

# **SPP Impact Study**

## **PHASE 1 – STEP 1**

**Impact review of the Special Priority Policy for victims of domestic abuse, applying for assisted housing – Outcomes**

### **SPP Research Task Force:**

- Service Managers:
  - The City of Toronto
  - The City of Ottawa
  - The Regional Municipality of Peel
  - The Regional Municipality of Halton
- The Ontario Non-Profit Housing Association (ONPHA)
- The Co-operative Housing Federation – Ontario Region (CHF)
- Centre for Research on Inner City Health (CRICH)
- Social Housing Services Corporation (SHSC)
- Ontario Municipal Social Services Association (OMSSA)—Service Manager Housing Network

June 2011

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## Executive Summary

In the spirit of having a thoughtful and evidence-based discussion, this report provides quantitative evidence about the impact of the Special Priority Policy on social housing in Ontario. The goal is to provide this evidence so that all stakeholders in the social housing system—the provincial government, Consolidated Municipal Service Managers (CMSMs) and District Social Services Administration Boards (DSSABs), housing providers, support agencies, and tenants—can have an informed discussion about the role of the policy in helping victims of domestic abuse to secure housing and, by extension, in helping to provide a safe, affordable housing environment for all Ontarians.

The scope of this research report is solely confined to a quantitative analysis, and therefore does not provide specific policy recommendations for action. The only formal recommendation to emerge from this paper is that **there is a clear need for a provincially consistent database to collect social housing waiting list information from all service manager areas**. Such consistent data across service managers can facilitate evidence-based analyses such as this one, and can help to advance thoughtful policy discussions.

Beyond this single recommendation for a provincially consistent database, the report presents the findings of Phase 1, Step 1, of the SPP Impact Study, a multi-phase, multi-step examination of the impact of the Special Priority Policy for victims of domestic abuse under the Social Housing Reform Act 2000 (SHRA). Following this report, there will be additional components of the SPP Impact Study.

This study was conducted under the auspices of the Research Task Force, which is a joint project of the City of Toronto, the City of Ottawa, the Regional Municipality of Peel, the Regional Municipality of Halton, the Ontario Non-Profit Housing Association (ONPHA), the Co-operative Housing Federation – Ontario Region (CHF), the Centre for Research on Inner City Health (CRICH), Social Housing Services Corporation (SHSC), and the Ontario Municipal Social services Association (OMSSA).

Phase 1, Step 1, of the SPP Impact Study examines the impact of SPP on housing trends among different applicant groups in different geographical parts of Ontario. Among the findings shared in this report are:

### Waiting list totals

1. As of mid-2010, there were an estimated 147,000 applicants on waiting lists for **social** housing across Ontario's 47 centralized waiting lists. About three-quarters of these applicants have applied to be housed in "all-age" communities, while one-quarter have applied for senior communities specifically.<sup>1</sup>

### Demand by applicant types

2. In 2010, applicants with Special Priority Policy status represented on average **less than 4 percent** of the all-age community applicants on centralized waiting lists. In contrast, almost **85 percent** of applicants had chronological status, meaning they had no specific priority and would be assigned housing in order of when they applied.

### Housing placements by applicant types

3. On average, SPP status applicants represented **34 percent** of all applicants who received housing in 2009. In contrast, **45 percent** of those who were housed were applicants with chronological status. The proportion of housed SPP applicants can be much higher in certain (more popular) housing communities.

### Wait times

4. The average provincial wait time in 2009 of housed SPP applicants was less than 6 months (wait times may be higher in more popular communities).
5. The average wait time of chronological applicants varies by service manager category:
  - GTA service areas: 5.1 years
  - Non-GTA urban service areas: 2.4 years
  - Rural service areas: 1.0 years

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<sup>1</sup> Data for this report was collected from 33 of the 47 Consolidated Municipal Service Managers and District Social Service Administration Boards, representing 90 percent of all social housing applicants on centralized waiting lists in Ontario. Most observations in this report pertain to all-age communities (as opposed to senior housing communities) because applicants eligible under the Special Priority Policy (SPP) for victims of domestic abuse predominantly apply for this community type.

## Housing trends

6. Since 2006 the proportion of housed SPP and chronological applicants has remained fairly stable. In the GTA, the SPP share is highest (43.4 percent in 2009). The total number of annual vacancies in all-age housing has decreased since 2006 (2009 down 10 percent compared to 2006).
7. Most applicants do not stay on the waiting list if they are not housed within four years. That is, 60 to 70 percent of the non-SPP all-age housing applicants drop off the list over time without being housed.
8. Only 15 percent of the non-SPP applicants in the GTA who submitted their application in 2005 have been housed. In non-GTA urban areas, the proportion is much higher (28 percent)

Based on these findings, the overall conclusion is that the Special Priority Policy is doing what the provincial government intended it to do, that is, to house victims of domestic abuse more expediently. More specifically, the number of SPP placements is relatively high, whereby most of the SPP applicants are housed within 6 months. As a result of this placement dynamic, the number of SPP applicants on the waiting list continues to be low.

The housing opportunities of chronological applicants appear to be reduced as a result of the Special Priority Policy. This is particularly the case in the Greater Toronto Area and other urban service areas. Housing opportunities in rural service areas are relatively better (although community-specific exceptions may exist).

While the data indicate that the SPP has an adverse impact on housing opportunities of chronological applicants, the root problem is the overall shortfall of vacancies, rather than the Special Priority Policy itself. To illustrate this point, if all 2009 SPP placements would have been allocated to chronological all-age community applicants, it would still take 16.3 years to house all these applicants in the GTA and 5.8 years in other (non-GTA) urban service areas.

This report presents the findings from Phase 1, Step 1 of the SPP Impact Study. In Phase 1, Step 2 of the SPP Impact Project, we will measure the tenancy success rate, to test the policy objective of safe and stable housing for victims of domestic abuse. Then, in Phase 2 of the study, we will examine the conditions for safe and stable housing.

# 1. Background

This report presents the findings of Phase 1, Step 1, of the SPP Impact Study, which is a multi-phase, multi-step examination of the impact of the Special Priority Policy for victims of domestic abuse under the Social Housing Reform Act 2000 (SHRA).

Through the 1990s, even before the SHRA was enacted, local housing authorities (LHAs) under the auspices of Ontario Housing Corporation adopted a mandatory priority for victims of domestic violence. Under the terms of their operating agreements with the Ministry of Municipal Affairs and Housing, community non-profit and co-operative social housing providers were also required to give priority to applicants who were abused by their spouses or other family members. While the policy was fully implemented by LHAs, it was not fully adopted by all social housing providers.

With the enactment of the SHRA, the Special Priority Policy category was formally recognized for victims of domestic abuse. The SPP category is assigned to a member of a household (16 years of age or older) who:

- has been subject to abuse;
- is living with the abusing individual or was living with this individual within less than three months after the victim and the abuser ceased to live together;
- intends to live permanently apart from the abuser

The abuse must be confirmed by a member of any of the professions listed in Regulation 298/01 of the SHRA. The service manager or its delegate assesses the eligibility of applicants for SPP status. Applicants who have been accepted as SPP applicants have their names added to the top of each housing provider subsidiary waiting list for which they have expressed a preference.<sup>2</sup> Subsidiary waiting lists are derived from the centralized waiting list.

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<sup>2</sup> The SHRA requires municipal service managers to maintain a centralized local waiting list for one stop access to social housing. All housing projects built under provincial and federal-provincial housing programs and transferred to Consolidated Municipal Service Managers (CMSMs) and District Social Service Administration Boards (DSSABs) following the passage of the SHRA must participate in the centralized waiting list for their service manager area. Regulation 298/01 of the SHRA provides the framework under which the centralized waiting list system operates. The Regulation gives municipal service managers limited areas of discretion in which local priority rules may be established.

There are about 1,100 social housing providers in Ontario, operating approximately 268,000 units. Most of these housing providers must use the waiting list system to fill an annual estimate of 20,000 vacant rent-geared-to-

In 2002, with the devolution of social housing to CMSMs and DSSABs, service managers assumed new program administration and subsequent auditing responsibilities. With these responsibilities came new more detailed (local) audits of waiting list practices of housing providers, including compliance with the required placement priority for verified victims of domestic abuse.

In 2005 the province issued its Domestic Violence Action Plan for Ontario. This inter-ministerial initiative intended to provide direction in the protection of victims of domestic abuse. The plan focused on public education, early intervention, and prevention strategies, as well as on opportunities to strengthen supports in the community. The plan listed various implementation resources, but did not provide evidence outlining the specific challenges and corresponding (housing related) service needs of victims of domestic abuse. It also did not identify housing and service delivery solutions and scenarios that could effectively address these needs.

Throughout this period, service managers supported the notion that providing a safe environment for victims of domestic abuse is an important objective. Yet many service managers were also concerned that the Special Priority Policy unintentionally undermined the purpose of the social housing portfolio, which is to assist broad groups of low-income households in Ontario. There was much anecdotal evidence that SPP placements were taking up a significant part of housing vacancies (particularly in all-age communities<sup>3</sup>). Particularly given the absence of any significant development of new social housing since 1995, service managers were concerned that the increase of priority placements led to a reduction of housing opportunities for non-priority applicants in many service areas.

As well, the lack of funding for the human service supports for victims of domestic violence seem also to present challenges for a successful implementation of the SPP. The intent of the SPP is to expediently provide safe and stable housing for victims of domestic abuse, away from the abuse and the abuser, yet housing providers are not typically equipped to assist with these issues. This might make it more difficult for SPP households to retaining their tenancies, and could make it more difficult for providers to manage their housing communities.

To add quantitative evidence to the discussions about SPP, a Research Task Force was struck in 2007 through the Service Manager Housing Network (now a formal

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income units. The selection of applicants from subsidiary waiting lists is chronological. That means that when a housing provider has a vacancy, they contact the next applicant household on the waiting list.

<sup>3</sup> All-age communities (often referred to as “non-senior communities” do not have any special target group mandate. Depending on the unit type and size these communities accommodate families, singles and childless couples of all ages.

network within the Ontario Municipal Social Services Association). The Task Force set out to understand the actual housing trends as related to SPP.

The Task Force grew to include a variety of partners including several Access Centres and Service Managers (the City of Toronto, the City of Ottawa, the Regional Municipality of Peel, and the Regional Municipality of Halton), the Ontario Non-Profit Housing Association (ONPHA), the Co-operative Housing Federation – Ontario Region (CHF), the Centre for Research on Inner City Health (CRICH), and the Social Housing Services Corporation (SHSC).

In 2009, the Task Force embarked on a formal multi-phase, multi-step research study of SPP, with the results from Phase 1, Step 1, presented in this report.

What is important about this SPP Impact Study is that it marks the first research study to develop province-wide data that sheds light on whether the Special Priority Policy actually has an impact on housing trends. It complements the anecdotal discussions with concrete analysis of the data in social housing as it relates to the Special Priority Policy. It can also help to inform the province's own Domestic Violence Action Plan and other policy discussions related to the Long-term Affordable Housing Strategy, which has as one of its priorities to ensure that there is secure and affordable housing for broad groups of low-income and vulnerable households in Ontario.

We strongly emphasize that this report is not about whether having a dedicated priority for victims of domestic violence is a good or bad policy. It is not about whether service managers are doing a good or bad job in managing their wait lists.

Rather, this report (and findings related to next steps of this study) is about how a particular provincial housing policy is impacting the wider social housing system. Our report provides the content for an evidence-based policy conversation among the many stakeholders—our provincial partners, CMSMs and DSSABs, local housing providers, community support agencies, and others—about the policy and organizational solutions that effectively address the housing related needs of victims of domestic abuse, and about how best to make the social housing system work for all Ontarians.

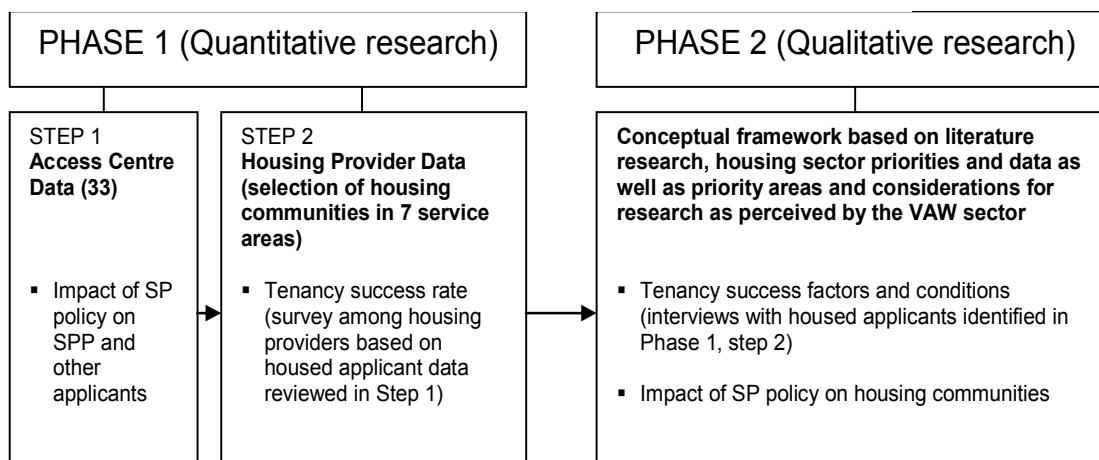


## 2. Structure of the study

The SPP Impact Study is a multi-step, multi-phase research project on the impact of the Special Priority Policy (Figure 1).

This report analyzes the results from Phase 1, Step 1, of the study, which uses quantitative data from 33 Access Centres to examine the impact of SPP on housing trends among SPP and non-SPP applicants<sup>4</sup>.

**Figure 1: A schematic description of the SPP Impact Study**



### The challenges of data collection

To produce the data for this report, all Access Centres were asked to generate and submit various raw data spreadsheets with the option to provide the data in a de-identified format to further protect confidentiality of information.

The process of data collection was long and complex for two important reasons. First, because there is no single consistent database for social housing, we had to work with each service manager to extract the relevant. Access Centres in Ontario either use YARDI Voyager or Lotus Notes as their IT platform, while the City of Toronto has its own custom-made platform.

Second, there was no standardized report template from which to draw for this report.

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<sup>4</sup> The process and content of activities in Step 1 were arrived at after various internal and external consultations (including consultation with Domestic Abuse sector representatives).

## **The need for a provincial database**

These two reasons underscore our recommendation for the development of a standardized provincial database for social housing. There are databases for other provincial human services (Ontario Works has SDMT and soon, a new off-the-shelf product, child care has the Ontario Child Care Management System or OCCMS). There is no reason that social housing does not have a similar technological solution. Particularly at a time when the Long-term Affordable Housing Strategy is introducing sweeping changes to housing and homelessness service landscape, it is imperative that there be the tools to develop evidence-based analyses of social housing. At the very least, there must be the development of standard ad hoc report functionality that can be used by all access centres, regardless of their IT platform.

## **Categorization**

A number of categories were used to help us with the data analysis, including:

*Types of housing communities:* Social housing communities include senior housing communities and all-age housing communities. The report primarily focuses on all-age communities, as the SPP applicants predominantly apply for all-age housing communities.

*Types of applicants:* We have identified four types of applicants for social housing:

1. SPP applicants
2. Local Priority applicants (if there are particular local applicant priorities in place).
3. Special Needs applicants (applicants eligible for modified/wheelchair-accessible housing or supportive housing)
4. Regular chronological applicants

*Types of housing units:* We have reported data by unit size, as follows:

1. one-bedroom units (including bachelor)
2. two-bedroom units
3. three-bedroom units
4. four+-bedroom units

**Types of geographies:** To help our analysis, we divided the 33 participating CMSMs and DSSABs into three service area categories: Greater Toronto Area (GTA), non-GTA urban areas, and rural/northern areas. The specific distribution of service managers into the different geographies is shown in Table 1.

**TABLE 1: Participating service manager areas, by geographical type<sup>5</sup>**

<b>GTA</b>	<b>Non-GTA urban</b>	<b>Rural/northern</b>	
1 Durham	6 Brantford	15 Cornwall	24 Northumberland
2 Halton	7 Kingston	16 Grey	25 Oxford
3 Peel	8 London	17 Haldimand-Norfolk	26 Prescott-Russell
4 Toronto	9 Niagara	18 Hastings	27 Lennox-Addington
5 York	10 Ottawa	19 Kawartha	28 Renfrew County
	11 Peterborough	20 Lambton	29 Sault Saint Marie
	12 Simcoe	21 Leeds	30 St. Thomas-Elgin
	13 Wellington	22 Muskoka	31 Stratford
	14 Windsor	23 Nipissing	32 Thunder Bay
			33 Timiskaming

**Indicators:** Several indicators were identified as key pieces of information for Phase 1, Step 1. These included such data measurements as number and proportion of applicants for housing, wait times of applicants on waiting lists, actual wait times for those receiving housing, and multi-year trends. The indicators and dynamics analyzed in this report could be used as a starting point for ongoing province-wide statistical analysis of waiting list data.

<sup>5</sup> Service areas that did not participate included Hamilton, Greater Sudbury, and Waterloo (non-GTA urban); and Algoma, Bruce, Chatham-Kent, Cochrane, Dufferin, Huron, Kenora, Lanark, Manatoulin-Sudbury, Parry Sound, Rainy River (all rural/northern). Some areas that did not participate, had wanted to participate, but experienced system-related barriers that preventing them from providing the required data.

Table 2 provides a more detailed explanation of the indicators used, along with a brief explanation of how they were measured.

<b>TABLE 2: Indicators used for Phase 1, Step 1</b>		
<b>Indicator</b>	<b>Specification</b>	<b>Report reference</b>
Number and proportion of applicants eligible for all-age community housing	Indicator is broken down by applicant category and by unit size, whereby the latter is based on maximum unit size eligibility. <sup>6</sup> The data for this indicator were extracted from waiting list systems between March and August 2010.	Section 3.1— Table 3
Wait times of applicants eligible for all-age community housing	Wait times are calculated as the time difference between the date of application and the date the raw data were extracted from the system.	Section 3.1— Table 3
Number and proportion of applicants housed in all-age communities	Data pertain to 2009 and are broken down by applicant category and by actual move-in unit size.	Section 3.2— Table 4
Actual wait times of applicants housed on all-age communities	Wait times are calculated as the time difference between the date of application and the actual housed date.	Section 3.2— Table 4
Comparison of proportion of eligible applicants in 2010 by category with applicants housed in 2009 by the same categories	This indicator is calculated for SPP applicants, local priority applicants and regular chronological applicants and provides an understanding of the relative purpose of the waiting list system.	Section 3.3— Table 5
Theoretical wait times	This is the time it would take to house eligible applicants based on the 2009 unit turnover rates. This is the actual wait time if all applicants would remain on the waiting list until they are housed.	Section 3.4— Table 6
Trends in the proportion of housed applicants per waiting list category	This indicator provides an understanding of the trend regarding the relative number of housed SPP, Local Priority, Special Needs and Regular Chronological applicants from 2006 to 2009.	Section 3.5— Table 7

<sup>6</sup> Maximum unit size eligibility is defined in local or (in the absence thereof) provincial occupancy standards. The maximum occupancy by unit size is typically as follows:

- One-Bedroom: Single person or childless couple
- Two-bedroom: Single parent or couple + 1 child
- Three-bedroom: Single parent or couple + 2 children
- Four-bedroom: Single parent or couple + 3 children

Minimum unit size eligibility is set at two children per bedroom. It is up to the household to indicate a preference within the minimum - maximum range. Unless local occupancy standards prescribe differently, households may be allowed to be housed in a unit that is smaller than the minimum unit size. For instance, large families may opt for this in an effort to receive more housing offers. However, housing providers have the right to refuse such offers if the provider deems the unit not suitable for occupancies that include three children per bedroom.

**TABLE 2: Indicators used for Phase 1, Step 1**

Indicator	Specification	Report reference
Current status of applications received in 2005, 2006, 2007, 2008 and 2009	This indicator provides an understanding of the trajectory of applications after they are received. The indicator is reviewed for SPP applications and non-SPP applications. The following application statuses were identified: “Eligible”; “Under review”; “Cancelled” or “Housed.” The data was gauged in the summer of 2010.	Section 3.6— Tables 8 and 9

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### General comments

- With regard to senior and all-age community applicants: Applicants who are still on the waiting list are considered senior community applicants when they meet the local age criterion for senior housing (which may vary from service areas to service area) while they have selected at least one senior community on their application. Housed applicants are considered senior community applicants when they have been housed in a senior community. All other applicants are considered all-age applicants. The report primarily focuses on all-age communities.
  - Applicants are counted as “Eligible” when they are marked in local database systems as “Eligible,” “On offer,” or “Active.”
  - Applicants are counted as “Under review” when they are marked in local database systems as “Pending,” “Applied,” or “Prospect.”
  - Internal transfer and market rent applicants are excluded from this study.
  - Not included in the calculation of wait times are overhoused applicants and insitu market-to-RGI applicants. These applicants are typically backdated to the date they originally applied for housing or moved in the unit they currently occupy. This could be many years prior to the date they were added to the waiting list as overhoused or insitu market-to-RGI applicants.
  - No applicants have been counted more than once. For instance: if an SPP applicant was also given Special Needs status, the applicant is exclusively counted as SPP. Following this single counting principle, SPP applicants were counted first, then Local Priority applicants, then Special Needs applicants, while the remaining applicants were considered regular chronological.
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### Next Steps for the SPP Study

This report presents the findings from Phase 1, Step 1 of the SPP study. There are additional parts to the broader study, as follows:

#### *Phase 1, Step 2*

Step 2 pertains to data that is located at housing providers that use the centralized waiting list for their vacancies. The purpose of Step 2 is to find out what happened with SPP applicants after they were housed. To assess these outcomes, SPP

placements will be compared to Local Priority (if any) and regular chronological housing placements. It will be limited to housing placements in selected all-age (non-senior) communities in seven municipal service areas in 2007, 2008 and 2009. Step 2 (of Phase 1), which will be implemented in 2011.

### *Phase 2*

Phase 2 will use the outcomes of Step 2 and is embedded in a conceptual framework that is currently still under development. To ensure effective implementation of this scientific part of the research, the Research Task Force invited the Centre for Research on Inner City Health (CRICH) to participate. CRICH is part of the Keenan Research Centre in the Li Ka Shing Knowledge Institute of St. Michael's Hospital. For CRICH, participation is an opportunity to actualize its objective to work with community partners (in this case social housing sector stakeholders) with regard to the creation, dissemination and application of policy enhancing knowledge. As such, CRICH will coordinate the implementation of Phase 2, as well as the exploratory research for which funding from the Canadian Institutes of Health Research (CIHR) is obtained and that is currently underway. CRICH also has an interest in the implementation of step 2 of Phase 1. Potential respondents for Phase 2 will be drawn from Phase 1, Step 2.

Specific objectives related to Phase 2 are:

- Identify the housing and service delivery conditions that need to be in place to effectively address the **housing-related** needs of victims of domestic abuse.
- Collect and analyze empirical data that could demonstrate possible associations between
  1. Community-based (social) housing solutions and associated support service arrangements and
  2. The ability/opportunity of victims of domestic abuse to lead a safe, stable and healthy life.
- Assess the impact of the Special Priority Policy on the housing communities and the work environment of housing providers

It is anticipated that Phase 2 will be implemented in 2012.

### 3. Results

The following pages provide a detailed examination of the results obtained in Phase 1, Step 1, of the SPP Impact Study.

In each section, we provide the relevant data tables along with the key observations for each topic.

#### 3.1 Eligible applicants

To begin the analysis, it is important to understand the universe of eligible applicants. As of mid-2010 there were approximately 147,000 applicants on social housing waiting lists across Ontario. We arrived at this number based on the following:

- 99,289 all-age applicants (see Table 3) and 32,441 senior applicants reported by the 33 CMSMs and DSSABs for this report ;
- An estimated 15,173 applicants (senior and all-age) in the 14 service areas that were not reported<sup>7</sup>.

Table 3 provides an overview of the number of all-age applicants by type of community, type of applicant, and size of unit. The indicated wait times reflect the period between receipt of application and the date the waiting list for this study was generated. This means that these applicants were still waiting to be housed when the data were generated (between March and August of 2010).

The 32,441 applicants for senior communities are not included in this overview. 92 percent of these applicants are chronological.

We note all data provided are weighted averages, and there can be significant differences among individual service areas.

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<sup>7</sup> Estimates from survey conducted by the Ontario Non-profit Housing Association (ONPHA) in January 2010.

TABLE 3: Overview of eligible applicants

All-age communities		MAX 1-BR (#)	MAX 2-BR (#)	MAX 3-BR (#)	MAX 4+-BR (#)	TOTAL (#)	% of total	Average wait time (yrs)
GTA	SPP	693	890	628	193	2,404	3.5%	1.1
	Local Priority	5,062	902	355	67	6,386	9.4%	2.3
	Special Needs	829	366	228	51	1,474	2.2%	4.0
	Chronological	25,804	17,868	11,358	2,977	58,007	85.0%	4.1
	<b>Total</b>	<b>32,388 (47%)</b>	<b>20,026 (29%)</b>	<b>12,569 (18%)</b>	<b>3,288 (5%)</b>	<b>68,271</b>	<b>100.0%</b>	
non-GTA urban	SPP	256	170	151	129	706	3.2%	1.0
	Local Priority	1,533	561	346	210	2,650	12.2%	1.4
	Special Needs	425	128	60	60	673	3.1%	2.5
	Chronological	9,056	3,936	2,711	2,029	17,732	81.5%	2.4
	<b>Total</b>	<b>11,270 (52%)</b>	<b>4,795 (22%)</b>	<b>3,268 (15%)</b>	<b>2,428 (11%)</b>	<b>21,761</b>	<b>100.0%</b>	
Rural	SPP	146	117	97	71	431	4.7%	0.8
	Local Priority	228	129	58	46	461	5.0%	1.3
	Special Needs	181	52	14	1	248	2.7%	1.7
	Chronological	4,850	1,801	1,013	453	8,117	87.7%	1.3
	<b>Total</b>	<b>5,405 (58%)</b>	<b>2,099 (23%)</b>	<b>1,182 (13%)</b>	<b>571 (6%)</b>	<b>9,257</b>	<b>100.0%</b>	
All Service Areas	SPP	1,095	1,177	876	393	3,541	3.6%	1.1
	Local Priority	6,823	1,592	759	323	9,497	9.6%	2.0
	Special Needs	1,435	546	302	112	2,395	2.4%	3.3
	Chronological	39,710	23,605	15,082	5,459	83,856	84.5%	3.5
	<b>Total</b>	<b>49,063 (49%)</b>	<b>26,920 (27%)</b>	<b>17,019 (17%)</b>	<b>6,287 (6%)</b>	<b>99,289</b>	<b>100.0%</b>	

### Key observations and analyses

- a. **Applicant status:** Less than 4 percent of the all-age community applicants for social housing have SPP status, while the vast majority in this category (85 percent) have regular chronological status without local priority or special needs.
- b. **Unit sizes:** About half of the all-age community demand pertains to one-bedroom units, although in rural areas, the demand for 1-bedroom is even higher (58 percent). More than three-quarters of the province-wide demand is for one and two-bedroom units.
- c. **Wait times:** The ongoing weighted average wait time of SPP applicants on the waiting lists (while not yet being housed) is 1.1 year. The average wait time of chronological applicants still on the list is the longest in the GTA (4.1 years) and the shortest in the rural service areas (1.3 years).



### 3.2 Applicants housed in 2009

From the previous table, we can see the distribution of types of applicants for social housing. Now, the question must be asked about who actually receives housing. This is a critical question for this study, because we are interested in how the Special Priority Policy has any impact on housing trends.

Table 4 uses data from 2009 to show who received housing, as reported by geographical area, type of applicant, and size of unit. The average wait time is calculated as the time difference between the date of application and the actual housed date.

TABLE 4: Applicants housed in 2009

All-age communities	1-BR (#)	2-BR (#)	3-BR (#)	4+-BR (#)	TOTAL	% of total vacancies filled	Average wait time (yrs)	
GTA	SPP	470	894	453	64	1,881	43.4%	0.5
	Local Priority	375	202	97	14	688	15.9%	1.0
	Special Needs	44	26	16	0	86	2.0%	3.3
	Chronological	708	419	434	114	1,675	38.7%	5.1
	Total	1,597 (37%)	1,541 (36%)	1,000 (23%)	192 (4%)	4,330	100.0%	
non-GTA urban	SPP	410	478	405	55	1,348	30.1%	0.4
	Local Priority	526	404	365	77	1,372	30.6%	0.8
	Special Needs	41	28	9	3	81	1.8%	2.2
	Chronological	572	495	537	72	1,676	37.4%	2.4
	Total	1,549 (35%)	1,405 (31%)	1,316 (29%)	207 (5%)	4,477	100.0%	
Rural	SPP	200	229	264	35	728	24.2%	0.3
	Local Priority	55	85	72	16	228	7.6%	0.7
	Special Needs	30	9	8	0	47	1.6%	1.3
	Chronological	979	481	451	98	2,009	66.7%	1.0
	Total	1,264 (42%)	804 (27%)	795 (26%)	149 (5%)	3,012	100.0%	
All Service Areas	SPP	1,080	1,601	1,122	154	3,957	33.5%	
	Local Priority	956	691	534	107	2,288	19.4%	
	Special Needs	115	63	33	3	214	1.8%	
	Chronological	2,259	1,395	1,422	284	5,360	45.4%	
	Total	4,410 (37%)	3,750 (32%)	3,111 (26%)	548 (5%)	11,819	100.0%	

To compare the findings of housed applicants with eligible applicants, we have taken some of the data from Tables 3 and 4, and put them in Table 5 below.

TABLE 5: Comparison of proportion of Eligible Applicants by category and Applicants Housed in 2009 by category						
	Eligible applicants			Housed applicants		
	% of applicants by category on all-age community waiting lists in 2010 (Table 3)			Housed applicants by category in 2009 as % of all housed applicants in all-age communities (Table 4)		
	SPP	Local Priority	Chronological	SPP	Local Priority	Chronological
GTA	3.5%	9.4%	85.0%	43.4%	15.9%	38.7%
Non-GTA urban	3.2%	12.2%	81.5%	30.1%	30.6%	37.4%
Rural	4.7%	5.0%	87.7%	24.2%	7.6%	66.7%
ALL service areas	3.6%	9.6%	84.5%	33.5%	19.4%	45.4%

## Key observations and analyses

- a. *A relatively high number of SPP applicants are housed:* As shown in Tables 4 and 5, on average, 33.5 percent of the all-age community vacancies are allocated to SPP applicants, yet they represent only 3.6 percent of the waiting list. In contrast, chronological applicants represent 84.5 percent of the all-age community waitlists, yet they only fill 45.4 percent of the placements<sup>8</sup>.

Driving this statistic is the combination of an overriding requirement to house SPP applicants and an annual unit turnover rate that is higher than the SPP demand. This leads to relatively short wait times, a relatively limited number of SPP applicants on the wait list, and a relatively high number of housed SPP applicants. If the SPP demand would be higher than the annual number of unit turnovers, the number of housed SPP applicants would tend to be relatively higher, but the average wait time would exceed the one-year mark, while the proportion of SPP applicants on the list would be rising.

<sup>8</sup> Note that these are all weighted average outcomes. Service managers report that at the community level, the proportion of SPP placements can be much higher, depending on building preferences. These variations by building size will be reviewed in more detail in Phase 1, Step 2.

The outcome for chronological applicants is the direct consequence of the existence of the Special Priority Policy. That is, SPP and chronological applicants are both on the same lists, whereby a vacancy must be offered to an SPP applicant first. As long as there are interested SPP applicants added to the list, existing chronological applicants will have to wait.

- b. *In the GTA the SPP placements are the highest:*** As shown in Tables 4 and 5, the GTA has the highest average proportion of SPP placements (43.4 percent). In non-GTA urban areas, the proportion was 30.1 percent and in rural areas it was only 24.2 percent of all placements.

Why the proportion of housed SPP applicants is higher in the GTA than in other areas of Ontario is an issue to be explored in further detail. One possibility, supported by data from CMHC, is that market pressures in the GTA are higher than in most other regions. With regard to the waiting list data, the number of housed applicants in the GTA (4,330) constitutes only 6 percent of the total number of applicants on waiting lists (68,271 as indicated in Table 3), whereas in non-GTA urban and rural regions there proportions were much higher (21 percent and 22 percent, respectively.) CMHC data indicate that the vacancy rate in the GTA is relative low while the average market rent is relatively high.<sup>9</sup> These factors illustrate market pressures that might prompt low-income housing seekers to rely more exclusively on social housing.

Appendices 1A, 1B and 1C provide a more detailed overview of housing placements by unit size. Some remarkable observations from these appendices:

- 58 percent of two-bedroom 2009 unit vacancies in the GTA were filled by SPP applicants.
  - Province-wide multi year data analysis indicates that 64-to-73 percent of the SPP placements are in two and three-bedroom units, suggesting a majority of small single-parent households.
- c. *Wait times for SPP applicants are less than 6 months:*** The actual province-wide average wait time for housed SPP applicants is less than 6 months (as shown in Table 4). The average wait time of SPP applicants who are not yet housed (and still on the waiting list) is approximately one year, as indicated in Table 3.

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<sup>9</sup> The CMHC Rental Market Report on Ontario Highlights (Fall 2010) indicates that the average vacancy rate in the Toronto CMA (as of October 2010) was 2.1% compared to 3% or more in most other CMAs. The average market rent in the Toronto CMA in 2010 was \$949 for one-bedroom units and \$1,123 for two-bedroom units. In most other CMAs this was around \$800 for one-bedroom units and around \$900 for two-bedroom units.

A combination of factors contributes to this difference:

- Applicant cannot be contacted
  - Applicant refuses housing offers, thereby suspending a possible match.
  - Applicant is waiting for specific locations or unit types that are not turning over as quickly. A multi-year overview of wait times by unit type is provided in Appendix 1.
- d. **Wait times for chronological applicants are much longer:** Chronological applicants in the GTA wait significantly longer (5.1 years on average) than any other group in any geographical area. The average wait time for chronological applicants in non-GTA urban service areas is 2.4 years, while chronological applicants in rural service areas wait one year on average. As will be discussed in section 3.5, there appears to be a natural wait time limit beyond which most applicants are not prepared to (or cannot) wait.
- e. **Local priority applicants:** 19.4 percent of all placements in 2009 pertained to Local Priority applicants. This number is particularly driven by “non-GTA urban” service areas where 31 percent of the all-age community placements in 2009 were Local Priority.

Also, the selection ratio in some of the larger “non-GTA urban” service areas is as high as “one-in-one,” directly after SPP (that is, every vacancy for which there is no interested SPP applicant, must be offered to a Local Priority applicant first). In many other regions the selection ratio varies from 1-in-3 to 1-in-10, thus mitigating the impact of the Local Priority arrangement.

Some service areas have a local priority arrangement whereby the application date is backdated for sitting market rent tenants in social housing who are eligible for RGI assistance. Applicants with this “Insitu Market-to-RGI” status are counted as local priority applicants. However, with regard to the calculation of actual wait time they have been excluded. 15 of the 33 participating service areas have one or more local priority categories.

The impact of the SPP on the housing opportunities of local priority applicants can only be reviewed at the local level. In areas where local priority applicants are housed, for example, in every 7th or 10th vacancy, the local priority rule itself limits its impact. In areas where the local rule assigns an overriding priority right after the SPP category, the impact could be greater. This will vary depending on the total number of annual vacancies, the total number of SPP placements and the total number of local priority applicants.

- f. **Special Needs:** Special need placements are relatively insignificant.

### 3.3 Wait times for housing – a further analysis<sup>10</sup>

An important measure of the overall success of the housing system is the length of time people have to wait for housing. This is also important because the presence of a particular priority population (such as SPP) might impact the length of time different groups have to wait for housing.

This report examines two measures of wait times: actual wait times and theoretical wait times.

- **Actual wait times** represent the actual time an applicant has to wait from the time of application to the time of receiving housing.
- **Theoretical wait times** refers to the time it would take to house all applicants (identified in Table 3), based on the 2009 unit turnover rates (identified in Table 4).

Table 6 provides an overview of theoretical wait times in years.

TABLE 6: Theoretical Wait times (in years)						
All-age communities	Wait time for 1-BR (yrs)	Wait time for 2-BR (yrs)	Wait time for 3-BR (yrs)	Wait time for 4+-BR (yrs)	TOTAL	
GTA	SPP	1.5	1.0	1.4	3.0	1.3
	Local Priority	13.5	4.5	3.7	4.8	9.3
	Special Needs	18.8	14.1	14.3		17.1
	Chronological	36.4	42.6	26.2	26.1	34.6
non-GTA urban	SPP	0.6	0.4	0.4	2.3	0.5
	Local Priority	2.9	1.4	0.9	2.7	1.9
	Special Needs	10.4	4.6	6.7	20.0	8.3
	Chronological	15.8	8.0	5.0	28.2	10.6
Rural	SPP	0.7	0.5	0.4	2.0	0.6
	Local Priority	4.1	1.5	0.8	2.9	2.0
	Special Needs	6.0	5.8	1.8		5.3
	Chronological	5.0	3.7	2.2	4.6	4.0

<sup>10</sup> The reversed version of this theoretical wait time measure (i.e. the number of filled vacancies divided by the number of eligible applicants) constitutes an index that is reminiscent of the OMBI performance indicator on waiting lists. However, the OMBI measure is a single number that does not distinguish between community type (senior / all-age housing), unit size and applicant type (SPP, local priority etc.). As such it provides very limited waiting list performance information.

## Key observations and analyses

- a. **Shortage of units:** The shortage of 1- and 2-bedroom units for chronological applicants in the GTA is most significant, with theoretical wait times of 35+ years.
- b. **Wait time differential:** The theoretical wait times are much higher than the actual wait times shown in Table 3. As indicated previously, this is because many applicants drop off the list before they are housed.
- c. **Demand outstripping supply:** With regard to the GTA: even if all 2009 SPP placements (1,881) would have been allocated to chronological applicants, the theoretical wait time (Table 5) would still be 16.3 years on average (it is now 34.6 years).

These statistics once again demonstrate that the Special Priority Policy makes a difference for both groups. SPP applicants are housed more expediently in relatively higher numbers, while fewer chronological applicants get housed and have somewhat longer wait times. The overarching problem is that the demand for social housing outweighs the supply thereof, regardless of the existence of priority categories.

- d. **The value of theoretical wait times:** For the purposes of this study, the theoretical wait time is a helpful measure to show the extent to which there is a mismatch between housing demand and supply. If all factors were held constant (such as no one dropping off the waitlist, or no new stock was added), then it would take many, many years for all people who have applied for social housing to actually receive a unit to live in.

We also note that the theoretical wait time measure is useful from a research perspective to understand the overall trends. For individual housing applicants, the actual wait time measure discussed earlier is a more realistic assessment of how long a typical person waits for housing. But here too, this data must be used with caution. Wait times for popular housing projects are usually longer, particularly given that SPP applicants are typically also interested in those buildings.

It follows, then, that the most accurate indicator about wait times for the purpose of informing applicants is the actual chronological wait time per building (preferably calculated as a three-to-four-year average). In addition, it may be useful to communicate the average wait time of the top 10 chronological applicants for each building, although this too must be nuanced if there are only a few chronological placements in a specific building.

### 3.4 Housing trends 2006 - 2009

Table 7 provides an overview of the number of vacancies that were filled by the four identified applicant categories over time. The purpose is to see the evolution of the SPP impact.

TABLE 7: Trend of housed applicants 2006-2009									
		2006		2007		2008		2009	
GTA	SPP	1,953	39%	1,888	43%	1,907	41%	1,881	43%
	Local Priority	831	17%	796	18%	822	18%	688	16%
	Special Needs	110	2%	80	2%	109	2%	86	2%
	Chronological	2,087	42%	1,639	37%	1,790	39%	1,675	39%
		<b>4,981</b>		<b>4,403</b>		<b>4,628</b>		<b>4,330</b>	
		2006		2007		2008		2009	
Non-GTA urban	SPP	1,444	28%	1,520	29%	1,469	29%	1,348	30%
	Local Priority	1,451	29%	1,578	30%	1,469	29%	1,372	31%
	Special Needs	111	2%	117	2%	67	1%	81	2%
	Chronological	2,084	42%	2,106	40%	2,131	42%	1,676	37%
		<b>5,090</b>		<b>5,321</b>		<b>5,136</b>		<b>4,477</b>	
		2006		2007		2008		2009	
Rural	SPP	666	21%	691	22%	755	25%	728	24%
	Local Priority	117	4%	114	4%	200	7%	228	8%
	Special Needs	39	1%	31	1%	28	1%	47	2%
	Chronological	2,322	74%	2,350	74%	2,075	68%	2,009	67%
		<b>3,144</b>		<b>3,186</b>		<b>3,058</b>		<b>3,012</b>	

#### Key observations and analyses

- a. **Stability of SPP trend:** Since 2006, the annual proportion of housed SPP and chronological applicants has remained fairly stable. In the GTA, the SPP share is highest (43 percent in 2009). As mentioned earlier, the proportion of SPP placements can be much higher at the individual community level, depending on building preferences and availability.
- b. **Total number of vacancies going down:** The total number of annual vacancies appears to decrease (2009 down 10 percent compared to 2006). Not shown in this report is the observation that the number of applications received in 2010 has gone up. The combination of these two factors further underscores the general observation that the gap between supply and demand is increasing.

### 3.5 Status trends overtime – SPP compared to non-SPP applications

The final observation of the data is to compare status trends over time. The applicants can be categorized into four groups:

- Eligible
- Under review
- Cancelled<sup>11</sup>
- Housed

Tables 8 and 9 provide an overview of the current status (as of the summer of 2010) of applications that were received in previous years.

Table 8 shows the current status of SPP applications. The data include all-age and senior community applications.

**TABLE 8: Current status (as of Summer 2010) of SPP applications by year of application**

#### SPP applicants

	Year applied	Eligible	Under review	Cancelled	Housed	Total applications received
<b>GTA</b>	2005	2%	0.0%	30%	68%	2,437
	2006	4%	0.0%	29%	67%	2,816
	2007	7%	0.1%	28%	64%	2,671
	2008	16%	0.3%	21%	63%	2,641
	2009	40%	0.2%	14%	46%	2,767
<b>Non-GTA urban</b>	2005	1%	0.1%	23%	77%	1,746
	2006	1%	0.2%	22%	77%	1,989
	2007	1%	1.3%	22%	76%	2,004
	2008	4%	2.1%	18%	76%	1,900
	2009	11%	3.2%	19%	68%*	1,693
<b>Rural</b>	2005	0.3%	0.1%	34%	65.9%	1,148
	2006	0.5%	0.2%	32%	67.2%	1,090
	2007	1%	0.2%	35%	63.2%	1,189
	2008	3%	0.2%	31%	65.2%	1,283
	2009	11%	0.3%	27%	61.1%	1,171

<sup>11</sup> The cancelled data also include applications that did not make it to eligible status. It is understood that many of those SPP approved applications were “RGI incomplete” and were eventually cancelled.



## Key observations and analysis of SPP application status

- a. *Housing SPP applicants:* Most SPP applicants are housed within a year. This is consistent with earlier observations.
- b. *Steady application stream:* The number of SPP applications received annually is more or less constant in all three geographical areas.
- c. *Cancellation of applications:* Up to one-third of the SPP applications are cancelled over time. Service managers have reported that SPP cancellations are the likely result of limited unit turnovers in required unit categories (particularly one-bedroom and four-bedroom units) and in the communities that are preferred by the SPP applicants (often townhouse communities).

Table 9 shows the current status of all non-SPP applications (including local priority and special needs).

TABLE 9: Current status (as of Summer 2010) of Non-SPP applications by year of application

### Non-SPP applicants

	Year applied	Eligible	Under review	Cancelled	Housed	Total applications received
<b>GTA</b>	2005	29%	0.5%	56%	15%	19,363
	2006	34%	0.5%	54%	12%	20,926
	2007	44%	0.6%	47%	8%	22,083
	2008	48%	1%	46%	6%	24,053
	2009	57%	2%	38%	3%	27,736
<b>Non-GTA urban</b>	2005	9%	0.3%	63%	28%	13,725
	2006	13%	1%	57%	29%	14,633
	2007	19%	1%	54%	26%	15,557
	2008	31%	2%	47%	21%	15,613
	2009	49%	4%	35%	12%	16,704
<b>Rural</b>	2005	2%	0.6%	61%	37%	9,568
	2006	4%	0.7%	60%	36%	9,042
	2007	9%	0.7%	56%	35%	8,975
	2008	18%	1%	51%	31%	9,156
	2009	42%	1%	36%	21%	9,715

## Key observations and analysis

- a. ***Cancellations***<sup>12</sup>: Most non-SPP applications are cancelled within 4 years. This is a province-wide observation.

We have previously noted that many chronological applicants tend to drop off their waiting list. Local research suggests that many applicants give up waiting (that is, do not keep their application current) if they are not housed within four years. The rationale is that most applicants require RGI assisted housing sooner rather than later. Additional research is needed to gain a better understanding of the trajectories of applicants who drop off the list without being housed. From a housing policy perspective this observation suggests that the chronological waiting list system might not be a viable point of access to social housing if the wait time is four years or more.

- b. ***Low housing rates for non-SPP applicants***: Only a minority of non-SPP applicants will be housed. In the GTA this is less than 15 percent of all non-SPP applicants.

This observation implies that many applications are being processed and managed for a number of years without the intended outcome of housing the applicant.

Given these multi-year observations and the previous arguments around the difficulties of unit matching and file cancellations, it may be opportune to simplify the application process, particularly in service areas where the average wait time is more than one year.

Simplification could include a less elaborate, “lighter” intake review of new chronological applicants. It could also include greater focus on move-in readiness and full eligibility review of applicants closer to the top of the list. Choice-Based Letting principles could be applied in this context.

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<sup>12</sup> In general cancellations typically happen for three reasons:

- No response to incomplete notification (at the point of intake)
- No response to a 12-month or 24-month update request (applicants do not keep their application current).
- Applicant refused to accept a third acceptable housing offer.

This study did not include data analysis of these three reasons. It is reported, however, that many housing providers often experience difficulties finding applicants on the waiting list who are both eligible for and interested in the unit vacancy at hand. This also includes SPP applicants. It often takes many contacting efforts to match the unit. The practical observation is that many housing seekers are not ready to move when they are offered housing or were not aware of the buildings they selected on their application.

- c. *Rural trends:* Despite an average wait time of approximately one year in the rural service areas, most non-SPP applications still end up being cancelled over time.

The reason for this could be that many of these applicants are waiting for specific locations that are not turning over as quickly. It is possible that these applicants find acceptable housing alternatives.

## 4. Conclusion

The focus of Phase 1, Step 1 of the SPP Impact Study has been to use quantitative waitlist data to examine of the impact of the Special Priority Policy on housing trends. Through this analysis, we have been able to determine that the intent of the policy to provide safe and stable housing for victims of domestic abuse is being met. At the same time, a minority of chronological applicants are being housed because of the priority given to SPP applicants. The quantitative findings in this report are the starting point for next steps in the SPP impact study.

We repeat our initial comments that these findings are intended to provide a basis for a thoughtful, evidence-based conversation about the Special Priority Policy. Until now, the discussions about SPP have been rooted in anecdotes and “best-guesses.” This report shifts the conversation from guessing about the impact of SPP to having a firmer grasp on the geographic and demographic impacts of the policy.

With this report, the many stakeholders in the housing community can now refer to a common pool of knowledge to have further in-depth conversations about local policies, waitlists, and on a larger scale, social housing objectives.

Our report makes clear that the effort to undertake the level of analysis needed for this SPP Impact Study necessitates greater investments in data collection tools for social housing. Any sort of on-going evidence-based policy analysis will require the development of province-wide social housing data systems, similar to those found in other provincial human services such as social assistance and child care. Without such systems, there will be much less ability to analyze the impacts of social policies and human service programs.

## Glossary of Terms

### **Access Centre**

Access Centre (also referred to as Coordinated Access Centre) pertains to a service manager function mandated by the Social Housing Reform Act. The purpose of the coordinated access centre is to provide "one-stop shopping" that allows an applicant to apply once for all of the local social housing. Based on applicants' location preferences the access centre maintains subsidiary waiting lists for individual projects. The system applies to all providers, except providers with mandates to house the homeless / hard-to-house (optional), federal providers not covered by the Social Housing Reform Act and housing providers funded by the Ministries of Health/Long-Term Care or Community and Social Services. Many Service Managers manage the function themselves. Some service managers have used the discretion to delegate the function to a third party.

### **Consolidated Municipal Service Manager (CMSM)**

A Consolidated Municipal Service Manager is a municipal government responsible for carrying out the funding and administrative responsibilities of the Social Housing Reform Act. A CMSM (also referred to as Service Manager) could be a regional government, a county or a separated city, depending on the local circumstances. The CMSM is also responsible for administering other social service programs such as Ontario Works and child care.

### **Co-operative social housing**

Co-operative social housing is a form of social housing that is not based on a landlord-tenant relationship. The households who live in the project are all members of the cooperative housing provider (corporation) that owns the building. They elect from amongst themselves a board of directors who are responsible for overseeing the management of the building. They are subject to rules in the Co-operative Corporations Act and are not considered to be landlords so are not subject to the Residential Tenancies Act. However, many provincial housing co-ops are devolved providers (see below) and are as such subjected to the SHRA. On average, 50% over the member households of devolved housing co-ops receive RGI assistance regulated under the SHRA.

### **Devolved housing providers**

Devolved housing providers are providers whose program administration and funding was transferred from the Province to the Service Managers. The funding responsibility was transferred in 1998; the administration was transferred under the Social Housing Reform Act in 2000.

### **District Social Service Administration Board (DSSAB)**

A District Social Service Administration Board is a special agency created by the Province and given the funding and administrative responsibilities of a Service Manager. These were created, in the north, where there is no existing municipal government with the legal jurisdiction to act as a Service Manager.

### **Federal/Provincial housing program**

The Federal/Provincial social housing program was in effect from 1986 to 1992, under which the Province of Ontario took the lead role in funding and administering social housing in Ontario. A

percentage of the cost of the program was paid by the federal government through Canada Mortgage and Housing Corporation.

### **In situ market-to-RGI applicant**

This is a local priority arrangement whereby sitting market rent resident households experience an income decrease to the point where they are eligible for rent-geared-to-income assistance. If the household meets the requirements under the local priority rule, they can be added to the centralized waiting list with a ranking date that is typically the date they originally applied for RGI assistance (in case they were once an RGI assisted household) or the move-in date if they originally moved in at market rent. They then become “In situ market-to-RGI” **applicants**.

### **Internal Transfer**

An internal transfer is a transfer of a household from one RGI-unit to another within the same project or to another project owned by the same housing provider. Housing providers are required to first offer an RGI vacancy to provincially prescribed internal transfer priority residents (approved internal SPP residents and overhoused residents).

### **Local Housing Authority**

Local Housing Authorities were locally operating agencies of the provincial government that managed public housing owned by the province of Ontario, and carried out other administrative responsibilities such as the rent supplement program for private-sector landlords. The LHAs ceased to exist as of January 1, 2001.

### **Local priority**

The SHRA allows service managers to create local priority rules for access to RGI assisted housing. A local priority rule is designed to help locally recognized candidates in urgent RGI housing need. 45% of the service managers have created one or more local rules. Some of these service managers are limiting the number of local priority placements through a proportionate ratio. For instance, a homeless priority rule with a 1-in-10 ratio requires that every tenth RGI vacancy (for which there are no SPP applicants) is filled by an applicant with recognized homeless status.

### **Non-Profit social housing provider**

A Non-Profit social housing provider provides community-based affordable rental housing. It is overseen by a volunteer Board of Directors. A percentage of non-profit housing tenants pay geared-to-income rents and the remaining tenants pay market rents. The percentage of tenants paying RGI ranges from 25% to 100% of tenants in the project; generally the ratio is around 60% RGI: 40% market.

### **Overhoused applicant**

An overhoused applicant is an RGI assisted resident household that occupies a unit that is larger than is allowed under the maximum occupancy standard. For instance, a single person is overhoused when he or she lives in a unit that has more than one-bedroom. People typically become overhoused when household members leave the household. Provincial regulations are designed to expedite a transfer of overhoused residents who want to retain their RGI assistance to a unit of the appropriate size. This may ultimately require an overhoused resident to be added to the centralized waiting list. The ranking date in those cases is the date the household originally applied for social housing (thus becoming an overhoused **applicant**).

**Subsidiary waiting list**

A subsidiary waiting list is derived from the centralized waiting list (see Access Centre above) and lists all applicants for one individual housing project.

**Tenancy success rate**

Tenancy success rate relates to the proportion of housed residents that are able to retain their tenancy successfully. For the purpose of the study conducted in Step 2 of Phase 1, successful existing tenancies are not at risk of being terminated due to arrears (no eviction order impending) or any other issue that is a permitted ground for termination under the RTA / Coop Act. Former tenancies are considered successful if they were not evicted and gave proper notice and left without arrears.

## APPENDIX 1A: Housing Trends and Wait Times by Unit Size - GTA

1-BR	2006	2007	2008	2009
SPP	437	476	511	470
LP	416	423	443	375
SN	59	45	53	44
Chrono	885	732	799	708
	1,797	1,676	1,806	1,597

1-BR	2006	2007	2008	2009
SPP	24.3%	28.4%	28.3%	29.4%
LP	23.1%	25.2%	24.5%	23.5%
SN	3.3%	2.7%	2.9%	2.8%
Chrono	49.2%	43.7%	44.2%	44.3%
	100.0%	100.0%	100.0%	100.0%

1-BR wait time	2006	2007	2008	2009
SPP	0.4	0.5	0.5	0.5
LP	1.0	0.8	0.9	1.0
SN	3.2	2.5	3.9	3.3
Chrono	4.2	4.3	4.5	5.3

2-BR	2006	2007	2008	2009
SPP	901	838	814	894
LP	261	239	242	202
SN	36	25	47	26
Chrono	660	497	540	419
	1,858	1,599	1,643	1,541

2-BR	2006	2007	2008	2009
SPP	48.5%	52.4%	49.5%	58.0%
LP	14.0%	14.9%	14.7%	13.1%
SN	1.9%	1.6%	2.9%	1.7%
Chrono	35.5%	31.1%	32.9%	27.2%
	100.0%	100.0%	100.0%	100.0%

2-BR wait time	2006	2007	2008	2009
SPP	0.3	0.4	0.4	0.4
LP	0.9	0.7	0.9	0.9
SN	3.0	2.9	3.5	3.3
Chrono	5.2	5.3	5.3	5.2

3-BR	2006	2007	2008	2009
SPP	535	499	505	453
LP	137	122	118	97
SN	14	9	7	16
Chrono	422	312	367	434
	1,108	942	997	1,000

3-BR	2006	2007	2008	2009
SPP	48.3%	53.0%	50.7%	45.3%
LP	12.4%	13.0%	11.8%	9.7%
SN	1.3%	1.0%	0.7%	1.6%
Chrono	38.1%	33.1%	36.8%	43.4%
	100.0%	100.0%	100.0%	100.0%

3-BR wait time	2006	2007	2008	2009
SPP	0.4	0.5	0.6	0.6
LP	1.1	0.9	1.0	1.2
SN	4.3	3.7	4.3	3.6
Chrono	5.5	5.2	5.5	4.8

4+BR	2006	2007	2008	2009
SPP	80	75	77	64
LP	17	12	19	14
SN	1	1	2	0
Chrono	120	98	84	114
	218	186	182	192

4+BR	2006	2007	2008	2009
SPP	36.7%	40.3%	42.3%	33.3%
LP	7.8%	6.5%	10.4%	7.3%
SN	0.5%	0.5%	1.1%	0.0%
Chrono	55.0%	52.7%	46.2%	59.4%
	100.0%	100.0%	100.0%	100.0%

4+BR wait time	2006	2007	2008	2009
SPP	0.6	0.7	1.0	0.7
LP	1.5	1.2	0.7	0.7
SN				
Chrono	4.8	5.1	5.4	4.7



## APPENDIX 1B: Housing Trends and Wait Times by Unit Size – Non-GTA Urban

1-BR	2006	2007	2008	2009
SPP	457	477	411	410
LP	575	658	558	526
SN	54	51	38	41
Chrono	579	577	621	572
	1,665	1,763	1,628	1,549

1-BR	2006	2007	2008	2009
SPP	31.6%	31.4%	28.0%	30.4%
LP	39.6%	41.7%	38.0%	38.3%
SN	48.6%	43.6%	56.7%	50.6%
Chrono	27.8%	27.4%	29.1%	34.1%
	32.7%	33.1%	31.7%	34.6%

1-BR wait time	2006	2007	2008	2009
SPP	0.4	0.5	0.5	0.4
LP	0.7	0.7	0.8	1.0
SN	1.3	2.1	1.8	2.1
Chrono	2.8	3.1	3.2	3.3

2-BR	2006	2007	2008	2009
SPP	515	519	521	478
LP	396	460	437	404
SN	30	42	16	28
Chrono	708	753	650	495
	1,649	1,774	1,624	1,405

2-BR	2006	2007	2008	2009
SPP	35.7%	34.1%	35.5%	35.5%
LP	27.3%	29.2%	29.7%	29.4%
SN	27.0%	35.9%	23.9%	34.6%
Chrono	34.0%	35.8%	30.5%	29.5%
	32.4%	33.3%	31.6%	31.4%

2-BR wait time	2006	2007	2008	2009
SPP	0.3	0.3	0.3	0.4
LP	0.6	0.5	0.6	0.7
SN	1.5	2.1	1.9	2.6
Chrono	2.0	2.2	2.2	2.2

3-BR	2006	2007	2008	2009
SPP	413	462	461	405
LP	370	369	396	365
SN	23	21	10	9
Chrono	682	662	773	537
	1,488	1,514	1,640	1,316

3-BR	2006	2007	2008	2009
SPP	28.6%	30.4%	31.4%	30.0%
LP	25.5%	23.4%	27.0%	26.6%
SN	20.7%	17.9%	14.9%	11.1%
Chrono	32.7%	31.4%	36.3%	32.0%
	29.2%	28.5%	31.9%	29.4%

3-BR wait time	2006	2007	2008	2009
SPP	0.4	0.4	0.4	0.4
LP	0.8	0.7	0.6	0.7
SN	1.8	0.6	2.8	1.4
Chrono	1.8	1.6	1.4	1.8

4+-BR	2006	2007	2008	2009
SPP	59	62	76	55
LP	110	91	78	77
SN	4	3	3	3
Chrono	115	114	87	72
	288	270	244	207

4+-BR	2006	2007	2008	2009
SPP	4.1%	4.1%	5.2%	4.1%
LP	7.6%	5.8%	5.3%	5.6%
SN	3.6%	2.6%	4.5%	3.7%
Chrono	5.5%	5.4%	4.1%	4.3%
	5.7%	5.1%	4.8%	4.6%

4+-BR wait time	2006	2007	2008	2009
SPP	0.4	0.6	0.4	0.6
LP	1.0	0.7	1.1	0.7
SN				
Chrono	2.4	2.0	1.8	1.7

## APPENDIX 1C: Housing Trends and Wait Times by Unit Size – Rural / Other

1-BR	2006	2007	2008	2009
SPP	164	188	201	200
LP	29	33	54	55
SN	21	20	19	30
Chrono	946	1016	884	979
	1,160	1,257	1,158	1,264

1-BR	2006	2007	2008	2009
SPP	24.6%	27.2%	26.6%	27.5%
LP	24.8%	28.9%	27.0%	24.1%
SN	53.8%	64.5%	67.9%	63.8%
Chrono	40.7%	43.2%	42.6%	48.7%
	36.9%	39.5%	37.9%	42.0%

1-BR wait time	2006	2007	2008	2009
SPP	0.2	0.2	0.3	0.3
LP	0.3	0.5	0.5	0.8
SN	1.5	1.1	0.8	1.5
Chrono	1.1	1.1	1.1	1.1

2-BR	2006	2007	2008	2009
SPP	244	238	236	229
LP	38	40	57	85
SN	13	10	7	9
Chrono	613	624	527	481
	908	912	827	804

2-BR	2006	2007	2008	2009
SPP	36.6%	34.4%	31.3%	31.5%
LP	32.5%	35.1%	28.5%	37.3%
SN	33.3%	32.3%	25.0%	19.1%
Chrono	26.4%	26.6%	25.4%	23.9%
	28.9%	28.6%	27.0%	26.7%

2-BR wait time	2006	2007	2008	2009
SPP	0.3	0.3	0.3	0.3
LP	0.4	0.7	0.5	0.7
SN	1.0	0.7	1.6	1.3
Chrono	0.7	0.9	1.0	0.9

3-BR	2006	2007	2008	2009
SPP	219	228	280	264
LP	45	31	78	72
SN	5	1	2	8
Chrono	630	576	538	451
	899	836	898	795

3-BR	2006	2007	2008	2009
SPP	32.9%	33.0%	37.1%	36.3%
LP	38.5%	27.2%	39.0%	31.6%
SN	12.8%	3.2%	7.1%	17.0%
Chrono	27.1%	24.5%	25.9%	22.4%
	28.6%	26.2%	29.4%	26.4%

3-BR wait time	2006	2007	2008	2009
SPP	0.2	0.3	0.3	0.3
LP	0.4	0.4	0.5	0.6
SN				1.1
Chrono	0.7	0.7	0.8	0.9

4+-BR	2006	2007	2008	2009
SPP	39	37	38	35
LP	5	10	11	16
SN				
Chrono	133	134	126	98
	177	181	175	149

4+-BR	2006	2007	2008	2009
SPP	5.9%	5.4%	5.0%	4.8%
LP	4.3%	8.8%	5.5%	7.0%
SN	0.0%	0.0%	0.0%	0.0%
Chrono	5.7%	5.7%	6.1%	4.9%
	5.6%	5.7%	5.7%	4.9%

4+-BR wait time	2006	2007	2008	2009
SPP	0.4	0.4	0.3	0.3
LP	0.5	0.9	0.4	0.6
SN				
Chrono	0.5	0.5	0.6	0.9

**This paper was produced by a Research Task Force that included the following members:**

- Service Managers
  - The City of Toronto
  - The City of Ottawa
  - The Regional Municipality of Peel
  - The Regional Municipality of Halton
- The Ontario Non-Profit Housing Association (ONPHA)
- The Co-operative Housing Federation – Ontario Region (CHF)
- Centre for Research on Inner City Health (CRICH)
- Social Housing Services Corporation (SHSC)
- Ontario Municipal Social Services Association (OMSSA)

### **Project sponsors**

The research could not have been completed without the generous contribution of:

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| ▪ Social Housing Services Corporation              | ▪ County of Simcoe   |
| ▪ Ontario Non-Profit Housing Association           | ▪ District of Nipissing Social Services Administration Board |
| ▪ Co-operative Housing Federation – Ontario Region | ▪ Municipality of Chatham-Kent                               |
| ▪ Ontario Municipal Social Services Association    | ▪ Regional Municipality of Halton                            |
| ▪ City of Cornwall                                 | ▪ Regional Municipality of Niagara                           |
| ▪ City of Greater Sudbury                          | ▪ Regional Municipality of Waterloo                          |
| ▪ City of Hamilton                                 | ▪ Regional Municipality of York                              |
| ▪ City of Kingston                                 | ▪ Regional Municipality of Peel                              |
| ▪ City of London                                   | ▪ Regional Municipality of Durham                            |
| ▪ City of Ottawa                                   | ▪ United Counties of Leeds and Grenville                     |
| ▪ City of Toronto                                  |  |