

**2. LEGISLATED FIVE YEAR REVIEW OF THE 10-YEAR HOUSING AND HOMELESSNESS PLAN**

**EXAMEN QUINQUENNAL PRÉVU PAR LA LOI DU PLAN DÉCENNAL DE LOGEMENT ET DE LUTTE CONTRE L'ITINÉRANCE**

**COMMITTEE RECOMMENDATIONS, as amended:**

**That Council:**

- 1. Approve the updated 10-Year Housing and Homelessness Plan 2020-2030 and its recommended actions as the framework to guide the City's efforts over the next 10 years to strategically and effectively address local housing and homelessness needs.**
- 2. Direct the General Manager of Community and Social Services forward the approved 10-Year Housing and Homelessness Plan to the Federal Minister of Families, Children and Social Development, the Ontario Minister of Municipal Affairs and Housing and the Minister responsible for the Canada Mortgage and Housing Corporation, including a full list of recommended actions and estimated costs to:**
  - a. Inform current and future housing policies, programs initiatives; and**
  - b. Request the continuation of existing programs to 2030 as well as new and enhanced investments in the City of Ottawa to improve the housing, health and socio-economic well-being of Ottawa residents.**
- 3. Direct the Director, Housing Services to report back to the Community and Protective Services Committee on the Long-Range Financial Plan for Housing currently under development that will be at Finance, Economic Development Committee in Q3**

2020.

4. Direct staff to update the Community and Protective Services Committee annually on the 10-Year Plan's achievements and progress towards meeting targets.
5. Direct staff to develop an ambitious and achievable workplan in consultation with the Mayor, and Members of Council, for any matters that arise from the 10-Year Housing Plan 2020-2030, and that staff outline feasible targets, actions and priorities to be implemented over the remainder of this term of Council, to be presented for consideration by Council in Q1 2021.
6. Direct the Community and Social Services Department to work with Ottawa Open Data and report back to the Community and Protective Services Committee by the end of Q1, 2021 on the inclusion of the data strategy into a workplan for the 10 Year Housing and Homelessness Plan for the remaining Term of Council and that this data strategy include the regular public reporting, in partnership with Ottawa Open Data, of data including, but not limited to: number of individuals and families using the emergency shelter system, per night; municipal, provincial and federal dollars spent on shelter and hotel/motel use, in Ottawa, per month (for all demographics), and number of individuals and families permanently housed, per month.
7. Approve that the 10-Year Housing and Homelessness Plan 2020-2030 establish a family first priority and a family focused approach; and
8. Direct City staff to define goals, targets, tactics and outcomes to eliminate chronic homelessness for families, and report back to the Community and Protective Services Committee by the end of Q1, 2021 on the inclusion of this direction into a workplan for the 10 Year Housing and Homelessness Plan for the remaining Term

**of Council.**

**RECOMMANDATIONS DU COMITÉ, telles que modifiées :**

**Que le Conseil :**

- 1. approuve le Plan décennal de logement et de lutte contre l'itinérance 2020-2030 et les mesures recommandées afin d'encadrer les démarches entreprises par la Ville au cours des 10 prochaines années pour répondre aux besoins locaux de logement et lutter contre l'itinérance;**
- 2. dirige la Directrice générale des Services sociaux et communautaires de transmettre au ministre fédéral de la Famille, des Enfants et du Développement social, au ministre ontarien des Affaires municipales et du Logement et au ministre responsable de la Société canadienne d'hypothèques et de logement le Plan décennal de logement et de lutte contre l'itinérance approuvé ainsi qu'une liste complète des mesures recommandées et des coûts estimés pour :**
  - a. orienter les politiques, initiatives et programmes de logement actuels et futurs;**
  - b. demander le maintien des programmes actuels jusqu'en 2030 et l'augmentation des fonds accordés à la Ville d'Ottawa pour améliorer les conditions de logement, la santé et le bien-être socioéconomique des résidents;**
- 3. demande à la directrice, Services de logement de faire rapport au Comité des services communautaires et de protection concernant le plan financier à long terme en cours d'élaboration et prévue d'être présenté au Comité des finances et du développement économique au troisième trimestre de 2020.**

4. dirige que le personnel soit chargé de faire une mise à jour annuelle au Comité des services communautaires et de protection un rapport sur les progrès accomplis dans le cadre du Plan décennal.
5. demande au personnel de préparer un plan de travail ambitieux, mais réalisable, en consultation avec le maire et les membres du Conseil, pour faire face aux problèmes en lien avec le Plan décennal de logement et de lutte contre l'itinérance 2020-2030, et qu'il définisse des cibles, des mesures et des priorités réalistes pour la fin du mandat du Conseil en cours, à présenter au Conseil au premier trimestre de 2021.
6. demande à la Direction générale des services sociaux et communautaires de travailler avec l'équipe d'Ottawa ouverte à l'intégration d'une stratégie de données au plan de travail du Plan décennal de logement et de lutte contre l'itinérance pour la fin du mandat du Conseil en cours, et de faire un compte rendu au Comité d'ici la fin du premier trimestre de 2021 et que cette stratégie de données prévoie un compte rendu public régulier de diverses données, en collaboration avec Ottawa ouverte, notamment : le nombre de personnes et de familles qui utilisent le réseau des refuges d'urgence chaque nuit; l'investissement mensuel que représente l'hébergement en refuge et en chambre d'hôtel ou de motel à Ottawa pour la municipalité et les gouvernements provincial et fédéral (toutes clientèles confondues); et le nombre mensuel de personnes et de familles emménagées dans un logement permanent.
7. demande que le Plan décennal de logement et de lutte contre l'itinérance 2020-2030 donne la priorité aux familles et adopte une approche centrée sur ces dernières.
8. demande au personnel municipal de définir des buts, des cibles, des tactiques et des objectifs pour mettre fin à l'itinérance

COMMUNITY AND PROTECTIVE  
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chronique des familles, et de faire un compte rendu au Comité d'ici la fin du premier trimestre de 2021 sur l'intégration de ces éléments dans le plan de travail du Plan décennal de logement et de lutte contre l'itinérance pour la fin du mandat du Conseil en cours.

#### DOCUMENTATION/DOCUMENTATION

1. Director's report, Housing Services, dated 8 June 2020 (ACS2020-CSS-GEN-0006).  
  
Rapport de la Directrice, Services de logement, daté le 8 juin 2020 (ACS2020-CSS-GEN-0006)
2. Extract of Draft Minutes, Community and Protective Services Committee, dated 18 June 2020  
  
Extrait de l'ébauche du procès-verbal, Comité des services communautaires et de protection, le 18 juin 2020

#### DIRECTIONS TO STAFF

Councillor M. Fleury

As the 10-Year Housing and Homelessness Plan 2020-2030 identifies the need to create new affordable housing incentive frameworks, that the City develop a toolkit to clearly engage with private landowners and developers with the goal of increasing the amount of rental units being built in Ottawa and leverage the opportunity to increase affordable units made available through consideration of new developments, notably as it relates to City owned lands near LRT Stations (but not exclusively), in addition to an analysis and consideration of the City taking on head leases for first year of tenancies.

That staff report back to the Planning Committee and Community and Protective Services Committee (in addition to any other appropriate Standing Committee (s)) by the end of Q1 2021 on the inclusion of this direction into a workplan for the 10 Year Housing and Homelessness Plan for the remaining Term of Council. And that such direction include reporting on the toolkit of incentives to achieve these objectives, the financial costs of providing these incentives, the potential funding sources to achieve these objectives and the long term affordability that will be provided to low and moderate income residents of Ottawa through the provision of these incentives.

Que, puisque le Plan décennal de logement et de lutte contre l'itinérance 2020-2030 fait ressortir la nécessité de nouveaux cadres incitatifs pour le logement abordable, la Ville mette au point une série de mesures visant à ouvrir le dialogue avec les propriétaires privés et les promoteurs pour faire augmenter le nombre de logements locatifs construits à Ottawa et pour encourager la mise à disposition du public de logements locatifs abordables par la construction de nouveaux lotissements, principalement (mais non exclusivement) sur les terrains municipaux à proximité des stations de train léger, et que le personnel examine, au moyen d'une analyse, la possibilité que la Ville soit titulaire des baux principaux pour la première année de location.

Que le personnel fasse un compte rendu au Comité de l'urbanisme et au Comité des services communautaires et de protection (ainsi qu'à tout autre comité permanent pertinent) d'ici la fin du premier trimestre de 2021 sur l'intégration de

ces éléments dans le plan de travail du Plan décennal de logement et de lutte contre l'itinérance pour la fin du mandat du Conseil en cours, et que le plan de travail prévoit un rapport sur la série de mesures incitatives qui permettront d'atteindre les objectifs, aux coûts financiers de ces mesures, aux sources de financement éventuelles et à l'abordabilité à long terme qui découlerait de ces mesures incitatives pour les résidents d'Ottawa à revenu faible ou modéré.

Councillor C. McKenney

On Page 32 of the report Under the Strategy to: Sustain and increase the mix of housing subsidies to increase affordability and meet evolving household need over time, a tactic includes: explore the development of a resident-based access system that efficiently provides one-stop intake for all social benefit and housing programs.

That staff report back to Committee and Council on a consultation process before any decisions are made to move away from the current coordinated access approach to any successful housing programs such as the Social Housing Registry.

Qu'à la page 32 du rapport, sous la stratégie « Maintenir et accroître les différents types de subventions au logement pour augmenter l'abordabilité et répondre aux fluctuations des besoins de logement », soit ajoutée la tactique suivante : envisager la mise en place d'un système d'accès centralisé à tous les programmes de prestations sociales et de logements sociaux pour les résidents.

Que le personnel fasse un compte rendu du processus de consultation au Comité et au Conseil avant de mettre fin à l'approche actuelle d'accès coordonné pour passer à un programme de logement efficace, par exemple le Centre d'enregistrement pour les logements sociaux d'Ottawa.

Councillor C. McKenney

We are seeing examples of cities around the country where the community is leading various aspects or playing a leading role in the Reaching Home funding as either the community entity or the Community Advisory Board.

That a governance review be undertaken of the City's Reaching Home Program with respect to how the Community Entity (CE) and the Community Advisory Board (CAB) function and to explore the possible benefits of a community led CE or CAB (external to the City). Provide Council with an external review of our current CE and CAB models and the various models across the country and any benefits of a new model.

Au Canada, nous voyons divers exemples de villes au sein desquelles la communauté gère plusieurs aspects du programme Vers un chez soi ou joue un rôle de premier plan, en tant qu'entité communautaire ou en tant que comité consultatif communautaire.

Qu'un examen de la structure de gestion publique soit entrepris au sujet du programme municipal Vers un chez soi, quant au fonctionnement de l'entité communautaire (EC) et du comité consultatif communautaire (CCC), afin de définir les éventuels avantages d'une EC ou d'un CCC (indépendant de la Ville) et de fournir au Conseil un examen externe de nos modèles actuels d'EE et de CCC, des divers modèles au pays et des avantages d'un nouveau modèle.



**COMMUNITY AND PROTECTIVE  
SERVICES COMMITTEE  
REPORT 11  
15 JULY 2020**

**18 COMITÉ DES SERVICES  
COMMUNAUTAIRES ET DE  
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LE 15 JUILLET 2020**

**Report to  
Rapport au:**

**Community and Protective Services Committee  
Comité des services communautaires et de protection  
18 June 2020/ 18 juin 2020**

**and Council  
et au Conseil  
15 July 2020/ 15 juillet 2020**

**Submitted on June 8, 2020  
Soumis le 8 juin 2020**

**Submitted by  
Soumis par:  
Shelley VanBuskirk, Director/Shelley VanBuskirk, Directrice**

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**Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE      File Number: ACS2020-CSS-GEN-0006**

**SUBJECT: LEGISLATED FIVE YEAR REVIEW OF THE 10-YEAR HOUSING  
AND HOMELESSNESS PLAN**

**OBJET: EXAMEN QUINQUENNAL PRÉVU PAR LA LOI DU PLAN DÉCENNAL  
DE LOGEMENT ET DE LUTTE CONTRE L'ITINÉRANCE**

## **REPORT RECOMMENDATIONS**

**That the Community and Protective Services Committee recommend:**

- 1. That Council approve the updated 10-Year Housing and Homelessness Plan 2020-2030 and its recommended actions as the framework to guide the City's efforts over the next 10 years to strategically and effectively address local housing and homelessness needs.**
- 2. That the General Manager of Community and Social Services forward the approved 10-Year Housing and Homelessness Plan to the Federal Minister of Families, Children and Social Development, the Ontario Minister of Municipal Affairs and Housing and the Minister responsible for the Canada Mortgage and Housing Corporation, including a full list of recommended actions and estimated costs to:**
  - a. Inform current and future housing policies, programs initiatives; and**
  - b. Request the continuation of existing programs to 2030 as well as new and enhanced investments in the City of Ottawa to improve the housing, health and socio-economic well-being of Ottawa residents.**
- 3. That the Director, Housing Services be directed to report back to the Community and Protective Services Committee on the Long-Range Financial Plan for Housing currently under development that will be at Finance, Economic Development Committee in Q3 2020.**
- 4. That staff be directed to update the Community and Protective Services Committee annually on the 10-Year Plan's achievements and progress towards meeting targets.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité des services communautaires et de protection recommande :**

- 1. que le Conseil approuve le Plan décennal de logement et de lutte contre l'itinérance 2020-2030 et les mesures recommandées afin d'encadrer les**

démarches entreprises par la Ville au cours des 10 prochaines années pour répondre aux besoins locaux de logement et lutter contre l'itinérance;

2. que la Directrice générale des Services sociaux et communautaires transmette au ministre fédéral de la Famille, des Enfants et du Développement social, au ministre ontarien des Affaires municipales et du Logement et au ministre responsable de la Société canadienne d'hypothèques et de logement le Plan décennal de logement et de lutte contre l'itinérance approuvé ainsi qu'une liste complète des mesures recommandées et des coûts estimés pour :
  - a. d'orienter les politiques, initiatives et programmes de logement actuels et futurs;
  - b. de demander le maintien des programmes actuels jusqu'en 2030 et l'augmentation des fonds accordés à la Ville d'Ottawa pour améliorer les conditions de logement, la santé et le bien-être socioéconomique des résidents;
3. que l'on demande à la directrice, Services de logement de faire rapport au Comité des services communautaires et de protection concernant le plan financier à long terme en cours d'élaboration qui sera présenté au Comité des finances et du développement économique au troisième trimestre de 2020.
4. que le personnel soit chargé de faire une mise à jour annuelle au Comité des services communautaires et de protection un rapport sur les progrès accomplis dans le cadre du Plan décennal.

## **EXECUTIVE SUMMARY**

### **Assumption and Analysis**

Housing is one of the most fundamental human needs. It is well documented that poor housing conditions and high housing costs leads to stress for individuals and families, affecting their physical and mental health and resulting in increased use of health and social services. Children who experience housing insecurity due to frequent moves

have been found to under-perform in school with lasting consequences on their capacity to participate in the labour market.

In 2010, the then Ontario Ministry of Housing, now the Ministry of Municipal Affairs and Housing, unveiled its first Long-Term Affordable Housing Strategy (LTAHS), which set a vision for the administration of housing and homelessness services and programs by the 47 Service Managers across the province, including the City of Ottawa. The strategy led to notable legislative and policy changes, including the replacement of the *Social Housing Reform Act, 2000* with the *Housing Services Act, 2011* and the requirement to develop 10-Year Housing and Homelessness plans, commencing on January 1, 2014 and the requirement to complete mid-point reviews of the Plans in 2019.

In 2013, after extensive consultation and broad community engagement, Council approved the City's Plan, *A Home for Everyone: Our Ten-Year Plan, 2014-2024* ("the Plan"). The Plan represented a commitment to the community that we will work together as individuals, organizations and government bodies to ensure that everyone has safe, adequate and affordable housing with the appropriate supports to stay housed, as their life circumstances change. As we reflect on the first six years of the Plan's implementation, many households have benefited from increased access to affordable and supportive housing options, coordinated access to housing and support services and improved housing conditions in community housing through investments in repairs. While significant progress has been made in key areas, more work remains to increase the supply of affordable and supportive housing, increase housing affordability and reduce homelessness.

Council's recent declaration of an Affordable Housing and Homelessness Emergency and Crisis represents a call to action and sets the foundation for increased efforts to improve housing conditions through the update to the 10-Year Plan. The legislated five-year review of the 10-Year Plan provided an opportunity for the community to ensure that the Plan continues to respond to the needs of Ottawa residents including Indigenous peoples, women, youth, veterans, and families who experience housing insecurity, struggle with affordability, as well as people living with complex health issues and those experiencing homelessness, including chronic homelessness.

While the goals of the original Plan have been maintained, the objectives under each goal have been updated based on an analysis of the changes to the housing and homelessness system since the Plan's 2014 inception and the feedback obtained during consultations. The goals and objectives are shown in Figure 1.

Figure 1. Goals and revised objectives of the 10-year plan



The ongoing COVID-19 response reiterates the importance of a comprehensive and robust housing system. While the current context has shifted, the priorities identified within the Plan remain relevant. However, new requirements and opportunities presented may require that the community reprioritize or amend identified short-term actions. Staff will work with community partners to implement the strategic directions of the Plan in a way that complements and enhances the COVID-19 response and moves key strategic priorities forward.

### **Financial Implications**

Implementing the updated 10-Year Housing and Homelessness Plan requires new and sustained investments from all levels of government. Without new funding, the Plan will not be able to achieve its ambitious outcomes and more people in our community will live unsheltered, enter homelessness, or struggle with precarious housing situations. All levels of government share the same goals to improve the housing situation of Canadians however municipalities, with limited revenue sources, are not equipped to address these challenges on their own.

The City continues to demonstrate its commitment to housing and homelessness through investments of \$109.2 million in operating funding in Budget 2020 and the largest capital investments for new housing development in the city's history, with \$15 million in new funding in both Budget 2019 and 2020.

The updated 10-Year Plan requires new one-time capital funding of \$45 million to increase transitional housing capacity for both families and women experiencing homelessness, allowing the City to reduce reliance on hotels and motels and ensuring there is adequate capacity in the housing system for women experiencing homelessness.

Over the next 10 years of the refreshed plan, \$600 million is needed to support the development of between 300 to 570 new units annually. Two-thirds of this funding (\$400 million) is required in the form of direct transfers from the provincial and federal governments for upfront capital grants, development charges and other required fees and permits. Ottawa Community Housing Corporation will be a key partner in the City's efforts to increase our affordable housing supply, leveraging both City capital grant

contributions and fee relief, with funding and financing under the federal National Housing Strategy to develop 300+ units annually. Other non-profit housing providers will also play an instrumental role in the development of up to 200 units annually, should the necessary levels of funding be provided.

Additional operating funding of \$38 million (\$380 million over 10 years) is needed from the provincial and federal governments to invest in expanding outreach and prevention resources, Housing First services, and for housing subsidies to support the City's affordable housing targets.

The City's direct contribution to these homelessness programs is currently \$31 million annually through the municipal Housing and Homelessness Investment Plan and an annual top-up to a provincial homelessness funding program. The City is not able to add new long-term financial commitments for housing benefit programs that are primarily a provincial responsibility.

A Long-Range Financial Plan is currently underway for Housing Services to identify the funding required to maintain current service levels, respond to emerging demands, and determine available sources of funding to meet municipal commitments under the Plan. As part of this plan, figures will be incorporated regarding the budgetary implications of the COVID-19 response.

### **Public Consultation/Input**

Extensive collaboration with sector experts and meaningful engagement with community stakeholders, including people with lived experience, was the cornerstone of the five-year Plan review process. Through focus groups, online surveys, written submissions and social media polls, over 1,200 individuals were consulted, including 300 people experiencing homelessness or housing instability.

The governance structure for the review included six planning tables from the housing and homelessness sector, overseen by the Housing System Working Group and representing 60 organizations that provided knowledge and expert advice over 12 months. The organizations included not-for-profit housing providers, the charitable sector, support service organizations, private housing developers, professional consultants, homelessness services, and health and social service agencies. The

feedback gathered from the consultation and engagement process is at the core of the Plan's revised objectives, strategies, tactics and intended outcomes.

## **BACKGROUND**

In 2010, the Ontario Ministry of Housing (MHO) unveiled its Long-Term Affordable Housing Strategy (LTAHS) which outlined the roles and responsibilities of the Province and Ontario's 47 Service Managers (SMs), including the City of Ottawa. The Long-Term Affordable Housing Strategy provided a framework for the administration of the housing and homelessness service system and articulated the Province's expectations that must be reflected in local housing and homelessness plans.

As part of the implementation of the Long-Term Affordable Housing Strategy, the *Housing Services Act, 2011 (HSA)* was enacted in January 2012, replacing the *Social Housing Reform Act, 2000*. The *Housing Services Act, 2011* required Service Managers to develop, approve and monitor systems-oriented 10-year housing and homelessness plans that responded to local needs while addressing provincial interests and policy directions described in the Act, and the *2011 Ontario Housing Policy Statement*. Council approved the City's 10-Year Housing and Homelessness Plan in September 2013, and the Plan came into effect on January 1<sup>st</sup>, 2014.

Staff reported to Council on the progress made in achieving the objectives of the plan on June 11<sup>th</sup>, 2015 (ACS2015-COS-CSS-0012), on March 28, 2018 (ACS2018-CSS-GEN-0004) and released two comprehensive progress reports to the community for the period of 2014 to 2018. A description of the Plan's key accomplishments from 2014-2019 is included in the discussion section of this report.

In the spring of 2015, the Ministry of Housing embarked on a province-wide consultation process to update the Long-Term Affordable Housing Strategy. On June 24, 2015, staff tabled a report to Council on the City's submission on the review of the strategy (ACS2015-COS-CSS-0010). In 2016, the Ministry of Housing released the updated statement as, [\*Policy Statement: Service Manager Housing and Homelessness Plans\*](#). The revised statement aligns provincial priorities with the 2016 update to the Long-Term Affordable Housing Strategy and directs Service Managers to ensure that their plan meets provincial requirements.



A key legislated requirement of local plans is the completion of a five-year review to ensure that local needs continue to be met and that plans remain in alignment with the *Housing Services Act, 2011* and the revised provincial policy statement. The review process needed to be initiated by January 1<sup>st</sup>, 2019 and submitted to the Province for ministerial approval by December 31<sup>st</sup>, 2019 or at an alternate date approved by the province. Provincial approval of the Plan was received in March and no comments were provided by the Ministry of Municipal Affairs and Housing. Staff completed the review of the City's 10-Year Housing and Homelessness Plan in accordance with provincial requirements, which included a comprehensive needs assessment and a robust community engagement process that set the foundation for the revised plan over the next 10 years (2020-2030).

## **Context**

Revisions to the Plan were informed by analyses of the changes in the state of the housing and homelessness sector since 2014, as well as a comprehensive assessment of our current state and system pressures. The key highlights of this analysis are provided below, and the full report is attached as supporting documentation, **Document 2 – Needs Assessment**.

Results from the 2016 Census revealed that 11.9% of households in Ottawa were experiencing core housing need.<sup>1</sup> Core housing need occurs when:

- At least one of the housing adequacy, affordability, or suitability standards are not met, and;
- More than 30% of pre-tax income would need to be spent in order to pay for the median rent of local housing that meets all adequacy, affordability, and suitability standards.<sup>2</sup>

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<sup>1</sup> Statistics Canada. 2017. Core housing need, 2016 Census. Accessed 25 February 2020 from: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/chn-biml/index-eng.cfm>

<sup>2</sup> Statistics Canada. 2017. Dictionary, Census of Population, 2016: Core housing need. Accessed 24 February 2020 from: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

Adequate, affordable, and suitable housing refers to dwellings that do not need major repairs, do not cost more than 30% of pre-tax household income, and are of sufficient size to accommodate the number of inhabitants.<sup>2</sup>

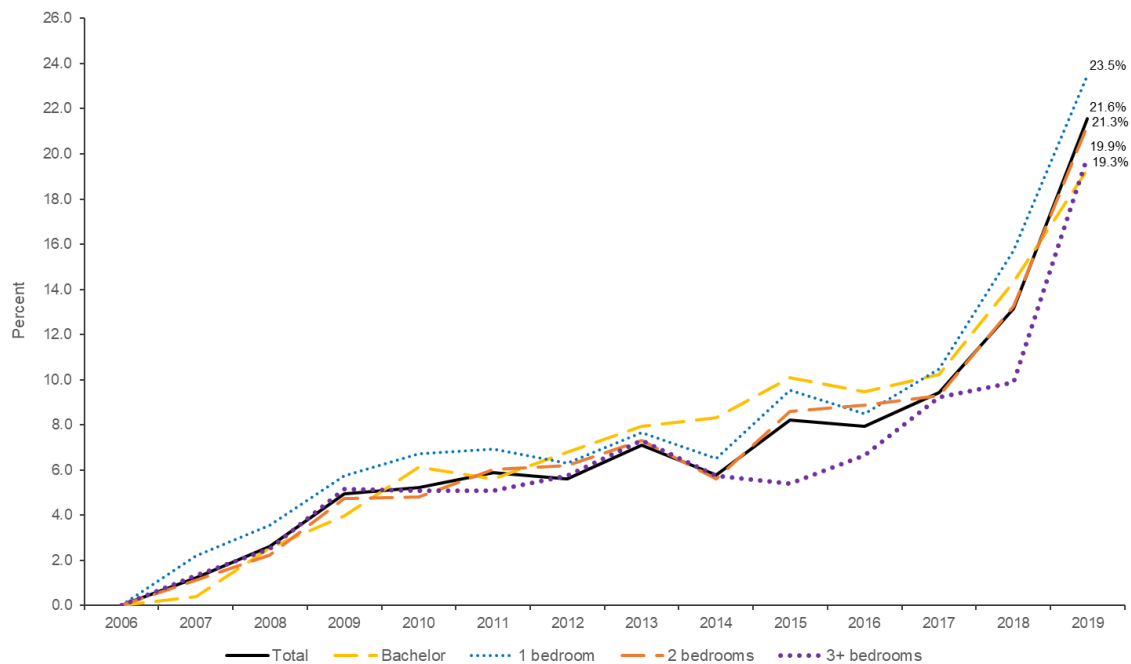
Securing affordable housing in the private rental market is challenging for lower income households in Ottawa. In a report published by the Canadian Centre for Policy Alternatives in 2019, rental wage – the hourly wage needed to rent the average two-bedroom apartment so as not to exceed 30% of pre-tax income -was calculated to gauge affordability in relation to minimum wage earnings. In Ottawa, an individual would need to earn at least \$26.00 per hour in order to afford the average two-bedroom rental unit. At the current minimum wage of \$14.00 per hour, someone earning minimum wage would need to work at least 75 hours per week in order to afford the same unit.<sup>3</sup>

From 2006 to 2017, the average monthly rent in Ottawa increased 9.4% from \$1,071 to \$1,172. A drastic increase then occurred between 2017 to 2019, with the average monthly rent increasing 21.6% to \$1,302 compared with the monthly rent of \$1,071 in 2006. Since 2006, the average monthly rent in bachelor, 1 bedroom, 2 bedroom, and 3+ bedroom units increased by 19.3%, 23.5%, 21.3%, and 19.9%, respectively (Figure 2).

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<sup>3</sup> Canadian Centre for Policy Alternatives. 2019. Rental wages in Canada. Accessed 24 February 2020 from: <https://www.policyalternatives.ca/rentalwages>

Figure 2. Change in average monthly rent since 2006, by number of bedrooms in unit, Ottawa



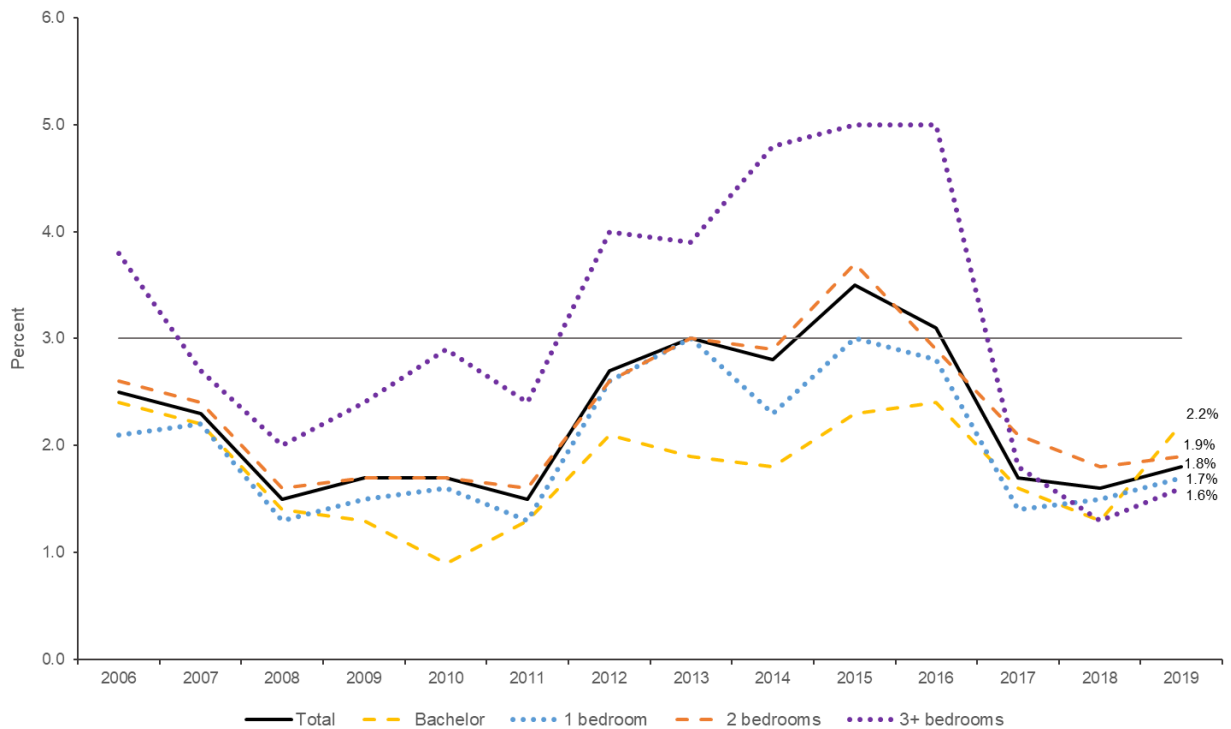
Source: Canadian Mortgage and Housing Corporation. 2019. Rental market statistics summary by metropolitan areas, census agglomerations and cities. Accessed 24 February 2020 from: <https://www03.cmhc-schl.gc.ca/hmip-pimh/en/TableMapChart/Table?TableId=2.1.31.2&GeographyId=35&GeographyTypeId=2&DisplayAs=Table&GeographyName=Ontario>

This data includes rental apartments and row (townhouse) structures. Apartment structures contain at least three units where at least one unit is not ground oriented. A row structure contains at least three units where all units are ground oriented

The vacancy rate is the percentage of rental units that are unoccupied at a given point in time and is a measure of rental unit supply, where a 3.0% vacancy rate is considered desirable. Since 2006, vacancy rates followed approximately similar trends across all

rental unit types. The rental market experienced a decline in vacancy rates in 2017 to below 3.0% across all unit types, from which it has not yet recovered (Figure 3).

**Figure 3. Vacancy rate, by number of bedrooms in unit, Ottawa, 2006 to 2019**



Generally, low vacancy rates are associated with increases in average monthly rent. In Ottawa, the sharp rise in average monthly rent between 2017 and 2019 (Figure 2) coincided with the drop-in vacancy rate over the same time period (Figure 3). Together, these factors can restrict the availability of affordable rental housing. According to data from the Canadian Mortgage and Housing Corporation, rental vacancy rates in 2019 for housing priced below the average monthly rent of \$1,302 was less than 1.6% for 2 bedroom and 3+ bedroom units.<sup>4</sup> The low vacancy rates for larger affordable rental units disproportionately affects lower income families who may need to pursue alternative options such as subsidized housing or emergency shelters.

<sup>4</sup> Canadian Mortgage and Housing Corporation. 2019. Rental Market Report Data Tables. Accessed 20 February 2020 from: [https://www.cmhc-schl.gc.ca/en/data\\_and\\_research/data\\_tables/rental\\_market\\_report\\_data\\_tables](https://www.cmhc-schl.gc.ca/en/data_and_research/data_tables/rental_market_report_data_tables)

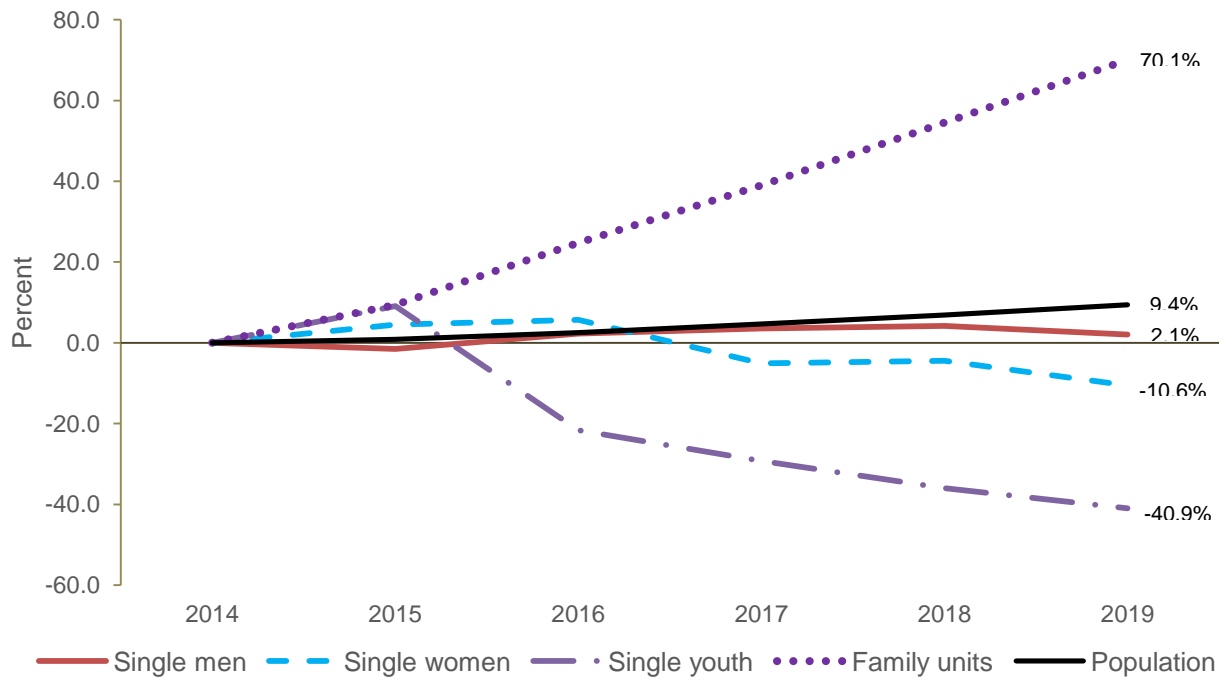
The number of households on the Centralized Wait List for rent-geared-to-income (subsidized) housing in Ottawa has grown. In 2018, the total number of households on the Centralized Wait List was 12,163, a 14.8% increase from 10,597 households in 2017. In 2018, there were 4,835 new applicant households with only 1,519 housing offers made. Of the 1,519 households, just over half (50.4%) were family households.<sup>5</sup>

Increases in average monthly rent, low vacancy rates, and longer wait times for subsidized housing are factors associated with the rise in demand for emergency shelter beds in Ottawa, especially among families. In 2019, a total of 8,088 unique people used an overnight emergency shelter; up 1.7% compared with 2018. While the number of single young people (18 and under) experiencing homelessness, and accessing a youth shelter has decreased, the number of family units using an overnight emergency shelter has increased by 70.1% since 2014. The table accompanying Figure 4 shows the total number of people using an overnight emergency shelter.

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<sup>5</sup> City of Ottawa. 2019. 10-Year Housing and Homelessness Plan: 2018 Progress Report.

Figure 4. Change in the number of people using an overnight emergency shelter since 2014, by demographic group, Ottawa



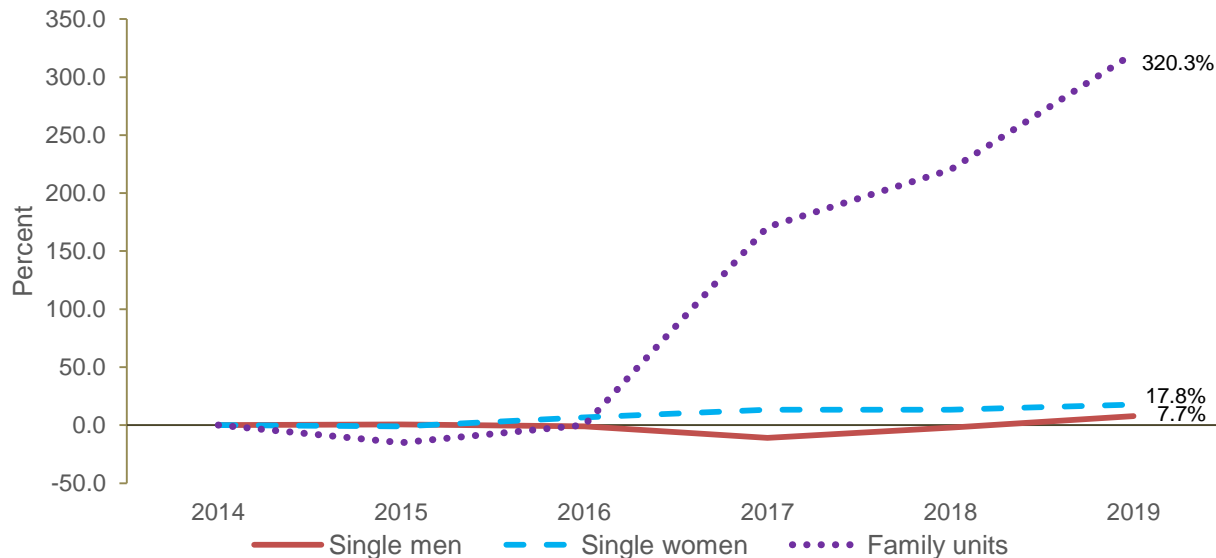
Source: City of Ottawa. 2020. Community and Family Shelter Data 2014-2019.

	2014	2015	2016	2017	2018	2019
<b>Single men</b>	3,169	3,121	3,241	3,281	3,301	3,234
<b>Single women</b>	1,096	1,145	1,158	1,040	1,047	980
<b>Single youth<sup>1</sup></b>	342	373	268	242	219	202
<b>Family</b>	695	760	867	966	1,074	1,182

<i>units</i>						
<b>Population</b>	940,273	948,461	964,341	983,901	1,005,259	1,028,514

An individual is considered chronically homeless if they have been homeless for six months or more in the past year. A sharp increase in the number of chronically homeless family units began in 2016, primarily driven by increases in refugee claimants arriving from the United States. Compared with 2014, there was a 320.3% increase in the number of family units deemed chronically homeless in 2019 (Figure 5). Between 2014 and 2019, the number of chronically homeless single women and men increased by 17.8% and increased by 7.7%, respectively (Figure 5). The table accompanying Figure 5 shows the total number of people experiencing chronic homelessness between 2014 and 2019.

**Figure 5. Change in the number of people experiencing chronic homelessness since 2014, by demographic group, Ottawa**



Source: City of Ottawa. 2020. Community and Family Shelter Data 2014-2019.

**COMMUNITY AND PROTECTIVE  
SERVICES COMMITTEE  
REPORT 11  
15 JULY 2020**

**33 COMITÉ DES SERVICES  
COMMUNAUTAIRES ET DE  
PROTECTION RAPPORT 11  
LE 15 JUILLET 2020**



	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
<b>Single men</b>	362	364	358	322	354	390
<b>Single women</b>	90	89	96	102	102	106
<b>Family units</b>	79	67	79	214	253	332

The data and needs analysis presented above was compiled prior to the COVID-19 response. While no trends or projections have been confirmed, it is anticipated that there will be more people in need of housing support and that the level of support required over the medium to long term might be greater due to the anticipated economic recovery period.

## **DISCUSSION**

### **Development of Affordable Housing**

During the past two decades, funding for affordable housing was shared between all three levels of government with municipalities responsible for the administration of all sources of funding in the community. This funding was traditionally provided through transfer payment agreements that provided funding directly to the City of Ottawa. Since 2011, the City has received more than \$115M in transfer payments under the following programs:

- Investment in Affordable Housing for Ontario Program (IAH) 2011 to 2015
- Investment in Affordable Housing for Ontario (IAH) 2014 Extension Program 2014 to 2020
- Social Infrastructure Fund (SIF) 2018 to 2019
- Home for Good Program (100% provincial) 2018 to 2019

This capital funding was managed by Housing Services and used to support the development of new affordable housing, renovation programs for seniors and people with disabilities under the Ontario Renovates Program and for housing benefits, such as rent supplements and housing allowances. The affordable rental housing developed under these programs funded a variety of housing options including affordable rental housing for families, singles, seniors, and supportive housing.

The funding averaged approximately \$10M annually, which fluctuated depending on federal – provincial government initiatives. In addition, the federal provincial transfer agreements provided strict rules on how the funding for affordable housing could be allocated. Most notably, the grant funding could only be provided on a per unit basis, ranged between \$100,000 and \$150,000 per unit. and required that the weighted average of rents in any affordable housing project not exceed 80% of the Average Market Rent as determined by Canada Mortgage Housing Corporation (CMHC).

Since 2011, this capital funding has supported the development of more than 1,100 new units of affordable rental and supportive housing for seniors, families, youth, and people living with disabilities in 30 new affordable housing projects. While this funding was critical to support the development of new housing options, the funding envelopes were not consistent and program requirements varied, adding additional layers of complexity for the City and the housing sector.

The introduction of the National Housing Strategy in 2017 represented increased involvement by the federal government in affordable housing and coincided with a provincial retreat from funding for affordable housing. Consequently, direct funding transfers to the City have been significantly reduced. This dramatic shift in federal and provincial policy and funding has fundamentally changed the way the City and the not-for-profit and private housing sectors can access programs and funding for the development of new affordable housing.

The federal government, through the Canada Mortgage Housing Corporation (CMHC), now provides direct delivery of some National Housing Strategy programs, of which most notably are:

- (a) The National Co-Investment Fund (NCF) that provides funding and financing for the development of affordable rental housing by the not-for-profit and charitable sectors; and
- (b) The Rental Construction Financing Initiative (RCFI), which provides low cost financing to both the private and not-for-profit sectors for the development of affordable housing.

While both programs have had challenges getting started, both the private and not-for-profit sectors have had success in securing funding and financing for affordable housing projects across the City.

On April 30, 2018, Ontario and the Canada Mortgage and Housing Corporation signed a Bilateral Agreement under the National Housing Strategy (NHS). In May 2019, the province released Phase I of the Community Housing Renewal Strategy, one component of which was the Ontario Priorities Housing Initiative to address local housing priorities, including affordability, repair and new construction. This new funding program replaced previous federal/provincial capital programs referenced earlier.

The three-year Ontario Priorities Housing Initiative allocates \$17.6 million to Ottawa between 2019 and 2022, which will be invested in new development and the Ontario Renovates program.

Council has also made significant investments, in affordable housing with \$15M in capital funding for both 2019 and 2020. Additional commitments were also made through the [Interdepartmental Taskforce for Affordable Housing along the Light Rail Transit](#) to develop lands along this corridor as well as other sites identified through the [Affordable Housing Land and Funding Policy](#).

Time limited funding under the Ontario Priorities Housing Initiative (\$17.6 million) for 2019 to 2022 and Council's commitment of \$15 million in capital funding in Budget 2019 and 2020 provides \$47.6 million for the City to make strategic investments to develop affordable housing in established neighbourhoods and along main transit lines. Working with Ottawa Community Housing Corporation and the broader housing sector, staff will present a Capital Plan for affordable housing to Planning Committee and Council in June 2020 that supports the development of up to 570 units annually, of affordable

housing by leveraging existing land assets with the City, Ottawa Community Housing and other not-for-profit housing providers and charitable organizations. The City will work with the private sector to explore opportunities to further increase the supply of new affordable rental stock in the City through leveraging other incentives and regulatory tools.

### **Administration of Social Housing**

Between 1960 to 1996 the federal and provincial governments provided significant funding to build and operate social housing programs. These legacy programs were developed with three primary principles:

1. Significant upfront capital funding to build social housing properties
2. Significant long-term ongoing operating, capital and rent-geared-to income funding for the duration of the mortgage or operating agreement (usually 35 years or more) to support the viability of the property
3. Activities and funding of these properties were governed under operating agreements and/or legislation.

The federal and/or provincial governments were the original and primary funders of social housing programs, which ended in 1996. Since then, no new social housing projects have been developed or added to the stock. In 2000, the legislated responsibilities for these legacy social housing programs were transferred to the City of Ottawa, as Service Manager, under the *Social Housing Reform Act, 2000*, now the current *Housing Services Act, 2011*. Since 2000, the City has been the primary funder for the operations of these social housing programs in Ottawa.

In 2014, at the start of the 10-Year Plan, social housing was entering the last five to 12-year period under these social housing legacy programs. Funding was legislated and predictable and household demand for social housing was substantial but relatively stable. However, social housing assets were also reaching an age that capital repairs to major building components were imminent.

In 2014, the focus of the provincial government was a “long-term affordable housing strategy” with an emphasis on individual household rental affordability. This policy direction resulted in an increase in the number of rent supplements and housing benefit

programs co-funded by the provincial and federal governments to assist households with rental affordability.

Since 2014, there have been changes to the social housing environment, including an increased demand for social and affordable housing. Notably, unit turnover within social housing has decreased, thus increasing the wait times for those on the Centralized Wait List. Social housing properties are at or are near the end of the mortgage and operating agreement. Social housing properties are entering a mature phase of their life cycle, requiring significant capital repairs and refurbishment.

In May 2019, as mentioned previously, the current provincial government introduced the Community Housing Renewal Strategy. An additional focus of the strategy is the preservation of social housing assets for long-term public use, and to create sustainable housing providers with a reduced requirement for ongoing operating subsidies. The City has received initial funding allocations under two additional components of the Community Housing Renewal Strategy as follows:

- Under the Canada-Ontario Community Housing Initiative (COCHI) \$22.4 million is available between 2019 to 2022 to protect affordability for households in social housing and support the repair and renewal of existing social housing supply.
- Funding for a portable housing benefit under the new Canada - Ontario Housing Benefit of up to \$4.38 million from April 2020 to March 2022 will address housing affordability for women fleeing domestic violence and people at risk of or experiencing homelessness, with a focus on single women and lone female led households, including Indigenous households. (Report to Council: ACS2020-CSS-GEN-002)

Currently, limited funding for the programs above is available from the federal and provincial governments through the National Housing Strategy. At present, no sustainable, permanent funding for these programs has been committed by these levels of government. Funding for provincial rent supplement and housing allowance programs is decreasing over the next few years, requiring the City to provide funding to maintain affordability for households currently in receipt of these housing benefits.

As social housing properties reach their end of mortgage and the end of operating agreements over the next five to eight years, it is anticipated that housing providers will need to refinance their properties to acquire funding to support capital repair and refurbishment needs. It is well recognized that municipalities will be unable to unilaterally fund capital repairs and sustain social housing programs as they are currently structured as the programs expire. This changed environment has created uncertainty for housing providers, the municipality and households seeking housing affordability in the future.

### **Addressing homelessness**

Each year, approximately 235,000 Canadians experience homelessness. On any given night, approximately 35,000 Canadians experience homelessness, of which, an estimated 9,600 people are Ontarians and 1,900 are Ottawa residents. Chronic homelessness, which is defined as being homeless for more than 6 months in the past year, is persistent in communities across the country due to a lack of supportive housing for people with complex health needs, such as addictions, mental health illnesses, developmental disabilities and acquired brain injuries. At present, our homelessness service system is overburdened, which is amplified by the emergency shelters use of overflow beds and the increase in people living in unsheltered conditions. It is anticipated that the economic and social pressures of the COVID-19 response will create even more demand over the medium to long term.

In 2013, the federal government reaffirmed its support for homelessness funding through the Homelessness Partnering Strategy from 2014 to 2019, representing a \$35.6 million funding envelope for the City over five years. The strategy directives included a focus on chronic and episodic homelessness (defined as three or more episodes of homelessness in the past year) with a 65% investment required in the Housing First model. Housing First is an evidence-based approach to ending chronic homelessness, which is built on the premise that everyone is housing-ready and as such, people who are homeless with complex needs should receive immediate access to permanent housing with the appropriate level of supports to remain housed.

In 2015, following the recommendations from an expert advisory panel, the Province set a goal of eliminating chronic homelessness by 2025. Some of the key initiatives to

support this goal included increased funding for homelessness programs, innovative poverty reduction initiatives and funding for the creation of 1,000 supportive housing units across the province. Provincial actions to reduce homelessness were also prioritized in four areas including; chronic homelessness, youth, Indigenous people, and homelessness following transitions from provincially funded institutions, such as correctional facilities and hospitals.

In response to federal funding directives and provincial interests, the City's 10-Year Housing and Homelessness 2014 to 2024 prioritized actions that would support our goal of eliminating chronic homelessness by 2024. The key initiatives included the redesign of the homelessness service system to support the implementation of the Housing First model and the creation of 287 supportive housing units, with another 88 under development. To date 1,227 single people who experienced chronic homelessness have been housed with the necessary supports to remain housed.

During the first phase of our 10-Year Plan, 2014 to 2019, the City benefited from increased funding totaling \$4.2 million (2016 to 2019) from the Homelessness Partnering Strategy to support a variety of homelessness programs and initiatives. The City also received \$30 million in provincial Home For Good funding to support the development and operations of supportive housing as well as bolster the City's Housing First initiative through investments in case management, peer support and housing subsidies. While the capital portion of \$19.2 million (2016 to 2018) was a one-time investment, the Home For Good program includes \$4.7 million of ongoing annual operating funding.

In 2018, the City, along with 33 other communities across the country joined the Built For Zero (BFZ) team, an American-inspired initiative led by the Canadian Alliance to End Homelessness. Through coaching, BFZ staff use a structured, supportive and data-driven approach to guide communities through the implementation of local change ideas that have the potential of measurably reducing homelessness. City staff are working with community partners including the Salvation Army, Shepherds of Good Hope, the Ottawa Mission, the Canadian Mental Health Association, the Youth Services Bureau and Operation Come Home on several key initiatives. Current projects aim to gain a

better understanding of our homelessness population including their housing history and enhance diversion efforts from shelters to prevent the inflow into homelessness.

The goal for communities is to end chronic homelessness, also known as “functional zero”, which is achieved when a community has three or fewer people experiencing chronic homelessness over a three-month period. The community then works to *sustain* “functional zero”, striving for the complete elimination of chronic homelessness. Once achieved, communities then move on to ending homelessness for other groups, ultimately ending homelessness for all.

In 2019, the federal government launched a new homelessness strategy entitled Reaching Home. This new program provides the City approximately \$40 million over five years, representing a \$5.6 million increase from the former Homelessness Partnering Strategy (2014 to 2019). The key requirements of the new strategy include the adoption of an outcomes-based approach to achieve community-level outcomes, the use of a centralized Homelessness Management Information System (HMIS) to support community-wide information sharing and the development of a coordinated access system to assess, triage and match individuals to services in a consistent manner.

Since 2010, the City has pioneered the use of the federally recommended HMIS known as the Homelessness Individuals and Families Information System (HIFIS-4), as a central database with all shelter providers and currently has the largest data set in Canada. The City has also had a Coordinated Access system for its Housing First initiative since April 2015. As such, the City is well-poised to meet the expanded requirements for homelessness information management and coordinated access under the new Reaching Home strategy.

The new objectives, strategies and tactics of the City’s revised 10-Year Plan are well-aligned with provincial interests and the federal funding requirements. The City will broaden the use of HIFIS to all municipally, provincially and federally funded programs to support the expansion of coordinated access beyond Housing First programs. The newly created Social Policy, Research and Data Analytics Branch within the City’s Community & Social Services Department, the expanded use of HIFIS, and the implementation of homelessness enumeration, will enhance our understanding of



homelessness in the community. These initiatives will also support the development of a robust data management strategy to guide our data-driven work through the Built For Zero initiative, promote continuous improvement and inform future decision-making and program design.

In a continued effort to end chronic homelessness over the next 10 years, the City will make improvements to its Housing First initiative based on the results of a recent program review and will continue to develop supportive housing units based on funding availability to meet the complex health and support needs of people experiencing homelessness. Our revised Plan will continue to meet the needs of priority populations as identified by the City, the Province and the federal government as described below.

### **Meeting the needs of priority population groups**

Responding to the housing needs of priority population groups is an important component of the renewed focus of the 10-Year Plan. Many populations face significant challenges in navigating and accessing housing that is suitable for their needs and experience discrimination and stigma in the housing market. Through concrete actions and measurable outcomes, the revised Plan will focus on meeting the needs of people experiencing unsheltered and chronic homelessness, people living with disabilities, families, veterans, Indigenous Peoples, women, older adults and youth.

### **Unsheltered homelessness**

Some people who experience homelessness in the city do not feel comfortable accessing emergency shelter services. Instead, some will opt to sleep unsheltered, where they are exposed to the elements or experience threats to their personal safety, physical health and mental well-being. Street outreach services engage daily with unsheltered individuals to provide essential supplies, transport to safe shelter and to facilitate access to permanent housing options with supports. The unsheltered population has fluctuated over the last six years but is currently estimated at 90 people.

### **Chronic homelessness**

One of the key outcomes of the revised Plan is the elimination of chronic homelessness, which is defined as being unsheltered or accessing an emergency shelter in excess of

six months in a calendar year. At present, 1707 individuals, representing 836 households, including families and children are experiencing chronic homelessness, an increase of 94.9 per cent since 2014. Addictions, mental health illnesses, developmental disabilities and acquired brain injuries are significant contributing factors for chronic homelessness for single people experiencing homelessness, while families are struggling primarily with access to affordable housing suitable to their needs.

Moving long stay shelter clients to permanent housing with supports provides dignity and improved health and well-being for residents most in need. It also reduces the costs associated with homelessness which can facilitate a reinvestment from emergency shelter response into housing with supports. Since the implementation of the City's Housing First initiative in 2015, 1,227 single people who experienced chronic homelessness have been housed with the appropriate supports to increase housing retention.

A recent assessment of the City's Housing First System has identified improvements that are already underway to increase system functioning as well as housing outcomes and housing retention. Movement of people into housing is hampered, even with the availability of a portable housing subsidy, by low vacancy rates, rising rents and stagnant social assistance rates. The City will request increased funding from other orders of government to add case management resources, peer supports and to ensure that there is ongoing access to housing subsidies.

### **People living with cognitive and physical disabilities**

The links between poverty, the risk of homelessness and living with disabilities have been well documented. In fact, people living with disabilities are twice as likely to live below the poverty line which places them at increased risk of homelessness. Shelter providers have identified a growing number of people living with disabilities that access their services including people with physical disabilities, acquired brain injury, developmental disabilities and autism-spectrum disorders.

Emergency shelters are not resourced to adequately meet the support needs of people living with disabilities. Additional supportive housing programs that can provide a high level of specialized care and clinical supports are needed to effectively meet the needs

of people living with disabilities who experience homelessness. As part of a strategy to end chronic homelessness and meet the needs of people living with disabilities, the Plan calls for 50 new supportive housing units per year over the next ten years, which requires new capital funding and ongoing operating funding.

### **Family Homelessness**

Emergency shelters or motels and hotels are no places to raise a family. Since 2016 the City has seen steady increases in the number of families requiring emergency shelter placement, driven in large part by immigration and migration to the City, with numbers in the family shelter system hovering at 450 families. At the end of 2019, 332 families in the family shelter system were experiencing chronic homelessness. While the City has implemented robust mitigation measures in recent years, including diversion practices, changes to shelter guidelines and local rules, repatriation where suitable, securing more motel/hotel spaces, and providing housing allowances, increased investments are needed to address family homelessness.

Reducing the use of hotels/motels as overflow options for families is a key priority of the updated Plan. The City will increase transitional housing capacity for families experiencing homelessness through the expansion of services with community partners in addition to completing a cost-benefit analysis of the capital and operating costs of constructing a new City facility to provide transitional housing. In addition, the City will request new funding from other orders of government to sustain and increase the portable housing subsidy currently being offered in the family shelter system. A review of local policies for access to rent-geared-to- income housing will also ensure that the system is working to the benefit of all households waiting for much-needed housing affordability.

### **Veteran Homelessness**

Ensuring that every veteran has a home with the appropriate supports to remain housed is a priority of the revised Plan. It is estimated that 10% of Canada's homeless population are veterans. In Ottawa, the 2018 homelessness enumeration through a Point-in-Time Count (PiT) revealed that 65 individuals, or 5 per cent of the total number surveyed, identified as former military or a member of the Royal Canadian Mounted Police, of which, 35% were Indigenous.

The City of Ottawa and several partners in the homelessness sector will join a National Cohort to End Veteran Homelessness, which is spearheaded by the Canadian Alliance

to End Homelessness, Built For Zero Initiative. Other community initiatives, such as Multifaith Housing's Veteran's House that is currently under construction, will support local efforts to house veteran's experiencing homelessness. Ongoing relationships with local groups such as Vets Canada and Soldiers Helping Soldiers will enhance the City's efforts in this regard.

### **Older adults experiencing homelessness**

Older adults who experience homelessness has been on the rise across the country. According to the National Shelter Study from 2005 to 2016, people over 50 years of age represent the second highest shelter population at 23.9%. Last year, 1242 people over the age of 50 experienced homelessness in Ottawa, accessing an emergency shelter.

Older adults, especially seniors, experience homelessness for a variety of reasons including, lack of adequate income, the shortage of affordable housing, deteriorating physical and mental health, relationship breakdown or experiences of violence and abuse. For seniors, the risk of homelessness can also be exacerbated by the death of a spouse, social isolation, discrimination or a lack of awareness of available benefits and services.

As part of the 10-Year Plan and through the Built For Zero initiative, City staff will continue to work with shelters and other organizations to reduce homelessness for older adults.

### **Indigenous Homelessness**

In all urban centres across Canada, including Ottawa, homelessness is disproportionately represented amongst Indigenous peoples (First Nation, Inuit, Métis). The City's 2018 Point in Time (PiT) Count confirmed this sobering fact. The poor living conditions on reserves across the country, bleak employment prospects, experiences of discrimination and racism, and rates of trauma and abuse resulting from the legacies of colonization and Residential Schools have been well documented.

As part of the City's Reconciliation Action Plan, staff are committed to supporting an Indigenous-led plan to address Indigenous homelessness in our community. This will involve supporting the Indigenous community to create their own 10-Year Housing and

Homelessness Plan, in addition to working with the Indigenous community to establish an Indigenous target for new affordable and supportive housing development.

The City is committed to improving the living conditions of Indigenous Peoples in our community. The recently announced Canada-Ontario Community Housing Initiative (COCHI) provides targeted funding to support the long-term sustainability of Urban Native Housing Providers as they reach the end of their operating agreements. Under this program, Urban Native Housing providers have first consideration and opportunity for funding. Canada-Ontario Community Housing Initiative funds will be utilized to fully fund rent supplements for urban native providers as operating agreements expire, to maintain affordability for households and support certain capital repairs within the portfolio. In addition, new funding under the Canada-Ontario Housing Benefit prioritized to address single women and lone female led households experiencing homelessness or at risk of housing loss, identifies Indigenous women as a priority for this benefit.

### **Women's Homelessness**

Homelessness in our city is having a detrimental impact on the lives of vulnerable women. Women who are Indigenous, newcomers, criminalized or from racialized communities face exceptional barriers to access appropriate housing. Family violence is a common risk factor for women's homelessness, leaving women further vulnerable to income insecurity, and sexual and physical abuse. The lack of timely access to emergency shelters is further compromising women's safety and the lack of affordable housing is directly linked to increased poverty and marginalization for women. Women are also more likely than men to be the head of a single-parent household and in fact, lone women-led families are one of the highest risk groups for homelessness.

As a community, it is important that we work together to identify and implement solutions to address women's homelessness. The specific needs of women from diverse groups requires greater understanding and action. The implementation of strategies to address the housing needs of all women is a component of the revised 10-Year Plan and will be guided by the roll out of the City's Women and Gender Equity Strategy, which is currently in development.

Early efforts to improve the situation for women experiencing homelessness is the identification of women fleeing domestic violence, single women and lone female-led households as a priority group for Year 1 funding under the new Canada-Ontario Housing Benefit, a portable housing allowance that will help people exit homelessness and improve housing affordability for those at risk of housing loss.

### **Youth Homelessness**

Youth experiencing homelessness in Ottawa are unaccompanied by a guardian and may be living on the streets, couch surfing, trading sex and/or drugs for short-term shelter or using emergency shelters, including those intended for adults. Many are living with addictions and/or mental illnesses, identify with a gender or sexual minority and have a history of family conflict including abuse, parental neglect, exposure to domestic violence, trauma, and extreme poverty resulting in being in the care of the Children's Aid Society. In 2019, 689 youth between the ages of 16 and 25 accessed an emergency shelter.

Recognizing the unique needs of youth at risk of, or experiencing homelessness in our community, the City, as part of the 10-Year Plan refresh, requested that A Way Home Ottawa contribute youth-specific strategies that would advance the City's and youth serving agencies' goal to prevent, reduce and eliminate youth homelessness in Ottawa. **Appendix E – Youth Housing Strategy** includes a youth-specific plan to address youth homelessness in our community over the next decade.

The City will continue to work with youth organizations to enhance the system of youth serving supports as new funding becomes available and work alongside federal initiatives to reduce youth homelessness such as the [Making the Shift project](#).

### **Requirements of the Plan**

Housing and homelessness plans play a critical function for integrated local planning to address housing affordability, coordination of homelessness and related support services and homelessness prevention. The key components include increasing access to affordable housing, improving housing affordability, ensuring the provision of adequate emergency shelter options, preventing homelessness, addressing chronic homelessness and ensuring effective system coordination. Strong partnerships with

other levels of government, Indigenous communities, housing providers, community organizations, the private sector and other stakeholders, are key to the successful implementation of local plans.

Consistent with provincial legislation and matters of interests, Ottawa's five-year review of the 10-Year Plan was guided by the following key principles:

- Focus on achieving positive outcomes for individuals and families
- Address the housing needs of residents in order to overcome other challenges they face
- Identifies a role for non-profit providers and cooperatives as well as the private market in meeting housing need
- Promotes partnerships among governments and community organizations
- Treats individuals and families with dignity and respect
- Coordinates with other services and ensures is relevant to local circumstances
- Includes a range of housing options to meet a broad range of needs
- Ensures appropriate accountability for public funding
- Supports economic prosperity
- Promotes environmental sustainability and energy conservation.

## **Vision**

The five-year review of the 10-Year Plan provided an opportunity for the community to reflect on past accomplishments, take stock of the present, and reflect on the desired housing system and investments that will help us achieve the Plan's ten-year outcomes. In 10 years, we envision a city where:

- No one is unsheltered



- Emergency shelters provide temporary, adequate shelter and the length of stay is reduced
- Chronic and veteran homelessness is eliminated
- The number of people waiting for rent-geared-to-income housing is reduced
- The supply of housing options in mixed income communities is increased
- Supports meet the needs of residents
- Social housing stock is in a good state of repair
- Local housing sector is fully integrated
- Funding from all levels of government is adequate and sustained

### **Content of the Plan**

The mid-point review of the 10-Year Plan provided an opportunity to engage broadly with stakeholders to recognize our accomplishments, assess our current state, review our priorities, and identify strategies to achieve our desired outcomes. Our work also determined how we will measure our progress over time. Spanning over 10 years, the revised Plan maintains the current goals but proposes a new set of objectives, strategies and tactics over the short, medium and long-term with measurable outcomes as described below. A detailed, revised plan is attached to this report as Document 1 – Ten Year Housing and Homelessness Plan 2020-2030. Below is a summary of the accomplishments and objectives of each goal.

#### **Goal 1: Everyone has a home.**

##### **Actions and Outcomes from 2014-2019:**

- Created 1,793 new affordable/supportive housing options including new builds and housing subsidies
- Invested \$66 million in social housing repairs to keep over 17,000 units in a good state of repair, reducing energy costs to tenants, and improving health and safety

- Supported Ottawa Community Housing to invest \$148.2 million through mortgage refinancing, and \$3.1 million annually through property tax exemptions in capital repair
- Assisted 351 households with needed repairs to keep their homes safe and accessible through the Ontario Renovates Program.

<b>Objective</b>	<b>1.1. Preserve the existing affordable housing stock</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• The emergence of short-term rentals and large-scale redevelopments are causing an erosion of the affordable rental stock, displacement, an increase in rents and a reduction in the number of households from community housing who can enter the private market.</li> <li>• The lack of landlord uptake in the Rent Supplement Program and the temporary loss of community housing units due to regeneration is compromising the City’s ability to maintain provincial Service Level Standards.</li> </ul>	
<b>Strategies</b>  (A, B, C)	<p><b>A. Understand the current state of market, not for profit, and community housing supply.</b></p> <ul style="list-style-type: none"> <li>- Undertake a market analysis of the rental housing stock in the City of Ottawa especially as it pertains to the development of City lands along the LRT corridor to determine housing options that meet the needs of low to moderate income residents.</li> <li>- Identify opportunities to increase the number of affordable housing units where appropriate, through intensification and redevelopment.</li> <li>- Complete a short and long-term capital needs assessment of all City-funded community housing providers to identify the current and projected state of the community housing portfolio, along with strategies to address capital need over time.</li> </ul>
	<p><b>B. Prioritize affordable housing asset preservation.</b></p> <ul style="list-style-type: none"> <li>- Establish a fund to assist the not- for-profit sector in the acquisition of strategic affordable housing assets.</li> <li>- Explore and consider programs that preserve and enhance existing affordable rental housing in the private market.</li> <li>- Provide information about the use of renovations and retrofits to existing community housing providers to address energy efficiency, water and energy conservation, to ensure long-term sustainability and climate change resiliency.</li> </ul>
<b>Tactics</b>	

	<ul style="list-style-type: none"> <li>- Create incentives to support the long-term financial viability of community housing projects.</li> <li>- Complete an inventory of capital repair funding opportunities for the community housing sector and support providers to access funds where appropriate.</li> <li>- Create initiatives that support community housing regeneration, efficiency and long-term viability.</li> </ul>
	<p><b>C. Support strong partnerships with sustainable housing providers.</b></p> <ul style="list-style-type: none"> <li>- Build strong community housing partnerships to leverage economies of scale, achieve efficiencies, and ensure long-term viability and sustainability.</li> <li>- Facilitate partnerships that match health and social supports with the community and private housing sectors.</li> </ul>

<b>Objective</b>	<b>1.2. Increase the affordable housing supply.</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• Funding levels for housing and homelessness have not kept up with population growth and the associated increase in demand.</li> <li>• A lack of adequate and affordable housing stock in the city, as well as long wait lists for rent-geared-to-income housing, has caused a backlog in the shelter system as there is reduced movement from shelters to permanent housing.</li> <li>• Limited exits from rent-geared-to-income housing are occurring due to the state of the rental market, many households are staying in rent-geared-to-income housing and paying market rent</li> </ul>	
<b>Strategies</b>  (A, B, C)	<p><b>A. Create new affordable housing definitions and an incentive framework.</b></p> <ul style="list-style-type: none"> <li>- In consultation with the private and community housing sector develop affordable housing definitions for low and moderate-income households for both rental and ownership housing.</li> <li>- Create affordability thresholds and incentives that are financially viable for both the private and not for profit sectors.</li> </ul>
<b>Tactics</b>	<p><b>B. Leverage existing community housing properties to expand housing options.</b></p> <ul style="list-style-type: none"> <li>- Develop a redevelopment and intensification strategy for community housing to harness potential equity to build new housing.</li> </ul>

	<ul style="list-style-type: none"> <li>- Support community housing providers in the transformation of governance structures and ownership models to support redevelopment and intensification.</li> </ul>
	<p><b>C. Create a land strategy for affordable housing.</b></p> <ul style="list-style-type: none"> <li>- Create an Affordable Housing Capital Funding Plan that includes City, federal, provincial, and community housing lands available for affordable housing each term of Council.</li> <li>- Explore the creation of a land bank or community land trust for affordable housing.</li> <li>- Create a strategic plan that ensures land near major transit areas incorporates affordable housing.</li> <li>- Investigate opportunities to co-locate affordable housing with new City facilities.</li> <li>- Explore the use of community benefits agreements to provide affordable housing when existing communities are adversely affected by redevelopment and gentrification.</li> <li>- Ensure that OCHC’s development potential for new affordable housing is a shared vision with the City and supported with capital grant contributions and funding for other charges and fees</li> </ul>

<b>Objective</b>	<b>1.3. Increase access to housing affordability.</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• Rising rents and stagnantly low social assistance rates are now making housing of all types, including rooming houses, unattainable for some of our residents most in need</li> <li>• The number of people on the Centralized Wait list for rent-geared-to income housing is increasing as more people struggle with housing affordability</li> </ul>	
<b>Strategies</b>  (A, B)	<p><b>A. Sustain and increase the mix of housing subsidies to increase affordability and meet evolving household needs over time.</b></p> <ul style="list-style-type: none"> <li>- Develop and sustain initiatives that reduce the number of households who are waiting for and in need of financial assistance for housing rental costs.</li> <li>- Explore the development of a resident-based access system that efficiently provides one-stop intake for all social benefit and housing programs.</li> </ul>
<b>Tactics</b>	

	<p><b><i>B. Leverage existing and future housing benefits (housing subsidies) to compliment affordable housing incentives to increase housing affordability.</i></b></p> <ul style="list-style-type: none"> <li>- Leverage and increase the mix of affordable housing options to include new housing subsidies ensuring housing is affordable to Ottawa’s households (at 30% of gross household income) over time.</li> </ul>
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<b>Goal 2: People get the support they need.</b>	
<b>Actions and Outcomes from 2014-2019:</b>	
<ul style="list-style-type: none"> <li>• Provided \$21 million in general housing assistance supports to assist over 34,000 people with housing search and housing loss prevention services</li> <li>• Assisted over 12,000 households with practical financial assistance to secure and keep their housing (\$51.2 million)</li> <li>• Supported 3,305 family households (10,182 people) through the Family Shelter system to move to permanent housing</li> <li>• Moved 1,167 single households from the street and emergency shelters to permanent housing with the supports they need to stay housed</li> <li>• Conducted the City’s first homelessness enumeration initiative by way of a Point-in-Time Count in collaboration with 59 community partners, involving over 200 surveyors at 118 sites and including 1,400 participants</li> <li>• Added 50 rooms of new transitional housing capacity for families experiencing homelessness at two community agencies.</li> </ul>	

<b>Objective</b>	<b>2.1. Prevent the occurrence of homelessness.</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• Rising rents, low minimum wage and low social assistance rates, mean more people are struggling to afford their rents and are at risk of housing loss</li> <li>• The increase in pest infestations is reducing the quality of the affordable rental housing stock and is causing people to give up their housing and access shelters</li> </ul>	
<b>Strategies</b>  (A)	<p><b><i>A. Expand and enhance prevention measures to help people keep their housing.</i></b></p> <ul style="list-style-type: none"> <li>- Develop a comprehensive homelessness prevention and diversion strategy, with a focus on housing loss prevention, that builds on the</li> </ul>

<b>Tactics</b>	<p>collaborative work of non-profit and cooperative providers, private sector landlords, community partners, and other City services that serve households in need.</p> <ul style="list-style-type: none"> <li>- Develop and implement a municipal bed bug strategy in collaboration with relevant City departments, non-profit and cooperative housing providers, private sector landlords, and community partners.</li> </ul>
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<b>Objective</b>	<b>2.2. Ensure experiences of homelessness are brief and nonrecurring.</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• The emergency shelter system is facing unprecedented challenges related to increasing demand for services, increased violent behavior, as well as people presenting with more complex needs, including severe addictions and mental illnesses</li> <li>• A competitive rental market (rising rents, low vacancy rate) is making affordable housing more difficult to secure, even with the support of a housing subsidy</li> <li>• Sustained increases in family homelessness are creating capacity and financial pressures for the City, with new demand attributed to irregular border crossings (refugee claimants arriving via the United States) and migration to Ottawa from other parts of Canada</li> <li>• The provincially funded Violence against Women (VAW) sector is operating at capacity and is not able to meet the demands for safe shelter for women leaving situations of domestic violence. The City continues to provide overflow capacity for the VAW sector, with limited capacity and without additional provincial funding.</li> </ul>	
<b>Strategies</b>  (A, B)	<p><b><i>A. Meet the needs of priority groups through a person-centered approach in the delivery of services (Indigenous, youth, women, people exiting provincial institutions, veterans).</i></b></p> <ul style="list-style-type: none"> <li>- Apply a gender based and equity lens to discussions and solutions to homelessness, referring to the work of the City of Ottawa’s Women’s and Gender Equity Strategy and the City for All Women Initiative.</li> <li>- Work with national and provincial groups to prevent and end veteran’s homelessness in Ottawa.</li> </ul>
<b>Tactics</b>	<ul style="list-style-type: none"> <li>- Work with relevant stakeholders to ensure effective discharge planning prevents people from exiting correctional institutions, hospitals, and the child welfare system and entering homelessness.</li> <li>- Incorporate youth-focused recommendations arising from the youth section of this housing and homelessness plan</li> </ul>

	<ul style="list-style-type: none"> <li>- Incorporate the Indigenous community’s recommendations as appropriate and agreed upon by the Indigenous community.</li> <li>- Work with the Developmental Services sector to understand and respond to the housing needs of people living with an intellectual or developmental disability.</li> </ul>
	<p><b><i>B. Enhance and align the emergency shelter system to respond to current and emerging local needs.</i></b></p> <ul style="list-style-type: none"> <li>- Ensure the emergency shelter system is responsive to local needs and demands.</li> <li>- Review the needs of families experiencing homelessness and develop strategies that reduce emergency shelter use and support quicker access to permanent housing.</li> </ul>

<b>Objective</b>	<b>2.3. Ensure people are supported to achieve housing stability and long-term housing retention.</b>
<b>Overview of current state</b>	
<ul style="list-style-type: none"> <li>• The lack of supportive housing units for people with complex needs, such as addictions, mental illnesses and developmental disabilities is contributing to increased marginalization for vulnerable residents</li> <li>• Current levels of support services do not meet the needs of people who need housing with supports</li> </ul>	
<b>Strategies</b>  (A, B)	<p><b><i>A. Increase the availability of, and access to, support services.</i></b></p> <ul style="list-style-type: none"> <li>- Increase the availability of, and access to, support services, especially within community housing buildings and rooming houses where many individuals requiring supports are residing; and</li> <li>- Increase the supply of supportive housing for people who experience chronic homelessness and are living with developmental disabilities, acquired brain injuries, serious physical, mental illnesses and/or addictions.</li> </ul>
<b>Tactics</b>	<p><b><i>B. Continue to expand and evolve Housing First services in alignment with best and emerging practices.</i></b></p> <ul style="list-style-type: none"> <li>- Implement the recommendations from the Fidelity Assessment of the City’s Housing First program;</li> <li>- Review the eligibility criteria for participation in the Housing First program; and</li> </ul>



	<ul style="list-style-type: none"> <li>- Expand coordinated access to homelessness programs to create no-wrong door entry into the service system, and for enhanced data collection and sharing.</li> </ul>
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**Goal 3: We work together.**

**Actions and Outcomes from 2014-2019:**

- Collaborated and consulted ongoing with sector partners to advocate for new funding and policy reformulation, discuss issues and challenges, identify solutions and make recommendations on funding investments; and
- Redesigned the homelessness service system to implement a Housing First approach, including coordinated access to services, the use of a standardized homelessness assessment tool to determine level of needs and prioritize individuals for services as well as matching them to the appropriate agencies for supports.

<b>Objective</b>	<b>3.1. Ottawa has an integrated housing system that is responsive to the needs of our residents.</b>
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**Overview of Current State:**

- Given the complexity in addressing housing affordability and homelessness issues, greater collaboration is required between all orders of government, community organizations and other stakeholders, including the private sector
- Data is used more effectively to drive decision-making and affect meaningful and evidence-based changes.

<b>Strategies</b>  (A, B)	<p><b>A. Foster innovation and growth using data and research analysis.</b></p> <ul style="list-style-type: none"> <li>- Improve data collection measures and sharing to: <ul style="list-style-type: none"> <li>o Support system planning and delivery</li> <li>o Increase awareness and understanding of housing and homelessness needs for sector groups (youth, seniors, Indigenous, hidden homeless, newcomers, and individuals living in institutions such as hospitals or correctional services)</li> </ul> </li> </ul>
<b>Tactics</b>	<ul style="list-style-type: none"> <li>- Conduct the Point-in-Time (PiT) Count in 2021 and in subsequent years</li> <li>- Continue to report publicly on the Plan's implementation and progress</li> </ul>



	<ul style="list-style-type: none"> <li>- Support the development of new building and construction methods that advance the housing sector’s ability to develop innovative housing solutions through facilitation of partnerships and/or innovative affordable housing projects.</li> </ul>
	<p><b><i>B. Increase coordination to ensure the system is seamless and responsive to residents’ needs.</i></b></p> <ul style="list-style-type: none"> <li>- Conduct a system planning analysis to ensure the housing and homelessness service system is aligned and working effectively to respond to residents’ needs.</li> <li>- Create a plan to maximize resources and increase coordination within the housing and support service sectors to improve access to services for residents.</li> </ul>

<b>Objective</b>	<b>3.2. We have a system where resources are maximized and used efficiently for the benefit of the people we serve.</b>
<b>Overview of Current State:</b>	
<ul style="list-style-type: none"> <li>• The successful implementation of the Plan will require increased coordination with the housing and homelessness systems ensuring that existing resources are maximized, gaps are identified, and promising solutions are implemented to improve housing conditions for residents.</li> </ul>	
<b>Strategies</b>  (A, B, C)	<p><b><i>A. Create a community-wide strategy to engage all levels of government for funding to increase housing options and support services.</i></b></p> <ul style="list-style-type: none"> <li>- Leverage City resources and partnerships within the sector to influence specific regulatory change and funding increases.</li> </ul> <p><b><i>B. Maximize resources across the housing sector and beyond to achieve the Plan's objectives.</i></b></p> <ul style="list-style-type: none"> <li>- Identify community assets in the housing and homelessness sector including human resources and ‘bricks and mortar’.</li> <li>- Leverage broader funding sources outside the housing and homelessness sector to increase revenue sources.</li> </ul>
<b>Tactics</b>	<p><b><i>C. Align the 10-Year Housing and Homelessness Plan with other City strategies and plans</i></b></p> <ul style="list-style-type: none"> <li>- Align the 10-Year Housing and Homelessness Plan with other city strategies, policies and programs.</li> <li>- Complete a Long-Range Financial Plan to identify capital requirements for affordable housing development, increased housing affordability and</li> </ul>

	homelessness solutions.
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### **Short Term Deliverables**

The 10 -Year Housing and Homelessness Plan submitted to the province contained an implementation plan that identified many short, medium and long-term actions necessary to advance the Plan’s objectives. Given the pressures (financial, human resource, capacity) placed on the City and community partners, as a result of responding to the COVID-19 pandemic, the City will work with partners to review the timelines associated with the many short and medium-term actions. City staff and partners are still actively in the response phase of the pandemic, with many considerations to account for, to maintain or resume services over the balance of the year. It will be important for the flexibility to be able to adjust timelines and to re-prioritize actions to meet the emerging needs of the community.

However, the following tactics and strategic actions will be prioritized for the next year of implementation.

### **Goal #1: Everyone Has a Home**

- Fund energy audits for City funded community housing providers
- Develop and fund an updated Building Condition Assessment (BCA) program for City funded community housing providers
- Provide annual funding to support City funded community housing providers to use Asset Planner capital planning tool
- Explore expanding the Ontario Renovates program in 2020 to City-funded community housing providers to address the accessibility needs of residents
- Implement the Canada-Ontario Housing Benefit to expand the number of affordable housing options available to support residents most in need
- Simplify access to, and ongoing eligibility for the rent-geared-income program (RGI) as an early adopter of Housing Services Act regulatory amendments

- Issue a Request for Offers for the Purchase or Lease of Multi-Unit Accommodations and secure the necessary funding to take advantage of opportunities for both temporary and long-term accommodation
- Develop, in consultation with the private and not for profit sectors, affordable housing definitions for low and moderate-income households for both rental and ownership housing.
- Continue ongoing dialogue with housing sector partners around a community land trust
- Complete the background studies, in collaboration with Planning, Infrastructure and Economic Development, necessary for the consideration of an Inclusionary Zoning Bylaw
- Support the sector with pre-development funding to ensure a pipeline of shovel ready projects
- Support pre-development activities on City owned land held for affordable housing
- Ensure that OCHC's development potential for new affordable housing is a shared vision with the City and supported with capital grant contributions and funding for other charges and fees.

**Goal #2: People get the support they need**

- Work with the Aboriginal Community Advisory Board to implement the Indigenous community recommendations.
- Explore options to create quicker transitions to permanent housing through changes to policies and/or Local Rules.
- Implement the revised emergency shelter standards to provide shelter operators and clients with a clear set of guidelines and expectations for the provision of emergency shelter services.
- Move to a block or hybrid funding model for all shelters.

- Complete the cost benefit analysis of the capital and operating costs for a new family shelter and incorporate lessons learned regarding congregate living during COVID-19 into final decisions.
- Join communities across Canada in July 2020 as a Built for Zero cohort to end veteran homelessness through real-time, person specific activities to streamline and target local resources
- Continue the implementation of the recommendations stemming from the Housing First Fidelity Assessment Review.
- Expand coordinated access for housing and homelessness services to support system integration
- Review the eligibility criteria for participation in the Housing First program.
- Increase investments in street outreach to connect people who are street living with housing and related services to eliminate street homelessness.
- Complete an assessment of need with the Inuit Community and advance the design and necessary funding for a supportive housing build

**Goal #3: We work together**

- Complete a long-range financial plan to identify capital requirements for affordable housing development, increased housing affordability and homelessness solutions.
- Improve data collection methods, reporting and access for use by partners and system planning

**Outcomes of the Plan**

A key component of the Plan's review is a shift to an outcomes-based approach. Through extensive consultation with community partners, concrete outcomes were established for each goal that will make significant improvements in the housing

conditions for residents. Spanning over 10 years, the Plan's desired outcomes, which will be reviewed annually and modified as required, include:

1) Goal #1: Everyone has a home

- a. Create between 5700-8500 affordable housing options (new units and housing subsidies) targeted to both low to moderate income households
  - i. New supportive housing – 10% of all new units created
  - ii. New accessible housing – 10% of all new units created
- b. Preserve the existing affordable supply – no net loss of community housing

Annual housing targets were established using the estimated annual increase in the number of households based on the household counts described in the City's 2019 Rental Market Analysis report, which equates to 5,675 households. The income deciles used to establish annual housing targets include:

- Households with low incomes are in the first to the third deciles (\$59,136 or less) – create 570 units per year; and
- Households with moderate incomes are in fourth to sixth income deciles (\$59,137 to \$111,844) – create 280 units per year.

2) Goal #2: People get the support they need

The City and its Community Advisory Board on homelessness has committed to significantly reducing homelessness over the next 10 years, including:

- Unsheltered and veteran homelessness is eliminated
- Chronic homelessness (including Indigenous) is reduced by 100%
- Overall homelessness is reduced by 25%
- Indigenous homelessness is reduced by 25%

- New people entering homelessness is reduced by 25%
- People returning to homelessness is reduced by 25%

3) Goal #3: We work together

Through extensive dialogue and consultation with sector organizations and other stakeholders, the following outcomes were developed for this goal:

- a. Client experience across the housing system is improved
- b. The housing and homelessness system functions more efficiently for clients, frontline staff and administrators

City staff will report annually to the community on the collective efforts to meet the ambitious outcomes established for the updated Plan. A more comprehensive review of outcomes will be completed as part of the next five-year refresh of the 10-Year Plan.

### **Financial**

Unlike other provinces, responsibility for housing in Ontario was downloaded to municipal governments in 2001 and represents a significant cost on the municipal property tax base. In 2020, the City will contribute \$109.2 million, the Province \$42.9 million and the federal government \$26.7 million for housing programs in the city. The tables below provide a synopsis of the operating and capital funding contributions from all orders of government over the first six years of the Plan.

<b>Operating Expenditures</b>	<b>2014 to 2019</b>
Municipal	\$641.2 million
Provincial	\$286.9 million
Federal	\$165.0 million
Total	\$1.1 billion

<b>Capital Expenditures</b>	<b>2014 to 2019</b>
Municipal	\$25.9 million
Provincial/Federal	\$63.3 million
Total	\$89.2 million

The City recognizes the significant funding commitments made by the provincial and federal governments to support our local efforts in creating a housing and homelessness system that is responsive to the needs of residents. However, some funding commitments have been time-limited, have no cost of living provisions and come with administrative rigidity, while others have been consolidated, reduced and/or capped. As such, meeting the objectives of the Plan and reducing our reliance on emergency responses to reinvest in affordable housing, support services and homelessness prevention is contingent on equitable, adequate and sustained funding from all orders of government.

The City continues to demonstrate its commitment to address the housing needs in our community through the historic investment of \$30 million in capital for new affordable housing development in the 2019 and 2020 budgets in addition to ongoing investments of \$109.2 million in 2020 for operating and repair funding for social housing, housing subsidies, and other homelessness initiatives.

Prior to the COVID-19 response, federal, provincial, and municipal funding was fully allocated and invested in programs and services. Funding allocations from all orders of government can be found in the Plan under **Appendix D - Summary of Funding Programs**. Additional new one-time funding has been received from both the federal and provincial governments to support communities with the extraordinary costs of the COVID19 response, however, funding previously announced over 2020-2022 will have limited impact in advancing the objectives of the 10-Year Plan as it is targeted to

specific initiatives or is inadequate to respond to the needs and demands in the community.

### **Required Commitments to Support the 10-Year Plan**

Implementing the targets and outcomes under the update to the 10-Year Plan will require new, predictable and sustained funding from all levels of government in addition to financial resources to sustain the COVID-19 response.

The City's targets to create between 5700 and 8500 new affordable housing options over 2020 to 2030 will be a combination of new affordable/supportive housing development and investments in housing subsidies to increase affordability.

One-time capital funding is required to fund the development of new transitional housing for families and women to address the City's capacity challenges and reduce the use of hotels and motels for family shelter placement.

### **One - time Capital Need**

	<b>Municipal</b>	<b>Provincial</b>	<b>Federal</b>	<b>One-time requirement</b>
One-time capital funding for transitional housing for families and women	\$15 million	\$15 million	\$15 million	\$45 million

Annual capital funding is required to support the construction of up to 570 new affordable/supportive units annually through a combination of capital grants, development charge waivers, property tax exemptions and fee relief. The ongoing capital table below is reflective of the direct funding transfers required by the provincial and federal government to the City needed under the City's Action Ottawa program. It does not reflect the grant funding and or financing that will be required by affordable housing developers under various National Housing Strategy programs.



### **Annual Capital Needs**

	<b>Municipal</b>	<b>Provincial</b>	<b>Federal</b>	<b>Ten Year Requirement</b>
Ongoing capital funding for up to 570 affordable housing units	\$20 million	\$20 million	\$20 million	\$600 million

Achieving the affordable housing targets in the 10-Year Housing and Homelessness Plan will not be possible without the combined efforts of sector housing providers and developers. Ottawa Community Housing Corporation will play a key role in achieving the affordable housing targets outlined in the Plan. Through their financial resources, technical ability, governance, capacity, land assets available for re-development, and ability to cashflow and finance pre-development activities they can provide and deliver affordable housing on a large scale. Capital funding requirements will be used to provide direct capital contributions, in addition to municipal fee relief, to increase OCHC's capacity to a level where they can develop approximately 300+ affordable housing units per year. The balance of the capital funding will be used to support other non-profit housing providers to develop the remainder of the affordable housing units needed to deliver on the Plan's outcomes.

Ongoing operating funding is needed from the federal and provincial governments to address housing affordability for households in the City, including those households experiencing homelessness exiting shelter, or households on the Centralized Wait List, through the provision of housing subsidies. The creation of 350 plus housing subsidies are required annually to contribute to the 5700 to 8500 affordable housing options over the next ten years. However, to reduce the Centralized Wait list and respond to the need for housing affordability in the community, operating funding as referenced in the Table -Annual Operating Needs includes funding for up to 1000 housing subsidies per year.

Additionally, new transitional and/or supportive housing built under the Plan will require ongoing operating funding to respond to the growing demand and complexity of need in the community. Increased investments in prevention supports, and case management will also prevent people from entering homelessness and ensure that supports are available to help people to maintain their housing over the long term.

These long-term commitments to services, programs and housing subsidies should not be the responsibility of the municipality and the City’s property tax base. The City currently invests \$31 million annually in homelessness programs, out of a total City investment of \$109 million in housing and homelessness.

**Annual Operating funding Needs**

	<b>Municipal</b>	<b>Provincial</b>	<b>Federal</b>	<b>Ten Year Requirement</b>
Additional operating funding for services, programming and subsidies	n/a	\$18 million	\$20 million	\$380 million

Financial Services staff, in collaboration with Housing Services, initiated the development of a Long-Range Financial Plan for Housing Services that will serve as the vehicle to identify potential sources of municipal funding to realize the Plan’s 10-year outcomes and quantify the level of funding that will be required from other orders of government. The Long-Range Financial Plan will support future planning to preserve existing services, strategize responses to emerging pressures, and identify sustainable financial solutions. It will also incorporate figures regarding the budgetary implications of the COVID-19 response.

**Implementation of the Plan**

Implementation of the plan will be overseen by Housing Services. Although the City will coordinate implementation of the Plan and be the lead on strategic initiatives, implementing the Plan will be a collaborative effort, informed by consultation and

engagement with the housing and homelessness sector and people with lived experience of homelessness and housing insecurity. A key player is the Housing System Working Group. Formed in 2010, the Housing System Working Group includes members from the community housing sector (non-profits and coops), the Social Housing Registry, supportive housing providers, shelter operators, the mental health sector, the Aboriginal Community Advisory Board, the Local Health Integration Network, and the Eastern Ontario Landlord Organization. The Group provides advice and guidance to the City related to strategic responses to the needs and demands in the service system. Membership will be reviewed and broadened to ensure the composition of the working group is such that the expertise and experience remain relevant and current.

The Plan's implementation will be one of shared leadership and stewardship by the community as a reflection of our shared commitment to improving housing outcomes for Ottawa's residents that are most in need.

### **Measuring our progress**

Ottawa's progress on improving housing outcomes for residents through the implementation of its 10-Year Plan is a shared responsibility among many partners including the federal and provincial governments, the City, the private sector, non-profit housing and service providers, community organizations and residents. No one level of government, or organization or person alone can solve housing and homelessness issues in our community. Collaborative partnerships, strategic investments and common goals are integral to the successful implementation of the Plan.

Each year, the City will report to Council, the provincial and federal governments as well as the public on progress made towards achieving the goals and objectives of the Plan. The report will include performance measures, which will involve the regular collection and analysis of data to assess whether current strategies and tactics are producing the expected results and desired outcomes. In its yearly update to Council, staff will identify and recommend, as appropriate, any corrective action to the strategies and tactics. This will include any reprioritization of actions and implications due to the COVID-19 response.

## **Conclusion**

Each year, over 100,000 residents access housing and homelessness related services in our city. Timely access to adequate housing with the required supports is key to building a livable city for all residents. Having a home is more than bricks and mortar -- it sets the foundation for individuals to build their lives and for our city to build thriving communities.

As our city continues to grow and prosper, it is important to consider the proportional growth in people experiencing housing instability and homelessness. The City's revised 10-Year Plan provides a framework for collaborative partnerships and articulates a new set of objectives, strategies, tactics and targets to achieve our desired outcomes. The updated Plan leverages the current federal, provincial and municipal commitment and investments in housing and homelessness, while recognizing that significant new and sustained investments are required to meet the proposed targets and related outcomes.

## **RURAL IMPLICATIONS**

The Plan's initiatives and funded services have a positive impact on the quality of life of residents in rural areas. Funding provided under Action Ottawa for new affordable housing development, the Ontario Renovates program or any capital funding for social housing repairs/renovation can support projects in both the urban and rural areas of the city.

## **CONSULTATION**

As part of a broad community engagement strategy, Housing Services staff worked collaboratively with the Housing System Working Group to develop an effective governance structure for the Plan's five-year review. The Housing System Working Group endorsed the formation of additional committees to enable a comprehensive community-led approach and further assist with the Plan's review. As such, six Planning Tables were either created or solicited to provide additional input into the Plan. The Planning Tables included:

- 1) Community Housing Modernization
- 2) Affordable Housing

- 3) Homelessness Community Advisory Board
- 4) Aboriginal Community Advisory Board
- 5) Homelessness Prevention
- 6) A Way Home Ottawa (youth-focused)

Over the course of a year, representatives from more than 60 organizations from the housing and homelessness sector worked together to share their knowledge, experiences and insights. The culmination of their efforts resulted in an extensive update of the original plan with new objectives, strategies, tactics and outcomes that will galvanize our work over the next decade. The updated Plan included the creation of a youth-specific component of our Plan developed by A Way Home Ottawa and a collaborative commitment with our Indigenous providers to support the future development of an Indigenous-specific Homelessness Strategy to support the implementation of the City's 10-Year Plan.

Consultation with a broad range of stakeholders, including people who access services, is the cornerstone of the City's Public Engagement Strategy. Approximately 1,200 people were consulted as part of the Plan's review, including 300 individuals experiencing homelessness or precarious housing conditions. To maximize service user input into our revised 10-Year Plan, the methodology used included:

- Focus groups
- Community conversations
- Facilitated discussions through existing forums
- Online surveys
- Written submissions
- Social media polls

The information below describes the key themes gathered from the consultation sessions, which informed the content of our revised Plan.

- Increase the availability of, and access to, affordable and supportive housing
- Increase emergency shelter capacity
- Ensure equity groups receive targeted supports
- Expand Housing First initiatives
- Expand coordinated access systems
- Expand the use of data to improve system functioning and service delivery
- Ensure that the housing stock is in a good state of repair
- Increase and preserve the community housing stock
- Ensure the provision of adequate supports for residents in need
- Enhance homelessness prevention efforts
- Ensure adequate funding to meet demand
- Increase advocacy role of sector to increase resources
- Increase collaborative partnerships across the sector
- Create new initiatives to leverage volunteer participation
- Educate the public about housing and homelessness issues

A more detailed summary of the feedback garnered from our comprehensive community engagement initiative can be found as supporting documentation, Document 3 - Consultation Summary Document.

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

Not applicable

## **LEGAL IMPLICATIONS**

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

## **RISK MANAGEMENT IMPLICATIONS**

As part of the COVID-19 response, the City and partners have needed to operationalize facilities for isolation and physical distancing for individuals experiencing homelessness, supports for people experiencing homelessness or at risk of homelessness including enhanced outreach services, day access sites for showers/washrooms and other essential needs. Processes for rent supplements have been adapted as required and affordable housing developments will likely incur delays and some increased costs due to construction shutdowns.

Staff continue to collaborate with community partners to address new and emerging needs, as well as leverage new opportunities. This includes issuing a Request for Offers for immediate, medium and long-term emergency residential lodging and permanent housing options, whether through the acquisition or lease of a building or portion thereof, as directed by Council on May 13, 2020. A verbal update on the results of this process will be provided to Community and Protective Services Committee on June 18, 2020 and staff will report back to Council on any recommended purchase or lease. This could be a component of the City's medium to long term response to capacity needs for community and family shelters.

On January 29<sup>th</sup>, 2020, City Council endorsed a motion declaring an Affordable Housing and Homelessness Emergency and Crisis in our city. This decision represents an important call to action and is well-aligned with the renewed focus of our Plan. This declaration acknowledges that the City does not have the resources to address this crisis alone and calls on the provincial and federal governments to provide additional funding to meet current pressures and emerging demand. Without new and sustained investments, the City will not achieve the goals and outcomes of the declaration and its 10-Year Plan.

Notwithstanding the above-mentioned, the City appreciates the significant investments made by the provincial and federal governments during the first phase of the Plan's implementation. However, many of the funding programs are time-limited and have

stringent implementation timelines. Furthermore, some funding streams have more rigidity in their criteria and target population, which compromises the City's ability to engage with the community in long-range system planning, set targets and performance metrics.

Changes in program funding for essential components of the homelessness service system have created challenges for the City to deliver effective services in times of increased demand. While we have had much success in moving people from shelter into housing with supports, the demand for shelter services remains high. Prior to 2013, funding for emergency shelter services was cost-shared 80/20 by the Province and the City respectively and based on the actual number of people who stayed in shelters nightly.

In 2013, the province rolled out the Community Homelessness Prevention Initiative, a consolidation of five separate funding streams into one program, which was reduced and capped at the time of transfer. Although this funding provides more flexibility for the City to invest in services and programs that are responsive to local needs, it is now a fixed envelope that is not responsive to fluctuating demands for services and emerging needs. Although, there have been increases to the Community Homelessness Prevention Initiative funding since 2013 they have not been enough to address the increased demand for emergency shelter services in the community. As such, any increase in Community Homelessness Prevention Initiative funding in this current climate of increased need to support emergency shelter responses, limits our ability to shift these funds to homelessness prevention and housing with supports.

Social housing properties are in the process of reaching the end of their mortgages and operating agreements. Between the years 2010-2025, 50 per cent of the social housing stock and by 2030, 75 per cent of the stock will have expired mortgages and operating agreements. These properties currently receive significant capital, operating and rent-geared-to-income subsidy funding to support their operational viability. It is estimated that over fifty thousand (50,000) individuals reside within these affordable rental units. While the federal and provincial governments provide some time limited, one-time capital funding, they do not contribute to the ongoing operating expenditures, which is a cost borne by the City.



It is apparent that many social housing properties will continue to require ongoing financial support post mortgage and operating agreement expiry in order to maintain viability and to provide safe, affordable housing in the long term. The City will not be able to support these housing projects post expiry exclusively from the municipal tax base. It is critical that the provincial and federal government provide adequate, predictable and sustainable funding in partnership with the City to ensure the long-term preservation of these publicly funded assets.

### **FINANCIAL IMPLICATIONS**

There are no financial implications from the report's recommendations.

### **ACCESSIBILITY IMPACTS**

Ensuring that our social and affordable housing stock is in a good state of repair is a key deliverable of the updated Plan. Investments under the Plan advance the objectives of the *Accessibility for Ontarians with Disabilities Act, 2005*.

All affordable housing projects approved under the City's Action Ottawa program, pursuant to the Ontario Priorities Housing Initiative include mandatory accessibility design criteria in addition to providing a minimum number of barrier-free dwelling units (10%). New construction, whenever possible, will also include Visitability Standards as recommended by the City's Accessibility Committee to create more accessible and welcoming homes for anyone living with a disability.

The Ontario Renovates Program, implemented in 2013, represents an annual investment of \$2 million and helps people living with disabilities, including seniors who cannot afford to modify their homes with grants and forgivable loans for repairs/home modifications to support independent living.

Funding allocated to social housing repair/renovation under various federal/provincial or municipal capital programs include criteria related to accessibility modifications to meet people's needs.

## **ENVIRONMENTAL IMPLICATIONS**

The Plan contains actions that specifically relate to the use of green sustainable building and repair solutions to improve energy efficiency and in turn, reduce the overall negative impact on the environment.

## **TECHNOLOGY IMPLICATIONS**

There are no technology implications associated with this report.

## **TERM OF COUNCIL PRIORITIES**

As part of the 2019-2022 Term of Council Priorities, the City is committed to ensuring that our residents have access to safe, adequate and affordable housing. Under the Thriving Communities priority, the City will collaborate with stakeholders to increase the supply of affordable housing and homelessness solutions through the implementation of the 10-Year Housing and Homelessness Plan.

Some of the strategies and tactics described in the Plan also support the following priorities:

- Economic Growth and Diversification
- Environmental Stewardship
- Service Excellence through Innovation
- Sustainable Infrastructure

## **SUPPORTING DOCUMENTATION**

The supporting documentation which immediately follow the report include:

1. Document 1- 10-Year Housing and Homelessness Plan (2020-2030)
2. Document 2 - Assessment of Housing and Homelessness Needs
3. Document 3 - Consultation Summary Report

4. Document 4 - Community and Family Shelter Data 2014-2019, 2019 Progress Report

## **DISPOSITION**

The City's Housing Services of the Community and Social Services Department is responsible for the implementation of the Plan and for reporting on progress and outcomes.

The Ontario Ministry of Municipal Affairs and Housing has up to 90 days, from the City's submission date of January 30, 2020, to provide feedback on the Plan and comments on whether the provincial requirements for the 10-Year Plan update have been met. The Plan has been approved as presented with no changes required.

Upon approval of the Plan by Council, staff will submit a final copy to the Ministry of Municipal Affairs and Housing.

The City's Long-Range Financial Plan for Housing Services will be tabled at the Finance and Economic Development Committee in Q3 2020 in advance of the 2021 budget cycle. Housing Services will provide an update to the Community and Protective Services Committee on the results of the Long-Range Financial Plan post that meeting.

Over 2020-2021 staff will focus efforts on the short-term initiatives as outlined in this report, both those that advance the ongoing response to the COVID-19 pandemic and those that strategically advance the 10-Year Housing and Homelessness Plan.

Staff will work with the Housing System Working Group and other relevant stakeholder groups to develop a detailed work plan for each of the three goals and corresponding strategies and tactics that include timelines, resource requirements and desired outcomes. This collaboration and planning will also consider the implications of the COVID-19 response and emerging needs.