

4. SUPPORTIVE HOUSING

**COMMITTEE RECOMMENDATION AS AMENDED**

**That Council approve that a strategy be developed to increase the number of units of supportive housing in Ottawa-Carleton. That a report be prepared that outlines the needs and that the Social Housing Working Group be sent this report for action.**

DOCUMENTATION

1. Commissioner of Planning & Development Approvals Department report dated 30 June 98 is immediately attached.
2. Extract of Draft Minute, Community Services Committee, 16 July 1998 immediately follows the report and includes a record of the vote.

REGIONAL MUNICIPALITY OF OTTAWA CARLETON

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REPORT

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MUNICIPALITÉ RÉGIONALE D'OTTAWA CARLETON

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RAPPORT

Our File/N/Réf.            03-98-0025A  
Your File/V/Réf.

DATE                        30 June 1998

TO/DEST.                  Community Services Committee

FROM/EXP.                Commissioner, Planning & Development Approvals Department

SUBJECT/OBJET          **SUPPORTIVE HOUSING: RESPONSE TO INQUIRY CSC  
NO.14(98)**

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### **REPORT RECOMMENDATION**

**That Community Services Committee and Council receive this report for information.**

### **PURPOSE**

This report is in response to the inquiry made at the 25 June 1998 meeting of CSC by Councillor Diane Holmes:

“Councillor Holmes stated that the Province had announced a number of changes to housing; devolving some responsibilities to the Region, such as the ‘hard-to-house’ segment including Options Bytown and Daybreak and others, or assuming funding/ partial funding for other aspects of housing through the Ministry of Community and Social Services and Ministry of Health. She requested staff prepare a report on the implications of these changes for the Region, for the 16 July 1998 Community Services Committee Meeting”.

### **BACKGROUND**

In January of 1997, the Province announced that the provincial share of social housing subsidies and the administration of social housing programs would be downloaded to municipalities. A three-phase process to accomplish this was established. The implementation of Bill 152 on January 1, 1998 announced the first phase which involved the transfer of funding responsibility to approximately fifty designated municipalities, identified as Consolidated Municipal Service Managers (CMSMs. The second phase, now in progress, is the reform of the social housing

system to reduce its complexity and streamline roles and responsibilities. The third phase will involve the transfer of administrative responsibility to CMSMs after reform (by 2000). The status of the downloading of social housing is described in Annex A. In other words, RMOC is now funding the provincial share of social housing costs but the province is still administering the program.

## SUPPORTIVE HOUSING

Initially, the downloading to municipalities included supportive housing, a form of social housing dedicated to people with special support service needs. Because of the special and complex nature of supportive housing, the Minister of Municipal Affairs and Housing announced in October 1997 that a process would be established to deal exclusively with the issue of supportive housing - a process which would include housing providers, support service agencies, municipal representatives and provincial ministries. The review, however, was undertaken among provincial staff only and culminated in an announcement by the Minister on 12 June, that the Province would transfer about \$40 million in dedicated supportive housing costs to the Ministries of Community and Social Services and Health rather than devolving them to CMSMs. The rationale includes streamlining the administration of dedicated supportive housing by providing single-source funding for services and housing, and assisting municipalities by providing them with a more homogeneous social housing portfolio to administer.

Dedicated supportive housing projects are entirely occupied by tenants who require support services to live independently in the community. There is a single provider for the housing and support services. Tenants are typically individuals with developmental disabilities, mental illness, physical disabilities, HIV/AIDS or acquired brain injuries, troubled youth, frail elderly individuals, people with addiction problems or victims of family violence.

Only supportive housing projects meeting specific criteria are being transferred to the Ministry of Community and Social Services or the Ministry of Health. Those not meeting these criteria will be devolved to municipalities. The criteria as identified in Ontario Regulation 267/98 made under the Social Housing Funding Act are that the group must:

- have entered into an operating agreement or memorandum of understanding respecting the housing project with MMAH or OHC; and
- be receiving funding for support services that are delivered or available to all tenants of the housing project from the Ministry of Community and Social Services, the Ministry of Health or both or support services are delivered or available to all tenants of the housing project by an agency whose funding for those services comes from one or both of these ministries.

The Ministry of Municipal Affairs and Housing has identified 32 dedicated supportive housing projects (with a total of 299 units) in the RMOC which will be transferred to the Ministry of Community and Social Services or the Ministry of Health. (Annex B) The estimated savings to the Region in 1998 is \$1.139 million, reducing the original bill for social housing from an estimated \$61.993 million to \$60.854 million. Staff are currently seeking more comprehensive information on the inventory of supportive housing in the Region.

## IMPLICATIONS/ISSUES

According to the Ministry of Municipal Affairs and Housing , tenants in supportive housing will not be affected by the decisions described above but should experience the same relationship to the service provider and landlord as in the past.

As described, integrated supportive housing projects, (those which do not have 100 percent supportive housing units funded by the Ministry of Community and Social Services or the Ministry of Health) will be devolved to municipalities. In Ottawa-Carleton, this includes:

- housing provided by Options Bytown (which gives priority to residents of shelters seeking permanent semi-independent living and sometimes referred to as the “hard-to-house”),
- housing provided by Daybreak, serving a similar client population to Options Bytown,
- other social housing providers, such as CCOC or City Living, who lease blocks of units to community support agencies or otherwise house clients receiving support from groups such as Salus Corporation (for post-psychiatric patients). These housing providers are responsible for the housing (shelter component) but not support component of costs.

Staff will be seeking assurance from the Ministries that dollars for support services remain secure following devolution to the municipalities.

Staff obtained from the Ministry of Municipal Affairs and Housing an inventory of the social housing projects in Ottawa-Carleton to be transferred to the Ministry of Community and Social Services or the Ministry of Health and are seeking to confirm with provincial officials that this list appropriately represents the stock which meets Ministry criteria. At the same time, staff are assessing the supportive housing stock which is downloaded to RMOC against the same criteria. It is important to ensure that all supportive housing projects are funded appropriately and adequately.

In the near future, the Ministry of Municipal Affairs and Housing intends to announce a process for developing standards for supportive housing being devolved to municipalities. Staff are monitoring this closely to make sure we have an opportunity to participate in this process.

#### OTHER RELATED ISSUES

On 12 June 1998, the Minister of Municipal Affairs and Housing also announced that the Province would reinstate the cost-sharing arrangements for the operation of domiciliary hostels retroactive to 1 January 1998. Under this arrangement, the province funds 80 percent of costs and the municipalities 20%. In the case of the Region of Ottawa-Carleton, this means the anticipated increase in cost for the purchase of domiciliary hostels will not materialize (estimated to rise from approximately \$750,000 in 1997 to costs of over \$3,750,000 in 1998.)

The Province intends to review the domiciliary hostels in the context of housing for persons with special needs. Further information is provided in a memo to Councillors from the Commissioner of the Social Services Department, dated 30 June 1998.

#### FINANCIAL IMPLICATIONS

With the transfer of certain supportive housing units to provincial ministries, RMOC is expected to save \$1.139 million in 1998, reducing the original bill for social housing from an estimated \$61.993 million to \$60.854 million. However, further clarification is needed to ensure continued provincial funding for all support services now available to those supportive housing projects being downloaded to RMOC. Staff continue to seek this information.

*Approved by*  
*N. Tunnacliffe*

Annex A: Backgrounder: The Downloading of Social Housing

Annex B: Supportive Housing Projects for Transfer - Ottawa-Carleton Region

## ANNEX A

### **BACKGROUND**

**on**

### **THE DOWNLOADING OF SOCIAL HOUSING**

#### **CONTEXT**

- Province announced January 1997 that the provincial share of social housing subsidies and the administration of social housing programs would be downloaded to municipalities.

#### **PROCESS**

- Province established 3 stage process:
  1. Transfer of funding responsibility (Bill 152) to municipalities (actually to Consolidated Municipal Service Managers or CMSMs) 1 January 1998 - estimated bill for RMOC (which is a designated CMSM) for 1998 was \$61,992,559. (This amount has since been reduced to \$60,853,366 with the June 1998 announcement that dedicated supportive housing will not be downloaded to municipalities - see Supportive Housing below.)
  2. Reform of the social housing system to reduce complexity and streamline roles and responsibilities
  3. Transfer of administrative responsibility to CMSMs after reform (by 2000).

#### **REFORM PROCESS**

- The Province in 1997 appointed a Social Housing Advisory Council to develop recommendations for reform - this group presented a report to the Minister September 1997.
- To test and refine these recommendations, the Minister appointed a Social Housing Committee and set up three working groups involving Ministry of Municipal Affairs and Housing (MMAH) staff, municipal representatives and social housing provider representatives .
- The three working groups were:
  - Roles and Responsibilities
  - Subsidy Model and Benchmarking
  - Public Housing (Ontario Housing Corporation).

- Working groups submitted final reports to Social Housing Committee May 1998.
- Social Housing Committee was to release final draft report 19 June 1998 for consultation in July and finalization of report by September.
- Draft report has been delayed until July 1998 with consultation taking place in September or October and final report following.

## **SUPPORTIVE HOUSING**

- In October 1997, Minister announced that supportive housing would be looked at separately.
- Review has been done entirely by provincial staff from the Ministries of Municipal Affairs and Housing, Health and Community and Social Services with no consultation with providers or municipalities.
- Decisions were implemented June 1998 by modifying regulations to Bill 152.
- Dedicated supportive housing has been transferred to Health or MCSS for reduction in social housing bill of \$1,139,000 in RMOC.
- Integrated supportive housing will be downloaded to municipalities.

## **FEDERAL/PROVINCIAL NEGOTIATIONS**

- In 1996, the Federal government announced its intention to devolve the administration (not the financing) of social housing to the provinces - first agreement was signed with Saskatchewan in 1997; 5 other provinces/territories have signed.
- Federal government will not enter into negotiations with Ontario until reform recommendations have been finalized in a form acceptable to municipalities and providers.
- Ontario cannot devolve administration of cost-shared social housing without Federal agreement. (Across the Province, about 75% of the units are cost-shared. In RMOC, the Province was responsible for approximately \$62 million, the Federal government for about \$43 million.)

## **INTERIM ARRANGEMENTS**

- Due to the delay in developing a reform package, negotiations with the federal government are not proceeding and therefore downloading of administration cannot occur.
- Municipalities have been pressing Ontario for “say for pay”.
- Consequently, Ontario has been looking at interim administrative arrangements whereby municipalities would obtain more say over the administration of the existing unreformed system - “Plan B” and variations.

## **RMOC ACTIVITIES**

- Establishment of an interdepartmental Transition Team in September 1997 to monitor provincial activities in social housing and to prepare RMOC for assumption of financial and administrative responsibilities - co-ordination and staffing provided by Planning and Development Approvals Department
- Involvement in the reform process - Roles and Responsibilities Working Group, AMO Housing Task Force
- Preparation of social housing data base; analysis of provincial data
- Analysis of Plan B and variations and development of alternative proposals
- Ongoing communication with representatives of social housing providers
- Analysis of funding requirements; identification of opportunities for savings
- Development of administrative models
- Review of ownership/management options
- Establishment of RMOC Social Housing Working Group, comprising Regional Councillors, social housing providers, social housing residents and Regional staff

June 30, 1998



**Supportive Housing Projects for Transfer - Ottawa Carleton Region**

Group Name	Units	CITY	Region/County
Total Communication Environment	6	Gloucester	OTTAWA-CARLETON
Xeorixs Homes	6	Gloucester	OTTAWA-CARLETON
Ottawa Valley Autistic Homes Inc.	4	Nepean	OTTAWA-CARLETON
Ottawa Valley Autistic Homes Inc.	5	Nepean	OTTAWA-CARLETON
Ottawa-Carleton Lifeskills Inc.	5	Nepean	OTTAWA-CARLETON
Ottawa-Carleton Lifeskills Inc.	5	Nepean	OTTAWA-CARLETON
Therapeutic & Educational Living Centres Inc/TELCI	8	Nepean	OTTAWA-CARLETON
Empathy House Of Recovery Inc.	8	Ottawa	OTTAWA-CARLETON
House of Welcome Inc. (Billy Buffet)	10	Ottawa	OTTAWA-CARLETON
James Street Recovery Program	15	Ottawa	OTTAWA-CARLETON
L'Arche Ottawa	6	Ottawa	OTTAWA-CARLETON
L'Arche Ottawa	8	Ottawa	OTTAWA-CARLETON
L'Arche Ottawa	8	Ottawa	OTTAWA-CARLETON
Ottawa Foyers Partage	5	Ottawa	OTTAWA-CARLETON
Ottawa Salus Corporation	23	Ottawa	OTTAWA-CARLETON
Ottawa-Carleton Lifeskills Inc.	4	Ottawa	OTTAWA-CARLETON
Ott-Carl Assoc for Persons with Dev Disabilities	7	Ottawa	OTTAWA-CARLETON
Ott-Carl Assoc for Persons with Dev Disabilities	6	Ottawa	OTTAWA-CARLETON
Ott-Carl Assoc for Persons with Dev Disabilities	4	Ottawa	OTTAWA-CARLETON
Serenity House Inc.	8	Ottawa	OTTAWA-CARLETON
Serenity House Inc.	8	Ottawa	OTTAWA-CARLETON
Serenity House Inc.	8	Ottawa	OTTAWA-CARLETON
Sobriety House Of Ottawa Inc	20	Ottawa	OTTAWA-CARLETON
St. Stephen's Residence of Ottawa Inc.	6	Ottawa	OTTAWA-CARLETON
Youth Services Bureau of Ottawa-Carleton N.P.H.C.	19	Ottawa	OTTAWA-CARLETON
Youth Services Bureau of Ottawa-Carleton N.P.H.C.	24	Ottawa	OTTAWA-CARLETON
L'Arche Ottawa	6	Ottawa	OTTAWA-CARLETON
Ottawa Foyers Partage	5	Ottawa	OTTAWA-CARLETON
Hebergement Renaissance Inc.	12	Vanier	OTTAWA-CARLETON
Maison D'Amitie	10	Vanier	OTTAWA-CARLETON
Maison Fraternite	10	Vanier	OTTAWA-CARLETON
Maison Fraternite	20	Vanier	OTTAWA-CARLETON
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SUPPORTIVE HOUSING

- Commissioner, Planning and Development Approvals' report dated 30 Jun 98
- (Response to Inquiry CSC No. 14(98))

In response to questions from Councillor D. Holmes, the Head of the Policy and Planning Branch, Ms. Marni Cappe, described the key criteria used by the Province to determine which supportive housing projects are to be funded by municipalities as opposed to those that are to be transferred to the Ministry of Health (MOH) or to the Ministry of Community and Social Services (MCSS). To qualify for Ministry funding, projects will have to be considered dedicated supportive housing, i.e., all tenants within the complex receive support services (supportive housing is considered to be a core business of the MOH). In Ottawa-Carleton, the ratio of supportive housing is almost 2:1, therefore twice as many units are not being transferred to MOH or to MCSS.

Ms. Cappe spoke about the Hard-to-House program, noting that the Ministry of Municipal Affairs and Housing will not transfer this component. In Ottawa-Carleton, the programs affected are Options Bytown and Daybreak: since neither of these programs receive funds from the MOH or from MCSS, they will not be eligible for transfer to those ministries. This means the RMOC will be responsible for funding housing costs for the supportive housing projects not transferred. Ms. Cappe indicated staff are seeking absolute assurances that the services currently available will continue to be funded through other Ministries. Replying to a question from Councillor Holmes on how this is being done, Ms. Cappe indicated that a report on social housing is expected within the next few weeks; if this report does not mention supportive housing, staff will highlight this point in their response to the Ministry.

Councillor Holmes said one of her major concerns is the possible loss of funding for support services for the hard-to-house, and the fact that the Region may be penalized for having taken on additional supportive housing units. She expressed the view the RMOC should be asking for more of this type of accommodation, not just trying to keep the few units it already has. The Committee Chair, A. Munter, suggested that the matter be referred to the Social Housing Working Group for that entity to develop an action plan to come back to Committee and Council in an effort to move things forward. Chair Munter said he was concerned that the actions of the Province will result in two "streams" of supportive housing, one provincially-funded and one municipally-funded, and this likely will mean problems in the future.

Extract of Draft Minute  
Community Services Committee  
16 July 1998

Moved by D. Holmes

**That a strategy be developed to increase the number of units of supportive housing in Ottawa-Carleton. That a report be prepared that outlines the needs. That the Social Housing Working Group be sent this report for action.**

CARRIED