

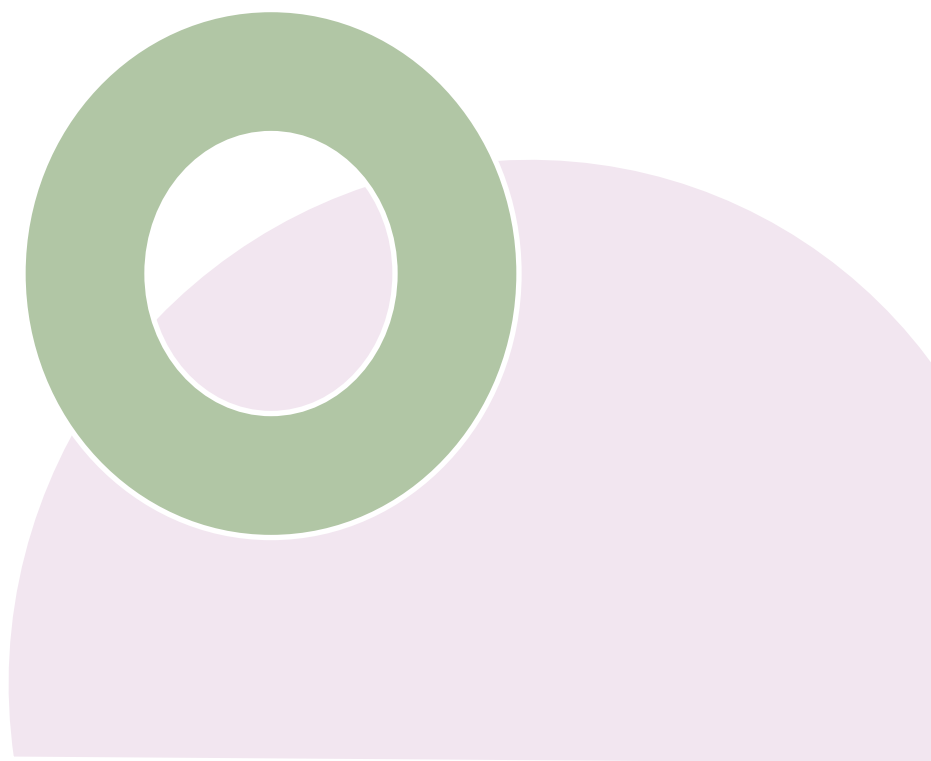


Retroactive Assessment

- 2001-2019 Outputs

Executive Summary

While the primary purpose of the CHEC proposal is to create an open-source data repository on the National Housing Strategy (NHS) to collect data going forward, there are important lessons from recent experience that reinforce the need for this approach. These are revealed here in efforts to retrospectively enumerate outputs in the two cost shared funding initiatives the Affordable Housing Initiative (\$1.25 billion federal) 2001-2011 and Investments in Affordable Housing (\$1.9 billion) 2011-19. Having data to update this information (1994 to 2019) through to the commencement of the NHS can be a valuable contribution to historical documentation and research.



Background

Many publications, research articles and international comparative tables draw on CMHC data from the no longer published annual Canadian Housing Statistics (CHS) to enumerate the scale and additions to the social housing stock in Canada. These cite a stock approximating 600,000 social housing units (which at the peak, 1994, represented 5.5% of all housing). CMHC ceased publishing CHS in 2016, and moved some, but not all statistics to online tables. CMHC also ceased enumerating "social housing" starts and completions, along with publishing these elements in monthly/annual housing data.

There is minimal published data for the two initiatives which represented the primary Federal-Provincial-Territorial funding for social-affordable housing from 2001-2019. CMHC provided only a "National Funding Table", based on the cost-sharing claims submitted by the PTs. It is extremely difficult to determine how this funding has contributed to the stock and proportion that the social-affordable stock represents in Canada.

Similarly, as part of the Canada Economic Assistance Program (CEAP), 2009-11 funding (\$2.075 billion) was specifically allocated to CMHC and on to the PTs to both rehabilitate and build new social housing. Flowing through bilateral agreements, these funds were simply added to the AHI claims process. And in reporting it appears that the claims data did not distinguish between existing AHI and temporary CEAP sources. Nor did it distinguish between new units vs. rehabilitated.

On top of these cost shared initiatives a federal budget negotiation in 2005 (NDP-Liberals) resulted in an agreement to fund three Affordable Housing Trust Funds (total \$1.4B, with \$800B urban via PTs, \$300B North; \$300B Aboriginal). These required no cost sharing and funding was sent from Finance Canada directly to the PTs. This increased "unilateral" (i.e. not included in PT claims) for 2006-2008, but was not reported through CMHC. There is reporting available under the Trust Funds to distinguish how these funds were expended and how many units or households were assisted.

As a result, it is very challenging to document and enumerate with any details how investments over these two decades contributed to expansion of affordable housing supply and helped to address households in need.

Clearly, it is important to rectify this situation and to ensure that a more accessible, complete reporting and monitoring system is made available under the NHS.

Activities and Outputs: 2001 - 2019

In 2002, CMHC ceased publishing data on social housing starts and completions in the CHS. This removed a potential source that would have enumerated new affordable units constructed.

Without this useful source, monitoring was reduced to reliance on reporting through PT claims for cost sharing, which report only commitments rather than actual units completed or households assisted.

Requests to CMHC uncovered some archival datasets that did provide a breakdown of AHI claims, distinguishing new construction from acquisition (of existing rentals), conversion of properties into residential and rehabilitation.

Appendix Table 1 presents this breakdown and reveals that:

- most AHI funded units/households were associated with adding affordable stock (new or via acquisition/conversion).
- of the total 54,500 units/households assisted, it appears that 47,800 (88%) were unit additions.
- around 10,300 units are labelled "acquisition (existing)", but there is some ambiguity around this label - especially a large number in a single year in Ontario where data originates from the municipal level and is subsequently aggregated and reported by the province.
- another 6,744 involved rehabilitation. This data (Table 1) presents a total 54,858 that exceeds previously published data in the National Funding Table (52,245), further revealing inconsistencies in data sets and data quality.

After 2011, revised claims reporting under IAH required that PTs add additional details to distinguish type of assistance, so this data does differentiate between new construction, rehabilitation/, rental assistance, and assisted homeownership initiatives (Appendix Table 2).

In some instances (mainly BC and Quebec), PTs were concurrently delivering unilateral programs that overlapped and potentially added to outputs. In these cases, it will be necessary to collect data from each province and territory:

- BC, for example, has provided detailed outcomes by program by year. Data from BC Housing identified a total of 20,686 units created from 2001 through to 2012; meanwhile the claims process in AHI (through 2012) counts only 4,817 in BC.
- Quebec has reported these details in their annual reports yet does not distinguish between unilateral and cost shared initiatives. For cost sharing claims, they merely had to demonstrate that they had expended at least as much as the federal contribution to claim a 50% reimbursement.
- And in the claims reporting information, CMHC staff simply drew from the SHQ annual report, where most households served, especially since 2011 are via a unilateral shelter allowance program. Consequently, the "National Funding Table" grossly exaggerates the number of units assisted under the cost shared programming.
- In Ontario, the province has devolved delivery of AHI/IAH to the municipal governments. It is unclear how outputs across 47 Service Managers and 10 District Service Boards are aggregated to report for claims purposes. Additional investigation is necessary in Ontario.

Examining CMHC Administrative Data

The one source of published data that CMHC had posted to its website was a table titled *National AHI Funding Table* (subsequently replaced after 2011 with a similar *National IAH Funding Table*). In both cases this was periodically updated, to report only cumulative units/households to date, with earlier versions overwritten. Unless one diligently downloaded and saved, there is no way to identify annual incremental units/households assisted (the related data has now been provided to CHEC in the current "proof of concept" phase yet has never been made publicly available).

To collect historic information, CHEC made a request to CMHC for this data. CMHC generated several spreadsheets drawing from claims processing information. These distinguished the 2001-2011 AHI years (although some residual 2011 AHI funds were not claimed and captured until 2012), from the post 2011 IAH years.

Some data was provided on an annual basis, other data on a fiscal year basis. Different tables generated inconsistent and different data. And comparisons to some saved *National AHI Funding Table* data also revealed some inconsistencies. For example,

the 2001 – 2011 data presented total claims that exceeded the total budgets for the AHI by 50%. If the amount of claims are inconsistent with the known budget and with data in the web tables, this suggests that the data may not be reliable.

Summary tables for the two initiatives are appended, based on data provided by CMHC.

The AHI data for 2009-11 excludes outcomes from additional CEAP funding. CEAP allocated \$2.075 billion to social housing, mainly for retrofit and some new construction. This amount was mainly directed towards seniors and housing in the north, but no data is available to capture the substantial bump in units or households assisted that would be expected for that level of budget.

While CMHC staff were cooperative and helpful in exploring these issues, they noted that the data provided is based on provincial-territorial claims for cost sharing purposes. This was data collected for financial compliance, public accountability for federal spending – it was not designed nor intended to enumerate and monitor program impacts and outcomes.

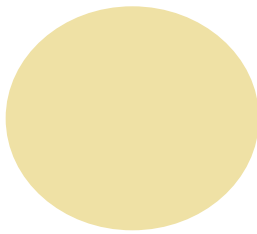
Such data is also dependent on a few knowledgeable staff and placed at risk when such staff move on. A robust data system is critical to collect preserve and provide ongoing access to data.

This is the reason CHEC is seeking to implement a 3rd party independent repository. It will ensure that records and details on federal expenditure as well as the type of programmatic outputs and outcomes are deposited and transparently available to researchers and others.

Conclusions & Recommendations

The efforts to collect 2001-2019 data from CMHC reveal that it may be more effective, albeit far more time consuming, to pursue this historic information from each of the PTs. This would enable collection of additional data that includes, in addition to these cost shared initiatives, data from the 2006-08 Affordable Housing Trusts (where federal funds were transferred to the PTs with no cost sharing and no reporting requirements), under the 2009-11 CEAP, again where there were no cost sharing requirements and any separate unilateral activity.

Thus, in phase II of the data driven Supply Challenge, CHEC will undertake to backfill data for the two decades (2001-2019) of activity via provincial and territorial housing ministries and agencies.



Appendix: Table 1 data on the Affordable Housing Initiative, 2001-2011

Total budget over three phases (\$680 Million, \$380 Mill, \$250 Million) = \$1.250 billion

TABLE 1: AHI TOTAL UNITS ADDED

Includes new construction as well as some conversions to residential and acquisition of existing

	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	Grand Total
NFLD	-	33	10	-	20	28	79	103	66	59	81	479
PEI	-	-	-	-	69	10	18	14	-	-	18	129
NS	-	-	-	13	127	241	280	42	-	81	11	795
NS	-	-	15	6	186	370	4	108	179	151	72	1,091
QC	-	-	2	546	1,582	3,874	2,799	9,764	3,438	1,375	1,496	24,876
ON	-	132	1,699	2,250	1,823	1,483	114	306	12	632	429	8,880
MAN	-	15	14	50	162	377	322	41	24	25	21	1,051
SASK	-	-	17	224	186	462	303	-	26	48	30	1,296
AB	-	-	-	839	1,162	467	1,105	55	-	315	-	3,943
BC	166	743	409	377	1,021	969	354	94	-	497	-	4,630
NWT	-	29	112	41	86	17	-	-	19	23	-	327
NUN	-	104	93	2	-	-	13	-	-	29	-	241
YU	-	-	-	-	-	48	29	-	-	-	26	103
TOTAL	166	1,056	2,371	4,348	6,424	8,346	5,420	10,527	3,764	3,235	2,184	47,841

As suggested while majority of AHI "units" were new, the reported data also included some conversions to residential and acquisition of existing to operate as affordable and some assisted homeownership initiatives (mainly in Ontario).

An additional \$6,700 units involved rehabilitation assistance (mainly to social housing providers).

For the post 2011, IAH data there was a significant shift in use of funds toward both rehabilitation as well as for rental assistance programs (including rent supplements and housing allowances). The portion of funding that supported new development is extremely small. New construction was 4% of units/households while rehabilitation accounted for 18%. Most units/households assisted is via rental assistance, but this total is distorted by the very large number of rental assistance households in Quebec. As well, the practice of simply extracting totals households assisted from the SHQ annual report rather than only those attributable to cost shared funding.

Table 2: Data on the Investments in Affordable Housing (IAH) 2011-2019

Total budget over 8 years \$1,909,863,000 - few new construction

IAH - New construction Units										
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total	Ave/yr
NFLD	116	56	43	215	179	179	19	25	832	104
PEI	20	2	2	2	2	2	11	11	52	7
NS	51	117	66	65	82	28	18	20	447	56
NS	75	73	47	69	49	36	50	101	500	63
QC	127	121	212	455	349	929	776	256	3,225	403
ON	386	767	905	436	703	1,135	927	868	6,127	766
MAN	98	59	100	76	106	117	13	95	664	83
SASK	74	199	213	143	216	87	79	109	1,120	140
AB	396	208	266	130	190	252	238	178	1,858	232
BC	81	121	553	313	324	588	178	480	2,638	330
YU	26	2	16	51	29			-	124	21
NWT	-	-	-	-	9	12	16	4	41	5
NUN	73	-	20	20	10	10	10	10	153	19
Total	1,523	1,725	2,443	1,975	2,248	3,375	2,335	2,157	17,781	2,223
IAH - Repaired Units										
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total	Ave/yr
NFLD	2,456	2,009	1,726	661	21	2,098	2,184	2,479	13,634	1,704
PEI	82	239	539	260	656	601	528	321	3,226	403
NS	1,216	1,174	1,081	2,282	2,354	3,199	2,346	2,192	15,844	1,981
NS	1,407	1,616	1,375	1,505	1,549	1,620	912	1,159	11,143	1,393
QC	1,130	2,257	1,743	-	-	674	557	1,456	7,817	977
ON	2,705	1,101	3,935	719	807	1,612	779	1,144	12,802	1,600
MAN	367	304	247	440	409	287	264	299	2,617	327
SASK	397	392	285	206	254	-	19	168	1,721	215
AB	11	-	-	242	390	241	276	205	1,365	171
BC	122	357	575	436	377	542	329	137	2,875	359
YU	73	66	12	110	-	21	19	19	320	40
NWT	81	90	76	131	226	49	-	44	697	87
NUN	-	-	-	1	1	1	1	1	5	1
Total	10,047	9,605	11,594	6,993	7,044	10,945	8,214	9,624	74,066	9,258
IAH - Rent Assisted Units										
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total	Ave/yr
NFLD	28	25	-	-	-	-	-	1	54	7
PEI	23	1,053	124	15	179	300	424	104	2,222	278
NS	1,102	1,274	1,331	-	109	93	15	270	4,194	524
NS	164	164	274	-	-	-	-	-	602	75
QC	105,644	25,635	22,158	26,673	23,606	-	61,500	-	265,216	33,152
ON	1,179	6,798	-	1,952	2,620	1,095	-	1,048	14,692	1,837
MAN	91	394	493	575	706	475	445	707	3,886	486
SASK	31	38	44	-	1	-	-	-	114	14
AB	1	30	40	-	36	-	-	152	259	32
BC	608	-	181	7,051	7,846	7,987	7,511	6,430	37,614	4,702
YU	4	1	3	10	25	93	55	55	246	31
NWT	10	8	46	1	42	-	-	-	107	13
NUN	1	-	-	-	-	-	-	-	1	0
Total	108,886	35,420	24,694	36,277	35,170	10,043	69,950	8,767	329,207	41,151