pandemic levels as early as April 2024.

By the end of 2024, it is projected that there will be a need for up to 224 additional shelter beds for single men, and up to 69 additional beds for single women in addition to those available in the community shelter system.

Please see **Document One** for the "Single Adult Shelter System Needs Analysis" for further information.

## **Housing Successes**

Since 2015, the City of Ottawa and its housing and homelessness partners have adopted a Housing First approach. The approach focuses on a person-driven, non-judgmental provision of housing and supports with no preconditions or requirements for people to accept treatment for any mental health illness or substance use issues. Housing First focuses on quickly moving people experiencing homelessness into long-term housing and then connecting them to supports and services as needed to stabilize their housing.

Priority for City-funded Supportive Housing and Housing First supports is given to individuals experiencing chronic homelessness, sleeping unsheltered, exiting provincial institutions, veterans, Indigenous residents, and youth. Since 2015, 1,877 people have been housed and offered ongoing support through supportive housing and Housing First services, and as of December 31, 2022, 81% of singles in the Housing First program continued to retain their housing a year after becoming housed.

### ***Housing First Supports***

This program provides wrap around support to individuals experiencing homelessness, helping them to find and maintain long-term housing. In 2022, the City funded 12 new additional Housing First workers to increase the available caseload from 831 to 990.

However, the request for the service continues to exceed demand, and as of April 2023, the priority list for matching to support services consisted of:

- 453 single adults,
- 40 unaccompanied and non-Indigenous youth, and
- 154 self-identified Indigenous individuals.

### ***Supportive Housing***

At any given time, there are over 600 households living in City-funded supportive housing programs. These individuals, who would otherwise live in emergency shelters or unsheltered, receive extensive individualized, flexible, and ongoing support so that they remain housed.

With its continued focus on developing supportive housing, Ottawa has, for the first time in its history, an increased number of supportive housing beds compared to shelter beds.

- Total supportive housing units completed since 2014: **446**
  - **11** supportive housing units completed in 2020
  - **82** supportive housing units completed in 2021

- **56** supportive housing units completed in 2022
- **57** units of supportive housing completed to date in 2023 and are currently being filled, with up to another **198** supportive housing units underway.

The City and its partners continue to explore opportunities to support the development of more permanent supportive housing including through new one-time federal or provincial funding.

Per the motion approved by Council on March 8, 2023 ([CSC 2023-01-05](#)), the City was to explore supportive housing options using the third round of the Rapid Housing Initiative (RHI). Staff did apply this direction to the RHI projects submitted under the City streams which received CMHC approval. Approval of projects submitted under the Projects Stream is expected before the end of June 2023. The number of new supportive housing units above reflects these project submissions.

Despite the number of units that have been realized recently, there remains a waitlist (prioritized) for supportive housing of 337 people as of April 2023.

### **Physical Distancing Centre Service Delivery Model and Lessons Learned**

Since the inception of the first Physical Distancing Centre (PDC) in May 2020, the staffing model and service delivery approach has evolved beyond simply providing a safe sheltering option with adequate space for physical distancing. At present, it is a streamlined service model that delivers the right services with a spectrum of options and supports for the individual at the right time. Providing sheltering options is more than just bricks and mortar, rather a service that requires intensive case management, wrap around supports and service navigation in close collaboration with our community shelter providers.

All providers within the shelter system, including PDCs, offer access to immediate case management, financial supports, and access to Housing First supports. The service delivery model includes Shelter Support Workers supporting the day-to-day operations, and Housing Support staff to support each client in moving towards long-term housing goals. The service delivery includes an intake process for shelter placement to support each participant to have access to the most suitable temporary emergency shelter option, if that is the immediate need, or to a longer-term housing option.

Similar to community shelter providers, PDC staff provide support with service navigation, housing applications, securing documentation such as identification, alongside referrals or access to municipal service offerings such as financial and employment assistance through Employment and Social Services and links to Ottawa Public Health. By offering immediate case management and financial support, barriers to housing are being addressed, and housing outcomes are better achieved.

There are also a few unique roles and operations that PDCs have brought to the system:

- As a first step towards service integration, Community and Social Services has facilitated the sharing of client information internally (including PDC staff) through a signed consent form. This can expedite accessing relevant client information to become “document ready”, and in applying for benefits or supports also administered by Community and Social Services.
- Clients had 24/7 access to PDCs which helped to strengthen relationship with staff and further support stabilization and transitions to housing;
- PDCs were/are not seen as traditional shelters by many clients, and as such, some clients who would not otherwise have accessed shelter, did access PDCs which helped create a link to supports and services to transition to housing.
- Most recently, when the City was operating multiple facilities, clients were assessed in one PDC and if their service needs, such as housing goals, were a match for the second PDC, they were referred. In that sense, PDCs were performing an assessment and referral function to referral-only programs such as transitional housing.

As a result of the implementation of the PDCs, the community shelter system has seen an organic shift, with marked success, in the way in which services are being delivered and shelter placement options are being assessed.

From May 2020 to April 2023, PDCs have provided overnight services to 2,576 individuals experiencing homelessness in Ottawa. Additionally, from January 2021 to June 8, 2023, City of Ottawa staff at PDCs have supported over **310** individuals to move to more long-term housing through the integrated case management service delivery approach. As the recommended options for future sites move forward, the PDCs service delivery model will be continuously improved for enhanced opportunities to support those experiencing homelessness.

## **DISCUSSION**

As a community, we work together to ensure that every resident has a home with the necessary supports to stay housed, as life circumstances change.

### **Vision**

The Integrated Transitions to Housing Strategy outlined in this report has two overarching goals:



1. Everyone who needs and wants access to a shelter bed should be able to access one.
2. Chronic homelessness is eliminated.

Adopting the priorities of the City's 10-Year Housing and Homelessness Plan, the recommended strategy is comprised of the following four key pillars:

- People who enter into homelessness are adequately supported and quickly re-housed and connected to the appropriate supports to remain stably housed;
- Intensive, wrap-around supports are available to support people to transition to long term housing;
- Housing options exist which match the varying needs of people experiencing or at risk of homelessness; and
- Services and systems consider and respond to the unique and culturally relevant requirements in addressing and supporting the Indigenous homeless population in Ottawa.

The initiatives outlined as part of the Integrated Transition to Housing Strategy will complement the existing community shelter and Housing First services, to support people to transition quickly to long-term housing, while at the same time bringing stability to the shelter system.

### **Consequences of Discontinuing Services**

If the City were to discontinue Physical Distancing Centre services without augmenting the community shelter system and/or housing supports the following impacts should be expected:

- Increased risks for people experiencing homelessness who cannot access services, vulnerability to exposure, risks associated with isolation, and lack of connection to services to stabilize and support transitions to long-term housing.
- Up to 300 people per night may not be able to access shelter when they need it. Having shelter or system capacity available is a critical component of the extreme weather response to prevent life-threatening situations.
- An increase in encampments and people sleeping unsheltered as clients experiencing homelessness have limited to no options available to come indoors.
- Increased stress and burden on existing shelter system as providers attempt to serve clients without necessary resources and are forced to decline service.
- Increased demand on other emergency response services including police, paramedics and hospitals when clients cannot be more appropriately diverted to shelter and specialized programs for lack of capacity.

- Increased precarity for people, especially women, 2SLGBTQQIA+ and people with disabilities, who may not be able to leave dangerous living situations.

### **Integrated Transition to Housing Strategy**

The Integrated Transitions to Housing Strategy proposed in this report includes short, medium, and long-term initiatives all focused on assisting people to transition to permanent housing. The long-term focus is on the continued and intensified development of supportive housing. The strategy also includes initiatives to better support single adults to transition to housing across the system, while ensuring capacity exists to provide a shelter option to everyone in need.

This Strategy works in tandem with and leverages other services and supports offered or funded through the City's Housing Services, including housing benefits, allowances, supplements, etc.

Central to this Strategy will be the long-term development of a Supportive Housing Community Hub, which will facilitate integrated service delivery, increased housing options and offer more opportunities for system coordination and maximizing existing resources.

The Strategy outlines a framework and direction and the City will be working closely with community partners to shape and operationalize each of the initiatives. Staff will report back to Council with an update in Q2 2024.

### ***Short Term (1 year)***

As of June 5, the Physical Distancing Centres (PDC) were supporting 114 individuals, with the Community Shelters operating at 104% capacity and there were 115 individuals living unsheltered.

The proposed approach over the next year includes piloting an enhanced housing allowance to help clients move into to long-term housing and out of shelter and PDCs. Given the pressures on the shelter system, the short-term plan will also include temporarily operating an overflow program in an interim facility to be leased by the City or at a City owned facility.

### ***Coordinated Rapid Rehousing Efforts***

The community shelter system and its clients are connected and supported by a broad network of housing and social services. These include over 600 units of existing supportive housing, more than 20,000 community housing units and 11 community agencies providing Housing-based Case Management services. Over the coming

months, the City and partners will work collaboratively to identify and expedite the process to connect eligible clients to any vacancies within those services.

*New Enhanced Housing Allowance for Singles Prototype*

The goal of this program is to quickly reduce the number of clients needing to be served by the shelter system and enable the phasing out of Physical Distancing Centres, while also piloting a new approach to housing clients in private market/market rent units. The pilot could help move up to 120 clients from the shelter into long-term housing over the course of the next year.

In April 2021, Council approved the Housing and Homelessness Investment Plan – Housing Subsidies ([ACS2021-CSS-GEN-005](#)) which made new municipally funded housing allowance allocations consistent with provincial portable housing benefit programs.

In May of 2022, recognizing that the provincial funding formula disadvantages larger families since the benefit only contemplates up to 3-bedroom rents, Council approved a pilot which modified the funding formula to increase the benefit for larger families (7 persons or more).

Similarly, staff are noticing that the provincial maximum allowable rent for a one-bedroom apartment is \$1,347 (starting July 1, 2023), when summary and averaging of currently listed one-bedroom apartments shows the true median rent in Ottawa for a one bedroom to be \$1,800. This discrepancy has proven to be a barrier for singles experiencing homelessness, often in receipt of Ontario Works and Ontario Disability Support Program, trying to access private market units since the funding formula caps the benefit based on a rent calculation of \$1,347 per month. This program will explore providing clients with a deeper subsidy to make private market housing more attainable. The proposed formula would consider true market rents based on period data, as determined by City staff.

Many clients within the single adult shelter system also require supports to stabilize and remain housed. This prototype would explore opportunities to leverage those already existing supports (noting that many are fully subscribed), create connection and coordination with other existing client supports (for example the Employment and Social Services staff) and identify minor gaps in resourcing that if addressed would provide a more comprehensive support network.

All clients in the single shelter system who do not need supports are offered a housing allowance, as are all single shelter clients matched to Housing Based Case Managers. However, the eligible clients selected for this program would include:

- Single adults experiencing homelessness who may only need light supports to remain housed;

- Single adults experiencing homelessness who are connected to Housing-based Case Management Supports (under the Housing First program) or to a City Housing Support Staff; and
- Single clients who are housed within the existing supportive housing units but who with deeper financial and housing supports could graduate from the program to a private market/market rent unit which would result in that supportive housing unit becoming available for another client with higher support needs.

Staff estimate the cost of this modified housing allowance to be \$2M annually. It would be funded within the existing approved Housing and Homelessness Investment Plan budget and other operating budgets

Considering feedback received from front line staff working with clients, staff have been working with housing and homelessness sector partners, including the Alliance to End Homelessness, to develop the concept for this program. Staff will work with community partners over the coming months to operationalize the prototype to meet the needs of clients and support the broader housing and homelessness system.

In accordance with Recommendation 2, staff are requesting that Committee and Council approve the enhanced housing allowance for singles prototype such that the Director, Housing Services is delegated the authority to work with community partners to refine the overall program and formula for calculating the deeper housing allowance to be administered, to expedite the realization of this initiative.

The refined terms of the program, as well as results and outcomes seen will be reported on in the Q2 2024 update report to Council.

#### *Winter Response Strategy including an Overflow Facility*

It is not expected that the community shelter system will be in a place to eliminate the use of overflow mechanisms by mid-August when the City needs to return current PDC facilities to community use.

The community shelter system has several overflow mechanisms, including the use of overflow mats. The community shelter providers and the City will review opportunities to maximize the community shelter's capacity to absorb increased demand over the winter months. However, it is anticipated that an Overflow Facility will still be required.

At the time of writing this report, a final approach to support the operation of an overflow facility had not yet been confirmed. Staff have explored temporarily repurposing all or part of facilities within the housing, homelessness and social services sector, however, none of these options were deemed viable. These options included use of shelters or hotels dedicated to supporting families experiencing homelessness, repurposing supportive housing or residential services homes.

As such, two options continue to be explored: a short-term lease of a private market facility or the continued use of City arenas/community centres.

The first choice for meeting this need over the short term would be a private market lease. Staff have identified a property that will meet operational requirements and which is available for the proposed use over the short term. Due diligence and negotiations are underway. The lease is anticipated to fall within the delegated authority threshold for the General Manager of Planning, Real Estate and Economic Development to execute. Should this opportunity be realized, all current PDC operations would be amalgamated into the one facility.

For City owned facilities, Community and Social Services developed a list of potential facilities in accordance with the criteria outlined later in this report and is working with Recreation, Cultural and Facility Services to determine operational, community and financial impacts of using these facilities. These would only be used if no other option can be realized.

Community and Social Services staff will engage the Ward Councillors to discuss community engagement and impact mitigation strategies. Staff will update Council via memo about the facilities to be used over the interim period in Q3 2023.

### ***Medium Term (1 to 5 years)***

#### *Continued Development of Supportive Housing*

There are currently 198 units of supportive housing under development and are scheduled to be operational in the next 18 months, and the 10-year Housing and Homelessness Plan sets a target of an additional 50 units per year. The strategies, including the potential to increase supportive housing targets, will be reviewed as part of the Long-Range Financial Plan being brought forward to Council in the Fall 2023 and the refreshed 10-year Housing and Homelessness Plan.

#### *Systems Change to Support Housing Objectives*

The current emergency shelter system includes shelter programs, specialized programs and transitional housing programs, which access and leverage a series of housing supports.

Over the next year, the City will work with the Housing and Homelessness Sectors to identify a plan for systems change to support housing objectives for clients experiencing homelessness, which can be implemented over the medium-term.

Should additional capacity in the form of a new facility be required in the system over the medium term, the City will work with the community to identify the best operating model or focus to support the broader system, including continuing with the principles of the Housing First Approach adopted in 2015.

Any initiative would have a comprehensive evaluation framework built in to inform the ongoing development of the program. The evaluation plan would include mechanisms for collecting, monitoring and reporting quantitative data from operations, which would allow for quick adjustments and implementation of changes to improve services. It would also include the collection of qualitative data, such as feedback from clients, community partners and City staff. Analysis of both quantitative and qualitative data would identify best practices and lessons learned, which will be used for data-informed decision-making and process improvement.

As part of the planning for these initiatives, the City and partners will explore the opportunity to have these facilities operated by a community partner, which would likely be decided through a Request for Proposal process.

### *Program Focus*

The programming, focus and operation of this program will be co-designed by the City and partners over the next 6-9 months, and build on the analysis and options presented below.

Some initial opportunities that have been identified and could serve to support the system, and enhance the continuum include:

- **Prevention and diversion** through quick access to financial assistance and benefits such as housing allowances, eviction prevention and repatriation benefits.
- Serving clients who are engaged in the housing search **at a location other than community shelters**. The average amount of time to help a client transition to housing in the Housing First program is 175 days.
- **Enhancing the current housing supports** available to all clients, including those who do not qualify for Housing First services.
- **Better matching** clients to the available programs, which best meet their needs to maximize the resources available and minimizing the movement of clients between programs which can lead to destabilization.

Based on the roles and lessons learned from the operation of Physical Distancing Centres over the last three years, as well as a scan of other shelter system programs' best and emerging practices, some initial options that will be reviewed include:

- *Assessment and Rapid Rehousing Centre* would serve people new to homelessness for a short-term stay while their needs are assessed and are matched to a service within the shelter system that best matches their needs. It would also provide supports to clients with minimal barriers to housing to quickly connect them to financial or case management supports as needed, as a homelessness prevention or diversion focus.

- *Bridge Housing Centres* serve clients engaged in the rehousing process including through Housing-based Case Management services and/or have a pending offer of housing but are waiting to move in (supportive, social, etc). This model provides a stable temporary housing situation with support services while an individual is in the process of locating, applying to, and/or obtaining permanent housing.
- *24/7 Respite Centres* provide essential services to individuals experiencing homelessness in an environment that prioritizes ease of access to safe indoor space. Services provided include resting spaces, meals and service referrals.

Ultimately, the proposed approach will be designed with systems partners and need to match the opportunities and constraints presented by potential facilities' configuration, amenities, and locations.

### *Facilities*

Following Council's direction to explore longer-term solutions to support the single adult shelter system, Community and Social Services began an extensive real-estate search with the Corporate Real Estate Office. The search focused on opportunities which could be activated in the short and medium terms, while long term strategies were realized.

To generate a list of options, staff reviewed public listings for office space (162 listings) and industrial spaces (53 listings), as well as completed targeted enquiries with community and public agency partners including school boards, provincial and federal governments, property development companies, and an internal review of options within the City's purview including shelters and social service centres. In addition to the extensive public listings, staff evaluated 37 facilities.

Through the evaluation process, options were eliminated based on factors including:

- Some residential facilities were tenanted and would not otherwise be vacated
- Zoning prohibited the intended use (shelter, transitional housing or residential)
- Facility required a level of retrofits or renovations which would be time prohibitive
- Shared building space (i.e. not exclusive use) with uses that would not be complementary
- Locations were too far from community amenities, social services and/or had minimal access to transit
- Landlords were not willing to consider the intended use for the property
- Cost prohibitive (usually based on the facility being much larger than required and lease rates set by the square foot).

Through this process, staff have identified four potential types of facility arrangements that continue to be explored:

- Long-term lease of a residential facility;
- Long-term lease and conversion of non-residential facility such as an office building;
- Purchase of a facility that could be developed to support the needs of the housing and homelessness sector over the long term with priority given to properties which are already semi-residential in nature to make renovations or retrofits less extensive and therefore more achievable. This could support multiple uses for service integration and present opportunities to offset future costs.
- A semi-permanent structure which would be a custom designed facility that includes all traditional building components such as heating, air conditioning and ventilation systems as well as washrooms, showers, office space, sleeping space and other amenities deemed necessary. The structure would be located on a parcel of City owned, or soon to be City owned land. Community partners have expressed concerns about this type of facility, however, it is included as a viable option should none of the other options be feasible and a critical need remains in the system to shelter people experiencing homelessness.

Once the demands and needs in the shelter system no longer merit the number of emergency accommodation sites, the City and community partners will explore opportunities to leverage any medium-term facilities acquired for the duration (and potential extension) of their leases to meet any other system pressures, including possibly family shelter options or use for interim supportive housing.

Staff will engage Ward Councillors about properties being considered in their Wards and collaborate on community engagement strategies. Any long-term leases or property purchases would be subject to Council approval.

### ***Long-Term (5+ years)***

The priority and long-term focus of the Strategy is on Supportive Housing featuring integrated service delivery and included the continued development of supportive housing as indicated above and the development of a new Supportive Housing Community Hub.

#### ***Supportive Housing Community Hub***

To support the long-term vision, a facility/property would be purchased which could be developed over the long term into a supportive housing community hub focusing on



transitions to housing and integrated with the homelessness, housing and social services systems. The site would facilitate co-location of community and health services, development of a range of new housing options and offer options for systems and resource coordination.

The site would also provide an opportunity to address urban Indigenous specific housing and homelessness needs and priorities through a partnership with the Ottawa Aboriginal Coalition and urban Indigenous community service providers. It would support the development and implementation of initiatives identified as part of the Indigenous Housing and Homelessness Strategy (currently under development).

In order to inform the design and services on-site, an extensive analysis, community consultation (neighbourhood and service sectors), business case and financial strategy development process will be developed with the housing and homelessness service sector and undertaken over the coming years.

### **Factors and considerations for choosing City facilities (used to respond to Emergencies in the Housing and Homelessness Sector)**

Throughout the pandemic, City recreation and community centres have been used as physical distancing, respite and isolation locations. These centres have also been used for other priority measures such as Covid testing centres, vaccination clinics, for personal protective equipment storage and as mitigation options to respond to urgent needs such as to relocate residents temporarily due to a fire.

PDCs have been located in five City of Ottawa recreational facilities across three wards, though some communities were impacted more than others by the temporary loss of community and recreational spaces and programming. In particular, Wards 12 and 18 have hosted ongoing or multiple Centres.

As per the motion approved by Council on March 8th, 2022 ([CSC 2023-01-04](#)), staff are to explore all alternative options to using recreation/community centres to respond to any future emergencies in the housing and homelessness sector. However, should there be no feasible alternative, this report outlines the feasibility assessment and other client service and community impact considerations that staff will undertake when choosing recreation/community centres as short-term options to respond to emergencies in the housing and homelessness sector, including any potential extension of PDC-like services in recreation/community centres.

**Feasibility factors** such as square footage are the first requirements that must be met

by the facilities and serve to narrow down the number of options available for consideration. Other feasibility factors include:

- **Infrastructure requirements:** The temporary change of use of the facility required to be approved and considered safe to operate as an overnight accommodation under Building and Fire Codes. These include egress options, and the ability to heat and cool the space which can require specific HVAC and/or electrical infrastructure on site.
- **Health and safety requirements:** The configuration and space must be conducive to the implementation of Infection Prevention and Control measures, including the required space to practice physical distancing, and overall safe service delivery for clients and staff.
- **Size and amenities:** The facility requirements to accommodate the number of individuals in need and the staffing levels to operate. Certain amenities to support operations including a sleeping and dining area, as well as access to sufficient washrooms and showers are also required.
- **Timelines to operationalize:** Some facilities are easier to temporarily repurpose and meet the facility requirements in a timely fashion. There are also logistical time considerations such as removal of ice surfaces that can be prohibitive.

From the facilities which have been identified as feasible, staff will further refine the options based on the potential impacts for the temporary use of the recreation/community centre. The considerations listed and described below would be examined equally, and within each, a diversity and inclusion lens would also be applied.

- **Client Centric Service:** The space selected should be conducive to providing a service which is able to meet the client's immediate needs in a way which is dignified and respectful.
- **Client access to services:** It is likely that not all services required by clients can or would be delivered onsite. As such, it would be necessary to ensure the location chosen can provide access either through proximity to services and/or access to transit options. These can include social services, as well as broader amenities such as grocery stores and laundromats.
- **Accessible and inclusive facility features:** To support client use on site, efforts to select a facility which is Accessibility for Ontarians with Disabilities Act compliant as well as meets other diversity, equity and inclusion considerations such as gender-neutral spaces (e.g. washrooms).
- **Programming impacts:** Staff will prioritize locations which do not impact multiple service offerings (i.e. gym, arena, pool, library, etc) and/or where other facilities are located in relatively close proximity. Programming impacts will be further considered to ensure equity-deserving groups are not unduly affected. Staff will

also consider if the facility was recently offline for different reasons, where the community already had reduced access.

- Financial and staffing impact: Consideration would be given to minimizing the loss of rental/programming revenue as well as the cost to set up and operate in the location. Closure of a facility can also impact staff, in particular part-time staff who cannot always be reassigned.
- Surrounding community impacts: The broader neighborhood where a facility is located will also inform the selection process to minimize impacts on priority neighborhoods and programming needs. Direct proximity to other sensitive uses including schools will also be considered.

Efforts will be made to account for all of the above in order to balance impacts on recreational programming, staffing, revenue, community partners, and local neighborhoods all while ensuring those in need of temporary shelter can be served. However, the experience over the past 3 years has highlighted that there are minimal, sometimes only one option available that meet the feasibility requirements. In those instances, staff would make the effort to mitigate impacts with other strategies, such as relocating programming to another facility where possible.

## **FINANCIAL IMPLICATIONS**

To date, the majority of operating costs associated with Physical Distancing Centres were covered by provincial and federal COVID-19 funding. However, this funding, in particular the provincial Social Services Relief Fund, is no longer available. The current operations are being covered through slippage in funding from other levels of governments and select one-time funding including Municipal Safe Restart Agreement Funds.

The required funding to continue the operations of the current PDCs then the Overflow facility, as well as implement the proposed Housing Allowance prototype is \$8.7M from June until the end of 2023. This will be funded by the 2022 carry forward Municipal Safe Restart Agreement Funds or existing operating budgets.

2023 Capital funding requirements to purchase a property as part of this strategy will be brought forward as part of the Affordable Housing Capital Plan being presented to Committee in Fall 2023.

Funding requirements to implement the Integrated Transition to Housing Strategy beyond 2023 will be considered as part of the updated Housing Services Long Range Financial Plan (LRFP) to be presented to Council for approval in fall 2023 and as part of the 2024 City Budget process. The LRFP and will provide a refreshed funding strategy for the objectives of the 10-Year Plan and will stipulate the requirement for significant new, enhanced and continued support from the provincial and federal governments.

## **LEGAL IMPLICATIONS**

There are no legal impediments to the implementation of the report recommendations.

## **COMMENTS BY THE WARD COUNCILLOR(S)**

This is a city-wide report.

As sites are deemed feasible for supporting the initiatives identified as part of the Strategy, Staff will engage the Ward Councillors and work together on extensive community engagement plans.

## **ADVISORY COMMITTEE(S) COMMENTS**

No Advisory Committees were consulted in the development of this report.

## **CONSULTATION**

The Integrated Transition to Housing Strategy adopts the goals and objectives set by the 10-Year Housing and Homelessness Plan including that everyone has a home and people get the supports they need; that instances of homelessness are brief and non-reoccurring, and that Ottawa has an integrated housing system that is responsive to the needs of our residents. To develop these priorities, there was an extensive community consultation process including over 1,200 people from a broad cross section of partners, stakeholders, academics, advocates, the public and people with lived experience of poverty, housing insecurity and homelessness.

To shape the recommendations of the Strategy, staff engaged with single adult shelter partners, housing and homelessness sector partners through the Alliance to End Homelessness, the Homelessness Community Advisory Board and the Housing Systems Working Group, as well as the Ottawa Aboriginal Coalition.

The main piece of feedback and input received was that there was a need for both:

- Targeted initiatives to support clients currently being served in shelters and PDCs to transition to long-term housing, and
- A plan to address demand above the current system, especially through the fall and winter months, while housing initiatives are realized.

There was also general concern about the purchase and installation of a semi-permanent structure to serve clients experiencing homelessness, and if it would be a safe, welcoming and dignified space.

Other themes from discussions included:

- The clients being served in the shelter system have increasing complex needs and the transition strategy will need to consider how clients with high acuity are triaged and appropriately supported within the system.
- Levels of demand and client need are compounded by current staffing pressures being faced in the community shelter system.
- There is an opportunity to strengthen connections and referrals to broader homelessness serving agencies, including those supporting asylum seekers and The Social Housing Registry.
- Need to consider the needs of women experiencing homelessness separately from men, and address gender specific concerns, including safety.
- Assets of the Physical Distancing Model which should be leveraged as part of the transition strategy include:
  - Direct connections to Employment and Financial Social Services staff
  - The 24/7 access model is favourable and provides clients with a sense of security, dignity and facilitated the building of relationships with staff

### **Single Adult Community Shelter Partners**

Since the beginning of the pandemic, the City and Community Shelter providers have consulted and worked collaboratively through ongoing meetings to address emerging needs. This includes capacity needs across the sector while managing outbreaks in their settings, with the goal to minimize impacts on staff and residents of the community shelter system.

To develop the Integrated Transition to Housing Strategy, the City met as a group with the single shelter providers on five (5) occasions, and individually to discuss organization specific opportunities, challenges and concerns.

### **Homelessness Community Partners**

Staff have engaged and will be working closely with the Alliance to End Homelessness, the Ottawa Aboriginal Coalition, the Homelessness Community Advisory Board and the Housing System Working Group to inform the roll out of the strategy including the development and operationalization of the programs. Membership of these committees includes a broad range of community partners, including but not limited to, the Alliance to End Homelessness Ottawa, supportive and social housing providers, shelters, private landlord association, day programs, mental health and addictions agencies, youth and justice services, and Urban Indigenous services.

## ACCESSIBILITY IMPACTS

All initiatives arising from the Integrated Transition to Housing Strategy report, if approved, would be implemented according to the Integrated Accessibility Standards Regulation, 191/11 (IASR) of the Accessibility for Ontarians with Disabilities Act, 2005, (AODA) in addition to following the requirements of the City's Accessibility Design Standards (ADS), where applicable.

The programs and facilities developed and provided as part of the Strategy outlined in this report will align to the commitment of the City of Ottawa's [Accessibility Policy](#) and ensure equal treatment to people with disabilities with respect to the use and benefit of City services, programs, goods, facilities and information.

These considerations would include, but are not limited to:

- Providing accessibility supports to residents with disabilities by tailoring services to meet their needs
- Ensuring program materials are accessible for the web and distributed through multiple methods, including online and through community outreach. Materials and information will be offered in accessible formats and/or with communication supports.
- Provide training for staff and volunteers such as bias awareness and mandatory Equity and Inclusion (E&I) lens training and accessibility training for new staff.

### Built Environment

- Accessible entrance design including automatic door openers, and, when not possible, ramps set up at entrances and exits to assist mobility devices users.
- Consideration of rental space to meet the ADS and remove barriers for clients and staff with accessibility needs by allowing comfortable and independent use rather than waiting or having to ask for assistance.
- Accessible washrooms and showers will be available.

With approval of the Strategy outlined in the report, staff will engage with relevant stakeholders such as the Accessibility Office and the Accessibility Advisory Committee to receive feedback on the implementation, development, and promotion of the Strategy. Engagement with stakeholders with disabilities will identify and mitigate barriers and challenges from a cross-disability perspective and assist in understanding the unique needs of residents with disabilities, as well as supporting the reduction or elimination of barriers and challenges faced in transitional and temporary housing settings.

## **ASSET MANAGEMENT IMPLICATIONS**

The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner. Any asset management implications related to leases and properties will be addressed in future Committee and Council reports.

## **CLIMATE IMPLICATIONS**

There are no climate implications of the recommendations in this report.

## **DELEGATION OF AUTHORITY IMPLICATIONS**

It is recommended in this report that the Director, Housing Services, be delegated the authority to work with community partners to refine the overall program and determine the formula to calculate the benefit offered under the new “Enhanced Housing Allowance for Singles”. This delegated authority is recommended as the initiative is being proposed as a pilot, short-term response to house single adults being served either by the shelters or the Physical Distancing Centres in order to reduce the demand heading into Winter 2023-2024 and minimize the level of overflow response required.

This report is also requesting that delegated authority be provided to the General Manager, Community and Social Services to adjust the Strategy outlined in this report provided that adjustments are in keeping with the intention of the Strategy as well as City policies and by-laws, in order to quickly respond to factors beyond staff’s control, unforeseen circumstances and opportunities that may arise.

Delegated Authority will be exercised in this report under the short-term initiative “Winter Response Strategy including Overflow Facility”, in that the facility will involve either an acquisition lease or use of a City-owned recreation centre, which draws on sections Schedule I, Section 63(4) and Schedule E, Section 5(1) of the City’s [Delegation of Authority Bylaw \(2023-67\)](#) respectively.

Should the approach taken be an acquisition lease, the City’s Corporate Real Estate Office (CREO) would secure such a lease under its delegated authority. That delegated authority has a limit of up to \$2M. As per the City’s Delegated Authority By-law, CREO would complete a delegated authority staff report to document the actions to secure the acquisition lease. CREO’s reports are reported to Committee and Council semi-annually. The use of this delegated authority would be further reported on in a Memo to Council to be issued by Community and Social Services in Q3 2023 and outlining the details of the facilities to be used over the next year to support overflow operations, as well as in the annual Delegation of Authority report.

## **ECONOMIC IMPLICATIONS**

There are no economic implications of the recommendations in this report.

## **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications of the recommendations in this report.

## **INDIGENOUS, GENDER AND EQUITY IMPLICATIONS**

The 10-Year Housing and Homelessness Plan highlights specific population needs, further compounded in intersectional identities. In addition to considerations specific to women and Indigenous residents below, there are also factors unique to the 2SLGBTQQIA+ residents, older adults, newcomers and people with disabilities.

Recognizing this, the recommended strategy proposed will:

- Include a mechanism to connect to services and supports which address the root causes of homelessness for different populations (affordability, mental health and disabilities, support with immigration processes)
- Collect data to track and monitor the number of diverse residents accessing services and their outcomes as part of the program evaluations.
- Strive towards having a representative staff complement, and providing all staff with equity and inclusion training and learning opportunities; and
- Adopt inclusive and culturally safe service delivery and practices, many of which have been built and proven successful through the delivery of PDC and respite services over the last 3 years.

### **Women and Gender Considerations**

In the single adult sector, women account for on average 30% of shelter system users. Their needs are distinct from the single adult male shelter clients, and while some services that support women are co-ed, there is distinct shelter and supportive housing just for women.

Per the “Women and Gender Equity Strategy 2021-2025”, the community consultation found that “Lack of emergency and affordable housing disproportionately affects women and girls, especially those who are Indigenous and/or older adult, as well as gender diverse people. The use of a gender lens in housing processes and procedures is key to ensuring that women, especially from equity-deserving groups are prioritized”.

To inform the development of the strategy, the analysis considered the usage/data trends for women separately, as well as evaluated the continuum of emergency shelter services available specifically to women to identify specific program and capacity requirements.

Staff are working closely with Cornerstone Housing for Women for insights on how women will be served by the Strategy outlined, in particular regarding how to ensure safe and responsive service delivery.



## **Indigenous Policy Considerations**

Specific to the shelter system and homelessness sector, the Indigenous population is overrepresented and unique in their experiences due to the interconnectivity of colonization, residential school abuse, intergenerational trauma of residential schools, the Sixties scoop, and structural policy and practices.

The City will work with the Ottawa Aboriginal Coalition, and Indigenous Homelessness Service Providers to inform the development of the programs proposed in this Strategy, including service consideration and referrals.

Further recognizing that housing and homelessness is different in an Indigenous context, the City is supporting the Ottawa Aboriginal Coalition to develop an Indigenous Housing and Homelessness Strategy.

As the Indigenous Housing and Homelessness Strategy is developed and finalized, staff will also work with the Indigenous community to implement recommendations to further adjust and/or augment the continuum of emergency shelter systems.

## **RISK MANAGEMENT IMPLICATIONS**

There are risk implications, which have been identified and explained in this report and are being managed by the appropriate staff.

1. The need for space to support clients that cannot be absorbed within the current shelter system after the short term. Should additional capacity continue to be required, through the systems change work that will be undertaken with the sector, a program would be co-designed to support housing objectives and that could serve client experiencing homelessness. As discussed in this report, staff have begun exploring opportunities for facilities to support this type of program.
2. Unsuccessful negotiations for either the leased facility or property purchase. At the time of report writing, the City had yet to finalize negotiations of leases and offers of purchase to support the initiatives outlined in this Strategy. Staff are recommending that the General Manager be delegated the authority to adjust the Strategy, subject to any adjustments being in keeping with the broad goals and intention of the Strategy as well as any City policies or processes which would include the Delegation of Authority Bylaw, Procurement Bylaw, etc.
3. Unanticipated changes in or competing demand for temporary accommodations identified through the recommended strategy. While this report has outlined projections for the demand on the single adult shelter system over the next three years, those are based on past trends and cannot anticipate changes in the economy, private housing market, social policy or other factors which might reduce or augment system demand. Similarly, the Housing and Homelessness system is facing a series of challenges including family homelessness and emergencies (i.e. fires) in supportive housing

requiring the relocation of residents. The strategy outlined in this report, in particular the types of facilities to be explored, were identified in part because they are flexible and their use (or the nature of their use) could be scaled up, or down, or used to support different populations, such as families experiencing homelessness.

4. Recommendations regarding funding are not approved, or only approved in part. Staff will continue to support advocacy efforts to other levels of government to address funding pressures. However, without committed and sustained funding, this response may require (continuing to) continuing to use a series of temporary funding strategies to address system requirements. Failure to meet the shelter needs of single adults experiencing homelessness may expose individuals to life-threatening risks and would further strain the already overburdened shelter system and emergency response services.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

### **TECHNOLOGY IMPLICATIONS**

There are no technology implications of the recommendations in this report.

### **TERM OF COUNCIL PRIORITIES**

Community and Social Services remains committed to the strategic priority Thriving Communities. The work in this report strives to promote and address safety, social and physical well-being for single adults at risk of and experiencing homelessness.

### **SUPPORTING DOCUMENTATION**

Document 1: Single Adult Community Shelter System Needs Analysis

### **DISPOSITION**

Community and Social Services will engage cross-departmentally, and with community partners to coordinate the implementation of the strategy recommended in this report.

As a follow up to this report, Community and Social Services will:

- Issue a memo to Council to advise of the facilities to be used to support overflow shelter services over the next year in Q3 2023;
- Bring forward the Affordable Housing Capital Plan in the Fall of 2023 for approval by the Planning and Housing Committee, and which will consider the required 2023 capital funds to implement the strategy recommended in this report.
- Work with Finance Services to update the Housing Long Range Financial Plan, which will consider operating funds for 2024 and beyond as well as any future capital requirements;

A report to Council will be tabled in Q2 2024 to provide an update on the progress made to the implementation of the short-term initiatives under this strategy and further refinements to the medium- and long-term initiatives.

The Corporate Real Estate Office will bring forward any report(s) to the Finance and Corporate Services Committee when negotiations and due diligence are concluded, regarding any long-term leases or property purchases.

**DOCUMENT ONE:****Single Adult Community Shelter System Needs Analysis**

The data, trends and analysis presented below are presented to contextualize the recommended Integrated Transition to Housing Strategy.

***Housing and Homelessness System Pressures***

There are continued challenges in the housing system, including global, systemic and local pressures, which have been worsened by the pandemic. These factors highlighted below are increasing the reliance and pressures on the shelter system:

- Private housing market constraints with its low vacancy rate, high rents, and loss of affordable private market options: Between 2020 and 2021, the overall vacancy rate decreased to 3.2%, while rents for bachelor and one-bedroom apartments rose by 6% and 3% respectively. Data from 2022 further suggests that rents are 17% higher (approximately \$300/month for a two-bedroom apartment), on average, for new tenants. These gaps limit options for low-income households looking for a new home.
- Inflation and increasing cost of living are making life less affordable placing housing at risk: In 2019, 40% of renter households were considered to be living in unaffordable dwellings, meaning they were spending 30% or more of their gross annual income on rent. At the same time as having less income available to support necessities other than housing, the cost of a nutritious diet for a single male adult rose by 28% or \$89/month between 2019 and 2022.
- Migration from other cities and provinces, and countries including demand from asylum seekers: Between 2011 and 2021, the Ottawa region experienced a 63% increase in asylum claims before admission. This is exacerbated by a high volume of secondary migration coming through Montreal. IRCC has also brought more than 700 newcomers to Ottawa since June 2022, including families and singles.
- Social policy implications and deterrents, including Ontario Works and Ontario Disabilities Support Program rates: A single person receiving Ontario Works would receive \$733/month including their basic needs allowance and shelter (housing) allowance, whereas the average market rent in 2021 for a bachelor apartment was \$1,059.

- Barriers faced by equity groups including discrimination from landlords and other tenants, lack of appropriate accommodations including accessibility features and/or unit size, and process requirements for Canadian references.

These factors, and others, are elaborated upon in the [Needs Assessment](#) completed as part of the development of the 10-Year Housing and Homelessness Plan (2020-2030).

Specific to the singles adult shelter system, pressures include:

- Significant recent increase in number of people sleeping unsheltered. At the peak of the pandemic, there were 3 times more people unsheltered currently than before the pandemic and many of those individuals have not previously been known to have done so.
- Large scale fires, floods, pest infestations, outbreaks and issues within shelters and supportive housing facilities have necessitated the temporary relocation of clients.
- Client complexity and needs are increasing, requiring additional health/mental health care and addiction support to be stably housed. These factors impact a client's ability and willingness to engage in their housing search.

Finally, many homelessness service partners scaled up services during the pandemic creating additional staffing pressures and difficulties maintaining adequate staffing levels across all programs, and other labour market challenges.

### ***Single Adult Shelter System***

There are primarily two types of temporary emergency accommodations that make up the shelter system: Emergency Shelters and Transitional Housing Programs. Emergency Shelters provide a safe and secure temporary, short-term emergency accommodation, which includes food and case management supports. Transitional Housing Programs provide programming including e.g. life skills, training, education with a longer-term residential support component.

Currently there are four community shelter providers supporting single adults experiencing homelessness in Ottawa. The Salvation Army and the Ottawa Mission serving adult men, the Shepherds of Good Hope serving both adult men and women, and Cornerstone Housing for Women serving adult women. In addition, the City worked with the YMCA to expand its existing contracts to add 20 transitional housing beds for women as of February 2023.

Sector	Permanent Beds	Provider
Emergency Shelter for Women	134	Shepherds of Good Hope and Cornerstone
Transitional Housing for Women	20	YMCA
Emergency Shelter for Men	381	Salvation Army, Ottawa Mission, Shepherds of Good Hope
<b>TOTAL</b>	<b>535</b>	

In addition to the above, shelters also operate specialized programs, which total 191 beds. These programs offer a variety of supports and services to individuals experiencing homelessness. The specialized supports include medical programs (e.g. hospice care and a 24/7 medical support wing), addiction treatment programs (including pre-treatment programs), life skills programming, and a program that serves the highest needs clients (including referrals from Ottawa Police Service and Emergency Medical Services).

There are also 60 overflow mats used at the men's shelters when they are at capacity. The shelters have consistently needed to use all these mats, even pre-pandemic. While mat use diminished during the pandemic to allow for physical distancing, the shelters are again using them to capacity. The regular use of overflow mats is not preferred as the original purpose of the mats was for critical demand use only.

Prior to the COVID-19 pandemic, both Shepherds of Good Hope and the Salvation Army had temporary programs to accommodate more individuals over the winter months. The temporary programs utilized overflow mats, but due to enhanced cleaning measures required to ensure the safety of clients, the spaces where these programs were operating are no longer viable.

Over the past three years, Community Shelter providers have adjusted their service delivery to support public health guidelines. They continue to face challenges due to the constant state of change, the ongoing public health risk of COVID-19 and other respiratory illness, all while responding to a growing demand for service.

### *Usage Trends*

The single adult shelter capacity in Ottawa has seen nearly no growth for decades, meaning no new beds or facilities have been added to the system. By contrast, the population of the City of Ottawa has grown by nearly 21% from 2011 to 2022 and is

projected to grow 8.4% from 2022 to 2027. Existing facilities are therefore accommodating more people to meet the growing demand of individuals experiencing homelessness and requiring emergency accommodations.

In 2019, the City of Ottawa saw the highest number of single adult shelter system users of all time. The number of unique single adults accessing the shelter system increased 9.4% from 2014 to 2019, adding nearly 400 people to the system. In 2022, the shelter system served 4,265 unique single adults of which the majority (71%) were single adult men.

The chart below outlines metrics from the singles shelter system compared to pre-pandemic levels (2019) and the change over the past year (2021-2022).

<b>Annual Historical Demand Comparisons (2021-2022 &amp; 2019-2022)</b>				
	<b>Difference 2021-2022</b>		<b>Difference 2019-2022</b>	
	Single Adult Males	Single Adult Females	Single Adult Males	Single Adult Females
Total Shelter System Users	+13% (+346)	+7% (+79)	-11% (-375)	+5% (+57)
Average Nightly Occupancy	+20% (+108)	+20% (+38)	+6% (+38)	+16% (+31)
Chronically Homeless* Individuals	+15% (+55)	+23% (+23)	+3% (+14)	+1% (+1)
Length of Stay	+1% (+1 day)	-2% (-1 day)	+14% (+9 days)	-3% (-2 days)

*\*Chronic homelessness refers to individuals/families who are currently experiencing homelessness and meet at least one of the following criteria: (a) they have a total of at least 6 months (180 days) of homelessness over the past year or (b) they have recurrent experiences of homelessness over the past 3 years with a cumulative duration of at least 18 months (546 days).*

The number of single adult men accessing the shelter system continues to rebound from pandemic lows and will likely soon reach pre-pandemic levels, consistent with national trends. The number of single adult women has already reached and exceeded pre-pandemic levels. In addition, chronic homelessness has exceeded pre-pandemic levels for both men and women. It is important to also note that while the length of stay for women has remained steady, the length of stay for men has increased by 14% since before the pandemic. An overall increased length of stay means individuals are staying in shelter longer, resulting in additional demand and pressure on the system.

The above data, in particular average nightly occupancy, reflects trends over the entire year, but seasonality must also be considered when determining demand on the system. The demand for shelter placements fluctuates throughout the year, largely

because of the increase in individuals sleeping rough during warmer weather. This results in peak demands in colder months which are higher than the annual figures represented above.

An analysis was also conducted on the inflow of single adults accessing the shelter system and found that from 2015 to 2022 there were 15,755 new clients accessing the system or an average of 1,969 new inflows per year. An individual is considered a new inflow in any given year if they have no history of staying at an overnight shelter since 2014. While the overall number of new clients accessing the shelter system in 2022 has not yet reached pre-COVID peaks, the increase from 2021 to 2022 is 25% and is rapidly approaching pre-COVID levels.

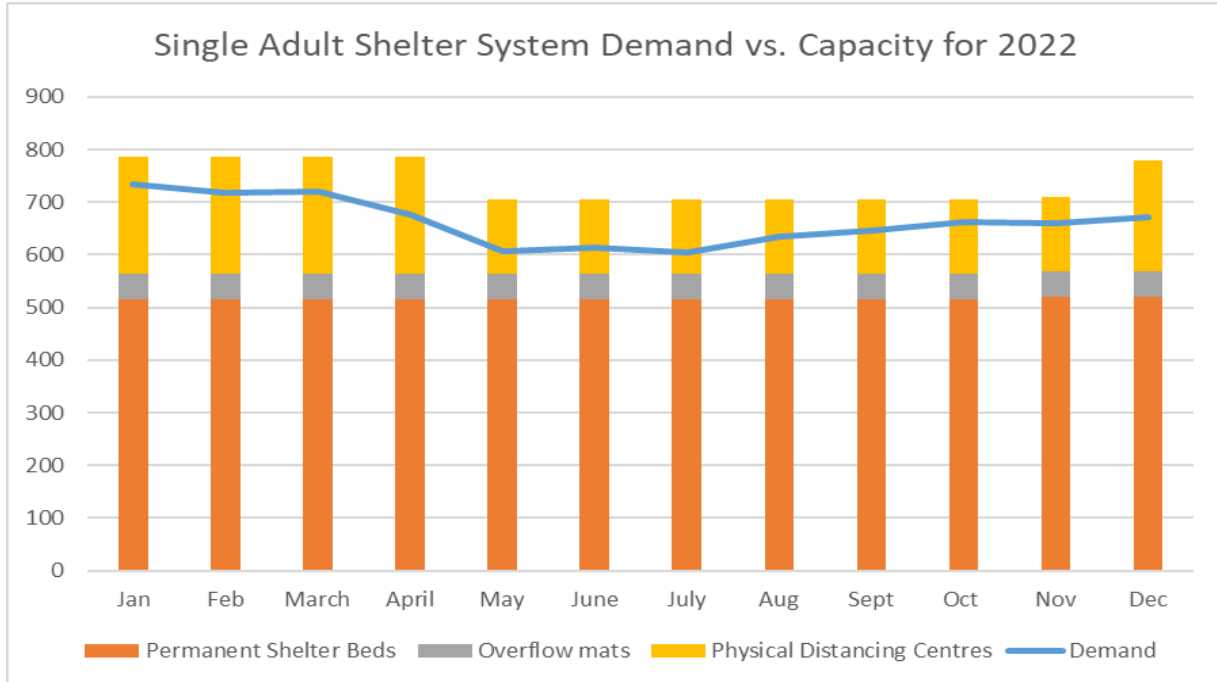
The above graph shows that the number of new men accessing the system held relatively steady until the pandemic, then dropped substantially in 2020 and 2021 due to emergency financial assistance, the moratorium on evictions, and an increase in the number of people choosing to sleep unsheltered or in precarious housing situations for fear of contracting COVID-19 in the shelter system. In 2022, the number of men increased 28% over 2021. The number of new women accessing the system peaked in 2018 with 601 new women accessing the system and began returning to pre-COVID levels in 2021. In 2022, there were 593 new women accessing the shelter system, which indicates a full rebound since the pandemic.

### *Current Demand*

In 2018 and 2019, the single adult shelter system could not meet demand and temporary overflow programs were opened at two community shelters to accommodate single men experiencing homelessness. As previously noted, these temporary overflow options within the permanent shelter system were operating in spaces where enhanced cleaning measures are now required making them no longer a viable option.

The below graph shows that at no point during 2022 would the permanent beds and previously used temporary overflow mats at the community shelters have been sufficient to address the demand for placement. The graph includes both the single adult men and women shelter systems, but the same holds true when analyzed separately.





Community shelter providers continue to operate over capacity with both permanent shelter beds and overflow mats at capacity nightly. While the Physical Distancing Centres began as a mechanism to reduce density in the community shelters and allow for physical distancing, they are now addressing a critical capacity gap. Without the capacity provided by the Physical Distancing Centres demand would outweigh capacity meaning that clients would be facing life-threatening situations, the shelter and other emergency services would incur additional pressure, and the City would see an increase in people sleeping unsheltered, in encampments or in other unsafe situations.

### *Projected Demand*

The level of demand on the shelter system is impacted by a number of factors as previously mentioned in the report, including but not limited to: social policy barriers, social, health and economic conditions, the housing market, migration from other jurisdictions and housing initiatives such as new housing benefits or supports. This projected analysis assumes no major shifts in these external factors.

In order to meet the needs of all clients on any given night, this analysis is projecting needs based on peak nightly demand levels usually experienced through the colder winter months. In 2022, the peak demand was:

- 570 clients supported on January 22, 2022 in the single men's adult shelter system; and
- 191 clients supported on January 28, 2022 in the single women's adult shelter system.

Given the uncertainty surrounding the coming years as the community and shelter system recover from COVID-19, the below chart provides a range between status quo of peak demand levels to the highs, which would be seen if the 2021-2022 growth rates continued. Projections based on last year's growth indicate that peak nightly demand could increase by up to 8% year over year.

The true demand level is expected to fall between the status quo or the projected peak demand growth of 8% given:

- The pandemic disrupted demand patterns that were being seen prior to 2020, and 2022 appears to have been an accelerated return to earlier demand levels.
- Evidence of a possible calming or stabilizing of average nightly demand growth levels (following significant increases in late 2021 to 2022) can be seen in the year-to-year monthly demand levels which have stabilized in early 2023.
- The number of unique users (primarily in the men's shelter system) is continuing to rebound and is anticipated to reach peak pre-pandemic levels as early as April 2024 or as late as March 2027. On average, the projected number of monthly unique shelter users is expected to grow by 2% annually.

#### **Projected Single Adult Peak Nightly Shelter System Demand 2023-2024**

	2022 Peak Nightly Demand	2023 Projected	2024 Projected	Community Shelter Capacity
Single Adult Men	570	570 up to 616	570 up to 665	381 permanent beds and 60 overflow mats
Single Adult Women	191	191 up to 206	191 up to 223	154 permanent beds

Based on the above, by the end of 2024, it is projected that there will be a need for up to 224 additional beds for single men, and up to 69 additional beds for single women. To eliminate the use of overflow mats, the system would require an additional 60 permanent beds for men.

These figures represent peak demand, and given recent seasonality trends, the numbers will not likely be sustained throughout the year but rather see a drop through the warmer months.

At the same time, the City and partners are implementing a series of housing initiatives and services, including new supportive housing units, which will support holding or slowing the anticipated growth rates.