

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. Your File/V/Réf.	05-00-0029
DATE	21 March 2000
TO/DEST.	Co-ordinator, Community Services Committee
FROM/EXP.	Special Advisor on Social Housing Medical Officer of Health Social Services Commissioner
SUBJECT/OBJET	PROGRESS REPORT ON THE ACTION PLAN TO PREVENT AND END HOMELESSNESS IN OTTAWA-CARLETON

DEPARTMENTAL RECOMMENDATION

That the Community Services Committee recommend Council receive this report for information.

PURPOSE

The purpose of this report is to provide an update on action taken to address the recommendations of a local community action plan to end and prevent homelessness, approved by Regional Council in July 1999. The plan followed the release of an environmental scan describing the extent of homelessness in Ottawa-Carleton and the designation by the Province of the Region as the Service System Manager for homelessness.

BACKGROUND

The Community Services Committee of Regional Council considered the joint Health and Social Services report "Homelessness in Ottawa-Carleton" on 15 April 1999. It revealed that although the community and governments have taken steps to deal with homelessness in the past, the problem persists and is growing in Ottawa-Carleton.

Information contained in the report "*Homelessness in Ottawa-Carleton*" formed the basis for the report "*Creating Community Solutions: An Action Plan to Prevent and End Homelessness in Ottawa-Carleton*", which was developed in consultation with the community and presented to

Community Services Committee on 17 June 1999. On 14 July 1999, Regional Council approved the plan and the expenditure of \$1 million in regional funding, to be added to \$733,000 in provincial funding available for homelessness initiatives. The Action Plan contains 22 recommendations, the implementation of which is being conducted in collaboration with a broad range of community agencies. The attached report details progress for each recommendation.

FUNDING FOR HOMELESSNESS

This report provides details on proposals funded through the Homelessness Initiatives Funding provided by the Province and Regional Council, and on Hostel Re-direction Funding, cost-shared 80/20 by the Province and the Region. Proposals which received funding were chosen based on their ability to assist with achieving the recommendations of the Community Action Plan. A Selection Committee, which included Regional Councillors, as well as representatives of the federal and provincial governments, the private sector, voluntary agencies and the homeless community, reviewed over 40 project proposals requesting \$8.2 million in funding. The Committee worked towards achieving a balance between intervention and prevention activities - assisting persons on the street and in shelters to find permanent accommodation; supporting individuals and families to maintain their housing; and addressing factors such as mental illness and addictions that put people at risk of homelessness or staying homeless.

Annexes A and B of the supplementary report* contain the list of funded projects.

SUMMARY OUTCOMES

Outcomes are listed for each of the recommendations in the attached report. Highlights of these are as follows.

- Council approved funding for the creation of a cross-departmental team to implement the Community Action Plan. The focus of the Homelessness Initiatives Team in its first six months has been to work with the community and facilitate funding from all levels of government and the private sector for initiatives for the homeless.
- Contributions from the federal and provincial governments have been provided to alleviate homelessness (these are detailed in the report), but they fall far short of meeting the need in this community. The Region continues to bear responsibility for homelessness and social housing in Ottawa-Carleton. Without major increases in funding from the federal and provincial governments, the Region's efforts will have a minor impact on preventing and eliminating homelessness.
- Funding to date will provide support services for 160 individuals or families fleeing abuse, suffering from mental illness or addiction, and needing ongoing counselling, assistance or treatment in a supported housing environment.
- 150 additional housing units will be created for the homeless. The Region's \$1 million contribution has leveraged \$9.2 million in capital for this new housing.

*Issued Separately

- Private donors, through the Community Foundation, have donated \$1 million to alleviate homelessness and a further \$20,000 was raised through the sale of toques.
- Housing support and the prevention of evictions will stabilize the growth in emergency shelter usage and result in 30 fewer families or individuals per night in this form of temporary accommodation.
- The Inner City Health Project will create 8 palliative care beds and up to 20 convalescent beds, as well as improved co-ordination of health services and a harm reduction approach for those with addictions.
- Five additional outreach workers will offer counselling and basic services to those living on the streets.

FUTURE ACTIONS

The next steps to be undertaken are listed for all recommendations in the report. A critical component of future action will be to work with the federal government to ensure that funding announced in December 1999, will be directed towards the priorities of this community. Details of this funding are not yet known. However, it is likely that matching contributions from the Province and the municipality will be a requirement. As a result, staff have identified two potential sources of funding for future homelessness initiatives: one is the net proceeds from the sale of the Echo Drive property (\$735,000); the second is any surplus in the 1999 social housing budget (not yet known). This issue will be dealt with in a future report.

The Region will also host a Community Forum on Homelessness in June 2000. This event will create an opportunity for the federal and provincial governments, as well as the Region, to communicate with the community about available funding and priorities for the homeless. Funding for this Forum is being obtained from the federal government.

Implementation of the recommendations in the report is a major priority. Contracts are being developed with all agencies to ensure clear accountability for results. As well, attention will be given to those recommendations on which progress is less advanced.

The Region is partnering with the University of Ottawa to evaluate eviction prevention initiatives, housing support services and the Inner City Health Project.

COMMUNITY CONSULTATION

The Alliance to End Homelessness worked collaboratively with the Region in identifying the extent of homelessness in Ottawa-Carleton and in establishing priorities for the community action plan. Members of the Alliance and other community stakeholders have been instrumental in implementing the plan. The progress report was circulated and reviewed by the Alliance Steering Committee, as well as other agencies and key stakeholders in the community.

FINANCIAL IMPLICATIONS

Funds identified in this submission have been the subject of previous Council reports or will be dealt with in future reports.

CONCLUSIONS

The attached report* describes the collaborative efforts to date of the Region of Ottawa-Carleton, as the Service System Manager for homelessness, and community stakeholders, providing programs and services to individuals and families who are homeless or at risk of homelessness. While progress has been made, the homelessness problem continues to be critical in this community and requires the concerted efforts of all levels of government, the private sector and community agencies to fully address it. In particular, the federal and provincial governments must accept funding responsibility for the health, housing and social services which are essential for preventing and eliminating homelessness.

Approved by
Rob Cushman

Joyce Potter

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JP/slp

Attach (1)

*Issued Separately

PROGRESS REPORT ON
“CREATING COMMUNITY SOLUTIONS:
The Action Plan to Prevent and End Homelessness
in Ottawa-Carleton”

An Action Plan to Prevent and End
Homelessness in Ottawa-Carleton



March 2000

Introduction

A plan to end homelessness was put into action by Regional staff and community partners in the fall of 1999. This is the first report on progress to implement that plan. The following information provides background on the plan's development, plus a description of recent funding processes aiding its implementation.

Homelessness in Ottawa-Carleton

The Community Services Committee of Regional Council considered the joint Health and Social Services report "Homelessness in Ottawa-Carleton" on April 15, 1999. It revealed that although the community and governments have taken steps to deal with homelessness in the past, the problem persists and is growing in Ottawa-Carleton.

In terms of absolute homelessness, the study documented that:

- more than 600 men, women and children are sheltered in the Region's emergency hostels on a daily basis;
- in 1998, more than 4,500 single persons and 375 families, with a total of 901 children, were sheltered;
- eighteen percent of all emergency shelter users are dependent children in the care of a parent; and
- the length of stay in shelters varies among the various segments of the homeless population. (For example, the average length of stay in emergency shelters for families is approximately 50 days. For single men and women it is approximately 20 days and for single youth it is 10 days).

In terms of those at risk of homelessness the study noted the following points.

- Approximately 24,000 renter households pay in excess of 50% of their income on shelter.
- The 1996 Statistics Canada Census indicated that the incidence of low income in the Region was 19%, representing an increase of 26% over the rate in 1990. Low income is particularly prevalent in the cities of Ottawa and Vanier where the rates are 28% and 34% respectively. The incidence of low income for the former city of Toronto was by comparison 24%.
- Vacancy rates for rental housing in Ottawa-Carleton dropped by half between 1997 and 1998 to just over 2%, while at the same time the cost of rental housing in the private market increased. Only 20 new rental housing units were completed in Ottawa-Carleton in 1998 and no new social housing has been funded since 1995.
- Approximately 80% of persons receiving social assistance and living in non-subsidized housing, pay more than their maximum shelter allowance on rent.
- There are approximately 15,000 outstanding applications for social housing in the Region, which translates into a five to seven year waiting period.

The report also documented the impact of poverty and housing on health, noting that ill health caused by poverty predisposes some individuals to homelessness and homelessness in turn results in adverse health effects and particular health needs.

- Approximately 40% of the single homeless population suffers from severe and persistent mental illness and a similar proportion suffer from addictions. The over-representation of people with severe mental illness among the homeless population is directly linked to the lack of adequate community supports. There are even fewer supports for those people with both mental health and addiction problems, who are at a disproportionate risk for homelessness.
- When homeless people leave, are discharged, or are refused admission by a care facility or institution (hospital, correctional facility, foster care, supportive living facility or recovery home), the service system for homeless people becomes the default care provider. This may lead to terminally ill people living out their last days on a cot in the dining room of a shelter, or seriously mentally ill people in crisis, who must cope and be coped with in hostel dormitories.

Since the release of the report “Homelessness in Ottawa-Carleton”, new information documents that:

- between 1997 and 1999, there was an 14% increase in the use of emergency shelters, which are now filled to capacity (see Annex D);
- the average length of stay for families using the family emergency shelters increased from 58 days in 1998 to 71 days in 1999 (for the month of January, 2000, the average length of stay was 73 days);
- the vacancy rate for rental housing in Ottawa-Carleton is now 0.7%, the lowest in the country;
- as of March 2000, there continue to be 15,000 outstanding applications for social housing in the region, which translates into a five to eight-year waiting period; between 1998 and 1999, the number of new applicants increased from 5,000 to 6,000.
- in 1999, 5381 single persons and 345 families, including 797 children were sheltered in emergency hostel accommodation (see Annex D); and
- 144 new rental housing units were completed in 1999, which still falls well below the number required to meet growing demand and address the backlog

Other data sources describing the Homeless Population in Ottawa-Carleton

A recent study was conducted by the Centre for Research on Community Services, Faculty of Social Science, University of Ottawa. Self-reported information was collected through a survey of 230 residents of shelters (aged 14-66). The final report profiles the characteristics and health status of a selected population of shelter residents in Ottawa-Carleton. A summary is contained in Annex C. The findings of this study are consistent with the understanding on which the local community action plan addressing homelessness was based.

Taking Action to End Homelessness

Information contained in the report, “Homelessness in Ottawa-Carleton” formed the basis for the document, “Creating Community Solutions: An Action Plan to Prevent and End Homelessness in Ottawa-Carleton”, which was developed in consultation with the community and presented to Community Services Committee on June 17, 1999. The Action Plan contained 22 recommendations, the implementation of which is being conducted in collaboration with a broad range of community agencies. This report details progress for each recommendation contained in the plan.

The Homelessness Initiatives Fund (HIF)

On 14 July 1999, Regional Council approved the Community Action Plan and the expenditure of \$1 million in regional funding, to be added to \$733,000 in provincial funding available for homelessness initiatives.

Proposals funded through the HIF were chosen based on their ability to assist with achieving the recommendations of the Community Action Plan. A Selection Committee, which included Regional Councillors, as well as representatives of the federal and provincial governments, the private sector, voluntary agencies and the homeless community, reviewed over 40 project proposals requesting \$8.2 million in funding. The Committee worked towards achieving a balance between intervention and prevention activities - assisting persons on the street and in shelters to find permanent accommodation; supporting individuals and families to maintain their housing; and addressing factors, such as mental illness and addictions, that put people at risk of homelessness or staying homeless.

Over \$1.7 million dollars has been allocated, through the Selection Committee, to support a total of 20 projects which fit into the following three broad categories:

- New Housing Units

Just under \$1 million dollars has been allocated to build 150 new housing units in Ottawa-Carleton. The eight projects selected for funding will house women, families, individuals, people with mental illness or developmental delays, and victims of abuse.

- Support Services

Over \$500,000 of funding will be directed to seven projects that will provide support services geared to specific target groups.

- Outreach and Prevention

In this category, five projects will share just under \$250,000 to assist youth with mental illness, low-income women, newcomers to Canada and low-income residents being threatened with eviction.

Annex A contains a list of funded projects.

In addition, the Ministry of Community and Social Services allocated an additional \$117,000 in one-time funding:

- \$83,000 was provided to Centre 454, a day centre for the homeless, for expenses related to program expansion and a move to a new location;
- \$10,000 was allocated to train staff in community agencies working with the homeless;
- \$8,000 was allocated to the Centre for Research on Community Services to develop a trusteeship program for persons at risk of homelessness; and
- \$16,000 was allocated to Action Logement and Housing Help to develop and maintain an Internet based housing vacancy list which will be accessible across the community.

Re-direction of Hostel Funding

The request for proposals for HIF funding yielded a number of proposals for services which, regional staff believe, will reduce emergency hostel costs. Approval from the Province was received for the

reallocation of \$977,400 from the emergency hostel fund for 17 projects that will decrease demands on the emergency hostel system through eviction prevention and housing support services.

- \$242,300 has been allocated to projects which support individuals and families at risk of homelessness to remain in permanent housing; and
- \$686,052 has been allocated to Housing Support Services to assist individuals and families to leave shelters and retain permanent housing.

Annex B contains a list of funded projects.

Review of Community Action Plan Recommendations

The remainder of this document reports on the status of implementing recommendations approved by Council in July, 1999.

Recommendation 1:

That the Region establish a responsibility centre to facilitate the coordination and integration of services related to homelessness in Ottawa-Carleton.

Progress To Date

In October, 1999, the Region created the Homelessness Initiatives Team, which is a cross-departmental team representing Health, Social Housing and Social Services. The 2000 budget, approved by Regional Council, allocated funding for ongoing staffing of this team. Since its inception in October, the team has:

- issued a Request for Proposals, recommended projects for funding through the Homelessness Initiatives Fund and developed an accountability system for the provision of these funds;
- prepared a business case to re-allocate 15% of hostel expenditures to initiatives to prevent homelessness;
- established links with the federal and provincial governments to advocate for funding and facilitate the coordination of programs;
- facilitated planning and coordination of services for youth, aboriginals, outreach workers and other agencies serving the homeless, and local health services to ensure equity and access to programs and services;
- established a partnership with the University of Ottawa, the health care sector and the Alliance to End Homelessness, with the intent to conduct research, evaluate initiatives, deliver service and provide training of students and community workers;
- established an Internet listserve to communicate problems, issues and results to specific interest groups; and
- increased the capacity of organizations participating in the Inner City Health Project by initiating a staff training plan.

In addition, two projects were funded to assist neighbourhoods and communities in developing strategies to prevent people from becoming homeless:

Hostel Re-Direction Funding:	
Housing Support for sixty families at risk of homelessness in private	Carlington CHC

market rental communities - \$60,000	
Education and referral for all individuals and families receiving an eviction notice, to help them understand their rights and obligations as tenants to prevent unnecessary evictions - \$78,590	C.E.R.A. (Centre for Equality Rights in Accommodation)

Summary Outcomes

The focus of the Homelessness Initiatives Team in its first six months has been to work with the community and facilitate the provision of funding from all levels of government and the private sector to services for the homeless.

Further Action

The Homelessness Initiatives Team will continue to focus on the creation of additional housing and improved support services for the homeless. As well, future actions will include a re-assessment of need and priorities with the community, coordination of a comprehensive information management system, greater coordination of services, support for training and education and coordinated federal, provincial and regional funding.

Recommendation 2:

That the Region request the Federal and Provincial governments to retain overall accountability for homelessness and the development of affordable housing.

Progress To Date

Regional Council has endorsed on a number of occasions the need for federal and provincial governments to retain responsibility for funding affordable housing as a key solution to homelessness. This view has been communicated to the Federal Ministers responsible for Housing (Minister Gagliano), and for coordinating Homelessness (Minister Bradshaw), to the Provincial Minister of Municipal Affairs and Housing (Leach/Clement), and to local area Members of Parliament.

The Federation of Canadian Municipalities (FCM) endorsed a National Housing Policy Options document at its conference in June, 1999. Councillor Alex Munter and Special Advisor Joyce Potter participated on the cross-Canada committee which developed the policy, and in subsequent briefings with federal Ministers, MPs and senior officials to promote its acceptance.

In addition, for two days in August 1999, as part of her cross-Canada tour, the Region hosted the Honourable Claudette Bradshaw, Federal Minister responsible for coordinating the federal response to Homelessness. The critical need for federal funding and leadership in responding to the homelessness crisis was emphasized to the Minister by Regional Chair Bob Chiarelli, the Social Housing Working Group, the Alliance to End Homelessness and the individual community groups with whom she met.

Both Federal and Provincial governments have reacted with some response to the homelessness crisis. The **Federal** government announced in December, a three-year plan to invest \$753 million across the country to help alleviate and prevent homelessness. The federal approach includes the following:

- Supporting Communities Partnership Initiative (\$305 million). Will provide flexible funding for communities to plan and implement comprehensive local strategies to prevent and reduce homelessness. The federal government has initiated discussions with each of the provinces and territories regarding the implementation of this initiative. Ottawa is one of 10 communities across the country who will be eligible for this funding.
- \$170 million to expand existing federal programs related to homelessness. These programs include the Youth Employment Strategy (\$59 million), the Urban Aboriginal strategy (\$59 million) and the Shelter Enhancement Initiative that funds shelters for victims of family violence (\$43 million). An additional \$9 million will provide assistance for community plans and research.
- \$268 million increase in funding for the Residential Rehabilitation Assistance Program (RRAP). This provides funding for renovations of housing, rental and rooming house accommodation occupied by low-income people to meet basic health and safety standards. Also allows for the conversion of non-residential buildings into accommodation for those at risk of homelessness.
- \$10 million to make surplus federal properties available on an exceptional basis. Federal ministers will consider requests from provinces, territories and municipalities on a case by case basis.

Regional staff are meeting with the federal Homelessness Secretariat to facilitate the flow of funding under these initiatives to Ottawa-Carleton. In addition, staff are meeting with representatives from CMHC, the City of Ottawa and the consultant charged with administering RRAP, to effect a coordinated and efficient implementation of that program.

The **Province of Ontario** has introduced the following measures to deal with homelessness:

- Provincial Homelessness Initiatives Funding - \$733,000 annually and \$117,617 one-time funding in 1999/2000, for Ottawa-Carleton to move people from the street to emergency accommodation, move people from emergency accommodation to permanent accommodation, or to prevent homelessness by supporting the retention of permanent accommodation.
- Reallocation of Expiring Rent Supplements - in Ottawa-Carleton, approximately 60 units over three years to be re-allocated to non-profit agencies meeting supportive housing needs.
- New Rent Supplement Program - \$50 million across the province to subsidize the rent of needy individuals and families. The program is aimed at private sector landlords and builders, although it may also be used by non-profit organizations. The unit allocation for Ottawa-Carleton is 331 units. The program is being delivered by the Ottawa-Carleton Housing Authority and the Region is to be consulted on implementation.
- Ministry of Health funding for Homeless Persons with Serious Mental Illness - The Province released funding in October, 1999 to provide housing and support services to a minimum of 100 people in Ottawa with severe mental illness, who are homeless or at risk of becoming homeless. The funds will enable agencies to purchase/renovate properties and/or negotiate necessary lease agreements for people who are seriously mentally ill. In addition, necessary mental health support services will be provided to enable these clients to receive treatment in the facilities. Funding through this program has been provided to the Shepherds of Good Hope, the Royal Ottawa Hospital, the Canadian Mental Health Association, Ottawa Salus Corporation and Causeway Work Centre Inc. A second allocation is anticipated in April, 2000.
- Ontario Multi-Faith Council on Spiritual and Religious Care Reintegration Project - \$1 million from the Province is being used to provide a community chaplaincy service that will assist homeless

persons to return to community living after release from provincial correctional facilities. Priorities are housing and employment.

- Integrated Addiction Services Planning in the Champlain District. In January 1999, the Ministry of Health released “Setting the Course: A framework for Integration of Addiction Treatment Services in Ontario”. The goal is a coordinated, efficient system of addiction services funded by the Ontario Substance Abuse Bureau of the Ministry of Health. The homeless are identified as a special population that require the services of such a system. New funding is not part of this process. Community agencies, with the assistance of the Homelessness Initiatives Team, are trying to influence the re-development of this system with the hopes of ensuring specific services for the homeless that use a harm reduction approach.

Summary Outcomes

Contributions from the federal and provincial governments have been provided to alleviate homelessness, but they fall short of meeting the need in this community and across the country. The Region continues to bear responsibility for homelessness and social housing in Ottawa-Carleton.

Further Action

Regional staff will continue to follow up with the federal and provincial governments on their specific initiatives in order to facilitate the flow of funding to this community consistent with the priorities identified in the Community Action Plan. In addition, the Region will continue to use all opportunities to have the federal and provincial governments assume accountability for homelessness and the development of affordable housing, including accessible housing for the physically disabled.

Recommendation 3:

That the Region request that the Federal and Provincial governments increase support services and access to housing for newcomers to Canada including assistance to refugee claimants to access housing.

Progress To Date

The Homelessness Initiatives Team was in communication with the National Secretariat on Homelessness during the federal budget process. A number of potentially useful funding announcements were made by the federal government in December 1999, but there have been no federal policy changes to date, that affect homeless newcomers.

Homelessness Initiatives funding granted to Housing Help will provide for the hiring of a caseworker to assist newcomers to Canada with securing appropriate housing or in dealing with landlord/tenant issues. This service will be situated at Ottawa-Carleton Immigrant Services (OCISO), in order to build the capacity of OCISO to deal with housing issues. The overall goal of this project is to develop, implement and evaluate a program that can assist newcomers to Canada with attaining and maintaining housing.

Hostel redirection funding will assist in providing housing support programs at Pinecrest Queensway and Carlington Community Health Centres, for families new to Canada. Additional funding has been provided to Catholic Immigration Services in order to hire two Housing Support Workers to assist families new to Canada who are in the family shelters.

Homelessness Initiatives Funding	
Caseworker, co-located at the Catholic Immigration Centre, to assist homeless newcomers in Canada to find and retain housing - \$28,080	Housing Help
Hostel Re-Direction Funding	
Ongoing housing support services to 50 families moving from family shelters to assist them in retaining permanent housing - \$60,000	Pinecrest Queensway CHC
Housing search education and assistance with housing search for 100 newcomer families in emergency shelters - \$99,117	Catholic Immigration Services

Summary Outcomes

Funding managed by the Region is being used to address the needs of homeless newcomers.

Further Action

Regional staff will support and monitor the effectiveness of the above projects funded to aid homeless newcomers. Staff will integrate any new funding from the federal government to support initiatives that aid newcomers to access affordable housing and avoid homelessness. We will continue to work with our community partners to assess the effectiveness of these initiatives and adjust our priorities in recognition of changing needs and conditions. Regional staff will continue to let federal policy-makers know of the real conditions faced by homeless newcomers and the policy changes required to deal with these realities.

Recommendation 4:

That the Region continue to advocate for renewed Federal and Provincial funding for additional social and supportive housing and for support services.

Progress To Date

As noted in Recommendations 2 and 3, the Region has taken several steps to advocate at the federal and provincial levels on behalf of individuals who are homeless.

Both federal and provincial governments have reacted with some response to the homelessness crisis. Nevertheless, there continues to be an absence of commitment at either the federal or provincial level of government to provide sufficient funding for additional social or supportive housing which are key to the alleviation of homelessness.

The **Federal** government announced in December, a three-year plan to invest \$753 million to help alleviate and prevent homelessness. While details on implementation of this funding are not yet available, staff will be advocating for its use in the creation of additional housing. The Region has also been given responsibility for management of the **Provincial** Homelessness Initiatives Fund (PHIF) and the redirection of hostel funding (see Recommendation 14). This allows for these elements of provincial funding to be directed towards priorities identified in the Community Action Plan.

The specific projects funded that address the need for supportive housing and support services are:

Homelessness Initiatives Funding	
Support services in a treatment home for 50 young women with mental illness - \$164,240	Youth Services Bureau
Support services for 15-20 homeless women in a supportive housing project - \$36,925	Daybreak
Hostel Re-Direction Funding	
Housing support and abuse counselling to assist 35 families fleeing abuse to find and retain housing - \$58,415	Nepean/Kanata CRCs,/ Nepean Housing Corp

Long-term support to 22 women in supported housing projects - \$51,000	Cornerstone
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The Region has also identified a number of supportive housing projects which have been submitted for federal funding. In particular, projects targeted to aboriginal homeless individuals, i.e. women's support centre and a men's healing centre, have been proposed.

Summary Outcomes

Funding provided to date will provide support services for 125 families or individuals in supportive housing environments. Contributions from the federal and provincial levels fall short of meeting the supportive housing and support services needed in this community. The Region will continue to bear the brunt of this shortfall through its shelters, health, police and social service costs.

Further Action

Regional staff will continue to profile this community's need for additional supported housing and support services with representatives of the federal and provincial governments. In addition, the Region will continue to use all opportunities to have the federal and provincial governments assume accountability for homelessness and the development of affordable housing.

Recommendation 5:

That the Region assess the advantages of delivering housing programs directly and assisting local housing groups to access funds from provincial Ministries.

Progress To Date

The Region of Ottawa-Carleton is now administering the Supports to Daily Living Program (SDL). This program provides funding for support services in long-term housing for hard-to-house people at risk of homelessness. As of January 2000, SDL programs were devolved from the Provincial government to Municipal governments. In Ottawa, there are four projects funded, for a total of \$1,384,000 per year. These include: Cornerstone, Options Bytown, Shepherds of Good Hope (Hope Outreach and Hope Community), and Daybreak.

The Ministry of Health and Long Term Care made \$24 million in funding available throughout the province in October 1999, to help address the immediate and long-term needs of 1,000 people with serious mental illness who are homeless or at risk of becoming homeless. (See Recommendation 2). A local group involving staff from the Royal Ottawa Hospital, CMHA, Salus, Ottawa-Carleton Housing, Shepherds of Good Hope, City Living, Causeway, Youth Services Bureau and the Region has been established to monitor implementation of the project.

Staff assessed the potential to take on direct delivery of the Residential Rehabilitation Assistance Program from Canada Mortgage and Housing Corporation. It was determined that the low level of administrative fees provided would not support the technical staff requirements for the program. As an alternative, a partnership with a local private delivery agent has been established, whereby the Region will be involved in determining priorities for funding and reviewing applications. This model is now being

assessed by other regions in the province as a means of influencing RRAP funding decisions in a cost-effective fashion.

The Region is also involved in the delivery process for the Rent Supplement program announced by the Province (see Recommendation 2).

Summary Outcomes

The Region has assumed responsibility for the delivery of some housing-related programs and has played a role in assisting local groups to access federal and provincial funding to ensure a coordinated approach to funding initiatives which are consistent with community priorities.

Further Action

Regional staff are organizing a Community Forum to be held in June 2000, which will provide information to the community on the range of federal and provincial initiatives underway. In addition, staff will continue to work with federal and provincial ministries, in conjunction with the Alliance to End Homelessness, in order to co-ordinate future funding opportunities.

Recommendation 6:

That the Region create a Task Force on public/private partnerships to encourage the private sector to take a more active role in dealing with homelessness.

Progress To Date

In August 1999, the Region was approached for assistance in identifying homelessness initiatives which could be funded by a \$1 million contribution from anonymous private donors. Based on priorities identified through the Community Action Plan and community consultation, recommendations were made and through the Community Foundation, \$1 million was provided for the following homelessness projects:

- \$250,000 to the Aboriginal Women's Support Centre in collaboration with Wabano Health Centre, Odawa Friendship Centre and Aboriginal housing groups towards a shelter/lodge;
- \$300,000 to The Union Mission towards construction of a Palliative Care Unit;
- \$100,000 to Centretown Citizens Ottawa Corporation (CCOC) towards the purchase of a property and its restoration into 10 apartment units;
- \$200,000 to Ottawa Salus towards the purchase of a 13-unit apartment on Arthur St. and provision of services for people who are mentally ill; and
- \$30,000 to the Shepherds of Good Hope to purchase furniture for their new facility at 256 King Edward St. that will provide shelter and transitional housing.

The remainder of the gift, approximately \$200,000, will be established in an on-going endowment fund to serve the needs of the homeless.

In January 2000, the Region joined forces with Raising the Roof and RBC Dominion Securities to organize a campaign to raise awareness of homelessness through the "Toque Tuesday" campaign. The public were asked to buy toques and wear them on February 1, 2000, "Toque Tuesday", to show their support of the homeless. This campaign was a huge success. More than 4500 toques were sold which

raised approximately \$20,000 for local charities addressing homelessness. This event focused media's and the public's attention on homelessness as a serious social issue in our community.

Local philanthropist, David Smith, in collaboration with Regional staff and community partners, is working actively on behalf of street youth, to develop partnerships with the corporate sector in order to raise funds, provide work placements, and secure permanent employment.

Summary Outcomes

The private sector has shown a willingness to contribute to the plight of the homeless through a variety of mechanisms. Some public/private partnerships have been created to enhance the investment of private funds in homelessness.

Further Action

Regional staff will pursue the creation of a Task Force to consolidate the efforts of the private sector in dealing with homelessness and creating more affordable housing. Regional staff will also explore opportunities to work with the United Way to engage corporate and private sector support to end homelessness.

Recommendation 7:

That the Region encourage more use of social housing units for persons who are homeless.

Progress To Date

Existing social housing projects offer an opportunity to provide housing for the homeless, both through vacancies and the availability of land or equity. There are vacancies in some age-mixed housing projects managed by Ottawa-Carleton Housing, but there was a reluctance on the part of the Board to make further units available to the homeless, unless sufficient support services were available to assist these individuals to integrate with existing residents. In response to this need, \$200,000 from Hostel Re-Direction funding will provide four housing support workers in Ottawa-Carleton Housing communities.

The immediate effect of this program will be to stabilize the situation in existing age-mixed buildings and to allocate an additional 40 housing units to the homeless. Housing support staff located in Ottawa-Carleton Housing projects will focus their energies on supporting homeless persons to integrate into the community, prevent eviction of tenants at risk of losing housing, and support neighbours.

Existing social housing projects may also have land or equity available for investment in additional housing. One example, which is being funded through the HIF, is a project owned by Centretown Citizens Ottawa Corporation (CCOC), where two new units will be built on land adjacent to an existing social housing community.

Homelessness Initiatives Funding	
Renovations to [Centretown Citizens Ottawa Corporation (CCOC)] property on Eccles Street for housing individuals at risk of becoming homeless - \$40,000	CCOC
Construction of two 4-bedroom townhouses on Booth Street for homeless families - \$40,000 + 2 rent supplements.	CCOC
Development funding for 11-unit housing project for senior aboriginals at risk of homelessness - \$39,477	Gignul Non-Profit
Hostel Re-direction Funding	
Housing support to homeless people moving from emergency shelters to public housing projects - \$200,000	Options Bytown /OCHA

Summary Outcomes

Through these initiatives, 53 additional housing units will be made available for homeless individuals.

Further Action

As social housing projects age and the needs in the community change, there will be opportunities to use existing social housing for meeting the needs of the homeless. Staff will work with City Living in seeking to use the opportunity created by the decision of City Living to re-invest in new housing funds, which are now available from housing built in the 1950's and 1960's with federal funding and no longer subject to operating agreements. The provision of new additional affordable housing by City Living will address waiting list need and therefore homelessness. In collaboration with City Living, mechanisms and approaches, which will directly assist the homeless population, will be sought out. Staff will continue to monitor the situation in age-mixed housing managed by Ottawa-Carleton Housing.

Recommendation 8:

That the Region assess the use of publicly-owned land and regulatory measures as ways to promote the development of affordable housing.

Regional Council disposition of 14 July 1999 amended the Community Action Plan to read:

“That the Region prepare a report to establish a “housing first” property policy for surplus property by the end of September, 1999;

FURTHER THAT Regional Housing, Social Services and Property Services staff be directed to prepare an inventory of regionally-owned property that is surplus to RMOC needs and that could be used for affordable rental housing;

FURTHER THAT this inventory include criteria under which the Region would sell such parcels for one dollar to non-profit housing providers.”

Progress To Date

Regional Council considered a “Housing First” report in September 1999, and approved a demonstration project to make available seven regional properties for sale or lease of \$1, to non-profit housing providers to create housing for the homeless. These properties were included in the proposal call for Homelessness Initiatives Funding (HIF), issued in September 1999, and for which decisions were made in December 1999. Applications were received for three properties and were subsequently awarded to housing providers as shown below.

In addition to these properties, staff have also arranged the sale of property on Echo Drive and Harvey Street. This property resulted in the receipt of net proceeds of \$735,000, which could be made available for further funding of social housing. This will be the subject of a future staff report.

A preliminary assessment of the results of the Housing First demonstration project indicates that properties owned by the Region, which have primarily been purchased for transportation purposes, are not necessarily suitable for housing. In particular, when buildings are available for a fixed-term lease (for example, the 15 years offered in this proposal call), there is limited interest in the community in investing funding for repairs or on-going maintenance, in order to make them available for the homeless. At the same time, changes in property availability and requirements are likely to change, due to municipal restructuring. Consideration of an on-going housing-first policy will be brought before Council within this context, and as directed in the September 1999, Council decision.

Homelessness Initiatives Funding	
10 units will be made available to people in need - long term lease of 140 Bronson (Regional property) for \$1 -	CCOC
20 units of supportive housing for the mentally ill homeless – two Gladstone properties	Salus Corp.

Summary Outcomes

Actions through this initiative will create 30 additional units of affordable housing for the homeless.

Further Action

Net proceeds (\$735,000) from the sale of the Echo Drive project could be transferred to the Social Housing Reserve Fund, for possible future use for the construction of affordable housing. This will be the subject of a future report to Council. Staff will continue work on the development of a Housing First policy, as directed by Council in September 1999.

Recommendation 9:

That the Region explore the feasibility of providing capital grants to facilitate construction of affordable housing through demonstration projects.

Progress To Date

Regional Council approved the expenditure of \$1 million in Regional funding in July 1999, to assist in the implementation of the Community Action Plan to Prevent and End Homelessness. This funding was made available from the 1998 Social Housing budget surplus. The recent allocation of the Homelessness Initiatives Funding awarded that money to the following projects plus those noted under Recommendations 7, 8 and 17.

This \$1 million in regional funding will result in the creation of housing with total capital costs of \$9.2 million. Other sources of funding, supplementing the Region's contribution, include private donations and fund-raising, federal programs, land and contributions from lower-tier municipalities, and mortgage financing.

Homelessness Initiatives Funding	
Renovation of existing building with McPhail Baptist Church to create six new units for homeless women - \$96,000	Cornerstone
74-unit project targeted to families who are homeless and at risk of homelessness, victims of abuse and the developmentally delayed - \$200,000 + 18 rent supplements.	Nepean Housing Corporation
20-unit supportive housing project for homeless individuals - \$399,000	Salus

Summary Outcomes

The Region's \$1 million contribution to capital grants was successful in leveraging \$9.2 million in housing capital, or a total of 150 new units of affordable housing in Ottawa-Carleton. This is a small step in addressing the 15,000 existing applications for social housing, yet is more affordable housing than has been created for a number of years.

Further Action

A large-scale response to the need for affordable housing requires funding commitments from the federal and provincial governments. The federal Community Partnership Initiative is a first step in this process. While details of this program are not yet available, preliminary indications are that matching funds from municipalities would be required in order to lever senior government funding. Should there be a surplus in the 1999 Social Housing budget, it is proposed that it be transferred to the Social Housing Reserve Fund, for possible future use in the creation of additional social housing. The Finance Commissioner will deal with this issue in a report to Council on the 1999 Year-End Financial Results.

Recommendation 10:

That the Region request that the Province of Ontario raise the amount of the shelter allowance under the Ontario Works Act to reflect actual housing costs.

Amended by Council to read:

That the Region request that the Province of Ontario raise the amount of the shelter allowance under the Ontario Works Act and the Ontario Disability Support Plan to reflect actual market housing costs.

Progress To Date

Shelter allowances for Ontario Works and ODSP recipients continue to be less than the cost of housing in the market and can lead to economic eviction. A similar recommendation was made by the Poverty Task Force.

Summary Outcomes

No action to date.

Further Action

Action taken on this recommendation will be coordinated with follow up to the Poverty Task Force recommendations.

Recommendation 11:

That the Region promote the wider use of Direct Payments and Trusteeship Agreements where there is an inability of Ontario Works (OW) and Ontario Disability Support Program (ODSP) participants to manage finances.

Progress To Date

In order to become more prevention focused, Regional staff from the Social Services Department and the Homelessness Initiatives Team have reviewed departmental policy and procedure as it relates to homelessness and people who are experiencing a housing crisis. A new policy and procedure on homelessness has been approved by the Social Services Department, that promotes wider use of Direct Payments of accommodation costs for people who are homeless, at risk of becoming homeless, or who have history or condition that requires this support to retain their housing.

Funding has been allocated from the Hostel Redirection Initiative to support a trusteeship program for people at risk of losing their housing. The Region of Ottawa-Carleton, in partnership with the Ontario

Ministry of Community and Social Services, has engaged the University of Ottawa to conduct a needs assessment that will assist with the planning of a trusteeship program. The results of this research will be used to develop a program for funding.

Summary Outcomes

New homelessness policy and procedures in place. Funding has been allocated from the Hostel Re-Direction Fund to develop an effective model of administering trusteeships.

Homelessness Initiatives Funding	
One time funding for research required to determine the most effective model of administering a trusteeship program for clients who are homeless or at risk of eviction requiring assistance - \$8000	Centre for Research on Community Services, Faculty of Social Sciences, Ottawa University

Further Action

Research on an effective model of trusteeship will be carried out in a timely fashion so that the results can be used to pilot a demonstration project.

Staff will monitor the use and effectiveness of the new homelessness policy and procedures at the Social Services Department.

Recommendation 12:
That the Region request the Province of Ontario enhance the Ontario Disability Support Program automated system so that direct payments can be made for accommodation costs by early 2000.

Progress To Date

As part of the general thrust to prevent homelessness, interaction with the Province is ongoing as noted under Recommendations 2, 3, and 4. Within that process, the Province has stated that they expect to be Direct Payment capable in early 2000.

Summary Outcomes

Implementation of direct payments for accommodation is expected to assist with money management for those individuals who struggle maintaining housing.

Further Action

Regional staff will follow-up with the Province to monitor developments.

Recommendation 13:

That the Region streamline and broaden the use and acceptance of the Letter of Last Month's Rent Guarantee to enable homeless people to more readily secure accommodation on the private housing market.

Regional Council disposition of 14 July 1999 amended the Community Action Plan to include:
That the Region work with the Centre for Equality Rights in Accommodation, the housing sector and private landlords to develop a "Code of Fair and Equitable Tenant Selection" to deal with barriers to accessing rental accommodation faced by low-income families.

Progress To Date

The Region's Social Services Department and Homelessness Initiatives staff have reviewed the policy and procedure on the Letter of Last Month's Rent Guarantee. A revised policy and procedure has been approved. Meetings with community stakeholders and Regional staff have suggested changes to streamline the redemption process for the guarantee.

A community stakeholders group, in collaboration with the Centre for Equality Rights in Accommodation, has been established to assess barriers in accessing private and social housing. A Code of Ethics for tenant selection is being developed.

Summary Outcomes

A revised Letter of Last Month's Rent Guarantee, policy and procedure has been approved. This will assist individuals in attaining housing. The Barriers to Housing Stakeholders group provided input to the revision of the last month's rent guarantee.

Further Action

Streamlining of the redemption process will be completed by Spring, 2000. A new policy and redemption process will be promoted with consumers to ensure wider use of the guarantee, in aid of securing accommodation in the private rental market. Regional staff will monitor the effectiveness and outcomes of the new policy and procedures.

In collaboration with the Centre for Equality Rights In Accommodation, the Barriers to Access Housing Stakeholders group will develop a Code of Ethics for tenant selection.

Recommendation 14

That the Region re-allocate up to 15% of emergency hostel funding for innovative approaches to service delivery.

Progress To Date

Approval has been received from the Province for the reallocation of \$977,400 from the emergency hostel fund into 17 projects which will decrease demands on the emergency hostel system through eviction prevention and housing support services.

- \$242,300 has been allocated to projects which support individuals and families at risk of homelessness to remain in permanent housing.
- \$686,052 has been allocated to Housing Support Services to assist individuals and families to leave shelters and retain permanent housing.

In addition to the following 5 projects which provide housing support services, other projects assist with implementing recommendations 1, 3, 4, 7, and 20 and are noted there in this report. A complete listing is found in Annex B.

Hostel Re-direction Funding	
Housing support to assist 96 men to move from the shelter into permanent accommodation - \$40,000	The Mission
Support for women moving from emergency shelter into housing - \$41,500	Cornerstone
Assistance to 60 street youth seeking shared accommodation to select a suitable roommate and find and retain housing - \$38,000	YSB/Housing Help
Support to find alternate accommodation for families seeking admission to emergency shelters - \$62,000	ROC
Housing support to assist 60 women leaving a correctional facility to find and/or retain housing - \$39,520	Elizabeth Fry Society

Summary Outcomes

As Annex D indicates, hostel bed utilization is steadily increasing. At the same time, our existing hostel system is at or beyond capacity to accommodate the increasing number of homeless people who need shelter. The Hostel Re-Direction Initiative provides a key strategy to manage demand by reducing the need for hostel beds through eviction prevention and housing support services. Projects recommended through the redirection of hostel funding will reduce bed-days by 11,118 days, or an average of 30 people per night in emergency shelters.

Further Action

Preliminary results of the projects funded through the Hostel Redirection initiative will be available in November 2000. The information gained through this initiative will be used to plan for hostel utilization for the upcoming year. The Region, with the assistance of the Centre for Research on Community Services at the University of Ottawa, is developing and implementing a performance-based measurement system to evaluate and improve, on an ongoing basis, the results of programs funded through the Hostel Redirection Initiative.

The Region is working closely with Canada Mortgage and Housing Corporation to install the Homeless Individuals and Families Information System (HIFIS), database system in the Region's emergency shelters. In addition to performing regular payment functions, this system will provide us with relevant data on who is using the emergency shelters and why. This information will be of future use in identifying strategies to prevent homelessness and the use of emergency hostels.

Recommendation 15:

That the Region fund a community agency to administer a Rent Bank to prevent individuals and families from becoming homeless.

Progress To Date

Homelessness Initiatives Funding	
Rent bank for those at risk of eviction - \$77,000	Salvation Army

The Salvation Army applied for and was granted, \$77,000 in ongoing funding from the Homelessness Initiatives Fund for a rent bank. The rent bank called 'HomeSafe' is a service designed primarily to keep families and individuals in appropriate housing by assisting them financially with rent and/or utility payments.

Clients will be mainly families with children, preferably earning their income through work, not facing chronic housing difficulties, and having investigated and exhausted all options with regard to their fight against eviction. Service will take the form of early intervention with clients who can see rent or utility arrears approaching or crisis intervention with clients facing eviction. Program activities will include:

- advocating and negotiating with landlords, utility companies or other community service providers as needed;
- provision of financial assistance with rent and/or utilities, including development of a repayment plan and signed agreement;
- referrals to other service providers for assistance either instead of or in addition to HomeSafe; and
- provision of information about other services which might be appropriate now or in the future; e.g. credit counselling, budget coaching, support groups.

Summary Outcomes

The 1999 pilot project for a rent bank demonstrated that programs of this nature assist in preventing families and individuals who are living in poverty from becoming homeless. The \$24,000 provided allowed The Salvation Army to assist over 200 clients with rent and utility cost problems.

Further Action

The HomeSafe project will be monitored and evaluated on an ongoing basis to ensure that the service provided assists clients with maintaining housing and preventing eviction. The \$77,000 allocated to the Salvation Army in 2000 is expected to assist 270 clients in maintaining their housing, provide crisis intervention to 180 clients in order to prevent eviction, and provide financial assistance to 150 clients, mostly families with children.

Recommendation 16:

That the Region petition the Province to restore cost-sharing for day programs to levels in existence prior to the removal of funding in 1995.

Progress To Date

Day programs provide a wide range of services which assist people who are homeless to find and retain housing, provide support, assistance with employment and integration into the community. Day programs provide linkages to the broader community.

Homelessness Initiatives Funding	
Program expansion and relocation of day centre for the homeless \$83,000	Centre 454
Outreach support and crisis intervention for low-income women - \$32,250	The Well
Daytime activity and skill development program for homeless individuals -\$8,458	Centre 454

Summary Outcomes

Programs of this nature mean fewer homeless individuals on the street.

Further Action

Staff will pursue actions to obtain increased provincial funding for these programs.

Recommendation 17:

That the Region request that the Ministry of Health and other stakeholders provide funding to increase the community's capacity to provide convalescent, palliative and long-term care for people who are homeless or at risk of being homeless.

Progress To Date

Recent studies report that chronic shelter users and street dwellers within the larger, relatively more temporary homeless population, experience multiple mental and physical health problems, including mental illness and addictions. Typically, they frequent several emergency rooms and community health centres and have regular contact with police, fire and ambulance services each week or, in some cases, each day. Complex health and behaviour issues make it difficult to accommodate these individuals in "mainstream" services.

A unique partnership in Ottawa is addressing this situation. Participants include: local government; the Alliance to End Homelessness; the Street Health Coalition; the University of Ottawa; the Ottawa Hospital; Community Care Access Centre; plus other primary, secondary, long term, and palliative care providers. Through collaboration, this partnership is addressing the health care needs of the chronically homeless at both a systems and an individual level. Decreased costs to health and correctional systems and an end to life on the street or in shelters, for those experiencing intractable homelessness are expected outcomes.

Recent funding from the Community Foundation and the Homelessness Initiative Funding is assisting with this project:

Homelessness Initiatives Funding	
19 long term supportive housing units plus 8 palliative care beds for homeless individuals - \$160,000	Union Mission

Current and proposed activities include:

- the establishment of an Inner City Health Network of primary care providers and case managers, that will include staff from local hospitals, Community Care Access Centre, the University of Ottawa, Community Health Centres, Public Health, and agencies serving the homeless;
- central co-ordination of services for clients of the Inner City Health Network including management of entry to and discharge from hospital;
- the development of an innovative computer program to assist with co-ordination of services;
- research opportunities and training for university students and service providers;
- collaboration between local government, agencies and universities to monitor the health status of the homeless population and to carry out research;
- the establishment of a small number of palliative and convalescent care beds, and a harm reduction program within existing shelters;
- identification and subsequent action to address the long term care requirements for the aging and/or chronically ill homeless individual; and
- conduct evaluation with the assistance of the University of Ottawa, on health services and systems and the determinants of health, as it pertains to individuals who are homeless. This will include

monitoring a representative sample of homeless persons through a 3 year panel study, in order to document the health status and the changing health needs of the homeless population in Ottawa-Carleton.

Summary Outcomes

Collaborative effort and funding from several sources has led to the initiation of all but a few of the components of this project. Beginning in 2000, 8 palliative care beds, a minimum of 5 convalescent beds, and ten individuals participating in a harm reduction program on a daily basis, will be in place. Other individuals who are chronically homeless will be served through mainstream health care institutions and programs with assistance from the Inner City Health Network. Additional funding is still required for staff to coordinate services, to develop a computer program, and to undertake an evaluation of the project.

Further Action

Future action will focus on coordination of services, identification of clients and development of computerized records, long term care needs, evaluation of the project, and training of network participants. This will include securing outstanding funding needed to implement this project on a one year trial basis. Discussion is presently underway with the Federal Government in hopes of accessing funding from that level.

Recommendation 18:

That the Region request that the Ministry of Health and other stakeholders provide funding to increase the community's capacity to provide a full range of addiction services

Progress To Date

Daily abuse of drugs, alcohol, and other substances is a major issue within certain segments of the homeless population in Ottawa-Carleton. This has been consistently documented over the last decade, most recently in the 2000 study carried out by the University of Ottawa.

At the same time, addiction services in the region have remained largely residential and abstinence based. While these approaches have been successful for some, the majority of individuals who are homeless and addicted find that this traditional approach only leads to the "revolving door" syndrome. The result has been little or no impact in changing the profile of addictions within the homeless population.

In January 1999, the Ministry of Health (MOH) released "Setting the Course: A Framework for Integrating Addiction Treatment Services in Ontario". District Health Councils (DHC), were given a lead role in working with addiction treatment agencies in their districts to develop district-wide integrated service plans. The goal is to design a more coordinated, efficient system of addiction services. This document gave hope to shelter providers and other agencies providing services to the homeless as it recognized a responsibility to clients who will not or cannot accept a treatment goal of abstinence. With assistance from the Region's Homelessness Initiatives Team, ongoing consultation, reports, and presentations were provided to the Addiction Services Planning work group for the Champlain District. A working group on Addictions in the Homeless Population has also been

established that will closely monitor and challenge the ongoing addictions planning process to ensure appropriate addiction services for the homeless in Ottawa-Carleton.

The Allocation Committee for the recent Homelessness Initiatives Funding process granted funding to the following agencies to address addictions in the homeless population:

Homelessness Initiatives Funding	
Support services in a treatment facility for 30 male victims of abuse dealing with addictions - \$70,188	Lifeline Centre
Outreach and support services in a health lodge for aboriginals with addictions - \$145,000	Pinganodin Lodge
Two shelter workers to provide counselling and support services to 10 homeless individuals with addictions - \$70,000	Shepherds of Good Hope

Summary Outcomes

The current addictions restructuring process is expected to take 3 to 5 years to complete. The needs of individuals who are homeless, who are addicted and unable to maintain abstinence, will remain largely unmet at this time despite some progress achieved with recent funding provided through the Homelessness Initiatives Fund.

Further Action

Service Providers to the Homeless and Addictions Treatment Service Providers, with assistance from Regional staff, have recently come together to address the issue of addictions in the homeless population. Plans include the identification of additional addictions services required for the homeless in Ottawa-Carleton, training for front-line staff, continued interaction with the addictions restructuring process, and the establishment of links with national and provincial harm reduction groups.

Recommendation 19:

That the Region facilitate the development of an interagency/hospital network for services to persons who are homeless or at risk of becoming homeless.

Progress To Date

The Inner City Health Project is supported by a network of service providers from the Ottawa Hospital, CCAC, the Health Department of the Region, community health centres, the University of Ottawa, emergency hostel providers, the Royal Ottawa Hospital, CMHA, Elizabeth Bruyère Palliative Care program, private physicians and Sylvia House. Planning for this project has created an opportunity to build an inter-agency network to address health needs of the homeless which includes hospitals. Additional information about the Inner City Health Project is provided under Recommendation 17.

Summary Outcomes

The Ottawa Hospital, Royal Ottawa Hospital, and the Elizabeth Bruyère Health Centre have supported this initiative at many levels. Enhanced communication and a more equitable sharing of responsibility between the service providers to the homeless and the mainstream health care system is beginning to evolve. Training for health professionals providing palliative care for the homeless is scheduled for the upcoming months through the Elizabeth Bruyère palliative care program. Training for volunteers and emergency shelter staff providing palliative care is scheduled and will be provided by Sylvia House.

Further Action

Implementation of the Inner City Health Project will be ongoing. Expected outcomes include enhanced access to health care services for the homeless, plus enhanced health outcomes through better management of hospital admission and discharge processes.

Recommendation 20:

That the Region work with community stakeholders to review the requirements for a coordinated approach to providing community support services (including case management, outreach, and rapid response services).

Progress To Date

Staff have completed an environmental scan of existing street outreach services. A network of street outreach workers has been established by Regional staff to ensure the prompt exchange of information and, where possible, to co-ordinate services. This group meets regularly to discuss current and emerging issues.

Individuals living outdoors on a regular basis have been identified as a priority group for outreach efforts. A system of emergency bulletins and information exchange has been developed and implemented by Regional staff. This includes responding to extreme cold conditions by working with shelter providers to ensure shelter space and by keeping outreach workers up to date on where and how this space can be accessed.

The recent allocation of the Homelessness Initiatives Fund (HIF) included funding of the following outreach and community support projects:

Homelessness Initiatives Funding	
Mental health outreach worker to provide counselling and support to homeless youth with mental illness - \$46,000	CMHA
Employment support worker for homeless individuals with mental illness - \$50,200	Causeway
Street outreach workers to distribute warm clothing, sleeping bags, food and information - \$30,182	Centre 507
Hostel Re-Direction Funding	
Rooming house support to work with tenants, landlords and neighbours in the downtown core, so rooming house residents retain housing and integrate into their communities - \$67,640 **Sandy Hill, Centretown, Somerset W, Community Health Centres	**Housing Help, SH, CT, SW CHC
Co-ordination of a housing crisis response team made up of staff from five community resource centres. This team will respond to housing crises, help people search for housing and mediate with landlords to prevent evictions - \$36,070	Action Logement/ CRCs
Counselling to 40 street youth experiencing barriers to housing and employment to help them find housing and provide employment skills training - \$38,000	Rideau St Youth Enterprises

Summary Outcomes

Additional outreach workers and continued or expanded hours of service will provide counselling and basic support to individuals living on the streets.

Further Action

Staff will continue to work with outreach workers to explore ways, in the short-term to co-ordinate services and, in the long-run, to develop a service system for outreach that most effectively addresses the concerns articulated by the community. As well, in consultation with local shelters, outreach staff will be planning a coordinated response to extreme weather situations. Staff will continue to involve local business and police in dialogue concerning street issues.

Recommendation 21:

That the Region facilitate the development of a partnership between the Community Care Access Centre and community agencies in order to coordinate and improve service delivery, including outreach to homeless persons and those at risk of becoming homeless.

Progress To Date

The Community Care Access Centre (CCAC), is an active participant in the development of the Inner City Health project described under Recommendation 17.

Individuals in the homeless population are sicker and die earlier than the general population. They are often unable to access mainstream health services and have nowhere to stay and no one to care for them when they are sick. The participation of CCAC in the Inner City Health project is assisting in addressing this issue.

Clients of the Inner City Health Network placed in convalescent care beds at the Salvation Army or in the Palliative Care Unit at The Mission, will receive care suited to the unique needs of the homeless, with assistance from CCAC. These sites will allow for more appropriate care and a safe working environment for health care practitioners. This arrangement has already commenced for convalescing individuals at the Salvation Army shelter.

Summary Outcomes

Improved health services will be provided by CCAC to ill and dying individuals housed at the Salvation Army and the Union Mission.

Further Action

Regional staff will continue to meet with representatives of CCAC in order to define their role within the Inner City Health Project described under Recommendation 17.

Recommendation 22:

That the Region recognize and address the special needs of people with physical disabilities and Acquired Brain Injury as it implements the Action Plan on Homelessness.

Progress To Date

Regional Council, at the request of the Community Services Committee, acknowledged the lack of safe accessible housing and supports for individuals with physical disabilities and Acquired Brain Injury (ABI), by amending the Community Action Plan to Prevent and End Homelessness, to include this recommendation.

The issue of accessible housing for individuals living with disabilities has been brought to the attention of the Housing Registry. They are responding by updating their files on all registrants on the waiting list requiring a wheelchair accessible unit, creating a tool to identify specific housing needs, and updating their inventory of relevant housing stock.

Individuals with permanent disabilities, and those temporarily disabled due to injury or poor health, use the Region's emergency shelters on a daily basis. The new Palliative Care Unit and supportive living

units at the Union Mission and the Convalescent Care Unit at the Salvation Army, referred to under Recommendation 17, are being designed to ensure accessibility.

As a follow-up to discussions between Regional staff and the Disabled Persons Community Resources (DPRC), DPRC is considering expanding the role of its Community Support Worker to include disabled persons who are homeless.

The Federal Government through Canada Mortgage and Housing Corporation (CMHC), is increasing its budget for renovation programs. (See information under Recommendation 2). A portion of this funding will assist households occupied by low-income persons with disabilities who require special modifications to their residence to improve access.

Funding through the Homelessness Initiatives Fund to the Nepean Housing Corporation (Recommendation 9), includes an allocation for units for those with physical disability or Acquired Brain Injury.

Summary Outcomes:

RRAP funding from the federal government and action taken by local agencies will assist in addressing access barriers in existing housing or shelters for the physically disabled. The need for accessible housing and supports for those with physical and or developmental disabilities and in particular those with ABI, however, remains inadequate. This means continued inappropriate use of chronic and long term beds in local institutions and long waiting lists for the limited existing housing and supports.

Further Action

Regional staff will continue to monitor and address access to safe and accessible housing and supports for individuals with disabilities through links now established with the Rehabilitation Centre, the Disabled Persons Community Resources (DPRC), and Housing Help. This will include advocating for units for singles, couples and families.

HOMELESSNESS INITIATIVES FUNDING — SUMMARY OF PROJECTS

1) NEW HOUSING UNITS	
Just under \$1 million has been allocated to build 150 new units in Ottawa-Carleton. The eight projects selected for funding will house women, families, individuals, people with developmental delays, and victims of abuse. Some units will be designed for palliative care and people with medical problems.	
Renovation of existing building with McPhail Baptist Church to create six new units for homeless women - \$96,000	Cornerstone
10 units will be made available to people in need - long term lease of 140 Bronson (Regional property) for \$1 -	**CCOC
Renovations to CCOC property on Eccles Street for housing individuals at risk of becoming homeless - \$40,000	**CCOC
Construction of two 4-bedroom townhouses on Booth Street for homeless families - \$40,000 + 2 rent supplements.	**CCOC
74-unit project targeted to families who are homeless and at risk of homelessness, victims of abuse and the developmentally delayed - \$200,000 + 18 rent supplements.	Nepean Housing Corporation
19 long term supportive housing units plus 8 palliative care beds for homeless individuals - \$160,000	Union Mission
20-unit supportive housing project for homeless individuals - \$399,000	Salus
Development funding for 11-unit housing project for senior aboriginals at risk of homelessness - \$39,477	Gignul Non-Profit
2) SUPPORT SERVICES	
Over \$500,000 of funding will be directed to seven projects that will provide support services geared to specific target groups.	
Support services in a treatment home for 50 young women with mental illness - \$164,240	Youth Services Bureau
Support services in a treatment facility for 30 male victims of abuse dealing with addictions - \$70,188	Lifeline Centre
Support services for 15-20 homeless women in a supportive housing project - \$36,925	Daybreak
Outreach and support services in a health lodge for aboriginals with addictions - \$145,000	Pinganodin Lodge
Employment support worker for homeless individuals with mental illness - \$50,200	Causeway
Two shelter workers to provide counselling and support services to 10 homeless individuals with addictions - \$70,000	Shepherds of Good Hope
Daytime activity and skill development program for homeless individuals - \$8,458	Centre 454

** Centretown Citizens Ottawa Corporation (CCOC)

3) OUTREACH AND PREVENTION	
In this category, five projects will share just under \$250,000 to assist youth with mental illness, low income women, newcomers to Canada and low income residents being threatened with eviction.	
Mental health outreach worker to provide counselling and support to homeless youth with mental illness - \$46,000	Canadian Mental Health Association
Street outreach workers to distribute warm clothing, sleeping bags, food and information - \$30,182	Centre 507
Outreach support worker for homeless and low-income women in crisis - \$32,250	The Well
Rent bank for those at risk of eviction - \$77,000	Salvation Army
Caseworker to assist homeless newcomers in Canada to find and retain housing - \$28,080	Housing Help

Annex B**HOSTEL RE-DIRECTION FUNDING - SUMMARY OF PROJECTS**

1) EVICTION PREVENTION PROJECTS - \$242,300 has been allocated to projects which support individuals and families at risk of homelessness to remain in permanent housing.	
Rooming house support to work with tenants, landlords and neighbours in the downtown core, so rooming house residents retain housing and integrate into their communities -\$67,640	Housing Help & Sandy Hill, Centretown & Somerset W CHCs
Education and referral for all individuals and families receiving an eviction notice, to help them understand their rights and obligations as tenants to prevent unnecessary evictions - \$78,590	C.E.R.A. (Centre for Equality Rights in Accommodation)
Housing Support for sixty families at risk of homelessness in private market rental communities - \$60,000	Carlington CHC
Co-ordination of a housing crisis response team made up of staff from five community resource centres. This team will respond to housing crises, help people search for housing and mediate with landlords to prevent evictions - \$36,070	Action Logement in partnership with Community Resource Centres
2) HOUSING SUPPORT SERVICES \$686,052 has been allocated to Housing Support Services to assist individuals and families to leave shelters and retain permanent housing.	
Housing support and abuse counselling to assist 35 families fleeing abuse to find and retain housing - \$58,415	Nepean & Kanata CRCs with Nepean Housing Corp
Housing support to assist 96 men to move from the shelter into permanent accommodation - \$40,000	The Mission
Ongoing housing support services to 50 families moving from family shelters to assist them in retaining permanent housing - \$60,000	Pinecrest Queensway CHC
Housing search education and assistance with housing search for 100 newcomer families in emergency shelters - \$99,117	Catholic Immigration Serv
Housing support to homeless people moving from emergency shelters to public housing projects - \$200,000	Options Bytown & Ottawa Carleton Housing Authority
Support for women moving from emergency shelter into housing - \$41,500	Cornerstone
Long-term support to 22 women in supported housing projects - \$51,000	Cornerstone
Support to find alternate accommodation for families seeking admission to emergency shelters - \$62,000	Region of Ottawa-Carleton
Counselling to 40 street youth experiencing barriers to housing and employment to help them find housing and provide employment skills training - \$38,000	Rideau Street Youth Enterprises
Assistance to 60 street youth seeking shared accommodation to select a suitable roommate and find and retain housing - \$38,000	Youth Services & Housing Help
Housing support to assist 60 women leaving a correctional facility to find and/or retain housing - \$39,520	Elizabeth Fry Society

**Summary Highlights from The University of Ottawa 1999 Study of the Homeless Population in
Ottawa-Carleton¹**

Descriptive Characteristics

- There are six distinct groups of persons who are homeless in Ottawa-Carleton. The groups are defined by sex, age and shelter use patterns. The groups are adult men, adult women, male youth, female youth, adults residing in family shelters and persons who are not currently using shelters. Each group presented with different characteristics in terms of reasons for homelessness, length of homelessness, mental health problems, and substance abuse problems.
- A majority of respondents in all groups (except persons using family shelters) reported having experienced homelessness more than once, indicating that previous homelessness places individuals at a higher risk of subsequent homelessness. Differences existed between the groups in the average number of days homeless, ranging from 40 days (family group) to 243 (persons not currently using shelters).
- Reasons for currently being homeless varied between groups. Although endorsed by only a minority of respondents in each group, the two most common reasons included being new to the city and eviction from housing.
- The large majority of respondents identified themselves as Canadian citizens and having been born in Canada. Respondents in the family group had the lowest percentage of individuals born in Canada (68%). Relative to their representation in the population in Ottawa-Carleton, a disproportionate number of individuals who were homeless identified themselves as having an aboriginal cultural background.² This varied from 9% among the family group to 27% among the adult female group.
- Overall, respondents reported low numbers of persons in their social networks. Four percent of adult men reported that they had no one in their social network. For most groups, one-quarter of friends were also homeless, in contrast to about one-tenth of family members being homeless.
- The presence of alcohol use problems in the groups varied from a low of 5% in the family group to a high of 63% for the group not currently using shelters (i.e., living on the street). The presence of drug use problems varied from a low of 18% of the family group to a high of 67% of the respondents living on the street.

¹ I. Aubrey, S. Farrell, F. Klodawsky, D. Petty, Centre for Research on Community Services, Faculty of Social Sciences, University of Ottawa, Describing the Homeless Population of Ottawa-Carleton - Fact Sheets of Selected Findings.

² In Ottawa-Carleton currently 1.5% of the population is identified as having an aboriginal cultural background (Social Planning Council, 1999).

- A majority of persons in all groups reported difficulties that were consistent with a diagnosable mental health problem. At the same time, a minority of respondents in each group reported having ever been hospitalized for mental health problems. Depression was identified as the most common type of mental health problem experienced.

Stressful Life Events

- Prominent stressful life events experienced by a majority of persons in the past year included an inability to find work, inability to find decent housing, loss of contact with family members and friends, and being the victim of a violent crime. A minority of respondents reported contact with the legal system in the past year (e.g. being arrested, being convicted of a crime or serving a jail sentence). Experiences of abuse (sexual, physical and emotional), in the past year, were reported by all groups.
- Respondents in the study also reported having experienced a number of childhood stressors. A substantial proportion indicated that they had been placed in a foster home, group home, or residential school. This varied from a low of 18% for adults in family shelters to a high of 52% for adult females.
- Other noteworthy childhood stressors reported by respondents included having experienced a traumatic event, parents engaging in substance abuse, and physical abuse. The occurrence of a childhood traumatic event varied from a low of 44% for adult males to a high of 85% for adult females. The occurrence of parental substance abuse varied from a low of 43% for youth males to a high of 61% for adult females. Finally, the occurrence of physical abuse in childhood varied from a low of 42% for adult males to a high of 76% for adult females.

Physical Health Status

- Overall, results of the study indicated that persons who were homeless in Ottawa-Carleton, were experiencing more physical health problems in a number of areas than housed Canadians³:
- Persons who were homeless in Ottawa-Carleton had higher rates of chronic conditions such as asthma, arthritis/rheumatism, back problems, migraine headaches, bronchitis or emphysema, and physical pain or discomfort.
- Persons who were homeless in Ottawa-Carleton reported a higher incidence rate of injuries in the past 12 months. Moreover, their injuries were more serious (e.g. higher rates of broken bones) and more likely to be the result of a physical assault.
- Persons who were homeless in Ottawa-Carleton reported higher levels of smoking. As well, depending on the sub-group in the study of persons who were homeless, usage rate of tranquilizers and antidepressants was 2 to 4 times greater.
- A higher proportion of persons who were homeless in Ottawa-Carleton had been a patient overnight in a hospital, nursing home, or convalescent home in the past year.

³ National Population Health Survey (1996-1997 data), Statistics Canada.

- Although persons who were homeless reported higher levels of utilization of general physicians and nurses, they reported lower levels of utilization of dental services. In addition, they reported a greater need for health care services coupled with being unable to obtain them.

TABLE 1**1997-1999 - HOSTEL UTILIZATION**

YEAR	TARGET GROUPS	CAPACITY TOTAL	OCCUPANCY RATE	BED NIGHTS	AVG LENGTH OF STAY IN FAMILY SHELTERS
1997	Singles	346 beds	88.9%	107,070	59 days
	Families	57 units (overflow to YM/YWCA and motels)	90.6%	71,799	
1998	Singles	346 beds	90.0%	120,450	58 days
	Families	57 units (overflow to YM/YWCA and motels)	88.0%	73,463	
1999	Singles	346 beds	96.9%	126,290	71 days
	Families	57 units (overflow to YM/YWCA and motels)	99.7%	78,176	

A Bed Night = the # of people sheltered and paid for by ROC on a given night

TABLE 2**1999 UTILIZATION BY SHELTER**

NAME OF HOSTEL	TARGET GROUPS	BEDS OR ROOMS FUNDED	OCCUPANCY RATE	NUMBER OF INDIVIDUALS SERVED	AVG LENGTH OF STAY
Union Mission	homeless men	72 beds	125.5%	1115	20 days
Salvation Army Mens Hostel	homeless men	89 beds	92.5%	1803	21 days
Salvation Army Youth Shelter	homeless youth	18	76.8%	450	9.25 days
Shepherds of Good Hope	homeless men	74 beds 16 “ (Outreach) 18 “ (Hope)	87.4	1250	21 days
Cornerstone	-women	43	108.1%	566	24
Family Shelters (two)	-families	61 rooms	97.7%	1207	71 days
Besserer Street Youth	-young women	12	90.6%	197	20 days