

Improving Outcomes for Toronto Residents through Implementation of HousingTO 2020-2030

Date: September 8, 2020
To: Planning and Housing Committee
From: Executive Director, Housing Secretariat
Wards: All

SUMMARY

In December 2019, through Item No. PH11.5, City Council adopted the HousingTO 2020-2030 Action Plan ("HousingTO") and the new Toronto Housing Charter as a blueprint to help over 340,000 households achieve and maintain housing stability by 2030. This overarching plan provides a roadmap to guide all City actions, policies and investments in housing and homelessness over the next decade.

Recognizing that access to safe, secure, affordable and well-maintained homes is fundamental to improving outcomes for individuals and communities, HousingTO seeks to address the root causes of homelessness and housing instability through strategic opportunities and priority actions across the housing continuum. HousingTO ultimately seeks to end chronic homelessness, address housing inequity and instability, and improve the health and socio-economic outcomes for people and the environment over the next ten years.

Signifying the City's leadership on housing issues and solidifying its commitment to improve outcomes for residents by 2030, Toronto is the first city in Canada to adopt a policy to further the progressive realization of the right to adequate housing through HousingTO and the revised Toronto Housing Charter. The establishment of the role or function of Housing Commissioner to oversee implementation of HousingTO and the Toronto Housing Charter will be a key component of implementing the progressive realization of the right to adequate housing in Toronto, as outlined in the HousingTO Plan.

Subsequent to adopting HousingTO, in January 2020, through Item No. EC11.5, staff were directed to report to Council in the third quarter of 2020 on steps required to end chronic homelessness and include details on the status of chronic homelessness; existing inter-governmental financial support for ending chronic homelessness; and recommendations on programmatic, staffing and budgetary changes required to end homelessness.

This report responds to Council's request and provides a robust HousingTO Implementation Plan for Council's consideration. This Implementation Plan reflects a human rights-based approach to the implementation of HousingTO, and is ultimately geared towards helping those most in need and eliminating chronic homelessness over the next decade. The Implementation Plan also shows the progress made to-date on developing the framework for establishing the Housing Commissioner's role or function, in collaboration with human rights experts and City staff.

While the overall strategies and actions in the HousingTO Plan remain relevant despite the current COVID-19 context, the pandemic's resulting socio-economic impacts on residents, the City's ongoing response, and the current municipal financial deficit have changed the context for implementing HousingTO. On the one hand, the pandemic has further emphasized the need for urgent investments in housing and expediting affordable housing delivery and on the other, it has created delays for projects, programs and policies along with significant financial constraints to implement some of the actions. Despite these challenges, the attached Implementation Plan presented for Council's consideration is a balanced approach. The Implementation Plan will help the City and the public to track all of the actions, targets and measures and will be used to monitor progress on the implementation of HousingTO over the next decade. The Implementation Plan also outlines the many actions that have been expedited or that are in progress. Additionally, it acknowledges that some actions have been delayed due to financial constraints, and will be addressed as part of the 2021 budget cycle for consideration and prioritization in light of the challenging financial context.

Further, this report highlights the substantial progress made by the City in advancing the targets in HousingTO in 2020. Despite the onset of the COVID-19 pandemic in March, the City took several actions, including but not limited to, implementing modular supportive housing which will deliver an initial 100 permanent homes in the fall (plus another 150 homes in spring 2021); launching phase two of the Housing Now Initiative which will activate 6 new City-owned sites for affordable housing (a total of over 4,500 affordable rental housing units on 17 City sites will be developed); and moving 1,500 people from shelters into permanent housing through housing benefits. Including the Housing Now and Modular Housing Initiatives, there are over 65 projects currently in the City's affordable rental development pipeline which will add almost 9,000 new permanent affordable rental homes once completed.

While the need to increase affordable housing opportunities for residents in the city was urgent preceding the pandemic, this need has become even more critical for all orders of government due to extensive loss of employment, heightened risks of evictions for households, the need for adequate housing to reduce spread of the virus, and the need to boost the economy. In addition, the pandemic has disproportionately impacted low-income racialized communities, seniors and women, signaling the need to address systemic and structural inequalities as part of our COVID-19 recovery plans.

Delivery of HousingTO is expected to cost \$23.4 billion over the next ten years and requires an approximate one-third contribution by the three orders of government. To-date, the City has committed almost 65% of its share. It is imperative that the federal and provincial governments also commit towards delivery of this plan particularly as governments prepare for potential future waves of the pandemic and focus efforts to

help residents who are struggling with housing insecurity, inadequacy and unaffordability issues. As the pandemic has shown, now more than ever all orders of government need to coordinate resources, increase investments and focus on addressing the housing needs of residents, particularly those who are vulnerable and marginalized.

In responding to COVID-19 and laying the foundation for a robust recovery through accelerating investments in HousingTO, there is a strong social and economic case to support increased investments in permanent housing with appropriate supports. Not only does permanent housing improve outcomes of individuals, it also reduces costs to the public sector and increases the resilience of health, housing and homelessness systems. Investments in permanent housing would also create employment opportunities helping to boost the economy at this critical time.

RECOMMENDATIONS

The Executive Director, Housing Secretariat recommends that:

1. City Council adopt the HousingTO 2020-2030 Implementation Plan (included as Attachment 1) as the accountability framework to monitor the City's progress towards delivering on the actions identified in the HousingTO 2020-2030 Action Plan over the next ten years.
2. City Council direct the Executive Director, Housing Secretariat to provide annual reports to Council, beginning in 2021, outlining progress against the performance targets outlined in the HousingTO 2020-2030 Implementation Plan, including a summary of investments received from the federal and provincial governments towards delivery of HousingTO, and to propose any recommended changes to the targets based on changing conditions.

FINANCIAL IMPACT

Overall Funding for the HousingTO Plan

Summary of Investments

Delivery of HousingTO is expected to cost all three orders of government approximately \$23.4 billion in order to deliver 40,000 new affordable rental and supportive housing units plus provide a range of supports to help residents secure and maintain their homes.

The breakdown of required investments and commitments to-date are as follows:

- City investments of \$8.5 billion (\$5.5 billion committed to-date);
- Federal investments of \$7.9 billion (\$1.48 billion committed to-date); and
- Provincial investments of approximately \$7 billion (\$148 million committed to-date)

Achieving the overall targets in the HousingTO 2020-2030 Action Plan will require continued contributions/programs as well as new and enhanced investments from all orders of government. Contributions and participation from the non-profit and private sectors will also be necessary to achieve the targets.

Federal and Provincial Investments

As outlined above, approximately \$14.9 billion in funding over 10 years is required from the federal and provincial governments to deliver the HousingTO plan. This funding will be primarily directed towards: creating an additional 20,000 new affordable rental and supportive housing units; and providing housing benefits and supports to assist a total of 50,000 households.

City Investments

The City will invest approximately \$8.5 billion over 10 years to support delivery of HousingTO. As noted above, about \$5.5 billion of this amount has already been committed, demonstrating its leadership and commitment to improving the housing situation in Toronto. The remaining \$3 billion will be invested over the next 10 years, by way of land, capital incentives and implementation funds, to be considered as part of the annual budget process, to support the creation of 20,000 new affordable rental and supportive housing units.

Staff will report to Council on specific housing initiatives/projects and available funding to implement the HousingTO as part of the City's ongoing annual capital and operating budget process.

Implementation of the HousingTO 2020-2030 Plan has been identified as a priority initiative for the City by Council given the urgent need to increase housing supply and improve housing affordability in Toronto. The implementation of the plan is however highly dependent on partnership and co-investment with the federal and provincial governments.

The Chief Financial Officer and Treasurer has been provided with information on the necessary City investments for HousingTO and the anticipated federal and provincial funding required. Staff from the Housing Secretariat, Corporate Finance and Financial Planning will continue to track expenditures as well as commitments from all orders of government against the targets in the plan, and report to Council annually on progress.

EQUITY IMPACT STATEMENT

The HousingTO 2020-2030 Action Plan envisions a city in which all residents have equal opportunity to develop to their full potential. Through the adoption of an updated "Toronto Housing Charter: Opportunity for All", the City, within its jurisdiction, is highlighting its commitment to the progressive realization of the right to adequate housing. This human rights-based approach recognizes that housing is essential

to the inherent dignity and well-being of a person and to building inclusive, healthy, sustainable and liveable communities.

Creating new affordable housing and preserving the City's existing housing stock will increase the opportunity for lower-income and vulnerable individuals and families, as well as those from equity-seeking groups to access safe, healthy and adequate homes.

Access to good quality, safe, affordable housing is also an important determinant of health and also improves the social and economic status of an individual. Good quality, affordable housing is also the cornerstone of vibrant, healthy neighbourhoods and supports the environmental and economic health of the city, region and country as a whole.

DECISION HISTORY

On December 17 and 18, 2019, City Council adopted, with amendments, report PH11.5 – HousingTO 2020-2030 Action Plan and its recommended actions as a strategic framework to guide the City's efforts on housing and homelessness needs over the next 10 years and directed the City Manager to establish the role or function of Housing Commissioner in 2020 in consultation with human rights experts and other groups and individuals with an interest in the establishment of the position.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH11.5>

On January 14, 2020, through Item No. EC11.5 - Community Engagement Processes for Locating New Shelters and Related Services – Update, the Economic and Community Development Committee directed the Deputy City Manager, Community and Social Services, in consultation with Shelter, Support and Housing Administration, Social Development, Finance and Administration, the Housing Secretariat, and the Toronto Community Housing Corporation, to report to the Economic and Community Development Committee in the third quarter of 2020, on steps required to end chronic homelessness.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EC11.5>

COMMENTS

Developing the HousingTO Implementation Plan

Strategic Directions:

HousingTO proposes 76 actions resulting from 13 key strategic directions to help over 340,100 households access and/or maintain good quality, safe, affordable housing. The 13 key strategic directions are:

1. Ensure that respect for human rights infuses the City's approach to housing and express that approach in a revised Toronto Housing Charter – "*Opportunity for All*"
2. Enhance Partnerships with Indigenous Community Partners
3. Prevent Homelessness and Improve Pathways to Housing Stability

4. Provide Pathways to Support Women
5. Maintain and Increase Access to Affordable Rents
6. Meeting the Diverse Housing Needs of Seniors
7. Ensure Renters Live in Well-Maintained and Secure Homes
8. Support Toronto Community Housing and its residents
9. Continue the Revitalization of Neighbourhoods
10. Create New Rental Housing Responsive to Residents' Needs
11. Help People Buy, Stay in and Improve their Homes
12. Improve Accountability and Transparency in Delivery of Housing Services to Residents
13. Enhance Partnerships and Intergovernmental Strategy

The HousingTO Implementation Plan was developed to set outcomes and performance measures for the actions required to deliver on the 13 key strategic directions.

Stakeholder Engagement

The HousingTO Implementation Plan presented for Council's consideration was developed as a corporate initiative with input and support from the following City divisions: City Manager's Office; the Deputy City Manager, Community and Social Services; Housing Secretariat; Shelter, Support and Housing Administration; Social Development, Finance and Administration; Corporate Real Estate Management, CreateTO, Municipal Licensing and Standards; City Planning; Seniors Services and Long-Term Care Homes; Indigenous Affairs Office; Toronto Employment and Social Services; Financial Planning; Corporate Finance; City Legal; Revenue Services; Economic Development and Culture; Toronto Community Housing Corporation; and Toronto Public Health.

A range of external stakeholders were also engaged in developing the Implementation Plan including Indigenous Housing Providers/Funders, the Right to Housing Campaign, the Toronto Alliance to End Homelessness and members of the HousingTO External Advisory Committee. Staff are also consulting with the Office of the Federal Advocate for advice and input into the development of the framework for the Housing Commissioner role or function.

Implementing HousingTO – Highlights of Achievements in 2020

Below is a list of some highlights and accomplishments in 2020 undertaken by City divisions, agencies and corporations towards achieving the overall targets in HousingTO. A comprehensive list is outlined in Attachment 1.

- Together with Indigenous partners, established an allocation of new units as part of the overall 40,000 homes target.
- Completed modernization of 389 Church Street building to create 120, self-contained permanent homes for women and women-led households.
- Approval of the Don Summerville revitalization project which will create 766 new residential units including 120 replacement social housing units plus 100 net new affordable rental homes.
- “Expanding Housing Options in Neighbourhoods” work plan approved by Council to create more low and mid density housing across the city.

- Completed market offering process for first two Housing Now sites at 50 Wilson Heights Blvd. and 777 Victoria Park Avenue to create a combined 1,992 residential units (including affordable and market rentals, condominiums) plus new amenity and commercial spaces close to transit.
- Approved 6 new sites for the Housing Now initiative including up to 620 new affordable rental units bringing the total number of affordable rental homes approved on City-owned sites to 4,520.
- Approved 250 modular supportive homes to be developed on City-owned sites – with 100 opening in the fall of 2020.
- Proposed a revised income-based definition of affordable rental housing.
- Issued 88 building permits for the construction of laneway suites with another 24 building permits under review. The City has also approved 103 applications for Development Charges Deferral Program for Laneway Suites.
- Issued a Request for Proposals (RFP) and evaluated submissions to transfer over 600 single-family homes from Toronto Community Housing to the non-profit housing sector.
- Distributed the Canada-Ontario Housing Benefit (COHB) to up to 930 households (including 185 Indigenous households) and housing allowances to 6,900 households.
- Commenced review of how City services are provided to seniors.
- Commenced process to review and streamline the delivery of housing services across City divisions.
- Continued development of an Integrated Service Model for housing with increased supports in Toronto Community Housing's seniors' buildings.
- Subject to the 2021 and future year budget processes, funding is included in the 2020 - 2029 Capital Budget and Plan for the redevelopment and expansion of 428 long-term care beds at Carefree Lodge.
- Initiated RentSafeTO program's evaluation process, options for an apartment building rating system, and standard operating procedures for compliance tools.
- Provided low-cost financing through the Tower Renewal Program to the operator(s) of two buildings, comprising of 74 homes combined.
- Prepared City submission of the province's Bill 184.
- Established Advisory Committee on Protection of Affordable Rental Housing.
- Report on Multi-unit Housing, proposing legalization city-wide, to be presented to Council in November.
- Established and committed to a permanent capital and operation funding model for Toronto Community Housing.
- 8,468 first time home buyers assisted through the Land Transfer Rebate Program valued at \$34.4 million.
- Assisted households through the Home Energy Loan Program and Basement Flooding Protection Subsidy program.
- Supported the Deputy Mayor and key stakeholders to produce the Housing & People Action Plan as part of our COVID-19 response and recovery.

Creating New Affordable and Supportive Housing - Delivering 40,000 Homes

The HousingTO Plan established an overall target of 40,000 new affordable rental homes approvals including 18,000 supportive housing units for vulnerable and marginalized residents over the next 10 years.

Resources currently available to support the delivery of new homes:

- City land, capital, incentives and implementation funds to support delivery of a total of 20,000 affordable rentals homes (4,900 affordable homes already approved on City lands).
- National Housing Strategy Co-Investment funding – however, as there is no direct allocation to the City from the federal government, there is limited ability to control outcomes.
- Rental Construction Financing Initiative funding – similar to above, there is no direct allocation to the City from the federal government, there is limited ability to control outcomes.

Other tools required to deliver 40,000 affordable and supportive homes (4,900 approved to-date):

- Investments of capital grants and operating funds from the federal and provincial governments;
- Staffing and implementation resources to ramp up a range of programs including Open Door, Housing Now and Modular Housing Initiatives;
- Process improvements to expedite the delivery of affordable housing projects (this work is current underway);
- Participation from non-profit and private sector developers;
- Participation from healthcare providers and the community services sector to provide a range of clinical and non-clinical supports;
- Third-party land for the land bank initiative – including land owned by the community sector and faith-based organizations; and
- New policy tools and increased flexibility for government programs

Existing City programs/initiatives and policies that will continue or be expanded and contribute to the target:

- Open Door Affordable Rental program
- Housing Now Initiative
- Modular Housing Initiative
- Affordable Laneway Homes
- Section 37 community benefits
- Large sites policy

New Planned and expanded City initiatives, programs and policy tools that will contribute to the target:

- Revised definition of affordable housing.

- Co-location of permanent housing with City facilities including existing shelter sites and new libraries & fire halls.
- Inclusionary Zoning policy and Zoning Bylaw.
- Implement Inclusionary Zoning in Protected Major Transit Station Areas.
- Identify small sites suitable for supportive housing, in collaboration with CreateTO.
- Partnership with faith-based groups to activate their surplus land for affordable housing.
- Partnership with healthcare partners to activate hospital lands to create integrated supportive housing model.

Additional actions/tools/resources required from the Federal and Provincial governments:

- Improvements to the National Housing Strategy including:
 - Expanding the Rental Construction Financing Initiative ("RCFI") - this is essential to supporting mixed-tenure Housing Now projects;
 - Increasing the grant portion of funding for permanently affordable non-profit projects;
 - Provide their land to leverage construction of new affordable homes;
 - Increasing flexibility on program parameters; and
 - Streamlining processes and rapidly accelerate decision making on projects already in the project pipeline
- Establishment of a dedicated Modular Rental Housing Program and funding to support the program
- Establish separately or expand National Co-investment Funding to include a Flexible Acquisitions Program to take advantage of land or properties available on the market (hotels, motels, rooming houses, apartment buildings, offices and condominiums for conversion to affordable rental, etc.)
- Operating Funding to Create Supportive Housing – including increased investments in mental health and addictions support services.

Allocation of New Affordable Housing Supply:

- The new homes to be approved by 2030 will be affordable, accessible and energy efficient. In partnership with the other orders of government, the City will prioritize and support:
- Indigenous peoples through a set aside of 4,920 new affordable rental homes, to be delivered by an Indigenous agency with experience in delivering housing development and with City resources – this set aside will address and end Indigenous homelessness in the city.
- People experiencing chronic homelessness.
- A range of housing options for low-income earners including key workers;
- Enhanced access to care through supportive housing;
- Actions to address systemic and structural inequities particularly for marginalized and vulnerable groups (including women, people with disabilities, racialized groups, etc.);
- Seniors through the delivery of accessible, adequate homes helping them to age in place.

Attachment 1 outlines the range of affordability and incomes, including the target groups for the new homes.

Implementing a Human Rights-based Approach to Housing

1) Establishing the Housing Commissioner

Consistent with the federal Housing Policy Declaration adopted as part of the National Housing Strategy Act, the HousingTO Plan, adopted by Council on December 17 and 18, 2019, updated the City's 2009 Housing Charter to support, recognize and move towards the progressive realization of the right to adequate housing that is affirmed in international law.

It should be noted that international human rights law does not require overnight fixes or for governments to provide houses to all residents. Instead, it focuses on a progressive realization of the right to adequate housing which, in part, requires a plan to address housing issues.

A human rights-based approach to housing is rooted in certain principles that are listed in the City's Housing Charter. The Housing Charter also provides information about implementation and states that the Charter is designed to guide City Council and the City's public service in its decision-making, resource allocation, policy development and provision of services and program.

In adopting the HousingTO Plan and the Toronto Housing Charter, City Council directed staff to review, consult with human rights experts and stakeholders, and report back in the third quarter of 2020 with options to establish the Housing Commissioner role or function to ensure that the City, within its legislative authorities, and through implementation of various programs and policies, is taking concrete actions to combat systematic housing discrimination and address systemic hurdles in the housing system. This work is continuing and staff will report back later in 2020 with a set of recommendations on this action. Staff also intend to include the necessary budget requests in the Housing Secretariat's 2021 operating budget submission for Council's consideration.

2) Changing the Definition of "Affordable" Rental Housing

Through Council's approval of HousingTO staff were directed to review options for a revised definition of affordable rental housing and affordable rents based on 30% of gross household income, consistent with the federal government's definition of affordable housing.

At the September meeting of the Planning and Housing Committee, staff will present a draft Official Plan Amendment containing the Affordable Rental Housing and Affordable Rents definition, and proposed draft Official Plan Amendment with the Mid-range Rents definition for endorsement and to form the basis for public consultation.

The proposed revised definition would calculate affordability based on a set income percentile paying no more than 30% of income towards shelter costs (inclusive of utilities). This proposed change would be more reflective of the ability of low and moderate-income renter households to pay for housing in Toronto's housing market by ensuring affordable rents are pegged to the least expensive indicator - low to moderate household incomes or average market rents - for a given year; and enable the definition to respond to changes in both renter household incomes and market rents.

3) Ending Chronic Homelessness in Toronto

In January 2020, staff were directed to report to Council in the third quarter of 2020 on steps required to end chronic homelessness and included details on the status of chronic homelessness, existing inter-governmental financial support for ending chronic homelessness; and recommendations on programmatic, staffing and budgetary changes required to end homelessness.

Ending chronic homelessness is possible, and is a key part of the vision of the HousingTO plan to achieve a well-functioning housing system where homelessness is prevented whenever possible and when it does occur, the experience is rare, brief and non-recurring. However, solving homelessness cannot be done by any one organization alone and requires an integrated systems approach with leadership and collaboration across all orders of government, sectors and community stakeholders.

The human-rights based HousingTO Plan includes goals, targets, and timelines for the reduction and eventual elimination of chronic homelessness, and for ensuring adequate housing for Toronto residents who are at risk of becoming homeless. HousingTO also recommends policies, programs, and resources required from all orders of government to meet these goals. This includes a greater focus on prevention and diversion from homelessness, developing a coordinated access system that leverages data to prioritize those with the highest need and achieving an increase in supportive and affordable housing.

Number of people experiencing chronic homelessness in Toronto

Approximately 5,000 individuals using Toronto's shelter system in a year meet the federal definition of chronic homelessness, defined as having an episode of homelessness longer than six months. While for most people, homelessness is a relatively brief experience caused mainly by economic circumstances, those experiencing longer term homelessness frequently have more complex challenges such as serious mental health issues, addictions and other health challenges and disabilities.

The 2018 Street Needs Assessment survey of the homeless population in Toronto found that chronic homelessness was higher among people staying outdoors (70%) compared to shelters (33%). People staying outdoors reported an average duration of nine months homeless in the past one year. Chronic homelessness was also higher among respondents staying in 24-hour respite sites, with 57% reporting being homeless for six months or more and an average duration of just over eight months in the past year. Among the sheltered population, single adults were the most likely to be chronically homeless, with an average duration of just over seven and a half months

homeless in the past year. Chronic homelessness was also higher among Indigenous people compared with non-Indigenous people experiencing homelessness.

Addressing Immediate and Long Term Need

Based on current data about the number of people experiencing chronic homelessness in Toronto, creating 1,800 additional new units of supportive housing a year is projected to be sufficient to provide supportive housing pathways out of homelessness for everyone currently experiencing chronic homelessness in our system within three years.

To continue to manage the flow of new people entering homelessness and achieve what is called 'functional zero' the City would need to continue to create as many housing opportunities as we have people entering our shelter system, to assist them to move into housing and prevent them from becoming chronically homeless.

Achieving the ongoing target of 1,800 supportive housing units per year after those initial three years would functionally end chronic homelessness in Toronto.

Reducing chronic homelessness by moving long-term shelter users into housing also frees up existing shelter beds for their originally intended emergency use and reduces pressures to expand shelter system capacity to keep up with demand.

Coordinated Access to Housing and Supports System

The City of Toronto is currently implementing a Coordinated Access to Housing and Supports system, in partnership with community providers, the Toronto Alliance to End Homelessness and the Indigenous Community Advisory Board. Coordinated Access is an internationally recognized best practice that provides a consistent, community-wide approach to assessing, prioritizing, and connecting people experiencing homelessness in Toronto's homelessness service system to housing and supports opportunities that are available.

The foundation of the Coordinated Access approach is establishing a "By-Name-List" of everyone experiencing homeless in the community and creating a common assessment tool that identifies each individual's level of support need. The basis of Toronto's By-Name-List is the Shelter Management Information System, which provides a comprehensive unique client record of all of the more than 25,000 individuals annually that use the more than 100 shelter and respite programs currently operating across the city.

A Coordinated Access approach helps to ensure that we are connecting people to the right housing and supports as efficiently as possible based on their preferences, priority and level of need. A Common Assessment Tool has been developed and began a pilot stage of implementation in 2019. Pilot testing will expand to new programs throughout 2020, in tandem with the development of prioritization criteria and other operational policies.

Further roll-out of the Coordinated Access system to support implementation of requirements under the federal Reaching Home program are underway. This includes public launch of the By-Name-List and requirements for mandatory annual public

Community Homelessness Report reporting on progress to implement Coordinated Access Plans and tracking progress towards meeting identified targets and outcomes.

Resources required to end chronic homelessness

1. Capital funding, land and incentives to build permanent affordable and supportive housing as outlined in this report and the HousingTO implementation plan.

2. Operating funding for rent supplements and support services

- The City is requesting ongoing federal and provincial operating funding to create supportive housing (through deepening affordability of affordable rental units and providing wraparound supports). This is necessary to create 18,000 new supportive housing units, out of the overall 40,000 unit target.
- Providing rent supplements and support services is estimated to cost \$300 million in ongoing annual operating costs for 18,000 new units.

3. Housing Benefits

- A housing benefit is a subsidy to help eligible households afford their rent. The benefit is paid directly to the individual, so it can be used in the private market, and is portable.
- SSHA currently administers housing allowances to over 5,800 households through provincial/federal funding under a number of different programs.
- Over the next two years, SSHA will provide an additional 2,400 benefits under the Ontario Priorities Housing Initiative and approximately 1,300 benefits under the Canada-Ontario Housing Benefit (COHB).
- Since the beginning of the COVID-19 pandemic, SSHA has administered over 500 housing allowances to clients from the shelter system, of which approximately 60% were chronically homeless.
- Significant additional investment in housing benefits is required in order to achieve reductions in homelessness - the HousingTO plan outlines the need for a total of 31,000 COHBs over the next 10 years to help people experiencing homelessness find and maintain permanent housing opportunity plus prevent homelessness for households that are in core housing need.

4. Program and service changes required in the homelessness service system, to be outlined in:

- 1) Shelter, Support & Housing Administration's (SSHA) upcoming five-year service plan - the service plan will build on the strategic actions identified in the HousingTO plan related to reducing homelessness by providing specific implementation actions and program changes required to achieve those goals. The service plan is also a requirement of federal Reaching Home program funding, which requires Community Entities to have a community-wide plan for reducing homelessness that includes:
 - A common set of indicators and targets for the community-wide outcomes related to reductions in chronic homelessness
 - Specific plans related to work that will be undertaken to design and implement coordinated access

- An investment plan indicating the intended allocation of available funding to a range of priority areas
- The service plan which was originally intended to be completed in 2020, will now be finalized by Q4 2021.

2) Resources identified through annual operating budget submissions from other divisions involved in the planning and delivery of housing including the Housing Secretariat, CreateTO, City Planning and Corporate Real Estate Management.

Other HousingTO Strategies and Initiatives Underway

Below is an update of other major strategies and policy changes underway to help deliver the HousingTO Plan:

1) Inclusionary Zoning

Inclusionary Zoning is a land-use planning tool that enables the City to require affordable housing units be included in new residential developments. Through Inclusionary Zoning, the City has the potential to increase the supply of long-term affordable housing, continue to encourage market housing development by supporting a diverse range of housing supply, and create more inclusive, complete and equitable communities.

In adopting HousingTO, and to help the City achieve its target of approving 40,000 new rental homes by 2030, Council directed staff to implement Inclusionary Zoning to ensure new housing opportunities are targeted to low and moderate-income households, and affordability is provided long-term.

At the September meeting of the Planning and Housing Committee, staff will propose draft inclusionary zoning Official Plan and Zoning By-law amendments for the purpose of public consultation.

2) Legalization of Multi-Tenant Houses and Streamlining Licensing Processes

Multi-tenant houses, often referred to as rooming houses, are an important part of the affordable rental housing stock and provide single-room accommodation to a diverse tenant demographic including persons with low and fixed incomes, seniors, students, newcomers and individuals from vulnerable and equity-seeking groups.

The City of Toronto licenses multi-tenant houses to ensure that they are safe and well-maintained. The current licensing and zoning regime for multi-tenant houses in Toronto is a patchwork of by-laws that were not updated and consolidated after amalgamation. As a result, multi-tenant houses are only permitted in the former City of Toronto, as well as certain areas in the former cities of Etobicoke and York. Licensing is a requirement in the former cities of Toronto and Etobicoke, but not for the former City of York.

Since 2014, the City has been undertaking a review on options to improve the licensing, regulation, and zoning permissions for multi-tenant housing, including extensive public

and stakeholder consultations. Municipal Licensing & Standards staff are continuing to undertake further review on options to improve the licensing and regulation of multi-tenant houses, including modernizing the Rooming House Commission, and updating the licensing requirements for multi-tenant house operators.

A report with recommendations, also incorporating a human rights lens to this initiative is expected at the Planning and Housing Committee in November 2020.

Risks and Opportunities in Delivering HousingTO

External Resources and Support

Funding and other resources are required for many of the commitments in this Plan. In order to meet the strategic objectives and deliver on the actions outlined in HousingTO, funding and policy tools will need to be provided by the federal and provincial governments, as outlined in the City's previous requests to both orders of government. The City will continue to work with each order of government and advocate for these necessary resources

City of Toronto

1) Increasing, Improving and Streamlining Housing Services Delivery

As outlined in HousingTO, given the urgent need to increase affordable housing opportunities for residents – which has now amplified due to the pandemic - residents expect that governments will have programs and systems which work effectively and efficiently in addressing their needs.

The City of Toronto has taken a number of actions to improve the way it plans and delivers housing services. This includes establishing the Housing Secretariat division in 2019 to strategically plan and monitor the delivery of housing programs and related services including facilitating the delivery of new housing supply and leading the development of city-wide housing policy and programs to deliver on HousingTO targets.

Given the challenging economic environment resulting from COVID-19, now more than ever, the City needs to review and modernize its housing services delivery model. As such, a Request for Proposals was issued to retain a consultant to review the City's existing housing services delivery framework and make recommendations on actions to maximize efficiencies and enhance service delivery for residents. This action also reflects the City's commitment to the progressive realization of the right to adequate housing through addressing systemic hurdles in the housing system and making it more responsive to residents' needs. The results of this review is expected by November 2020, and will be used to underpin the 2021 budget submission.

It should also be noted that while there may be potential opportunities for redirection of existing resources and innovations in housing delivery, ramping up programs such as Housing Now, Open Door and Modular Housing will require reallocation and/or additional staffing and budget resources. Clear prioritization and dedicated staff would

streamline the processing of affordable rental planning applications and would lead to quicker delivery of new housing supply.

2) Improving Data Collection and Sharing

At the present time, the City of Toronto does not have a comprehensive, co-ordinated housing research team or data collection and reporting system. The lack of integrated systems and reliable data pose a challenge for decision making and strategic alignment across divisions. In advancing HousingTO, a housing data strategy will be necessary, and the resources required for advance this work will be presented as part of the 2021 budget process.

Conclusion

Having a safe, secure and affordable home is fundamental to the well-being of individuals and families. The HousingTO Plan lays the foundation for over 340,000 households in Toronto to achieve a positive housing outcome through housing stability or access to a new home. The Plan is a "living" document and its implementation will be tracked through annual reports to Council, along with any recommended changes to meet the intended outcomes and respond to emerging issues.

Implementation and success of the HousingTO Plan will require a collective and increased effort of all orders of government. It will also require the resources and expertise of non-profit and private sector groups, and the support and engagement of Toronto residents.

As the targets in the HousingTO Plan were developed prior to the onset of the ongoing COVID-19 pandemic, they will need to be monitored and assessed against the growing demand for safe, secure and affordable housing as a direct result of the economic and health impacts arising from the pandemic.

The pre-existing gaps in our housing and homelessness systems which have been exposed by COVID-19, have made it clear that governments need to take urgent concrete action to protect our most vulnerable and marginalized residents. Such action should be expediting delivery of the HousingTO plan and front-loading investments to help people secure and maintain affordable homes, especially those who have been disproportionately impacted by COVID-19 including seniors, people experiencing homelessness, racialized low-income communities, and women.

Expediting delivery of HousingTO will reduce costs to the public sector while improving outcomes for people and will ultimately place the City, province and country on a path for strong recovery.

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ATTACHMENTS

Attachment 1 - HousingTO 2020-2030 Implementation Plan