

Subject: Five Year Review of the 10-Year Housing and Homelessness Plan

File Number: ACS2026-CSS-GEN-006

Report to Joint meeting of Planning and Housing Committee and Community Services Committee on 24 March 2026

and Council 8 April 2026

Submitted on March 13, 2026 by Clara Freire, General Manager, Community and Social Services

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Ward: Citywide

Objet : Examen quinquennal du plan décennal de logement et de lutte contre l'itinérance

Numéro de dossier: ACS2026-CSS-GEN-006

Rapport à la réunion conjointe du Comité de la planification et du logement et du Comité des services communautaires le 24 mars 2026

et au Conseil le 8 avril 2026

Soumis le 2026-03-13 par Clara Freire, directrice générale – Services sociaux et communautaires

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATIONS

That the Joint Planning and Housing and Community Services Committee recommend Council:

- 1. Approve the refreshed 10-Year Housing and Homelessness Plan 2026-2035 attached as Document 1 as the framework to guide the City's efforts over the next ten years to address local housing and homelessness needs.**
- 2. Direct the Deputy City Treasurer, Corporate Finance, in consultation with the Director, Housing and Homelessness Services and the Director, Housing Solutions, Real Estate and Investment Services, to undertake a review and update of the Housing Services Long Range Financial Plan and report back to Committee and Council during the next term of Council.**
- 3. Direct staff to update Planning and Housing Committee and Community Services Committee annually by memo on the 10-Year Housing and Homelessness Plan's achievements and progress towards meeting the stated goals and objectives.**

RECOMMANDATIONS DU RAPPORT

Que le Comité conjoint de la planification et du logement et des services communautaires recommandent au Conseil :

- 1. D'approuver le Plan décennal actualisé 2026-2035 de logement et de lutte contre l'itinérance annexé en tant que document 1, comme cadre visant à orienter les efforts de la Ville qu'elle déploiera au cours des dix prochaines années pour répondre aux besoins locaux en matière de logement et de lutte contre l'itinérance.**
- 2. De charger la trésorière municipale adjointe, Finances municipales, en consultation avec le directeur des Services du logement et de la lutte contre l'itinérance et de la directrice des Services des solutions de logement, de l'immobilier et des investissements, de procéder à un examen et à une mise à jour du Plan financier à long terme pour les services de logement et de présenter un rapport au Comité et au Conseil au cours du prochain mandat du Conseil.**
- 3. De charger le personnel d'informer chaque année le Comité de la planification et du logement et le Comité des services communautaires, par note de service, des réalisations et des progrès accomplis dans le cadre du Plan décennal de logement et de lutte contre l'itinérance en vue d'atteindre les buts et objectifs fixés.**

EXECUTIVE SUMMARY

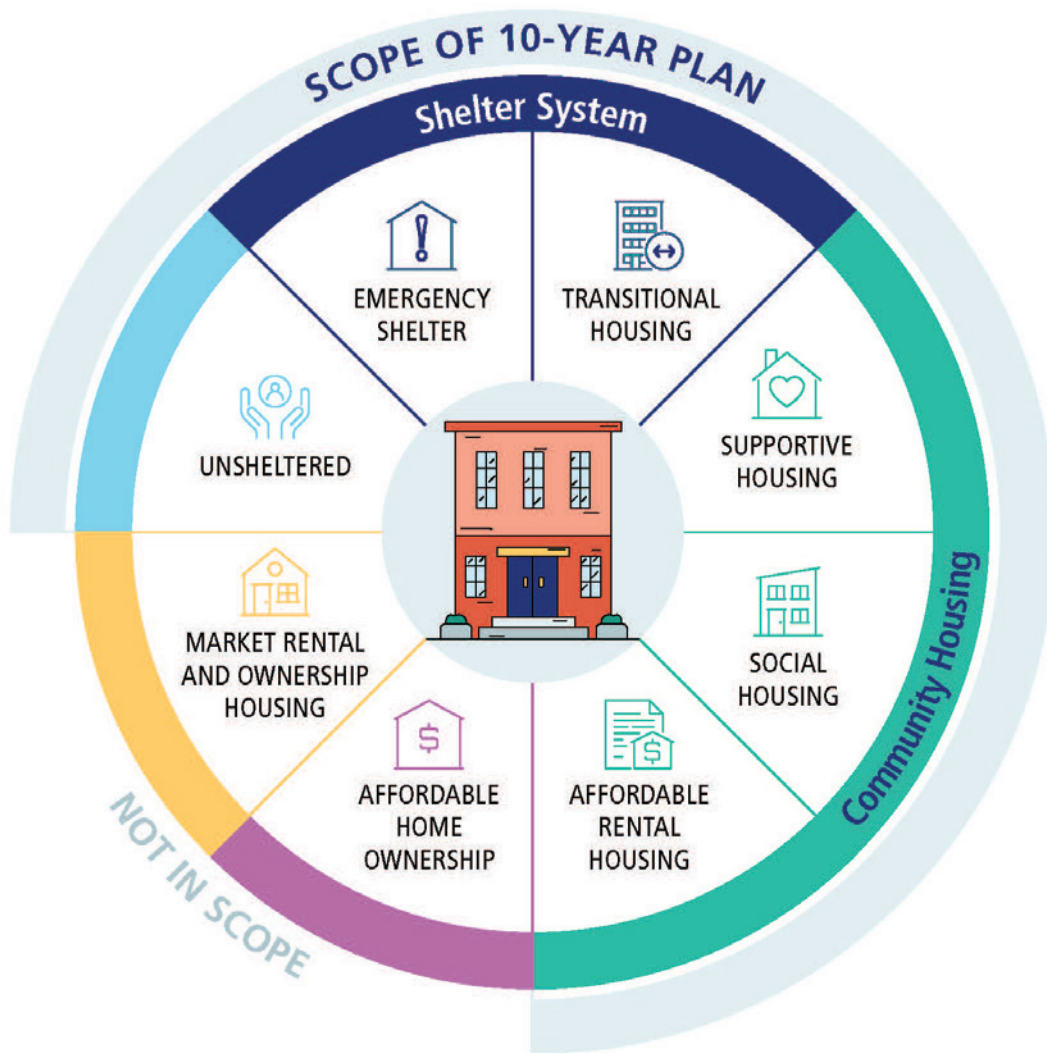
Assumption and analysis

Addressing housing and homelessness issues has remained a key focus for the City of Ottawa throughout 2020-2025. The city continues to face rising pressures, including housing affordability challenges, increasing mental health needs and a toxic drug crisis. These pressures have negatively affected residents' ability to obtain and retain housing and have had cascading effects on the surrounding community, increasing the need for new and sustained investment from all levels of government to address these issues.

Ottawa's 10-Year Housing and Homelessness Plan 2026-2035 (10-Year Plan) is a refresh of the 10-Year Housing and Homelessness Plan (2020-2030) approved by Council on July 15, 2020. Refreshing the 10-Year Plan ensures it remains responsive to community needs and is also a legislative requirement under the *Housing Services Act, 2011*. The 10-Year Plan is a long-term strategy that responds to current and emerging housing and homelessness needs and sets our highest priorities and goals. The scope of the 10-Year Plan within the housing and homelessness spectrum is focused on addressing the housing and homelessness needs of people with low-to moderate incomes. Importantly, the City also undertakes activities within its broader scope to support the development of new housing across all income levels, which falls outside of the scope of the 10-Year Plan and is instead addressed through other long-term strategies such as the Official Plan. The scope of the 10-Year Plan is outlined below.

Figure 1: 10-Year Plan scope within the housing and homelessness spectrum

HOUSING AND HOMELESSNESS SPECTRUM

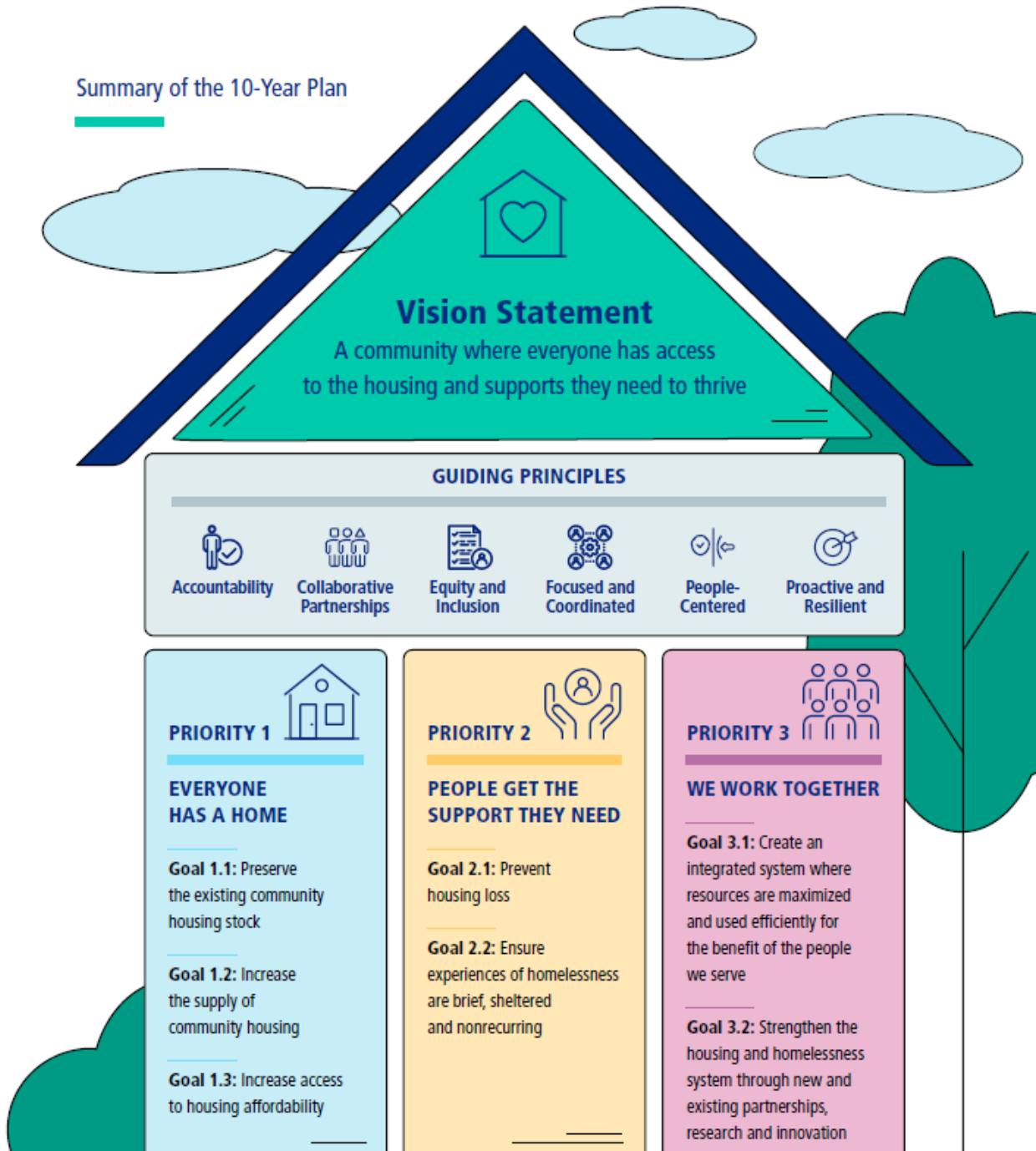


During the last term of Council, the City declared an affordable housing and homelessness emergency and crisis. To continue addressing the crisis this term, Council set a strategic priority that is focused on building a city that has affordable housing and is more livable for all. This priority has guided work with other levels of government to increase the range of housing options, including affordable housing, and improve access to mental health and substance use supports.

The 10-Year Plan is a roadmap. It provides Ottawa with a plan to improve the system of housing and support services for people in need in our community. It is a framework that outlines the shared goals and objectives between community partners, the Housing and Homelessness Leadership Table and the City. City staff and community partners are committed to taking a collaborative approach to address complex needs across the housing and homelessness system. The refreshed 10-Year Housing and Homelessness Plan focuses on supporting the most vulnerable residents in our community. It outlines the required approach to address community needs related to unsheltered and sheltered homelessness, shelters and transitional housing and a range of housing that includes supportive, social and affordable rentals.

The refreshed 10-Year Plan has been informed by data including the [2024 Housing Needs Assessment](#) and [2024 Point-in-Time Count](#) as well as sector and community consultations. The refreshed plan preserves the previous plan's three main priorities that everyone has a home, people get the support they need and we work together. Emphasis remains on the preservation of existing community housing stock; increasing the supply of community housing; improving access to housing affordability; preventing housing loss; ensuring experiences of homelessness are brief, sheltered and nonrecurring; creating an integrated housing and homelessness system; and strengthening the system through partnership, research and innovation. The refreshed 10-Year Plan is summarized below.

Figure 2: Summary of 10-Year Plan (2026-2035)



Key changes to this iteration of the plan include:

- **Co-designed approach:** This plan has been co-designed with the Housing and Homelessness Leadership Table (HHLT), a Department-Led Working Group comprised of 18-sector leaders representing youth, justice, newcomer support, community health, gender-based violence and housing and homelessness, as well as the Ottawa Aboriginal Coalition, Alliance to End Homelessness Ottawa, Ottawa Community Housing and the Ottawa Social Housing Network.
- **Updated plan structure:** The core structure of the plan has been refined and is now comprised of an updated vision statement, newly added guiding principles, priorities, goals, and new objectives, outcomes, targets and key performance indicators. The updated structure has been designed to operate at a long-term strategic level that will remain consistent over the plan's duration.
- **Revised plan design:** A shorter, clearer plan that presents information in a way that is approachable and digestible for the community. The revised design allows staff and the community to respond to changing needs through the development of annual workplans that outline specific areas of focus that are responsive to current pressures.
- **Annual workplans:** The annual workplan will serve as the operational mechanism for delivering the plan. Developed collaboratively by the City and HHLT, it will translate the plan's long-term strategic priorities and goals into detailed, time-bound actions. Reviewed and updated annually, the workplan will provide flexibility to respond to emerging needs and changing circumstances while enabling actions to be prioritized and adjusted each year without altering the overarching strategic structure of the Plan. The annual workplan will be guided by emerging community needs and will be calibrated to what is feasible based on available resources and through advocacy. The City will also work with Ottawa Community Housing Corporation (OCHC) to develop their strategic plan in support of 10-Year Plan objectives related to community housing.
- **Updated approach to targets and measuring progress:** The introduction of targets and key performance indicators at both the priority and objective-levels of the plan will enable progress to be concretely measured, while also tracking the level of need in the community against available resources.

Implementing the 10-Year Plan will be guided by the City and HHLT who will provide an ongoing advisory function. The HHLT will work at a systems level with housing and homelessness partners to co-deliver on achieving 10-Year Plan goals. Once the plan has been approved, immediate next steps will include the co-development of the 10-Year Plan workplan and designing an annual review process to ensure the plan remains responsive to community needs over time.

Financial implications

The City's first Housing Services Long Range Financial Plan (LRFP) ([ACS2021-FSD-FIN-0001](#)) was approved by Council in 2021 to guide decisions and ensure that financial resources were aligned with the goals of the 10-Year Plan (2020-2030) approved by Council on July 15, 2020. The Housing Services Long Range Financial Plan 2025-2030 Update ([ACS2024-FCS-FIN-0011](#)) was approved by Council on November 13, 2024, and provided an update on the LRFP and 10-Year Plan's costing, funding and strategies for the remaining six years of the Plan. The LRFP will be updated again during the next term of Council. The updated funding plan will outline the investments needed to achieve the goals outlined in the 10-Year Plan from all levels of government.

Public and sector engagement

Between June and September 2025, a multi-channel public engagement initiative was launched to support the refresh of the 10-Year Plan. The purpose of the engagement was to inform and educate residents and gather meaningful input on the community's priorities and concerns related to housing and homelessness. Engagement activities included an Engage Ottawa survey, virtual information sessions, Engage Ottawa feedback tool and drop-in open houses.

In addition to public facing engagement, the City and HHLT co-designed an engagement plan for leaders working across the housing and homelessness sector, including people with lived and living experience. Engagement activities included sector webinars, in-person engagement sessions and surveys, as well as direct outreach to people with lived and living experience.

Key insights are summarized in the Engagement Summary Report available on [Engage Ottawa](#).

RÉSUMÉ

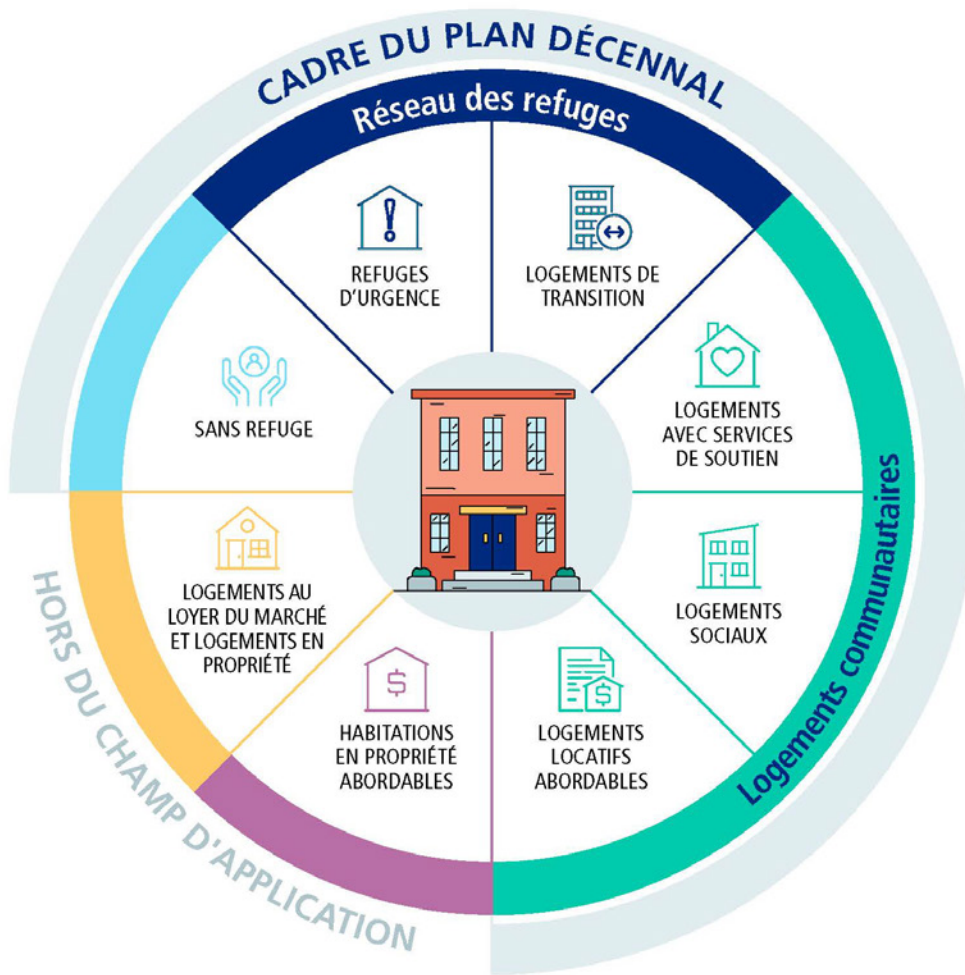
Hypothèse et analyse

La lutte contre les problèmes de logement et d'itinérance demeure une priorité centrale pour la Ville d'Ottawa tout au long de la période 2020-2025. La Ville continue de faire face à des pressions croissantes, notamment des difficultés liées à l'abordabilité du logement, l'augmentation des besoins en santé mentale et une crise des drogues toxique. Ces pressions ont nui à la capacité des résidents à obtenir et à maintenir un logement et ont un des effets en cascade sur la communauté environnante, ce qui accroît la nécessité de nouveaux investissements soutenus de la part de tous les ordres de gouvernement pour résoudre ces problèmes.

Le Plan décennal de logement et de lutte contre l'itinérance 2026-2035 (Plan décennal) d'Ottawa est un Plan décennal actualisé de logement et de lutte contre l'itinérance (2020-2030) approuvé par le Conseil le 15 juillet 2020. L'actualisation du Plan décennal permet de s'assurer qu'il continue de répondre aux besoins de la communauté et constitue également une prescription législative en vertu de la *Loi de 2011 sur les services de logement*. Le Plan décennal est une stratégie à long terme qui répond aux besoins actuels et émergents en matière de logement et d'itinérance et qui établit nos priorités et nos objectifs les plus importants. Le cadre du Plan décennal dans le cadre du spectre du logement et de la lutte contre l'itinérance vise principalement à répondre aux besoins de logement et d'itinérance des personnes à revenu faible ou modeste. Il est important de noter que la Ville entreprend également des activités dans un cadre plus large afin de soutenir la construction de nouveaux logements pour tous les niveaux de revenu, ce qui est en dehors du cadre du plan décennal, mais est plutôt traité dans le cadre d'autres stratégies à long terme telles que le Plan officiel. Le cadre du Plan décennal est décrit ci-dessous.

Figure 1 : Le cadre du Plan décennal dans le spectre du logement et de la lutte contre l'itinérance

SPECTRE DU LOGEMENT ET DE L'ITINÉRANCE

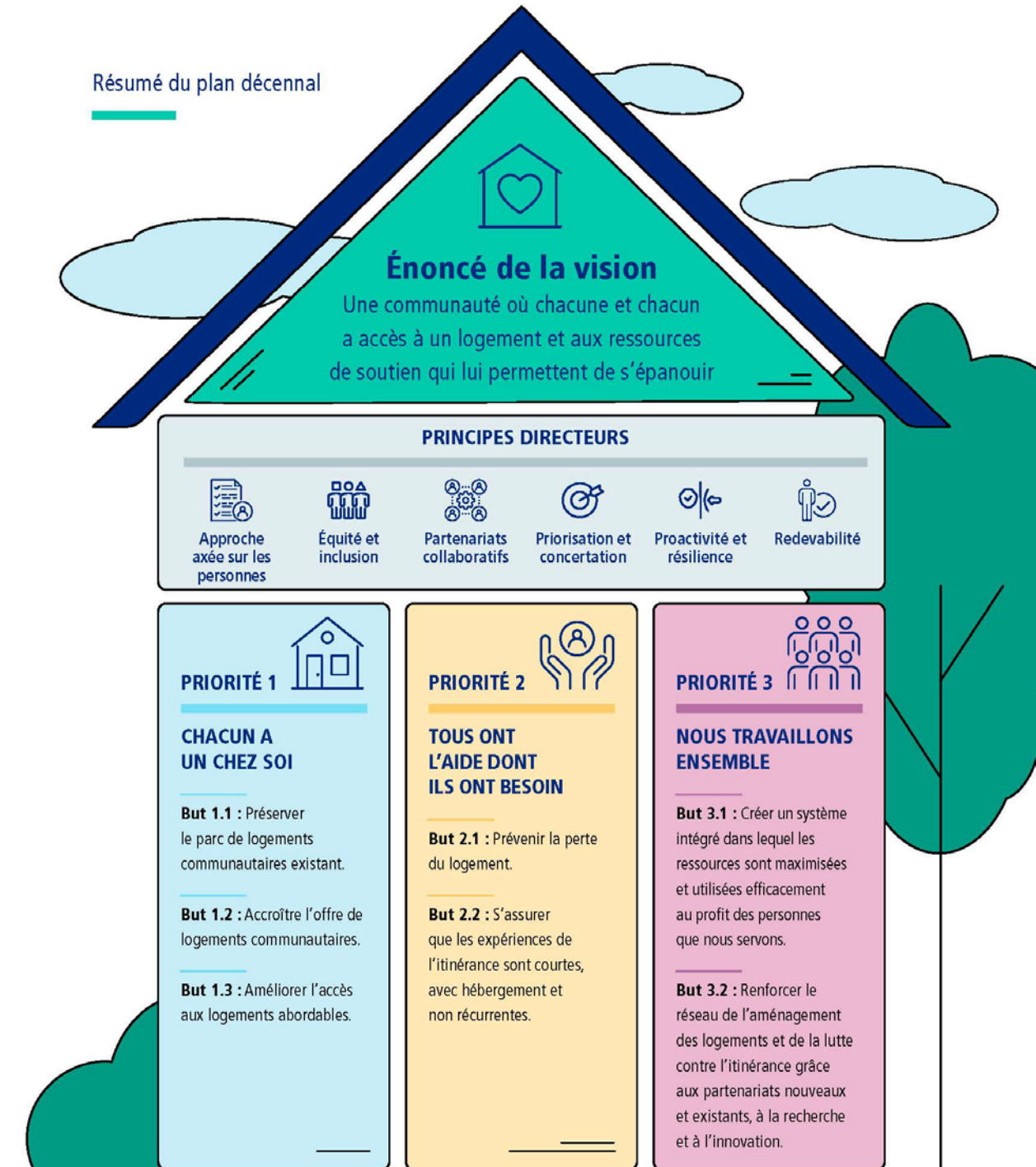


Au cours du dernier mandat du Conseil, la Ville a déclaré une situation d'urgence et de crise en matière de logement abordable et d'itinérance. Afin de continuer à s'attaquer à cette crise durant le présent mandat, le Conseil a établi une priorité stratégique axée sur la création d'une ville offrant des logements abordables et plus vivables pour tous. Cette priorité a orienté la collaboration avec d'autres ordres de gouvernement afin d'élargir la gamme d'options de logement, y compris les logements abordables, et d'améliorer l'accès aux services de soutien en matière de santé mentale et de consommation de substances.

Le Plan décennal est une feuille de route. Il fournit à Ottawa un plan visant à améliorer le réseau de logements et les services de soutien aux personnes dans le besoin au sein de la communauté. Il s'agit d'un cadre qui définit les buts et objectifs communs des partenaires communautaires, de la Table de leadership sur le logement et l'itinérance et de la Ville. Le personnel municipal et les partenaires communautaires s'engagent à adopter une approche de collaboration pour répondre aux besoins complexes du réseau de logements et de lutte contre l'itinérance. Le Plan décennal actualisé de logement et de lutte contre l'itinérance met l'accent sur le soutien aux résidents les plus vulnérables de la communauté. Il décrit l'approche nécessaire pour répondre aux besoins de la communauté en matière d'itinérance avec ou sans abri, de refuges et de logements de transition, ainsi que d'une gamme de logements avec services de soutien, de logements sociaux et de logements locatifs abordables.

Le Plan décennal actualisé s'appuie sur des données, notamment sur [l'Évaluation des besoins en logements de 2024](#) et le [Dénombrement actuel de 2024](#) ainsi que sur les consultations du secteur et de la communauté. Le plan actualisé conserve les trois priorités principales du plan précédent, à savoir tout le monde a un chez-soi, tout le monde a l'aide dont il a besoin et nous travaillons ensemble. L'accent demeure sur la préservation du parc de logements communautaire actuel, l'augmentation de l'offre de logements communautaires, l'amélioration de l'accès à des logements abordables, la prévention de la perte de logement, la garantie que les épisodes d'itinérance soient brefs, sécuritaires et non récurrents, la création d'un réseau intégré de logements et de lutte contre l'itinérance, et le renforcement du réseau grâce à des partenariats, à la recherche et à l'innovation. Le Plan décennal actualisé est résumé ci-dessous.

Figure 2 : Résumé du Plan décennal (2026-2035)



Les principaux changements à cette version du plan sont les suivants :

- **Approche conjointe** : Ce plan a été élaboré conjointement avec la Table de leadership sur le logement et l'itinérance (TLLI), un groupe de travail dirigé par une direction générale et composé de 18 dirigeants sectoriels représentant les jeunes, la justice, le soutien aux nouveaux arrivants, la santé communautaire, la violence fondée sur le genre, le logement et l'itinérance, ainsi que la Coalition autochtone d'Ottawa, l'Alliance pour mettre fin à l'itinérance à Ottawa, Logement communautaire d'Ottawa et le Réseau de logements sociaux d'Ottawa
- **Structure révisée du plan** : La structure centrale du plan a été peaufinée et comprend désormais un énoncé de vision actualisé, de nouveaux principes directeurs, des priorités, des objectifs ainsi que de nouveaux objectifs, résultats, cibles et indicateurs de rendement clés. La structure révisée a été conçue pour fonctionner à un niveau stratégique à long terme qui demeurera stable pendant toute la durée du plan.
- **Conception révisée du plan** : Un plan plus court et plus clair qui présente les informations d'une manière accessible et compréhensible pour la communauté. La conception révisée permet au personnel et à la communauté de répondre à l'évolution des besoins grâce à l'élaboration de plans de travail annuels qui définissent des secteurs prioritaires précis répondant aux pressions actuelles.
- **Plans de travail annuel** : Le plan de travail annuel servira de mécanisme opérationnel pour la mise en œuvre du plan. Élaboré conjointement par la Ville et la TLLI, il transposera les priorités et les objectifs stratégiques à long terme du plan en mesures détaillées et assorties de délais. Révisé et mis à jour chaque année, le plan de travail offrira la souplesse nécessaire pour répondre aux besoins émergents et à l'évolution des circonstances, tout en permettant de hiérarchiser et d'ajuster les mesures chaque année sans modifier la structure stratégique globale du plan. Le plan de travail annuel sera guidé par les besoins émergents de la communauté et sera adapté à ce qui est réalisable en fonction des ressources disponibles et des efforts de sensibilisation. La Ville travaillera également avec la Société de logement communautaire d'Ottawa (SLCO) pour élaborer son plan stratégique à l'appui des objectifs du Plan décennal liés au logement communautaire.

- **Approche actualisée pour les cibles et la mesure des progrès** : L'adoption de cibles et d'indicateurs de rendement clés tant au niveau des priorités que des objectifs du plan permettra de mesurer concrètement les progrès accomplis, tout en évaluant les besoins de la communauté par rapport aux ressources disponibles.

La mise en œuvre du Plan décennal sera guidée par la Ville et la TLLI, qui assureront une fonction consultative continue. La TLLI travaillera à l'échelle des réseaux avec ses partenaires dans le domaine du logement et de l'itinérance afin de réaliser conjointement les objectifs du Plan décennal. Une fois le plan approuvé, les prochaines étapes immédiates comprendront l'élaboration conjointe du plan de travail décennal et la conception d'un processus d'examen annuel afin de garantir que le plan continue de répondre aux besoins de la communauté au fil du temps.

Répercussions financières

Le premier plan financier à long terme de la Ville pour les services de logement (PFLT) ([ACS2021-FSD-FIN-0001](#)) a été approuvé par le Conseil en 2021 afin d'orienter les décisions et de garantir que les ressources financières concordent avec les objectifs du Plan décennal (2020-2030) approuvé par le Conseil le 15 juillet 2020. La mise à jour du plan financier à long terme pour les services de logement 2025-2030 ([ACS2024-FCS-FIN-0011](#)) a été approuvée par le Conseil le 13 novembre 2024 et a fourni une mise à jour sur le coût, le financement et les stratégies du PFLT et du Plan décennal pour les six années restantes du plan. Le PFLT sera à nouveau mis à jour au cours du prochain mandat du Conseil. Le plan de financement actualisé décrira les investissements nécessaires pour atteindre les objectifs énoncés dans le Plan décennal de tous les ordres de gouvernement

Mobilisation du public et du secteur

Entre juin et septembre 2025, une initiative multicanale de consultation publique a été lancée afin d'appuyer l'actualisation du Plan décennal. L'objectif de cette initiative était d'informer et de sensibiliser les résidents et de recueillir des commentaires pertinents sur les priorités et les préoccupations de la communauté en matière de logement et d'itinérance. Les activités de consultation comprenaient un sondage Participons Ottawa, des séances d'information virtuelles, l'outil de rétroaction Participons Ottawa et des journées portes ouvertes sans rendez-vous.

En plus de la consultation du public, la Ville et la TLLI ont conçu conjointement un plan de consultation destiné aux dirigeants travaillant dans le secteur du logement et de l'itinérance, y compris les personnes ayant vécu ou vivant actuellement cette expérience. Les activités de consultation comprenaient des webinaires sectoriels, des séances de consultation en personne et des sondages, ainsi que des actions de sensibilisation directes auprès des personnes ayant vécu ou vivant actuellement cette expérience.

Les principales conclusions sont résumées dans le Rapport sur la synthèse de la consultation disponible sur [Participons Ottawa](#).

BACKGROUND

The City of Ottawa has maintained a 10-Year Housing and Homelessness Plan since 2014 when it became a requirement under the *Housing Services Act, 2011* (HSA). As the HSA requires municipalities to complete a mid-point review of their plans every five years, the City's next iteration was approved by Council on July 15, 2020. Since the 10-Year Plan was approved in 2020, approximately \$1 billion from all three levels of government has been invested in housing and homelessness in Ottawa. Through advocacy and funding proposals between 2020 and 2025, the City was able to generate close to \$380 million in new funding from the provincial and federal governments for housing and homelessness issues.

Building on this momentum, in 2023, Ottawa City Council approved the City's Strategic Plan which included affordable housing as a priority. The City's strategy for addressing housing and homelessness has continued to evolve, enabling ongoing progress towards 10-Year Plan goals. This continuous process of evolution and learning has established a strong foundation for refreshing the plan to better reflect emerging needs and priorities. The City and its partners have achieved a significant amount of success under each goal of the 10-Year Plan over the past five years with key achievements as follows:

Goal 1: Everyone has a home

- Completed **554** affordable housing units and **329** supportive housing units, with **903** additional units currently under construction
- Preserved over **25,000** social housing units in the community through capital repair investments

- Created **3,279** new housing benefits that were allocated to low-income households
- Created **700** new transitional housing spaces, transforming the shelter system
- Implemented a Short-Term Rental By-law and Vacant Unit Tax By-law to protect housing supply

Goal 2: People get the support they need

- Expanded transitional housing system capacity through leases or acquisitions of 1 Corkstown Road, 1754 St. Joseph Boulevard, and 230 Queen Street – ending the use of overflow shelters operating in community centres
- Built an enhanced 24/7 outreach service model, expanding access to drop-in centres for people experiencing unsheltered homelessness
- Purchased 1245 Kilborn Place to create a community hub which will include the development of supportive and affordable housing
- Introduced a Newcomer Reception Model to address the specific needs of refugee claimants and other newcomers – diverting them from the shelter system

Goal 3: We work together

- Since 2022, the City has partnered with the Royal Ottawa Hospital to increase services that promote housing stability within residential services homes by providing specialized support, intervention and education to staff and clients
- Developed the first Housing Services Long Range Financial Plan (LRFP) in 2021 and updated LRFP in 2024, which created a roadmap to plan for the investment needed to deliver on the 10-Year Plan
- Conducted the Point-in-Time Count with record setting agency participation
- Created a dedicated Housing and Homelessness Services data team that is focused on integrating data across City service areas, developing business applications and providing technical and subject-matter support for the sector, program evaluation and monitoring

- Launched the Housing and Homelessness Leadership Table (HHLT) in 2024 with a mission to plan, design, and oversee the ongoing implementation of an integrated housing and homelessness system
- Funded and supported the Ottawa Aboriginal Coalition to launch the inaugural Indigenous Housing and Homelessness Strategy that is built by the urban Indigenous community using an indigenous cultural approach and world view

Delivering on the 10-Year Plan is a coordinated effort between the City and housing and homelessness partners, including Ottawa Community Housing Corporation (OCHC). OCHC is the City's local municipal housing corporation, with the City as its sole shareholder, and manages a portfolio of approximately 15,500 homes serving more than 33,000 residents across Ottawa. OCHC, governed by a board of directors including membership from the Mayor (ex-officio) and Ottawa City Council, manages approximately two-thirds of the City-administered community housing supply and is a primary delivery agent for new affordable rental housing across the city.

With coordinated efforts being made across the housing and homelessness system, and in addition to accomplishments directly achieved through the City, key OCHC-led achievements over the past five years include portfolio growth, asset stewardship, innovative financing and targeted partnerships that strengthen housing stability and system performance. Over the past five years, OCHC has:

- Expanded its affordable housing portfolio by 765 homes, including 430 newly built homes and the acquisition of 335 existing affordable homes, helping to protect affordability and prevent the loss of lower-cost housing in Ottawa
- Maintained a steady multi-year development pipeline of housing development at varying stages of readiness to maximize access to new funding from all levels of government
- Launched new approaches to housing stability for people with complex needs through its Complex Care Strategy and advanced sector-wide collaboration through City-supported initiatives such as the Bumblebee Initiative to improve housing outcomes for high-need residents
- Implemented innovative financing approaches to accelerate affordable housing development such as the Council approved Affordable Housing Debt Funding Pilot ([ACS2026-FCS-FIN-0001](#))

- Continued to significantly invest in capital repairs and portfolio renewal to maintain safe, quality housing for OCHC residents
- Strengthened community safety and well-being through enhanced on-site safety and support approaches, including a 24/7 Community and Safety Service program and formalized partnerships with Ottawa Police, to support safer communities

Informing the refreshed 10-Year Plan: Housing Needs Assessment

The refreshed plan is informed by analysis of changes in the housing and homelessness landscape since 2020 and is grounded in a comprehensive assessment of current conditions and system pressures. In 2025, the City presented its [Housing Needs Assessment](#) (HNA) which is a data-informed report that identifies current and future housing needs. The HNA utilized quantitative and qualitative data sources and presented information about population and demographics, labour trends, household composition, income, housing market, housing affordability, transportation neighbourhood-level drivers of housing need, system pressure, homelessness need and system inflow and future housing need. The HNA provides a shared data foundation that supports a range of City strategies, including the 10-Year Plan, by identifying where housing pressures are growing, the most needed housing types and how trends are shifting across the city. The HNA outlined the following key trends:

- Ottawa's population is growing
- The number of renter households is increasing
- Rents are outpacing income
- Vacancy rates are low and eviction rates are rising
- Waitlists for subsidized housing are longer
- Inflow into homelessness is exceeding outflow into permanent housing
- Chronic homelessness is increasing
- Specific populations including older adults, single-parent families and low-income households are facing growing vulnerability within the housing market
- Indigenous people are overrepresented in homelessness
- Racialized groups are overrepresented in housing instability

The HNA also presented two scenarios to understand potential homelessness outcomes and inform long-term planning. The two scenarios included a Business-as-Usual Scenario, maintaining the current program capacity and investment levels and a Reduction Scenario that illustrated the effects of increased targeted investments and enhanced capacity which would result in significant reductions in homelessness. While the Business-as-Usual Scenario maintains the status quo, key characteristics of the Reduction Scenario included sustained housing development, stronger reliance on rent supplements and housing allowances, stronger alignment between need and system capacity, increased exits from homelessness and targeted emergency shelter reductions.

Informing the refreshed 10-Year Plan: 2024 Point-in-Time Count

A Point-in-Time (PiT) Count is a national effort to measure the number of people experiencing homelessness in communities across the country. It is federally mandated and provides a national picture of homelessness and an opportunity to collect the information needed to understand changes in homelessness over time. The PiT Count has two deliverables: an enumeration, which is a count of the number of people experiencing homelessness and a survey, which collects additional information on individuals' demographics and experiences of homelessness. The enumeration is completed every year while the comprehensive survey is completed every three years.

The 2024 PiT Count included an enumeration and survey, presenting a more comprehensive picture of homelessness in our community. Data from the more extensive 2024 PiT Count was used to inform the refresh of the 10-Year Plan and was supplemented by the recent 2025 PiT Count.

The 2024 PiT Count was co-led by the City's Housing and Homelessness Services in partnership with Indigenous housing providers and presented many opportunities to expand the reach and collect more surveys through changes to the methodology. Supporting the count was a core group of representatives from organizations serving underrepresented groups that included Indigenous individuals and families, youth, veterans, justice-involved individuals and newcomers.

PiT Count data demonstrates that despite making progress over the past five years, there is still a growing need in the community. Comparing 2024 and 2021 data highlights shifts across several key data points including:

- Overall count: in 2024, 2,952 people were experiencing homelessness compared to 2,612 in 2021, an increase of 13 per cent

- Locations of homelessness: in 2024, 16 per cent of people were unsheltered or living in an encampment compared to 11 per cent in 2021, an increase of 5 per cent
- Services requested by people experiencing homelessness: in 2024, 49 per cent of people indicated a need for supportive housing compared to 40 per cent in 2021, an increase of 9 per cent

An important success realized in 2024 was increasing the number of surveys completed from 1,340 in 2021 to 2,595, an increase of 94 per cent, in part due to transitioning from paper to digital data collection. Modernizing the methodology also resulted in improved data quality, reduced data entry time and allowed for real-time reporting.

The [PiT Count Dashboard](#) presents survey results for 2018, 2021 and 2024 by population sector including single adults, single youth and families and allows users to select topics such as demographics, experiences of homelessness, foster care, health, immigration, location of homelessness and challenges and supports.

Informing the refreshed 10-Year Plan: other data improvements

To further our commitment to transparency, accountability and decision making based on data and in addition to the HNA and PiT counts, enhancements have been made to existing data collection methods and public reporting. These include:

- HIFIS improvements: The Homelessness Individual and Family Information System (HIFIS) is a federally mandated collection, reporting and case management system that collects information on people experiencing homelessness and supports the day-to-day operations of housing and homelessness service providers across Canada. Improvements have been focused on onboarding new programs and community agencies to HIFIS, making it easier for the City and community to analyze and interpret accurate housing and homelessness data in real time.
- [Shelter System Use and Trends Dashboard](#): This publicly available dashboard provides information about people in shelter, transitional housing and overflow shelter use. Enhancements such as adding two new audience filters specifically for newcomers and older adults have enabled more targeted analysis and responsive service planning.

- [Housing Supports Dashboard](#): This publicly available dashboard shows shelter to housing outcomes including the average length of shelter stay and shelter exits to social housing, supportive housing, the private market or with a housing allowance.
- [Housing Needs Assessment Dashboard](#) and [Point-in-Count Dashboard](#): These publicly available dashboards summarize the results of the 2024 HNA and PiT Counts completed over time.

Informing the refreshed 10-Year Plan: Changing context and system pressures

The housing and homelessness system has faced pressure over the past five years, which have been well documented in new or updated strategies including the Unsheltered Homelessness Outreach Model Report ([ACS2026-CSS-GEN-003](#)), Integrated Transition to Housing Strategy Reports ([ACS2023-CSS-GEN-006](#), [ACS2024-CSS-GEN-008](#), [ACS2025-CSS-GEN-014](#)), Housing Services Long Range Financial Plan 2025-2030 Update ([ACS2024-FCS-FIN-0011](#)) and annual progress reports on the 10-Year Plan.

Since the onset of the COVID-19 pandemic, the city has experienced intensifying housing and homelessness pressures driven by a tight rental market, rising costs and increased demand for shelter services. Rental vacancy rates remain far below needed levels and long waitlists for subsidized housing have grown, stretching housing support systems and contributing to unstable and unaffordable conditions for many residents. Current homelessness data shows a significant increase in people experiencing homelessness compared with pre-pandemic years.

Additionally, the needs of people experiencing homelessness have become increasingly complex. The substantial influx of asylum claimants since 2023 has placed additional strain on the emergency shelter system, with many facing barriers to securing rental housing due to limited supply, income constraints and lack of rental history, further exacerbating homelessness and housing instability. As the broader context becomes more demanding, changes in the funding environment have added pressure and increased funding uncertainty. These changes include new Interim Housing Assistance Program (IHAP) directives that increase municipal contributions through a new costshared model; Ottawa–Ontario New Deal funding, which provided the City with \$120 million that was critical to maintain adequate capacity in the homelessness system and that would not have otherwise been received; and ongoing decreases in Canada–Ontario Housing Benefit (COHB) funding. The City receives federal, provincial and municipal funding through a variety of programs for housing and homelessness. It is

standard process under most programs that operating and capital funding commitments are made on a two-to-three year basis and often aligned to election cycles. As outlined in the Housing Services Long Range Financial Plan (2025-2030), staff continue to advocate for new and sustained funding programs from both the provincial and federal government.

Taken together, the changing context and heightened pressures experienced over the past five years has significantly intensified the strain on municipalities. Changes in socio-economic factors and in provincial and federal policies and funding have increased both the scale and complexity of local service demands. To meet these demands, the City has worked to temporarily fill gaps by creating municipal housing benefits and redefining the shelter system to focus on more cost effective, upstream and housing focused solutions. These municipal interventions will support long-term sustainability and cost effectiveness of the housing and homelessness system but funding from senior levels of government continues to be critical to ensure positive long term housing outcomes.

Despite these challenges, through Council's leadership the City has continued to progress 10-Year Plan goals, building momentum and continuing to refine our approach. This refreshed plan builds upon the positive outcomes and success already achieved, including securing record investments from all levels of government, and sets clear goals and objectives that guide the next five years of action until the plan is refreshed again. The service system will continue to be evolved over the next five years through the annual workplans using a data-informed approach.

Co-Developing the refreshed 10-Year Plan: Housing and Homelessness Leadership Table (HHLT)

The refreshed 10-Year Plan has been codeveloped by the City and the Housing and Homelessness Leadership Table (HHLT), which was officially launched in June 2025 ([Memo: Housing and Homelessness Leadership Table](#)). The HHLT is a Department-Led Working Group comprised of 18-sector leaders representing various sectors within the housing and homelessness system including youth, justice, newcomer support, community health, gender-based violence and housing and homelessness, as well as the Ottawa Aboriginal Coalition, Alliance to End Homelessness Ottawa, Ottawa Community Housing and the Ottawa Social Housing Network. The mission of the HHLT is to plan, design, and oversee the ongoing implementation of an integrated housing and homelessness system and related sectors to deliver affordable, suitable, and adequate housing choices and reductions in homelessness. The HHLT is co-chaired by the Executive Director of the Ottawa Alliance to End Homelessness and the City's

Director of Housing and Homelessness Services. Key responsibilities of the HHLT include:

- **Developing and implementing a cohesive community governance structure** across Ottawa's housing and homelessness sector that upholds transparency and accountability in decision-making, serving the interests of all stakeholders.
- **Developing and implementing the 10-Year Plan**, ensuring community-wide engagement and co-designing an annual review to recommend priorities for funding and resources.
- **Ongoing Implementation of a Systems Based Approach** including the ongoing design and coordination of the housing and homelessness serving sector and using data to drive decisions.

DISCUSSION

The refreshed 10-Year Plan leverages strengths and opportunities gained from enhancing data collection, expanding and adapting the housing and homelessness system and strengthening collaboration over the past five years. Refinements have been made to the refreshed plan's approach, design, structure, and how it will be monitored and implemented as follows:

Co-designed approach

This plan has been codesigned with the Housing and Homelessness Leadership Table (HHLT), a Department-Led Working Group comprised of 18-sector leaders representing youth, justice, newcomer support, community health, gender-based violence and housing and homelessness, as well as the Ottawa Aboriginal Coalition, Alliance to End Homelessness Ottawa, Ottawa Community Housing and the Ottawa Social Housing Network.

The previous 10-Year Plan was developed with the Housing Systems Working Group (HSWG). In 2022, the City of Ottawa's Housing and Homelessness Services underwent a re-evaluation of its relationship with external partners. The re-evaluation included consultations consisting of 25 in-depth interviews and an online survey completed by 150 key stakeholders in the local housing and homelessness sector. The result of this work was the establishment of an 18-member Housing and Homelessness Leadership Table (HHLT), which replaced the former HSWG.

The mission of the HHLT is to plan, design, and oversee the ongoing implementation of an integrated housing and homelessness system and related sectors to deliver affordable, suitable, and adequate housing choices and reductions in homelessness. The HHLT played an important role in developing the refreshed 10-Year Plan, including leading the engagement approach with the housing and homelessness sector and people with lived and living experience, as well as co-developing all elements of the refreshed plan's framework. The HHLT will maintain a critical role in delivering housing and homelessness initiatives in Ottawa. While City staff will continue to fulfill legislated responsibilities as Service Manager for Housing and Homelessness, the HHLT will provide cross-sectoral guidance that ensures sector alignment, collaboration, and accountability.

The HHLT will support the City with co-delivering on objectives in the plan through a coordinated systems level approach. The table and sector representatives will work with sector partners and leadership groups to align efforts to achieve the goals outlined in the plan. They will support the City with achieving municipal priorities through strategic oversight, cross system coordination, driving data-informed decision making, resource alignment and policy improvements, and will support revising our approach to be more community focused and community led.

Revised plan design

The 10-Year Plan refresh approach has resulted in a shorter, clearer plan that presents information in a way that is approachable and digestible for the community.

The previous 10-Year Plan was a comprehensive 149-page document that was broken into three parts: 'where we are now' which included an overview of the current housing system, spectrum of housing options, the City's Housing service areas, funding, accomplishments to date, definitions and housing needs assessment; 'where we want to be' which included goals and objectives, outcomes and targets; and 'how we will achieve our goals' which included strategies and tactics for achieving the plan and reporting on progress. Although the previous plan was thorough and comprehensive, its length and level of detail made it difficult to communicate clearly, limiting resonance with key audiences.

Updated plan structure

The core structure of the plan has been refined and is now comprised of an updated vision statement, newly added guiding principles, priorities, goals and new objectives, outcomes, targets and key performance indicators. The updated structure has been

designed to operate at a long-term strategic level that will remain consistent over the plan's duration.

The previous 10-Year Plan's vision statement, "a home for everyone", acknowledged the need for housing but did not fully reflect the importance of supports. The new vision statement has been revised to explicitly include both.

Six guiding principles were introduced, which are shared commitments among community partners, the Housing and Homelessness Leadership Table and City of Ottawa, and will guide all aspects of decision-making, planning and service delivery. The guiding principles shape how the 10-Year Plan will be implemented and provides a framework under which all initiatives completed under the 10-Year Plan will be reviewed.

The previous plan combined a strategic framework with strategies, tactics and actions to guide implementation. As priorities evolved, many of these detailed elements shifted, reducing the plan's relevance over time. This plan has been revised to operate at a long-term strategic level that will remain consistent over time and is complemented by annual workplans.

Updated approach to targets and measuring progress

The introduction of targets and key performance indicators at both the priority and objective-levels of the plan will support demonstrating progress towards achieving the overarching priorities and goals of the plan, as well as tracking the level of need in the community against available resources.

The previous 10-Year Plan only included targets and key performance indicators at the priority level which limited visibility of the underlying objectives and activities driving outcomes. Measuring results in more detail helps us see what works, make evidence informed decisions and focus effort where it will have the most impact.

Annual workplan

The annual workplan will serve as the operational mechanism for delivering the plan. Developed collaboratively by the City and HHLT, it will translate the plan's long-term strategic priorities and goals into detailed, time-bound actions. Reviewed and updated annually, the workplan will provide the flexibility to respond to emerging needs and changing circumstances while enabling actions to be prioritized and adjusted each year without altering the plans overarching strategic structure. The annual workplan will be guided by emerging community needs and will be calibrated to what is feasible based on available resources and funding advocacy. The City will also work with Ottawa

Community Housing Corporation (OCHC) in the development of a strategic plan for community housing that aligns with the 10-Year Plan.

The previous approach to the 10-Year Plan mapped detailed tactics and actions across the full life of the plan. While intended to support long term goals, this level of upfront specificity limited responsiveness as needs, conditions and priorities evolved. Approved in 2020, the plan coincided with the onset of the COVID-19 pandemic. As pandemic response became the overriding priority, it underscored the limitations of a planning approach that could not anticipate or readily adapt to unforeseen, system-wide disruption. More recently, the need to respond to a significant influx of newcomers, also not anticipated in the plan, has further reinforced the importance of a more flexible and adaptable approach.

The 10-Year Plan (2026-2035)

The detailed refreshed plan can be found in the 10-Year Housing and Homelessness Plan (2026-2035) (Document 1). It is comprised of a long-term vision, six guiding principles, three overarching priorities, seven goals, 18 objectives and outcomes with associated targets and key performance indicators. Once the plan has been approved, immediate next steps are the co-development of the 10-Year Plan workplan. Work that is already underway and will be part of the 2026 workplan includes:

- *Integration of health and housing:* Efforts will be undertaken to strengthen health and housing system integration and improve housing outcomes through enhanced access to appropriate health services for people who are unhoused, unstably housed, or living in supportive or community housing. Following the Health and Housing Leaders Forum in December 2024, Ottawa Public Health, the City of Ottawa, the Housing and Homelessness Leadership Table and other community partners have been working together to advance the recommended actions from the forum and align the work with this refreshed 10-Year Housing and Homelessness Plan. On April 10, 2026, Ottawa Public Health, the City of Ottawa, Ottawa Community Housing, Bruyère Health, the Royal, Ottawa Salus, and The Ottawa Hospital are co-hosting a Health and Housing Symposium to bring together sector leaders, post-secondary institutions, government and elected officials, private-sector industry and business leaders, and media to showcase collaborative models, highlight emerging evidence, and chart next steps to improve integration between the health and housing systems. Following the symposium, Ottawa Public Health, the City of Ottawa, and sector partners will develop an action plan to implement these next steps.

- *Ending youth homelessness:* A commitment to end youth homelessness by 2030 was formally announced in September 2025. The City will work with the community to create a strategy focused on ending youth homelessness in the community. The strategy will initially work upstream to identify at-risk youth and ensure they are provided with the necessary support to obtain and retain appropriate housing. The project is being co-led with the Alliance to End Homelessness Ottawa and youth sector partners.
- *Diversion and prevention:* In partnership with the Ottawa Alliance to End Homelessness, the City will continue to build upon the success of Shelter Diversion Pilot Programs, with an emphasis on supporting people to identify and access safe and appropriate housing in their community, instead of entering a shelter.
- *Enhanced and coordinated outreach:* Shifting the current outreach model to an outreach system that responds to the evolving and emerging needs of all community members, the City and partners are moving from a program-by-program approach to a coordinated, system-level outreach model. The redesigned approach to outreach is characterized by three main components: coordinated responses to the needs of individuals experiencing unsheltered homelessness, enhanced community engagement and public space stewardship, and aligned resource allocation and performance measurement.
- *Supportive housing:* In accordance with the 2025 municipal audit of supportive housing, work is underway to develop a work plan that will guide the City, Ottawa Public Health, and supportive housing sector partners to collaborate and coordinate on funding advocacy, partnership opportunities, funding alignment, and a mechanism to report on supportive housing outcomes.
- *Ottawa's family homelessness strategy:* The strategy aims to help families stabilize and find the shortest path to safe, appropriate housing. It will guide work to modernize the Family Shelter and Transitional Housing System so that it better reflects current housing realities and shifts toward a case-management and housing-focused approach.

FINANCIAL IMPLICATIONS

Financial implications are as described in the Housing Services Long Range Financial Plan 2025-2030 Update ([ACS2024-FCS-FIN-0011](#)) approved by Council on November 13, 2024. This report describes a funding plan based on current projections. Budget authority is approved annually as part of the budget process.

LEGAL IMPLICATIONS

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

CONSULTATION

Between June and September 2025, a multi-channel public engagement initiative was launched to support the refresh of the 10-Year Plan. The purpose of the engagement was to inform and educate residents and gather meaningful input on the community's priorities and concerns related to housing and homelessness. Engagement activities included:

- Engage Ottawa Survey
- Virtual Information Session
- Engage Ottawa Feedback Tool
- Drop in Open Houses

In addition to public facing engagement, the City and HHLT co-designed an engagement plan for leaders working across the housing and homelessness sector including people with lived and living experience. Engagement activities included:

- Sector webinar
- Half and full day sessions
- Surveys and direct outreach to people with lived and living experience

Primary findings from these engagements are summarized in the Engagement Summary Report available on [Engage Ottawa](#).

ACCESSIBILITY IMPACTS

The City of Ottawa is committed to ensuring accessibility for people with disabilities and older adults. The development of new housing construction and the design of public spaces is guided by a legislated accessibility framework that includes the City's Accessibility Policy, the Integrated Accessibility Standards Regulation, O.Reg. 191/11 of the Accessibility for Ontarians with Disabilities Act, 2005, the City of Ottawa Accessibility Design Standards, as well as the Ontario Building Code. The 10-Year Plan will be equally implemented according to this framework and all applicable legislation.

The City's Accessibility Advisory Committee (AAC) was engaged during the plan's development and had the opportunity to provide input into accessibility impacts that should be considered as part of the refreshed 10-Year Plan. The AAC highlighted the aging population and need for more accessible affordable units, as well as improved access to shelter beds that can accommodate diverse disabilities. They identified a lack of clear information about available accessibility supports and noted additional barriers faced by individuals with more than one disability and other intersectional identities. Additional considerations included promoting visitability standards and better integrating prevention and diversion strategies with employment and education supports, given the heightened barriers people with disabilities experience in those areas.

The 10-Year Plan aligns with the City of Ottawa Official Plan which includes accessibility targets aimed at ensuring equal treatment and access for people with disabilities. The Official Plan is regularly updated to reflect the City's progress and any new initiatives to remove barriers to accessibility.

The City's Accessibility Design Standards were developed to ensure that all City owned, leased and operated spaces and facilities are inclusive and accessible to everyone. This commitment is mandatory for new construction and rehabilitation projects.

Municipalities are also responsible for enforcing the Ontario Building Code, under which the current requirement for multi-unit residential buildings is that at least 15 per cent of the suites be designed with a barrier-free path of travel and basic accessible features, including automatic door operators, wide accessible entryways and lobbies and access to elevators.

DELEGATION OF AUTHORITY IMPLICATIONS

Staff will implement the 10-Year Plan within existing delegated authority and report back should additional delegated authority be required.

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

Indigenous Implications

The City continues to acknowledge the distinct realities of Indigenous community members experiencing housing precarity and homelessness, influenced by the interconnectivity of colonization, the Indian Residential School system, the Sixties Scoop and other child apprehension practices, intergenerational trauma and ongoing impacts of colonialism, displacement, and systemic discrimination embedded in policy and practices. The City also recognizes the Indigenous community's unique approaches to applying an Indigenous worldview, teachings and Indigenous practices that can provide solutions to homelessness and housing, while also creating and maintaining Ottawa as a city of belonging for all.

In September 2022, the City entered into an agreement with the Ottawa Aboriginal Coalition (OAC), who represent eight Indigenous service organizations in Ottawa, including two housing providers, for the development of an urban Indigenous Housing and Homelessness Strategy. The OAC developed the strategy based in part on the OAC's [COVID-19 research project](#) and the lack of improvement in Indigenous homelessness numbers over the last 20 years. The Strategy was presented to the Planning and Housing Committee in October 2024 ([Indigenous Housing and Homelessness Strategy - Report to Committee](#)) and has progressed in parallel with the 10-Year Plan. The City and HHLT are supporting the Strategy's key initiatives.

In addition to the ongoing commitment to the urban Indigenous Housing and Homelessness Strategy, the City is also working to engage the Anishinabe Algonquin Host Nation through a separate process, beginning with the engagement of representatives from Kitigan Zibi Anishinabeg and Algonquins of Pikwakanagan First Nation, to better understand priorities, housing needs, rights and responsibilities and to establish a process for ongoing collaboration.

Gender and Equity Implications

As the mechanism to deliver housing and homelessness services to the Ottawa community, the 10-Year Plan connects to the City's strategies that are specific to equity, diversity, inclusion and belonging (the [Women and Gender Equity Strategy](#), [Corporate Diversity and Inclusion Plan](#) and the [Anti-Racism Strategy](#)) as well as the Equity, Diversity, Inclusion and Belonging (EDIB) Framework that aims to integrate and streamline implementation of EDIB principles for all City operations.

Equity and Inclusion Guiding Principle

The guiding principle of equity and inclusion informs every priority in this plan in order to acknowledge and address the disproportionate impacts experienced by equity-denied communities. An anti-racist, anti-oppressive lens informs the development and implementation of this plan. Meaningful engagement with equity-denied communities has been prioritized in the creation of the 10-Year Plan and will be prioritized in the development of the subsequent workplan.

10-Year Plan Workplan

As this refreshed 10-Year Plan is implemented, the workplan will identify specific actions to support equity-denied groups. Wherever possible, data and targets will be disaggregated by equity-denied groups to better understand the impact of our housing and homelessness response. While data gaps persist, the 10-Year Plan is also committed to strengthening data collection and analysis to ensure that inequities are identified and addressed. This commitment to equity and inclusion will be embedded in processes, reflected in ongoing reporting and evaluated through the impacts on equity-denied communities. This will ensure that planning, resources and supports respond to those most disproportionately affected.

Additionally, the HHLT has committed to developing its own equity, diversity, and inclusion framework tailored to the unique challenges within the housing and homelessness sector. This framework will guide the development of the 10-Year Plan workplan and inform its ongoing implementation to ensure equity considerations are embedded throughout.

RISK MANAGEMENT IMPLICATIONS

A significant part of the funding framework for the implementation of the 10-Year Plan is reliant on other levels of government.

The City receives federal, provincial and municipal funding through a variety of programs for housing and homelessness. It is standard process under most programs that funding commitments are made on a two-to-three year basis and often aligned to election cycles.

To ensure continuity of services, staff engage in long-term financial planning. The Housing Long Range Financial Plan (LRFP) was created to help guide decisions and ensure that financial resources are aligned with the goals of the 10-Year Plan. The Housing Long Range Financial Plan 2025-2030 Update outlined the high-level funding framework to, among other things, create 450 new affordable and 50 new supportive

units annually, fund up to seven new permanent transitional housing options and deliver 1,300 housing subsidies annually. Following the approval of the refreshed 10-Year Plan (2026-2035), staff will begin to update the LRFP which will be completed during the next term of Council.

TERM OF COUNCIL PRIORITIES

The recommendations set out in this report support the 2023-2026 strategic priority to create a city that has affordable housing and is more livable for all.

SUPPORTING DOCUMENTATION

Document 1: 10-Year Housing and Homelessness Plan (2026-2035)

DISPOSITION

Housing and Homelessness Services will engage cross-departmentally, with the HHLT and with community partners with subject matter expertise to coordinate the implementation of 10-Year Plan.

Pursuant to the Delegation of Authority By-law (By-law No. 2025-69), Schedule “C”, Section 9, the City Clerk has authorized the clerical correction of the report on March 23, 2026. Page 20 of Document 1, the 10-Year Housing and Homelessness Plan (2026-2035), incorrectly described older adults as “65+” and this description has been removed.