



Calgary's 10 Year Plan to End Homelessness





Calgary's
10 Year Plan to
End Homelessness

Table of Contents

2	Letter from the Chair
3	Introduction
5	Executive Summary
16	Plan at a Glance
18	Homelessness in Calgary
24	The Plan
40	Implementation of the 10 Year Plan
42	Summary of Major 10 Year Plan Capital and Program Investments
44	Appendices
44	1: Behind the scenes: the development of Calgary's 10 Year Plan.
45	2: The Calgary Committee to End Homelessness.
48	3: Summary of public policy recommendations.
51	4: Action plan.
58	5: Summary report from public consultations on Calgary's 10 Year Plan to End Homelessness.
75	6: Glossary.

Letter from the Chair

The Calgary Committee to End Homelessness is a community-based initiative that was launched in January 2007 in response to our city's growing homelessness crisis. The goal, as our name suggests, was not to find new ways to manage or cope with homelessness, but to end it.

Calgary's 10 Year Plan to End Homelessness is a bold and innovative plan designed to deliver on that goal. It's the culmination of a full year's work that included a series of public consultations, a community summit and countless hours of research that drew on the knowledge and experience of local front-line service providers as well as case studies from across North America.

The plan contains practical, results-oriented solutions that cut through the underlying systemic barriers. It rewards personal accountability and initiative; it helps people move to self-sufficiency and independence; it ensures people will receive the care and support they need when they need it; and it will result in a net cost savings to taxpayers.

Our 10 Year Plan calls for a wide range of actions, including measures that can be implemented immediately. It calls for major policy changes by all levels of government as well as long-term investments that will take several years to deliver full results. We hope that governments will reflect carefully on our recommendations and move rapidly to implementation.

But this is not a plan that expects government to shoulder the full burden. It's a community call to action that will require the good faith efforts of all levels of government, the private sector, the non-profit and faith community and the public, working together toward an end to homelessness.

I cannot find enough ways to express my thanks to our committee of community leaders, drawn from the City of Calgary, the provincial and federal governments, the private sector and the breadth of our non-profit community. They gave freely of their time and were passionate in their work. Equal thanks must go as well to the many others—staff, sub-committee volunteers, donors and members of the public—who contributed selflessly and effectively during our journey. The dedication shown by all involved to work together to find practical, workable and innovative solutions was inspiring. It put real meaning to the phrase "making a difference."

Efforts to address homelessness did not begin with the creation of this committee. I want to acknowledge the tireless work of Calgary's non-profit sector, our public servants, the legions of volunteers and many generous donors who have been battling away year after year providing care and support to their fellow Calgarians experiencing homelessness.

This plan is the first step towards ending homelessness. We hope you will join us in this very important effort.



Stephen G. Snyder
Chair, Calgary Committee to End Homelessness
January 2008

Introduction

Despite the dedicated efforts of many, Calgary is in the midst of a homelessness crisis that is growing both in numbers and severity. If we do not act now to address this serious social and economic issue, by the end of the next decade our city could have as many as 15,000 people homeless on our streets on any given day. This would be a moral and social catastrophe with serious economic implications; if nothing is done to address this problem, we estimate that the cumulative economic cost could be more than \$9 billion in the next 10 years.

Inspired by successful efforts in other cities across North America, Calgarians are rising to the challenge of eliminating homelessness. After a year of intensive research and public consultation, the Calgary Committee to End Homelessness has tabled its 10 Year Plan. The Plan has both short- and long-term goals. In the short term, it aims to create rapid, visible and meaningful change by focusing attention on chronic homelessness and prevention. In the longer term, the Plan calls for the creation of 11,250 affordable and specialized housing units over the next decade and proposes major systemic changes to eliminate barriers that currently entrench homelessness.

The guiding philosophy of the Plan is a proven concept called “Housing First,” which puts the highest priority on moving homeless people into permanent housing with the support necessary to sustain that housing. Key elements of the Plan include co-ordinated intake and assessment, city-wide case management and a Homeless Management Information System that will bring a more consistent, co-ordinated approach to Calgary’s homeless-serving system.

These changes will require that the three levels of government, the private sector, non-profit organizations, and institutions like hospitals—all the partners in the homeless system—work together in innovative and more accountable ways.

The Plan has set ambitious targets including the elimination of family homelessness in two years, the retirement of 50 per cent of Calgary’s emergency shelter beds within five years, an 85 per cent reduction in the chronic homeless population within five years with the complete elimination of chronic homelessness in seven years, and a reduction in the maximum average stay in emergency shelters to less than seven days by the end of 2018.

Reaching these targets will require significant initial financial investments in capital projects and new programs from governments, foundations and the private sector. These are major investments, but because they are designed to end homelessness, they will also eliminate many of the costs currently associated with it. In fact, we estimate the 10 Year Plan can deliver a cumulative cost saving of over \$3.6 billion.

The Plan contains detailed cost estimates, policy recommendations and a timeline that sets out the major actions required and milestones to be achieved.

Calgary is at a turning point in its history. If we are to continue as a great Canadian city, we have a moral obligation to eliminate homelessness. This 10 Year Plan provides the path to achieve this worthy goal.



Today, we estimate as many as 1,200 Calgarians have
been homeless more than a year; nearly 400 of those have been
homeless more than five years.

Executive Summary

On any given night, more than 3,400 Calgarians sleep in shelters, under bridges, on the streets or in their cars. More than 58,000 Calgary households are living only one paycheque—or one crisis—away from homelessness. Socially, morally and economically, this is a problem a community as proud as ours cannot tolerate. It is also a problem, we firmly believe, that has a solution. But that solution will require some significant changes. We must be willing to adopt innovative new strategies and commit ourselves, as a community, to solving the problem. We must also be willing to make some up-front, long-term investments that will allow us to eliminate homelessness over time.

In the year 2000, the U.S.-based National Alliance to End Homelessness issued a challenge to America to end homelessness in 10 years. One community took up that call to action and others followed. Today more than 300 communities have committed themselves to 10-year plans as part of a nationwide effort to end homelessness in the United States.

Encouraged and inspired by the success of these communities, the Calgary Committee to End Homelessness was formed in January 2007.

Our vision is that by the year 2018 all people facing homelessness in Calgary will have access to safe, decent and affordable housing as well as the resources and supports necessary to sustain that housing. Our aim is to deliver a plan that will not only end homelessness, but do so by the most economically efficient means possible.

Our plan rewards personal accountability and initiative; it helps people move to self-sufficiency and independence; it ensures people will receive the care and support they need when they need it; and it will result in a net cost savings to taxpayers.

The Voices of Homelessness	What's it like to be a homeless child in Calgary?
	“People...look at you like you're nothing but a dirty lowlife homeless person, like they're above you. But I ain't like that, I keep clean, I shower and wear clean clothes. I may be homeless but I'm not a BUM.” <i>—Boy, age 11</i>

The scope of Calgary's homelessness crisis

Homelessness in Calgary has risen a staggering 650 per cent in the last decade. At the same time as the rate of homelessness increased, so too did the severity; between 1997 and 2002 the percentage of people who reported being homeless for over a year more than doubled.

Today, we estimate as many as 1,200 Calgarians have been homeless for more than a year and nearly 400 of those people have been homeless for more than five years. Equally disturbing is the fact that about half of the homeless people in our city have jobs, but still cannot afford to house themselves.

Homelessness in our community was a relatively rare phenomenon until a series of economic, social and public policy changes converged in the early 1990s to cause its dramatic rise. Increased migration to Calgary, a decline in real earnings for those with low incomes, and a growing scarcity of affordable housing put the vulnerable at risk of, or into, homelessness. There, they were met by systemic barriers in government and social services that effectively trapped the most vulnerable, extending the duration and severity of their suffering and increasing the social and economic costs to our city.

Efforts to address the homelessness crisis have focused in recent years on increasing the number of beds, shelters and services available to the homeless. These efforts have increased our capacity to *manage* homelessness. We believe a new approach is needed to *end* it.

Learning from the success of other cities

The principles and strategies at the heart of Calgary's 10 Year Plan have been put to the test in other communities, with encouraging results:

- In the short space of 18 months after the implementation of Portland, Oregon's 10-year plan, the city reduced its chronic homeless population by 70 per cent.
- Denver, Colorado has seen an 11 per cent reduction in overall homelessness and a 36 per cent reduction in chronic homelessness since the city implemented its plan in 2005.
- Hennepin County, Minnesota has seen a dramatic decline in family homelessness since it implemented its 10-year plan. From 2002 to 2004, the community saw family homelessness decline by 43 per cent, from 1,819 to 1,046.

The Voices of
Homelessness

What's it like to be a homeless child in Calgary?

"You can't enjoy your room, your own stuff, your own pets."

—Girl, age 11

The costs of homelessness

The social costs of homelessness are many and well understood. We know that people with mental illness or addictions get worse when they are un-housed and unable to receive treatment, and they often end up in ambulances and emergency wards. Citizens and visitors to Calgary are often disturbed by seeing so many people experiencing homelessness on our streets. Many don't feel safe downtown at night, particularly in and near the East Village and along the Bow River pathways.

But we've also begun to realize that homelessness is exacting a terrible economic toll. Our own analysis shows it costs taxpayers more to manage homelessness than it would to end it.

Chronic homelessness is particularly costly: one University of California study followed 15 chronically homeless individuals for 18 months and found each person consumed \$200,000 in public services. This far exceeds the cost of providing affordable housing with the attendant support services needed to help sustain it.

If Calgary's current homelessness growth rate continues into the next decade, we estimate that the number of people homeless on any given night could reach 15,000 and cumulative spending could be more than \$9 billion.

A return on our investment

Homelessness is a moral and social problem with significant economic costs. The up-front investment proposed in this plan will pay for itself as the number of people experiencing homelessness declines and the costs related to homelessness are reduced. We estimate that a full payout on the direct costs of the plan could be achieved by 2016 and a cumulative direct and indirect cost savings of over \$3.6 billion achieved by the end of 10 years.

The requirements for success

The first requirement for success is to address Calgary's critical and worsening shortage of affordable housing. To eliminate homelessness we're going to have to find or create thousands of affordable housing opportunities.

Second, we need to ensure the necessary support services are in place. Housing alone won't end homelessness and we will need to address the root causes including poverty, addictions, mental illness and domestic violence.

Third, we need to make it easier for the homeless to access the many excellent support services available to them. Calgary has over 140 different non-profit agencies and government departments providing more than 2,000 programs and services for people experiencing homelessness. We need a co-ordinated approach to quickly, humanely and efficiently connect the homeless to these services and move them to safe, decent and affordable housing.

Fourth, we must break the bureaucratic stranglehold that bedevils our current system—a system in which the homeless cannot be housed until their situation has improved, but their situation cannot improve until they are housed. Traditional models place requirements on the homeless that limit their ability to establish a more stable and sustainable lifestyle.

We need to embrace a Housing First model, where the first priority for programs serving people experiencing homelessness is permanent housing with the support necessary to sustain that housing. This is a fundamentally different approach than we have taken until now, but it has been proven to work elsewhere. It is also entirely consistent with Calgary's entrepreneurial spirit and our belief in the power of individuals to succeed when given the opportunity.

A phased approach

Calgary's 10 Year Plan to End Homelessness has both short- and long-term components and will be executed in three phases.

In Phase One, running from 2008 to the end of 2010, we aim to create rapid, visible and meaningful change by focusing our attention on chronic homelessness and prevention. We will set in motion major capital projects, introduce key policy changes, put in place the necessary information systems, and conduct further detailed research to more fully understand the dynamics of homelessness in our City.

Phase Two, from 2011 to the end of 2013, will be focused on the deeper systemic changes, filling in critical gaps and making adjustments to our plan based on the effectiveness of Phase One and a better understanding of the system.

Phase Three, from 2014 to 2018, is the fine-tuning phase, where we will make the final adjustments necessary to complete and sustain our success.

**The Voices of
Homelessness**

What are Calgary's homeless support workers most proud of?

"Giving my clients a break when I see that they're trying to accomplish their goals and really trying hard to stay sober."

Guiding principles

The 10 Year Plan: 12 guiding principles, five strategies and one objective: ending homelessness in Calgary.

Calgary's 10 Year Plan to End Homelessness is built on these 12 principles:

- 1** Ending homelessness is a collective responsibility. This includes those experiencing homelessness who must take personal ownership and accountability in ending their homelessness.

- 2** Our plan will aim to help people move to self-reliance and independence.

- 3** All people experiencing homelessness are ready for permanent housing, with supports as necessary.

- 4** The first objective of homeless-serving systems, agencies, programs and funding must be to help people experiencing homelessness gain and maintain permanent housing (Housing First).

- 5** We will prioritize the most chronically homeless populations.

- 6** The selection of affordable housing and the provision of services should be guided by consumer choice.

- 7** Resources will be concentrated on programs that offer measurable results.

- 8** Affordable housing is safe, decent and readily attainable. Diverse, integrated, scattered site affordable housing, close to services, is preferred.

- 9** 10 Year Plan funding must be diverse and sustainable.

- 10** The use of markets will be maximized by involving the private sector in the implementation of our 10 Year Plan.

- 11** The economic cost of homelessness must be reduced.

- 12** A well educated, well trained and adequately funded non-profit sector is central to the success of our 10 Year Plan.

Strategies

At the core of this plan are five broad strategies:

- 1 Stop homelessness before it begins with effective prevention.**
- Create opportunities for the most vulnerable to increase incomes in order to gain and retain housing.
 - Reinforce emergency prevention through emergency financial assistance.
 - Streamline access to housing and services.
 - Stop discharging people into homelessness from hospitals, corrections and foster care by December 31, 2011.
 - Improve housing opportunities and services for homeless youth.
-

- 2 Re-house and provide the necessary support to Calgarians experiencing homelessness.**
- Make permanent housing the first objective of all homeless-serving programs and services. (Housing First is the operating philosophy of our 10 Year Plan.)
 - Move 1,200 chronically homeless and near-chronically homeless people into housing with support within seven years.
 - Implement a city-wide, common, but physically distributed, intake and assessment process by December 31, 2011.
 - By December 31, 2011, ensure that every person who becomes homeless in Calgary is assigned a case manager to guide them through the system and into permanent housing.
-

- 3 Ensure adequate affordable housing, supportive housing and treatment capacity.**
- Acquire 114 acres of land for affordable housing, supportive housing and treatment capacity.
 - Develop 11,250 new units of affordable housing including 1,200 supportive housing units and treatment beds. By involving the private sector, keep the average public sector cost of this new housing to less than \$60,000 per unit.
 - o Leverage public and private sector involvement to build 3,750 new affordable home ownership units.
 - o Create 2,000 new secondary suites.
 - o Create 2,500 new affordable rental opportunities with the private, public and non-profit sectors.
-



- o Encourage development of 1,000 affordable multi-residential rental opportunities with density bonusing, inclusionary zoning and tax incentives.
 - o Create 800 new single resident occupancy and student housing units.
 - Optimize affordable housing utilization through an affordable housing registry.
 - Employ a housing trust model to establish a one stop shop for co-ordination of affordable housing development, to leverage stable and long term revenue sources from the public and private sectors and to implement investments that meet community needs.
-

4 Improve our data and systems knowledge.

- Introduce a mandatory Homeless Management Information System to give us real-time data on every aspect of the homeless-serving system.
 - Develop and maintain a detailed services directory.
 - Expand, co-ordinate and deepen research capabilities to gain a detailed understanding of homelessness in Calgary and evaluate performance of our 10 Year Plan.
-

5 Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness.

- Address the critical human resources issues facing homeless-serving non-profit agencies including wages, benefits and workload. (The heart of the homeless-serving system is the people who deliver its services, and they are often underpaid and overworked.)
 - Improve efficiency by improving co-ordination and optimizing existing resources.
 - Reduce the administrative burden on homeless-serving non-profit organizations.
 - Build public support and encourage community action on homelessness.
-

Key milestones

**Our ultimate objective is to end homelessness in Calgary.
We will gauge our success against the following benchmarks.**

* Retire 50 per cent of Calgary's emergency shelter capacity within five years.

* Decrease the chronic homeless population 85 per cent from current levels within five years with a complete elimination of chronic homelessness in seven years.

* Eliminate family homelessness in two years.

* Stop the growth of homelessness and stabilize the overall homeless count at 2006 levels by May 1, 2010.

* Deliver a 12.5 per cent annual decrease in total homeless population starting in 2010.

* Reduce the economic cost of homelessness.

* Reduce the maximum average stay in emergency shelter to less than seven days by December 31, 2018. By that point, anyone in emergency shelter will be rapidly moved into permanent housing.



**The Voices of
Homelessness**

What's it like to be a homeless child in Calgary?

"It feels like you're in hell and you are dirty."

—Boy, age 8

Implementation of the 10 Year Plan

The Calgary Homeless Foundation is well-positioned to be the lead implementing agency of the 10 Year Plan. Its first action should be to negotiate and deliver a three- to five-year multilateral implementation and funding agreement between itself and the City of Calgary, the Government of Alberta, and the Government of Canada. That agreement should be delivered before the end of 2008.

We recommend that the Calgary Homeless Foundation change the composition of its Board of Directors to mirror the composition of the leadership committee of the Calgary Committee to End Homelessness.

The Calgary Homeless Foundation will need to structure and staff itself to deliver on the plan. It will be accountable to stakeholders, funding partners and Calgarians by providing quarterly progress reports as well as an annual Report to Calgarians.

Conclusion

If we follow the recommendations and take the actions outlined in Calgary's 10 Year Plan to End Homelessness, we expect to see a dramatic reduction in our homeless population within the first five years of the plan, with a complete end to all but temporary homelessness within 10 years.

This improvement will be driven in part by a significant up-front investment to fund the various changes and improvements called for in the plan. This investment will pay for itself as the number of people experiencing homelessness declines and the costs related to homelessness are reduced. A full recovery on the direct costs of the plan is anticipated in 2016.

Our 10 Year Plan calls for a wide range of actions, including measures that can be implemented immediately. It also calls for major policy changes by all levels of government as well as long-term investments that will take several years to show results. We hope that governments will reflect carefully on our recommendations and move rapidly to implementation.

This is not a plan that expects government to shoulder the full burden. It's a community call to action that will require the good faith efforts of all levels of government, the private sector, the non-profit and faith communities and the public, working together toward an end to homelessness.

Homelessness is a painful and costly social problem that should not exist, and it is time to abolish it. We have a solid plan, backed by the right resources and people. Together, we can eliminate homelessness in the next 10 years and make our community the healthy, vibrant place we all want it to be.

Outcomes in the first year

* The Calgary Homeless Foundation will be fully staffed and funded to lead the implementation of the 10 Year Plan.

* A multilateral agreement between the Government of Canada, the Government of Alberta, the City of Calgary and the Calgary Homeless Foundation to implement and fund the 10 Year Plan will be substantially completed.

* 100 chronically homeless Calgarians will be moved into permanent housing.

* A pilot project with Alberta Solicitor General to re-house 50 previously homeless people about to be discharged from provincial corrections will be launched.

* A case management pilot project to move 125 people out of shelter and into permanent housing will be launched. Case management contracts to move 500 people from emergency shelter into housing will be tendered.

* 100 treatment beds for people experiencing mental illness and/or addictions will be under development.

* 50 women or families in crisis will be moved from emergency or transitional shelter into housing with support



**The Voices of
Homelessness**

What are Calgary's homeless support workers most proud of?

"Helping to place a gentleman in an apartment after 20-plus years of living on the streets."

* Changes to provincial Income Support and Assured Income for the Severely Handicapped will be introduced to increase incomes of Alberta's most vulnerable citizens.

* Three Project Homeless Connect events will provide one-stop service to over 4,000 people at risk of, or experiencing, homelessness.

* A comprehensive land acquisition strategy will be completed.

* Two acres of new land for affordable housing will be acquired by the Calgary Homeless Foundation.

**The Voices of
Homelessness**

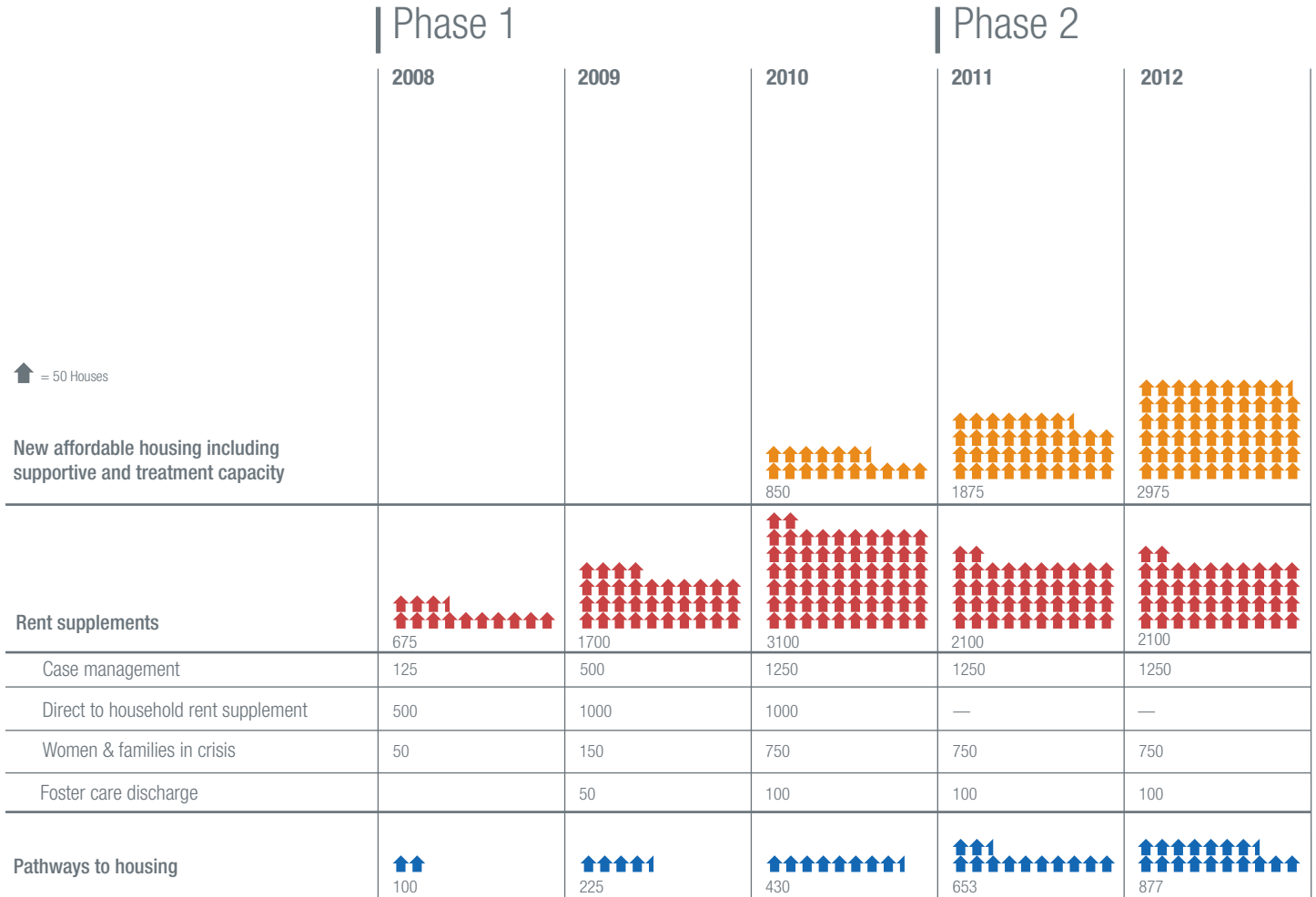
What's it like to be a homeless child in Calgary?

"It's an empty feeling and you never feel comfortable."

—Boy, age 13

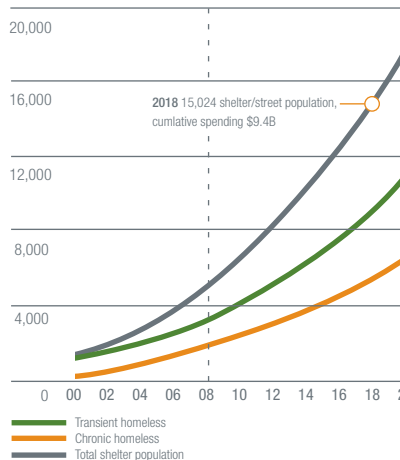
Plan at a Glance

Calgary's 10 Year Plan to End Homelessness



Homeless population—status quo

Number of people

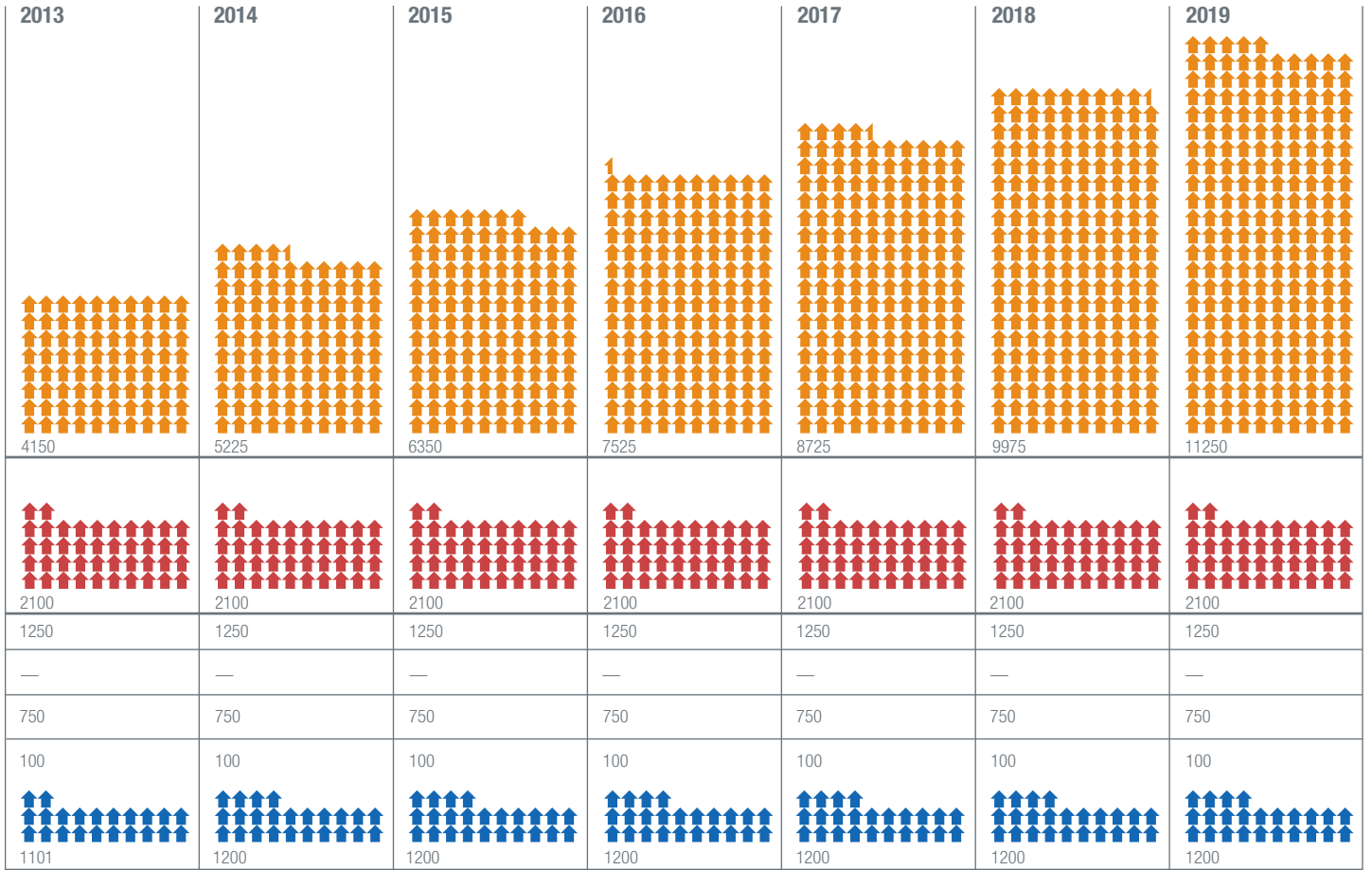


Homeless population—10 Year Plan

Number of people



Phase 3



Direct homeless spending

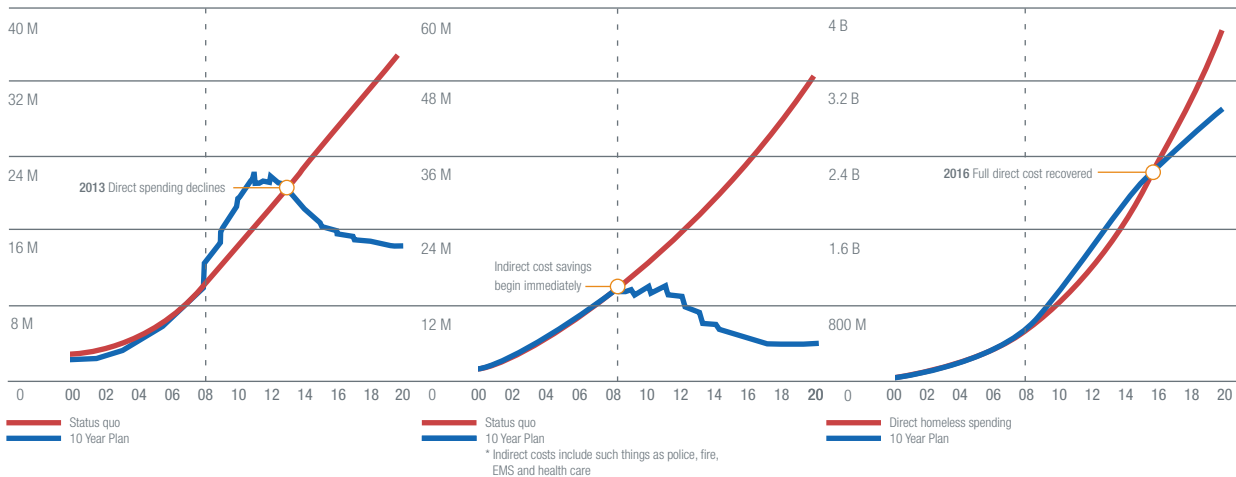
Indirect costs*

Cumulative direct spending

Dollars/Month

Dollars/Month

Dollars



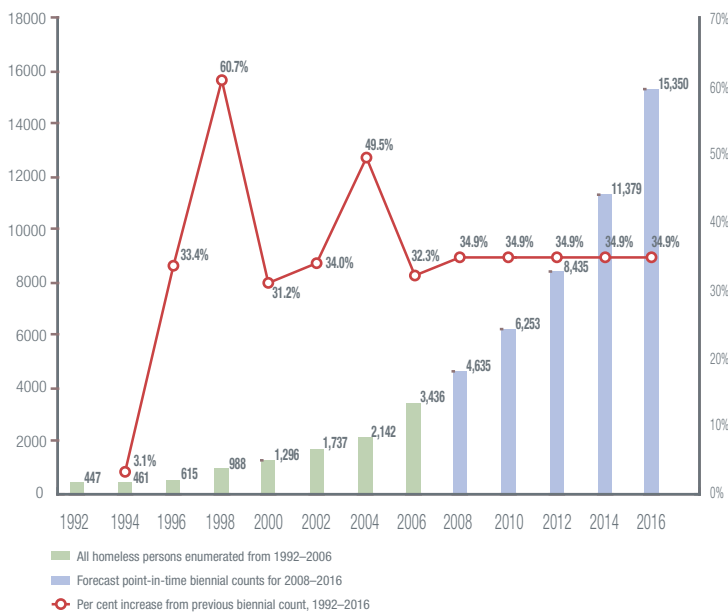
Homelessness in Calgary

How many people are homeless?

Accurately determining the number of people experiencing homelessness is problematic. For planning purposes we rely on point-in-time counts, where volunteers go out one night every two years and count the homeless people they find in shelters and on the street.

Homeless persons enumerated in Calgary from 1992–2006 and forecasts for biennial point-in-time

Counts for 2008–2016, also showing per cent increase from the previous count, 1992–2016



In Calgary's last count in May 2006, 3,436 men, women, and children were counted as homeless, a 32 per cent increase over the last count. The numbers have been increasing an average of 35 per cent every two years since 1994. If this trend holds, the City of Calgary estimates that there will be more than 15,000 people homeless on any given night in Calgary by 2016¹.

Point-in-time counts are only a snapshot of one day every two years. We estimate that 65 per cent of people who experience homelessness are in and out quickly, whereas about 35 per cent find themselves trapped in homelessness for a prolonged period². Combine those estimates with shelter utilization rates, and we know far more people will experience homelessness in a year than are counted on any given day. In a 2002

survey of nine emergency shelters, 14,131 different individuals were found to have used the shelters in the period of a year. Of those, nearly 6,000 of the same people were counted in shelters two years earlier in a similar count. If the utilization rate follows a growth rate similar to the point-in-time count, more than 21,000 Calgarians may have experienced homelessness last year³.

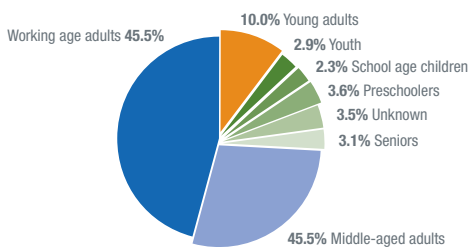
1 The City of Calgary, CNS, Social Research Unit
 2 2002 Study of Homelessness in Calgary.
 3 The City of Calgary, CNS, Social Research Unit.

Unfortunately, point-in-time counts and shelter utilization statistics are only the tip of the iceberg. Most people experiencing homelessness don't live on the street. More than 80 per cent of Canada's homeless are improperly housed or on the verge of eviction. Many are sleeping in temporary beds; some are sleeping with friends or relatives, in abandoned buildings, and vehicles, and in other sites away from the public eye⁴.

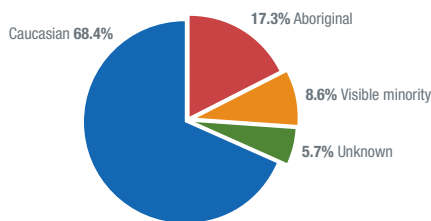
Who are the homeless?

Calgary's known homeless population, as found in emergency shelters, transitional housing and on the streets, is predominantly single white men. Aboriginal peoples

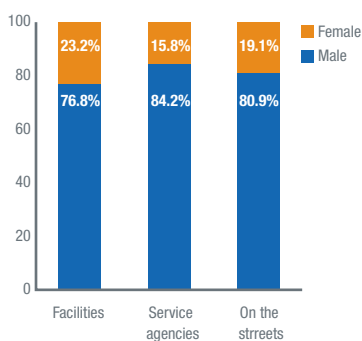
Homeless persons enumerated by observed age group



Homeless persons enumerated by observed population group



Homeless persons enumerated by location and gender



Source: The City of Calgary

continue to be over-represented in homeless counts relative to the percentage of the Canadian population who are Aboriginal.

We don't believe these statistics are indicative of the complete homeless picture in Calgary given the probability of significant hidden homeless populations of women, families and youth. Women will avoid emergency shelters out of fear for personal safety or fear of losing children to child welfare agencies. Young people will also tend to avoid the shelters out of fear for their safety and to avoid authorities; they are more typically found "couch surfing" between friends and relatives.

The 2002 Calgary Homelessness Study prepared for the Calgary Homeless Foundation provides interesting insights into the population. According to that study:

- 50 per cent of people experiencing homelessness are employed.
- 40 per cent have been in Calgary less than a year, with most moving to Calgary from British Columbia and other parts of Alberta.
- 26 per cent of all homeless individuals surveyed had a mental health problem.
- 69 per cent had a history of substance abuse.
- 32 per cent of the absolutely homeless population surveyed had been homeless for more than one year but less than five years, and eight per cent of the absolutely homeless population surveyed had been continuously homeless for more than five years and were considered to be chronically homeless by the study team.

The “Risk, Trigger, Trap” road to homelessness

There’s no one reason individuals or families become homeless or one pathway into a life on the streets. Rather, homelessness appears to be the result of a cumulative series of risk factors, triggering events combined with systemic and environmental conditions.

The risk factors are those combined underlying conditions or elements that appear to increase the probability of homelessness. Some of these factors include:

- Poverty.
- Physical disability or mental illness or addiction.
- Difficult childhood history like fetal alcohol syndrome and abuse.
- Time in foster care.
- Family conflict.
- Lack of supportive relationships.
- Lack of education.

None of these factors by themselves or in combination means certain homelessness. However, the higher presence of risk factors increases the probability of homelessness when they are met with a triggering event.

Triggering events are those events that cause the loss of housing. These can include:

- Financial crisis.
- Moving for economic or social opportunity.
- Health crisis.
- Family conflict.
- Landlord/roommate conflict.
- Unchecked addiction and mental illness.
- Crime (either as victim or perpetrator).

Once people lose their housing, they can quickly become trapped in a system of multiple, cumulative barriers that make regaining housing extremely difficult. Research shows that 65 per cent of people find their own way out of homelessness⁵. The most vulnerable—mostly those with the greater combination of risk factors—can get trapped and become chronically homeless.



5 2002 Calgary Homelessness Study.

The homeless trap consists of a system of multiple and cumulative barriers including:

- Public system barriers like the social support “Catch 22” of “no address, no welfare; no welfare, no address.”
- Multiple jurisdictions: ironically, the greater a person’s need for government help or the greater the government involvement, the deeper the trap. This is most often seen with Aboriginal peoples or immigrants who must navigate all three levels of government for support.
- Difficult “system” navigation: In Calgary there are at least 2,000 programs and services, three governments, eight Provincial departments and more than 140 non-profits that people experiencing homelessness can turn to.
- Emergency shelter environments that can increase vulnerability to addictions, increase severity of mental illness, worsen physical health and reduce personal security.
- Addiction, mental and physical illness.
- Employment barriers including physical health problems, lack of an address, insufficient education, lack of transportation, poor hygiene and a lack of sleep from living on the streets or in a shelter.
- Insufficient income for first month’s rent and damage deposit.
- Conditions put on housing including sobriety, lack of a criminal record, good credit history.
- Institutional recycling with people moving in and out of hospital, shelter, corrections and programs.
- Housing affordability.

While there is no one reason individuals or families become homeless or one pathway into a life on the streets, what is common to virtually all homelessness is poverty.

The rise of homelessness in Calgary

Homelessness in Calgary has risen a staggering 650 per cent in the last decade. At the same time as the rate of homelessness has increased, so too has the severity; between 1997 and 2002 the percentage of people who reported being homeless for over a year more than doubled⁶.

Through the 1980s and into the early 1990s homelessness was a relatively rare phenomenon until a series of economic, social and public policy changes converged to cause its dramatic rise. These changes resulted in increased migration to Calgary, a decline in real earnings for those with low incomes and a growing scarcity of affordable housing. The impact of these changes has been compounded by systemic barriers in government and social services that effectively trap the most vulnerable, increasing the duration and severity of homelessness for hundreds.

6 2002 Calgary Homeless Study.

Migration

Calgary’s booming economy is drawing more people into the city, including many poor Canadians seeking a better life. Nearly 40 per cent of all people experiencing homelessness have been in Calgary less than a year⁷, which tells us economic growth is attracting low income and people experiencing homelessness from other parts of the country. Net migration to Calgary averaged 14,442 people annually between 1996 and 2006⁸.

Income

Alberta’s strong economy has also caused a significant drop in poverty rates across the province; nearly everyone who is able to work can find a job. Unfortunately for some workers, earnings have not been keeping up with the cost of living. For example, the real average earnings for people employed in the retail and wholesale sector dropped by 7.4 per cent between 1998 and 2005, from \$31,000 to \$28,700. The retail and wholesale trade sector is the largest employer in Calgary, employing over 14 per cent of employed individuals in the city⁹.

The impact of the increased cost of living is most acutely felt by those on social assistance. Social assistance rates in Alberta have declined since 1991. Each of the 6,317 Calgary households on Income Support—including individuals who are not expected to work—earn less than 30 per cent of what is needed to afford rental accommodation¹⁰. Even worse, most people living in emergency shelters or on the

street cannot access core income support benefits because they do not have a permanent address.

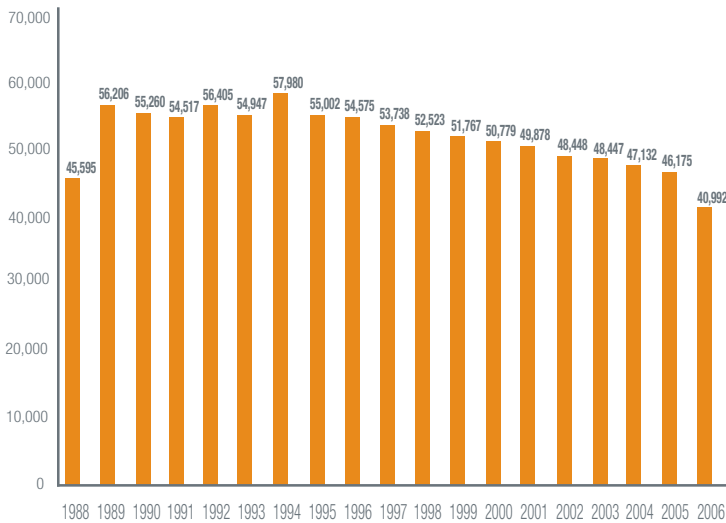
Housing supply and affordability

Housing affordability across the province is at its lowest point in 26 years¹². In Calgary, approximately 18 per cent of local households, an estimated 34,560, face a severe housing affordability challenge¹³.

Since 1996 the average resale single family home price has increased 263 per cent, the average condominium resale price has increased 192 per cent and the price of an average two-bedroom market rental apartment has increased 74 per cent¹⁴.

The private rental universe in Calgary, 1988-2006¹¹

Apartments and row homes



Source: CMHC (2006c; 2005c; 2004c; 2003c; 2002c; 2001c; 2000c; 1999c; 1998c; 1997c; 1996c; 1995b; 1994b; 1993b; 1992b; 1991b; 1990; 1989; 1988).

- 7 2002 Calgary Homeless Study.
- 8 Calgary and Region Socio Economic Outlook 2006–2016.
- 9 City of Calgary Fast Facts #8 Revised November 2007.
- 10 Less than 30 per cent of the Core Need Income Threshold.
- 11 City of Calgary Fast Facts #8 Revised November 2007.
- 12 Calgary and Region Socio Economic Outlook 2006–2016.
- 13 Calgary and Region Socio Economic Outlook 2006–2016.
- 14 City of Calgary Fast Facts #8 Revised November 2007.

The dramatic housing price increases are driven by a supply and demand imbalance. In the face of increasing demand from population growth, market rental supply has declined. Since 1994, there has been a net loss of 16,988 rental units Calgary to condominium conversion or other development¹⁵. Many of those units lost were lower-cost rentals. While some of these condominiums will return to the rental market, they invariably re-enter at a higher price.

Affordable housing development

In the late 1980s and into the 1990s Federal and Provincial governments withdrew from social housing development. Between 2002 and 2006 only 688 new non-market housing units have been built, planned or begun construction in Calgary. In mid-2007, the City of Calgary and the Calgary Apartment Association announced the New Start rent supplement program to create 1,000 affordable housing units from market rental apartments. In Calgary today there are 14,596 non-market housing units including subsidized market rentals.

The strained social safety net

Governments rely on non-profit organizations to deliver most social services to people experiencing or at risk of homelessness. These services run the gamut from emergency shelter to addictions treatment, supportive housing, career training, counselling and health care.

Calgary's charitable and non-profit organizations are increasingly stressed by growing demand, rising costs and limited funding. Demand on homeless-serving organizations has increased over 650 per cent in the last decade, but core funding increases have not kept up with inflation. Compounding the impact of demand growth and funding constraints are increasing costs for rent, utilities and human resources driven by Calgary's hot economy.

Wide income disparity between the non-profit sector and the public and private sectors is driving staff turnover that plagues most Calgary charities. Some organizations report experiencing as much as 50 per cent annual turnover, losing staff to public and private sector employers offering 20, 30 and even 50 per cent pay and benefit increases. Some agency staff even report using the very same services they refer their homeless clients to.

A 2005 study by Centrepoint also warned of an impending charitable leadership vacuum finding that over 80 per cent of senior agency staff intend to leave their positions between 2005 and 2010.

15 City of Calgary Fast Facts #8 Revised November 2007.

The Plan

Calgary's 10 Year Plan has five main strategies:

- 1** Stop homelessness before it begins with effective prevention.
- 2** Re-house and provide the necessary support to Calgarians experiencing homelessness.
- 3** Ensure adequate affordable housing, supportive housing and treatment capacity.
- 4** Improve our data and systems knowledge.
- 5** Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness.

These five strategies are further broken down into a series of goals and action steps.

The plan will be executed in three phases. In Phase One, running from 2008 to the end of 2010, we aim to create rapid, visible and meaningful change by focusing our attention on chronic homelessness and prevention. We will set in motion major capital projects, introduce the major systemic changes, put in place the necessary information systems and conduct detailed research to more fully understand the dynamics of homelessness in our City.

Phase Two, from 2011 to the end of 2013, will be focused on the deeper systemic changes, filling in critical gaps and making adjustments to our plan based on the effectiveness of Phase One and a better understanding of the system.

Phase Three, from 2014 to 2018, is the fine tuning phase where we will make the final adjustments necessary to complete and sustain our success.

Strategy 1

Stop homelessness before it begins with effective prevention.

Goal 1

Create opportunities for the most vulnerable to increase incomes in order to gain and retain housing.

Incomes for the poor and working poor have not kept up with the cost of living and, most importantly, the cost of housing in our city. The City of Calgary estimates 34,560

Calgary households face a severe housing affordability challenge. The most vulnerable of these Calgarians receive Income Support or Assured Income for the Severely Handicapped (AISH), which, even in the most conservative estimate, does not nearly meet the Core Need Income Threshold (CNIT) to afford rental accommodation. Others are working full-time and cannot afford increasing rents. Most people experiencing homelessness in Calgary cannot access income support at all.

We will bring several specific recommendations to the provincial government to increase Income Support and AISH rates, change the Income Support regulations that prevent homeless individuals and families from collecting assistance, and introduce new rules to encourage more Calgarians on assistance to join the workforce. We will also work to rapidly link people with employment opportunities and skills training.

Goal 2

Reinforce emergency prevention.

In its first six months the Government of Alberta's new Homelessness and Eviction Prevention (HEP) Fund processed 6,824 claims in Calgary with an average claim of just under \$875. For less than \$875 per person, the HEP fund has prevented the homelessness of over 6,000 people in less than six months.

We applaud the Government of Alberta for this initiative and will strongly encourage them to make this a permanent program. We recommend this program be reinforced by connecting claimants to more comprehensive support through the city-wide case management system (described in Strategy 3) in order to reduce the probability of homelessness.

Goal 3

Streamline access to services.

Calgary has a wealth of programs and services for people at risk of or experiencing homelessness, but those services are hard to find and our system of care is difficult to navigate. We will improve access to housing and services by introducing Project Homeless Connect to Calgary.

Project Homeless Connect (PHC) is a one-day event designed as a one-stop shop of services for people experiencing or at risk of homelessness. PHC is an excellent opportunity to improve interagency co-operation by getting many agencies working together under one roof. It has also proven to be an extremely effective means of mobilizing citizens to take action on homelessness. Project Homeless Connect will begin as a quarterly event.

We will replace Project Homeless Connect with a full-time Opportunity Centre as single point of access to all the services and supports in Calgary by December 31, 2010.

Goal 4

Stop discharging people into homelessness from hospitals, corrections and foster care by December 31, 2011.

In 2006, the City of Red Deer conducted research into their homeless population and found that fully one third of people experiencing homelessness in Red Deer had come out of the foster care system and more than 50 per cent had a criminal record. Housing people discharged from hospitals and corrections has been shown to dramatically reduce health care use and recidivism.

On October 19, 2007, the Calgary Committee to End Homelessness and the Alex Community Health Centre launched Pathways to Housing Calgary. The Pathways project is designed as both a pilot project to test the applicability of Housing First to address chronic homelessness in Calgary and a pilot project of discharge planning from hospital. The Pathways to Housing pilot will re-house and support 50 chronically homeless Calgarians starting in December 2007. In partnership with the Calgary Health Region, Alberta Health and Wellness and others, we will develop zero discharge programs and protocols to end discharges from hospital to homelessness in Calgary within three years.

We will work with the Alberta Solicitor General and other partners to develop a zero discharge pilot project in Calgary to re-house 50 homeless persons scheduled for release from provincial corrections in 2008.

We will work with the Government of Alberta to develop zero discharge programs and protocols to end discharges from corrections and foster care to homelessness in Calgary within three years.

Goal 5

Improve housing opportunities and services for homeless youth.

According to City of Calgary Biennial Counts of Homeless Persons, the number of homeless youth in Calgary between 13 and 17 years old increased by 80 per cent between 2002 and 2006. At the same time, the number of homeless youth between 18 and 24 increased by 56 per cent.

We will work with the Youth Sector to improve mainstream service co-ordination, enhance case management services for youth and develop a strategy to address the mental health, addictions treatment and physical health needs of homeless and at risk youth in Calgary. Concurrently, we will work with the Government of Alberta, the Youth Sector and other stakeholders to add critical new youth housing opportunities including the development of 250 family and youth emergency shelter beds, 100 youth transitional housing beds and 100 foster care discharge housing opportunities tied to our zero discharge from foster care strategy.

Beyond the direct challenge of youth homelessness, long-term homelessness prevention requires that the risk factors increasing a person's chances of becoming homeless must be addressed. Poverty is the one common denominator in virtually

all homelessness. We support the work of the Poverty Reduction Coalition in its efforts to reduce the incidence of poverty in Calgary, one of the city's most complex and far-reaching issues.

Strategy 2

Re-house and provide the necessary support to Calgarians experiencing homelessness.

Goal 1

Move people into housing first.

The Housing First philosophy is based on the principle that the first priority for people experiencing homelessness is permanent housing with the support necessary to sustain that housing. The Housing First model differs from conventional transitional models that require people to become “housing ready” prior to obtaining permanent housing.

Housing First is the operating philosophy of our 10 Year Plan. We will work with all major foundations, charitable, philanthropic and government social service funders to make permanent housing the primary objective of all homeless-serving programs and services. We will also work with funders to develop rapid re-housing programs for all emergency shelter providers to be implemented within four years. These re-housing programs will set minimum performance expectations including a maximum time in shelter for individuals and families.

Goal 2

Move 1,200 chronically homeless and near chronically homeless people into housing with support within seven years.

There are an estimated 1,200 people in Calgary who have been homeless more than a year. Over 400 of those have been homeless more than five years. We know from U.S. studies that the chronically homeless consume more than 50 per cent of the resources in the system.

Pathways to Housing in New York City pioneered Housing First and has demonstrated an 85 per cent success rate in re-housing people with chronic and persistent mental illness. They have also shown they can achieve this success at a substantial cost saving and deliver improved addictions, mental health and medical outcomes.

Using the Pathways to Housing model as our guide, we will move 1,200 chronically homeless people into housing with support within seven years. We will move 100 chronically homeless Calgarians into housing in our first year at a demonstrated cost savings.

Goal 3

Implement a city-wide common but physically distributed intake and assessment process by December 31, 2010.

It is essential that people at risk of homelessness and those who are experiencing homelessness can easily access the housing and services available in Calgary. As a result, it's important that the points of entry (intake) be available throughout the locations where contact with mainstream systems frequently occurs. Locations such as emergency shelters, hospitals, the Calgary Police Service, government service locations and non-profit service providers are examples of the places where people should be able to access the intake process.

The intake and assessment process will be standardized so that consistent information is gathered and entered into the Homeless Management Information System (see Strategy 4, page 37). The assessment and information gathered will be used by case managers to provide support and by emergency shelter providers for rapid re-housing programs.

Goal 4

Implement city-wide case management by December 31, 2011.

One of the greatest challenges facing people experiencing homelessness in Calgary is navigating the system of care to find and access the housing and services required to leave homelessness.

In connection with the co-ordinated intake system, we will develop and implement a city-wide homelessness case management system. Our objective is to ensure every person becoming homeless in Calgary will be assigned a case manager who will facilitate their re-housing and connection with the necessary support services.

The case manager works as a coach, advocate and system navigator for his or her clients. The case manager is accountable for: assessment of client needs; housing, service and resource planning; referrals and connections to services; monitoring; evaluation and re-assessment; and funding.

The homeless case management system will be comprised of a variety of existing and new agencies or collaborations working under contract to the Calgary Homeless Foundation or an approved subcontractor. Each contract will be for three years and include funding for housing, support services and case management. Funding will ensure a Living Wage for contractors and sub-contractors, streamlined reporting and adequate compensation for overhead costs. The Homeless Management Information System will include a case management component to allow seamless information sharing between agencies as well as performance monitoring and costing.

We will begin implementation with a 125-person case management pilot project in 2008. As part of the pilot project we will develop and demonstrate a case management model and test the model's effectiveness and economics. We will also begin a pilot to move 50 women and families from emergency or transitional shelter into permanent housing (with support). In 2008 we will also tender case management contracts to move 500 people from emergency shelter into housing.

Strategy 3

Ensure adequate affordable housing, supportive housing and treatment capacity.

The dramatic rent increases of the last few years have been the result of an imbalance between supply and demand in the housing marketplace. Calgary's supply of rental accommodation has been declining for over the past decade, while demand for housing has increased substantially with Calgary's recent economic growth.

Since 1994, there has been a net loss of 16,988 rental units to condominium conversion or other development. Many of the lost units were lower-cost housing. At the same time, Calgary's booming economy is drawing more people into the city including many poor Canadians seeking a better life. Net migration to Calgary averaged 14,442 people annually between 1996 and 2006¹⁶.

There is a clear and pressing need for new affordable housing. We estimate in the next 10 years Calgary will need 11,250 new affordable housing units including 1,200 supportive housing, treatment and family and youth emergency shelter beds. Our target is based on creating housing opportunities to assist approximately 30 per cent of the estimated 85,350 Calgary households we expect will be in core housing need¹⁷.

In addition to the 11,250 new units, we are recommending the creation of an additional 3,300 rent supplemented housing opportunities¹⁸. The physical units represent the minimum capacity we feel is needed. The rent supplement units allow us some flexibility to respond to changing demand, unmet targets or specific needs.

Our planned affordable housing development is a huge undertaking. To put it into context, the development of 10,000 new units of affordable housing at today's cost of \$300,000 per unit would require \$3 billion in investment over the next 10 years, an average of \$300 million per year. Not only would it be very expensive, but the scale of affordable housing expansion is daunting when one considers that only 688 new non-market housing units have been built, planned or begun construction in Calgary in the last five years.

It is clear that we cannot rely solely upon government to provide the necessary funding or construction. We have to find new ways to facilitate private sector involvement and investment in affordable housing development in Calgary.

¹⁶ Calgary and Region Socio Economic Outlook 2006–2016.

¹⁷ Projection of CMHC core housing need calculation based on 2001 Statistics Canada Census data. Core housing need will be updated in the spring of 2008 based on the 2006 Census.

¹⁸ 3,300 includes 1,200 for Pathways to Housing, 750 for women and families in crisis, 100 foster care discharge housing opportunities, and 1,250 Direct to Household Rent Supplements.

Goal 1

Develop 11,250 new units of affordable housing including 1,200 supportive housing units and treatment beds.

Our housing plans call for the development of 11,250 units of new affordable housing, supportive housing and treatment units, requiring approximately \$622 million of public funding for building costs in today's dollars over the 10-year period. This funding would leverage a further private sector and philanthropic investment of approximately \$1.4 billion.

Affordability in our housing programs is created through a combination of building form, size and finishing, low cost land, incentives and financing.

Affordable housing program	
10 Year projection	Projected units
Affordable home ownership program	3,750
Secondary suites program	2,000
Private sector affordable rental program	1,000
Public and non-profit sector affordable rental housing program	1,500
Density bonusing and inclusionary zoning for multi-residential development	1,000
Specialized & single room occupancy	2,000
Total dwelling units	11,250

Our housing plan proposes six different building programs. These programs are designed as a starting point; we recognize that as the plan unfolds some programs will work better than others and many excellent new ideas will emerge. These programs are designed to complement existing efforts and should not be seen as excluding innovative new ideas. The housing programs will be closely monitored and evaluated against the principles of the 10 Year Plan. We expect the lowest cost and most successful programs or ideas will be reinforced, the least effective will be abandoned.

Affordable home ownership program

Affordable home ownership is a cornerstone of our plan. The equity created by home ownership is critical to long-term self-sufficiency for individuals and families. In addition to building personal equity, more affordable home ownership also creates additional space in affordable rental housing.

We are proposing the creation of 3,750 new affordable home ownership units over the next 10 years targeting clients who are employed but living in subsidized housing or who are receiving some form of rent supplement. The program will be managed by one or more local non-profit organizations that currently operate affordable home ownership programs. The homes would be built by the private or non-profit sectors.

The key to this program is fully engaging the resources of the private sector and driving down the average price of a \$300,000 townhouse, row house or condominium to \$200,000.

The home price would be reduced by combination of subsidy (up to \$65,000 per unit in cash, tax credit or leased or donated land) and cost savings. Builders would be expected to find additional ways to reduce the price by another \$30–35,000. This could be accommodated by building smaller units, building within existing developments, using more economical finishings, and reduced sales and marketing costs as the units would be pre-sales.

The Calgary Homeless Foundation would hold accountability for the funding and outcomes of this program; they would also allocate the land or funding to builders to develop the units. The Foundation would work with lenders and the Canada Mortgage Housing Corporation to ensure that the necessary financing and mortgage insurance are in place.

Operation of the program would be contracted to an existing non-profit organization with experience operating affordable home ownership programs. The operator would be the “one-stop” shop to qualify buyers and prioritize these customers for the private sector. They would also ensure the appropriate caveats were registered on each title to preserve affordability.

We are proposing an initial government funding contribution of \$30 million (in today’s dollars) to finance the first three years of operation.

Secondary suites program

Secondary suites represent a short-term, low cost opportunity to expand Calgary’s affordable housing stock. The most common type of secondary suite in Calgary is the basement apartment in a single family home.

Recently, Calgary City Council approved the Enterprise Housing Program, which includes proposals for a pilot project to incent the upgrading and legalization of existing illegal secondary suites and loans of up to \$25,000 per units for the creation of secondary suites in new R-1S districts.

We believe secondary suites should be a permitted land use in all Calgary communities and we see this program as a positive first step. Secondary suites are the low-hanging fruit of affordable housing options and they should be more fully exploited.

Each year in Calgary, approximately 8,000 semi-detached and single family homes are built. The City of Calgary has taken steps in its new Land Use Bylaw (1P2007) to allow for secondary suite development in new suburbs. We propose that the Land Use Bylaw be further amended to designate 10 to 15 per cent of lots in new communities as R1-S and R2-S, which could legally accommodate the addition of secondary suites. This would result in 8,000 to 12,000 lots being designated to accommodate secondary suites over the 10-year period.

Under our secondary suite program builders would be required to design and build R1-S and R2-S zoned homes with the base infrastructure necessary to accommodate the addition of a secondary suite.¹⁹ Homeowners would then be able to add a secondary suite to meet both the planning rules and the building codes.

¹⁹ The changes in design and cost to the builder are marginal and would mainly require the addition of a side entrance and stairs, slightly larger windows on the lower level, etc. These incremental costs could easily be passed on to the home-buyer.

The potential utilization rate for these secondary suite-adapted homes is unknown. We estimate as many as 2,000 new secondary suites could be created. It is reasonable to assume that many homeowners with limited financial means would opt to build and operate a secondary suite because there is an economic advantage to do so.²⁰

Calgary City Council has approved a \$25,000 per unit loan program to encourage the development of secondary suites in new Calgary communities. The proposed loan would be used by homeowners seeking to develop legal secondary suites that meet the planning rules and building code. Such a loan would help fund approximately 70 per cent of the \$35,000 estimated costs of developing the secondary suite. We suggest that this program be made available to 500 homeowners over the next 10 years. This program would be an effective means to “popularize” the secondary suite concept in Calgary and ensure that affordable rents are offered by these new landlords.

The Calgary Homeless Foundation and the City of Calgary could work with builders to promote the concept to home-buyers and work with lenders to offer mortgages that recognize rental income as qualifying household income. The Foundation and the City of Calgary could also help first-time landlords with best practices information and instruction on tenant relations and property management.

Private sector affordable rental program

We are proposing an affordable rental housing program in which the Calgary Homeless Foundation would use purchased, donated and allocated public land as an equity investment in new, affordable rental housing built, owned and operated by the private sector. The land contribution could result in a reduction of as much as \$400 per month in rent. Further rent reductions may be possible, if other financial and tax benefits can be brought into play.

We expect 1,000 units of new affordable rental construction can be achieved over 10 years.

We will work with developers, financiers, apartment owners, legal and tax experts and the provincial and federal governments to develop a comprehensive package of tax measures to incent new rental construction. That package will explore:

- a Canadian version of the U.S. Low Income Housing Tax Credit.²¹
- elimination of capital gains tax on donations of land for affordable housing.
- tax deferral on sale and reinvestment of rental property.
- increased capital cost allowance on rental and affordable housing.

²⁰ A 1500 square foot starter home today costs approximately \$400,000. A purchaser would be obliged to have a household income of approximately \$106,000 to purchase such a house, assuming a \$20,000 down payment (five per cent), seven per cent interest rate, and 25-year amortization period.

The secondary suite would add approximately \$35,000 to the cost of the home (e.g. 700 square foot x \$50 per square foot), but would generate \$700 per month in rent (i.e. \$1 per square foot per month). If the rent was treated as household income, only \$88,000 in household income would be required to purchase the house. The purchaser would, thus, be able to acquire a more expensive home, with a lower household income.

For the secondary suite to be affordable, the tenant would need an income of approximately \$28,000, or \$14 per hour.

²¹ The US Low Income Housing Tax Credit was created under the Tax Reform Act of 1968. It gives incentives to developers to use private equity to create affordable housing for low-income Americans. The tax credits provide a dollar-for-dollar reduction in a taxpayer's federal income tax (not taxable income). Project owners apply to the government in a competitive process for allocation of tax credits. Developers claim their credits over a minimum 10-year period, rather than all at once.

- reduction of GST payable on goods and services in the construction and operation of affordable and rental housing.
- corporate income tax reductions to incent new rental and affordable housing.

Through this program we will also explore alternative forms of housing and construction methods. We will assess alternative, purpose-built building forms and designs that can meet the needs of consumers, can be integrated with communities, and are economical.

Public and non-profit sector affordable rental housing program

An affordable rental housing program is also proposed for public and non-profit housing agencies. In this case, both the land and the costs of construction (except for a small amount that could be financed from the project's net operating income) would be provided by public sector grants.

Both the City of Calgary and the Calgary Homeless Foundation would be expected to participate in this program. The City of Calgary, a major owner-operator of affordable housing in Calgary, would receive a direct grant from the Province of Alberta to support its portion of this program. The Calgary Homeless Foundation would receive a similar grant from the Province, which it would use to fund the development of affordable housing owned and operated by non-profit organizations.

It is proposed that the distribution of these funds between the City of Calgary and the Calgary Homeless Foundation would be on a 60/40 basis, reflecting the current distribution of affordable housing units in Calgary. The City would be expected to develop "generic" affordable rental housing, while the non-profits would be expected to focus on special needs housing as they do today.

The housing plan calls for the construction of 1,500 units under this program.

Density bonusing and inclusionary zoning for multi-residential development

A system of density bonusing and inclusionary zoning provisions should be developed to encourage the development of affordable housing by multi-residential housing developers. Our approach to inclusionary zoning assumes that any mandated inclusionary zoning program would be tied to a tax incentive, subsidy or density bonusing program to offset the economic loss to multi-residential developers and owners.

We are proposing a target of 1,000 affordable units, or approximately two per cent of the 50,000 multi-residential units expected to be developed in Calgary over the next 10 years. Unlike the affordable home ownership program, these units would be affordable rental units.

As part of our work to develop a package of tax measures to incent new rental construction, we will include measures that offset the economic loss to multi-residential developers and owners subject to inclusionary zoning requirements. One example, the U.S. Low Income Housing Tax Credit, is particularly worthy of consideration in Canada.

We will lobby the Government of Alberta for amendments to the Municipal Government Act to allow for the adoption of mandatory inclusionary zoning provisions into land use bylaws by municipalities.

We will work with the City of Calgary in pursuit of amendments to the land use bylaw to establish an inclusionary zoning/density bonusing system for new multi-residential developments.

We will work with the Government of Canada to establish new tax policies to encourage private sector investment in affordable housing.

Specialized and single room occupancy housing

Our housing plan calls for a minimum of 800 single room occupancy suites and 1,200 units of specialized housing over the next 10 years including:

- 400 new addictions treatment beds.
- 400 units of permanent supportive housing for people with mental illness.
- 100 youth transitional housing beds.
- 50 permanent supportive housing units for people with severe addictions.
- 250 family and youth emergency shelter beds.

As the 10 Year Plan unfolds, we expect demand for emergency and transitional shelter space will decline. Those shelters could be converted to other uses, including family and youth emergency shelter, supportive housing or addictions treatment facilities. Before building any new specialized housing, opportunities to use existing capital infrastructure should be exhausted.

The Calgary Homeless Foundation will take responsibility for the distribution of funds under this program, since it is expected that most of these facilities will be operated by non-profit agencies.

Housing Trust

This housing strategy will require significant new financial commitments from all three levels of government, the private sector, foundations, philanthropists and the public. The key to success will be finding a means to effectively pool, leverage and allocate these investments for maximum impact. Adopting a housing trust fund model in Calgary would achieve this objective.

Housing trust funds have been in place in the United States for over 35 years. Today, there are nearly 600 housing trust funds operating in the U.S. dedicating in excess of \$1.6 billion per year to address critical housing needs throughout the country.²²

22 Center for Community Change at www.communitychange.org

Housing trusts operate as independent organizations that have been able to secure dedicated streams of revenue which are directly committed to providing affordable housing. Some of the important features of housing trusts are:

- **Financial Leverage:** Housing trust funds in the U.S. are reported to leverage an average of \$9.00 from private, non-profit and other government sources, for every dollar spent directly by the housing trust fund.
- **Stable Funding:** Housing trust funds rely upon long-term dedicated revenue sources that are more stable than the typical annual government funding practices.
- **Community Decision Making:** Housing trust funds are charged with the responsibility of deciding how best to invest their resources in their community and, therefore, are able to fashion programs and select projects that best suit local needs.

Establishment of a housing trust in Calgary will enable the co-ordination of a predictable and sustainable financial base to efficiently deliver effective and innovative solutions to the problem of affordable housing supply. Key to the success of a housing trust model is strong corporate governance and access to financial management expertise to build and maintain community and funder confidence.

Optimizing affordable housing capacity

A critical component of the 10 Year Plan is to maximize the use of all assets within the homeless-serving system. In order to ensure full utilization of affordable and supportive housing and treatment capacity, the Calgary Homeless Foundation will develop an online Affordable Housing Registry. This registry will provide detailed real-time status on all affordable housing and affordable home ownership opportunities. This registry is to provide status of housing availability and will have appropriate structure and safeguards to ensure client confidentiality and security.

Managing flow through the affordable housing system will be accomplished in part by this registry and in part by housing criteria. For example, requiring that candidates for affordable home ownership be currently living in subsidized housing or in shelters would either move people out of shelter or out of an existing affordable rental opportunity, creating space within the affordable housing system.

We will work with affordable and supportive housing providers to design the Affordable Housing Registry and the affordable housing criteria to maximize the utilization of existing space and flow of people through the system.

A primary focus of Phase Two of our 10 Year Plan will be an optimization of existing facilities; as the homeless population drops and emergency shelter space becomes available, we anticipate there will be opportunities to retire or re-purpose those existing facilities to address specific housing needs. We will also immediately be working to optimize the existing physical capacity by improving flow through the system and re-profiling some transitional housing within the context of a Housing First model.

Goal 2

Acquire 114 acres of land for affordable housing, supportive housing and treatment capacity.

Acquiring affordable land is the key to developing affordable housing. In order to achieve our housing goals we need to acquire at least 114 acres of land²³ over the next 10 years.

There are several options available to acquire the land needed to support our housing plans. Outlined below are three different program options:

Philanthropic donation program

We will develop a land donation program to receive at least two acres of land dedicated to the Calgary Homeless Foundation each year over the next 10 years. To achieve this level of contribution, the Homeless Foundation will be obliged to design and operate a “land-raising” program.

We will also lobby the Government of Canada for tax policy changes to allow capital gains exemption on land donations to assist in achieving our goals.

Use of available non-profit sector owned lands and Crown land from Provincial and Federal governments

Non-profit organizations and the two senior governments can provide another source of land for affordable housing development. The Calgary Homeless Foundation will work with these organizations to acquire 20 to 30 acres of land over the next 10 years.

Utilization of existing surplus school sites and City-owned lands

There are a significant number of surplus school sites in Calgary, some of which could be used for affordable housing development. In these instances, community reserve has been taken for the construction of a school, but that facility is no longer required. Some of this land, owned by the Joint Use Co-ordinating Committee, could accommodate City-owned and operated affordable rental properties or could be leased for private sector development or supportive housing.

While we recognize that there are many competing interests for City-owned land, there is an urgent need for more land to accommodate affordable housing. We strongly encourage the City of Calgary to allocate more municipal land for affordable housing. We will work with the City to develop an inventory of municipal land that could be developed for affordable housing.

23 114 acres is the amount of land needed for 6,250 units of affordable housing and specialized housing at an average development density of 55 units per acre. 5,000 units of affordable housing in this plan (secondary suites, inclusionary zoning/density bonusing program and 2,000 units of the affordable home ownership program) have land included.

Strategy 4

Improve our data and systems knowledge.

Goal 1

Introduce a mandatory Homeless Management Information System.

Good information is essential to our plans. We will implement a city-wide Homeless Management Information System (HMIS) to give us real-time data on how long people are homeless, what their needs are, what the causes of homelessness are, how people are interacting with our systems of care, how effective our interventions are, the number of homeless people and detailed demographic and biographical information. We will work with all of our major foundations, charitable, philanthropic and government social service funders to make participation in our HMIS mandatory as a condition of funding.

Goal 2

Develop and maintain a detailed services directory.

In Calgary there are at least 2,000 programs and services people experiencing homelessness can access. We will improve access to, and co-ordination of, these services by improving the information available on them and making that information readily available to the public and service providers.

Goal 3

Expand, co-ordinate and deepen research capabilities to gain a detailed understanding of homelessness in Calgary and evaluate performance of our 10 Year Plan.

Calgary is blessed with some of our country's brightest minds and most skilled academic and policy researchers. We are also the first city in Canada to develop and implement a 10 Year Plan to End Homelessness closely following the U.S. model. We will expand, co-ordinate and deepen our research capabilities and focus those research efforts on gaining a detailed understanding of homelessness in Calgary, homeless systems and best practices. We will also lead the country in the collection, demonstration and dissemination of best practices in ending homelessness. We will actively encourage the development of 10-year plans in other cities across the country.

Strategy 5

Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness.

We rely primarily on non-profit organizations and the faith community to deliver services to people experiencing or at risk of homelessness. These services run the gamut from emergency shelter to addictions treatment, supportive housing, career training, counselling and health care.

The success of our plan is directly tied to the capacity of our city's non-profit agencies and the faith community to deliver programs and services. Our plan will reinforce Calgary's front-line agencies by addressing critical human resource needs, improving efficiency, reducing administrative burden and building public support for their work.

Goal 1

Address the critical human resource issues facing homeless-serving non-profit agencies including wages, benefits and workload.

We will conduct a detailed review of salaries, benefits and working conditions for Calgary's homeless-serving non-profit agencies. Following that review, we will work with foundations and charitable and government social service funders to create and implement a salary framework that gives homeless-serving non-profit sector workers salaries and benefits competitive with other sectors. We will seek funding adequate to ensure reasonable staff workload and create a competitive benefit program for homeless-serving non-profit sector workers.

Goal 2

Improve efficiency by improving co-ordination and optimizing existing resources.

Our city-wide case management system, the Homeless Management Information System, Project Homeless Connect, our Affordable Housing Registry and the services database will improve system co-ordination.

We will monitor and evaluate the impact of new strategies on agencies and identify areas where efficiency gains can be made. We will identify opportunities to more fully utilize existing resources and programs, reduce duplication and improve co-ordination using the funding system to ensure implementation. As the 10 Year Plan takes effect and homelessness gradually reduces, we expect opportunities will develop to redeploy resources and refocus programs and facilities.

Goal 3

Reduce the administrative burden on homeless-serving non-profit organizations.

In recent years funders have been placing an increasing administrative load on homeless-serving non-profit agencies, but with inadequate additional funding to meet these demands. This ultimately results in erosion of client services. We will work with funders and non-profit sector partners to audit non-profit administrative requirements. From this audit we will develop a plan to reduce the administrative burden. Concurrently, we will work with all major funders of homeless serving agencies to co-ordinate funder reporting requirements, working toward a common set of reports through the Homeless Management Information System.

We will work closely with the Government of Alberta's Secretariat for Action on Homelessness to co-ordinate and streamline government processes. We will lobby for a similar co-ordinating body at the federal level.

Goal 4

Build public support and encourage community action on homelessness.

Ending homelessness will require the engagement of all Calgarians, each contributing in a manner that fits their ability and circumstance. We will work with Volunteer Calgary to encourage volunteer activity and with funders and policy makers to encourage financial contributions in support of client service needs. We will advocate for changes to the federal and provincial tax credit system for priority issues including land donations for affordable housing projects. We will increase communication to build understanding of specific issues and needs, including a positive public education campaign to address panhandling. We will implement appropriate recognition programs for agency staff and donors.

Implementation of the 10 Year Plan

Calgary's 10 Year Plan to End Homelessness is road map for change; it's a plan that outlines the actions we believe are necessary to end homelessness in our city once and for all. Critical to a successful 10 Year Plan will be having a single point of accountability for plan implementation with funding and system planning elements together.

Calgary's 10 Year Plan is a collaborative and community-based effort. We recommend that the implementation of the plan should be led by a non-profit organization solely focused on the outcomes set out in the plan and one that can be a forum for community-based decision-making.

We believe the Calgary Homeless Foundation is best positioned to take on the implementation role.

Established in 1998, the Calgary Homeless Foundation is a charity that provides capital funding for housing projects, development assistance for those projects, serves as the vehicle for community consultation on homelessness, acts as the convener for community collaboration on solutions and takes a leadership role in advocacy and communication on homelessness issues. Since 1998, \$18 million in Calgary Homeless Foundation contributions have helped leverage over \$120 million of investment in 77 housing projects.

As the lead implementing organization of the 10 Year Plan, the Calgary Homeless Foundation will have eight core functions:

1. Oversight and accountability for implementation of the 10 Year Plan.
2. Raise the necessary government funding and advocate for the necessary policy changes.
3. Operate a Housing Trust to raise and manage funds from the public sector, private sector, foundations and philanthropic sources including donations of land and assets for capital projects.
4. Be a one-stop shop for funding, land and development expertise in the creation of affordable and supportive housing and managing the flow of people through those assets.
5. Broker partnerships to ensure accountability and role clarity for implementation of the 10 Year Plan.
6. Implementation and oversight of the case management system.
7. Research and public policy advocacy in support of the 10 Year Plan.
8. Public and community engagement.

Leadership of the Calgary Homeless Foundation must embody the community partnership necessary to achieve our mission. We recommend that the Calgary Homeless Foundation Board of Directors change to mirror the composition of the leadership committee of the Calgary Committee to End Homelessness. The Calgary Homeless Foundation will be accountable to stakeholders, funding partners and Calgarians by providing quarterly progress reports as well as an annual Report to Calgarians.

Given the disproportionate number of Aboriginal peoples among the homeless population in Calgary, we recognize the need for effective communication and positive collaboration with the Aboriginal community in the region. We recommend that representation from Treaty Seven Chiefs be incorporated into the Calgary Homeless Foundation, and that the Foundation work with Treaty Seven to ensure that Aboriginal peoples in the Calgary region are fully involved in this initiative.

We recommend that the first action of this 10 Year Plan be to negotiate and deliver a three- to five-year multilateral implementation and funding agreement between the City of Calgary, the Government of Alberta, the Government of Canada and the Calgary Homeless Foundation. That agreement should be delivered before the end of 2008.

A successful 10 Year Plan will require significant new financial commitments from all three levels of government, the private sector, foundations, philanthropists and the public. The key to our success is finding a means to effectively pool, leverage and allocate these investments for maximum impact.

We recommend that the Calgary Homeless Foundation operate a housing trust to manage donations of money, shares, land or land and buildings from the private sector, foundations, philanthropists and the public²⁴. The Board of Directors of the Calgary Homeless Foundation will be responsible for the appropriate governance of the Housing Trust that will be a critical step in creating confidence and accountability in all levels of government and the community at large. The Trust would have professional fund management to maximize the value of invested dollars and assets.

²⁴ The Calgary Community Land Trust could be incorporated into the Homeless Foundation to perform this function.

Summary of Major 10 Year Plan Capital and Program Investments

Calgary's 10 Year Plan is proposing new cumulative public, private and philanthropic investments of over \$3.2 billion including a total public sector contribution of approximately \$1.8 billion. Our estimates are based on the best data available to us today. To further refine the economics of this plan and test our assumptions, we have proposed a series of pilot projects in the early years of the plan as well as an extensive research program.

Housing plan capital cost projection						
	Projected units	Avg. Bldg cost/unit	Private investment	Private investment	Public investment	Total investment
Affordable home ownership program	3,750	\$ 235,000	Recoverable	\$ 881,250,000	\$ 130,000,000	
Secondary suites program	2,000	\$ 35,000	Recoverable	\$ 57,500,000	\$ 12,500,000	\$ 70,000,000
Density bonusing/ inclusionary zoning units	1,000	\$ 235,000	Indirect Recovery	\$ 235,000,000	\$	– \$ 235,000,000
Private sector affordable rental housing program	1,000	\$ 235,000	Recoverable	\$ 235,000,000	\$	– \$ 235,000,000
Public and non-profit sector affordable rental housing program	1,500	\$ 200,000	N/A	\$	– \$ 300,000,000	\$ 300,000,000
Specialized & single room occupancy	2,000	\$ 90,000	N/A	\$	– \$ 180,000,000	\$ 180,000,000
	11,250	\$ 169,000		\$ 1,408,750,000	\$ 622,500,000	\$ 2,031,250,000

10 Year Plan operating cost projection

Estimated program costs ²⁵	Cumulative totals
Pathways to Housing ²⁶	\$ 351,794,022
Direct to Household Rent Supplement ²⁷	\$ 25,167,360
Women & families in crisis ²⁸	\$ 74,101,803
Case management ²⁹	\$ 154,043,298
Youth transitional housing ³⁰	\$ 74,391,590
Foster care discharge ³¹	\$ 10,066,663
Addiction and mental health treatment ³²	\$ 158,265,326
Family & youth shelter ³³	\$ 43,601,719
Income support ³⁴	\$ 313,862,482
Total	\$ 1,205,294,263

25 Cumulative program costs over 10 years assuming four per cent annual inflation.

26 Based on \$34,000 per person per year.

27 \$800 per person per month rent supplement.

28 \$10,000 per household per year including rent supplement and case management costs.

29 \$10,000 per person per year including rent supplement and case management costs for up to 1,250 people per year. Also includes case management costs of \$800 per household per year for new affordable housing units.

30 \$57,700 per bed per year operating costs based on comparable existing facilities.

31 \$800 per person per month rent supplement.

32 \$20,056 /bed/year for 400 addictions treatment beds and 50 intox supportive housing beds based on comparable new facility. 400 mental health supportive housing beds at \$22,142/bed/year based on operating cost of comparable existing facility plus cost of service from an Assertive Community Treatment team.

33 \$50 per bed per night.

34 Estimate based on a 35 per cent increase on the 2007–2008 average per case cost of \$985 for the Calgary region average caseload of 6,317.

Appendices

Appendix 1

Behind the scenes: the development of Calgary's 10 Year Plan.

The Calgary Committee to End Homelessness was formed in January 2007 as a community response to our homelessness crisis. For more than 10 years, Calgary's homeless population has been exploding. In July 2006 the City of Calgary released its 2006 Biennial Count of Homeless Persons. That count found Calgary's homeless population had again jumped over 30 per cent from the previous survey.

Evidence of the growth in homelessness was becoming more and more visible and Calgarians grew increasingly alarmed at what they were seeing on the streets of their city. Front-line agencies knew full well the magnitude of the growing problem, but felt powerless to do anything about it.

Into that atmosphere stepped Mr. Philip Mangano, Executive Director of the United States Interagency Council on Homelessness. Mangano spoke to a September 2006 breakfast meeting arranged by the Calgary Homeless Foundation. At that meeting, Mangano spoke passionately about the economic case for addressing chronic homelessness and about a new 10-year planning model that was showing some remarkable results south of the border.

Not long after that breakfast, a group of Calgary business people, philanthropists and non-profit leaders, led by local elder statesman Mr. Jim Gray, met to brainstorm a way out of the crisis. From that meeting came a plan to spur the development of a Calgary 10 Year Plan to End Homelessness.

In November 2006, Gray, Calgary Homeless Foundation Board Chairman Brian O'Leary and Calgary United Way President Ruth Ramsden Wood approached Mayor Dave Bronconnier with their proposal. The Mayor quickly endorsed the idea and the group set upon recruiting a leading business person to lead the effort.

In early December, TransAlta Corporation CEO Steve Snyder was recruited to lead the planning process. Throughout December, volunteers from front-lines agencies, the private sector, the faith community, foundations, Calgary Health Region, post-secondary education, the Aboriginal community, the City of Calgary, the Province of Alberta and the Government of Canada were recruited and on January 9, 2007 the Calgary Committee to End Homelessness was born.

As the committee began to take shape, Brian O'Leary and his firm, Burnet, Duckworth and Palmer, stepped forward with a generous donation to provide seed funding for the fledgling committee. The Government of Alberta and the Government of Canada soon followed suit with funding to support the committee's work. The Calgary Committee to End Homelessness received generous financial and in-kind support from many other companies and individuals. These donors are listed in the acknowledgements on the inside back cover of this plan.

With the help of a newly formed project team hosted by the Calgary Homeless Foundation, the 28-member leadership committee then formed five sub-committees made up of 77 volunteers from the public, private and non-profit sectors. These five committees—Prevention, Housing, Services, Implementation and Communications—kicked off their work with a community summit attended by over 320 people in April 2007.

Through the spring, summer and early fall the committees met to research and develop their strategies. Concurrently, the CCEH conducted eight public consultations on different homeless populations in Calgary, ranging from women to Aboriginal peoples and people with disabilities, and brought in experts to share best practices on ending homelessness.

The plan was drafted over the early winter of 2007 and released to the public in January 2008.

Appendix 2

The Calgary Committee to End Homelessness.

Leadership Committee

Chair

Mr. Steve Snyder,
President & CEO
TransAlta Corporation

Mr. Blaine Favel
Grizzly Resources

Mr. Rick George
President & CEO
Suncor Energy

Mr. Fred Green
President & CEO
Canadian Pacific

Mr. Tim Hearn
Chairman, President & CEO
Imperial Oil

Mr. Ken King
President & CEO
Calgary Flames

Mr. Sam Koliass
Chairman/CEO
Boardwalk

Mr. Alan Norris
President
CARMA

10 Year Plan Staff

Tim Richter
Loree Clark
Shannon Doherty

City of Calgary

Mayor Dave Bronconnier

Alderman Druh Farrell

Alderman Madeleine King
(to October 2007)

Alderman John Mar
(from October 2007)

Dr. Erika Hargesheimer
GM Community &
Protective Services

Government of Alberta

Mr. Harvey Cenaiko, MLA
Calgary Buffalo

Health

Mr. Jack Davis, CEO
Calgary Health Region

Government of Canada

Mr. Art Hanger, MP
Calgary Northeast

Non-profit, Faith & Community

Mr. Steve Allan, Past-President
Calgary Stampede

Ms. Sharon Carry
President & CEO
Bow Valley College

Mr. Stephen Clark, Chair
Canadian Mental Health
Association

Mr. Ross McNichol, Chair
Calgary Foundation

Bishop Fred Henry
Bishop of Calgary
Roman Catholic Diocese of
Calgary

Dr. Kabir Jivraj, Chair
United Way of Calgary and Area

Mr. Michael Lang, Chair
Calgary Urban Project Society
(CUPS)

Mr. Brian O'Leary, Chair
Calgary Homeless Foundation

Ms. Barbara Ross, Chair
Inn From The Cold

Mr. Nashir Samanani
H.H. Aga Khan Council for the
Prairies

Mr. Wayne Stewart
President & CEO
Calgary Homeless Foundation

Mr. Hal Walker, Chair
Calgary Chamber of Commerce

Prevention Committee

Dr. Kabir Jivraj,
(Co-Chair) United Way of Calgary

Dr. Pam Thompson
(Co-Chair) Alex Community
Health Centre

Harvey Cenaiko, MLA
Government of Alberta

Gordon Young
Potential Place

Carlene Donnelly
CUPS

Walter Hossli
Momentum Community
Economic Development

Steve Donaldson
City of Calgary (EMS)

Kathy Christiansen
Alpha House

Dani DeBoice
First Calgary Savings

Caroline Fairbrother
Alberta Employment,
Immigration and Industry

Darlene Petrie
McMan Family Services

Judy Ries
Alberta Employment,
Immigration and Industry

Marichu Antonio
Centre for Newcomers

Sean McIntyre
Calgary Health Region

Micheline Nimmock
Calgary Health Region

Kim Platt
Correctional Service of Canada

Pat Gilbert
Child and Family
Services Authority

Housing Committee

Tim Hearn,
(Co-Chair) Imperial Oil

Bernadette Majdell
(Co-Chair) Canada Mortgage
and Housing Corporation
(CMHC)

Meredith Milne
Imperial Oil

Rick Geddes
Habitat for Humanity

Jerry Hoagland
Horizon Housing

Donna Moore
Calgary Regional
Homebuilders Association

Gael MacLeod
Alberta Real Estate Foundation

Bev Longstaff
Poverty Reduction Initiative

Gail Sokolan
City of Calgary

Allan Norris
CARMA

Jill Wyatt
Calgary YWCA

David McIlveen
Boardwalk Properties

Wayne Stewart
Calgary Homeless Foundation

Del Bannerman
The Mustard Seed

McCol Befus
Horizon Housing

Services Committee

Stephen Clark,
(Co-Chair) Canadian Mental
Health Association and
TransCanada Pipelines

Stacey Petersen
(Co-Chair) Fresh Start
Recovery Centre

Judy Martin
Canadian Mental Health
Association, Calgary Region

John Rook
Salvation Army

Fairborz Birjandian
Calgary Catholic
Immigration Society

Marina Giacomini
CUPS

Carrie Neilson
City of Calgary

Ron Irwin Centre
Street Church

Cathy Pryce
Calgary Health Region

Brigitte Baradoy
Discovery House

Joanne Young
Salvation Army

Communications & Outreach Committee

Steve Allan,
(Co-Chair) Calgary Stampede

Tim Moro
(Co-Chair) Ipsos Reid

Diane Reid
Fort Calgary

Monica Samper
Imperial Oil

Patricia Viscount
Suncor

Brenda Hanchar
Calgary Stampede

Nicole Motter
Calgary Homeless Foundation

Deanne Carson
TransAlta

Bernadette Majdell
CMHC

Ken King
Calgary Flames

Emily James
Ipsos Reid

Anne Babineau
United Way of Calgary

Janay Ferguson
LiteHouse Consulting

Larissa Kennedy
Homeless Awareness
Calgary Committee

Brian Bevilacqua
Envision Financial (Media and
Communications Officer)

Kari Schroeder
CUPS

Kristi Baron
City of Calgary

Implementation Committee

Hal Walker,
(Co-Chair)
Calgary Chamber of Commerce

Lana Wells
(Co-Chair) United Way of Calgary

Druh Farrell
City of Calgary

Mark Brunton
Simon House Residence Society

Don Davies
Calgary Regional
Home Builders Association

James (Jim) Moore
Calgary Dream Centre

Bernadette Majdell
CMHC

John Larsen
Corpen Group

Research Team

Sharon Stroick
City of Calgary

Alina Tanasescu
United Way of Calgary

John te Linde
City of Calgary

John Graham
University of Calgary

Jordan Hamilton
Vibrant Communities Calgary

William Van't Veld
City of Calgary

Kathy Cairns

George Coppus
Coppus & Associates Inc.

Appendix 3

Summary of public policy recommendations.

Government of Canada

1. Negotiate a three- to five-year multilateral implementation and funding agreement between the City of Calgary, the Government of Alberta, the Government of Canada and the Calgary Homeless Foundation for implementation of the 10 Year Plan.
2. Develop a package of tax measures to incent new rental construction including affordable housing. That package could explore:
 - a Canadian version of the U.S. Low Income Housing Tax Credit.
 - elimination of capital gains tax on donations of land for affordable housing.
 - tax deferral on sale and reinvestment of rental property.
 - increased capital cost allowance on rental and affordable housing.
 - reduction of GST payable on goods and services in the construction and operation of affordable and rental housing.
 - corporate income tax reductions to incent construction of rental and affordable housing.The Calgary Homeless Foundation will be working with local experts, the City of Calgary and the Government of Alberta to develop specific recommendations on these tax policy ideas.
3. Adopt the Housing First model for all Federal homelessness-related programs and services. Make permanent housing the first objective of all homeless-serving programs and services.

Government of Alberta

1. Negotiate a three- to five-year multilateral implementation and funding agreement between the City of Calgary, the Government of Alberta, the Government of Canada and the Calgary Homeless Foundation for implementation of the 10 Year Plan.
2. Adopt the Housing First model for all Provincial homelessness-related funding, programs and services. Ensure permanent housing the first objective of all homeless-serving programs and services.
3. Ensure rapid re-housing programs are implemented at all emergency shelters within four years. These re-housing programs should set minimum performance expectations including a maximum time in shelter for individuals and families.
4. Make participation in co-ordinated intake and the city-wide Homeless Management Information System a condition of Provincial funding for front-line homeless-serving agencies.
5. Develop an inventory of surplus Provincial Crown land for affordable housing.

Municipal Affairs and Housing

1. Maintain funding for the Homelessness and Eviction Prevention Fund.
2. Reinforce the Homelessness and Eviction Prevention Fund by connecting claimants to more comprehensive support through the city-wide case management system in order to reduce the probability of homelessness.
3. Negotiate an agreement between with the City of Calgary and the Calgary Homeless Foundation concerning the disposition and use of Provincial funds to support the development of affordable housing as described in this report.
4. Amend the Municipal Government Act of Alberta to allow for the adoption of inclusionary zoning provisions into Land Use Bylaws by municipalities.
5. Expand the Direct to Household Rent Supplement program. Make an additional annual commitment to 1,250 portable shelter allowances in Calgary [\$12 million/year³⁵]. Prioritize those who are homeless and those with incomes furthest from the Core Needs Income Threshold (CNIT). Rent supplements would be allocated by the Calgary Homeless Foundation.

Employment, Immigration & Industry; Seniors and Community Supports

1. Increase core essential and core shelter Income Support benefits by 35 per cent [\$105 million³⁶ annually] and Index Income Support payments to the Consumer Price Index.
2. For those receiving Income Support under the “Not Expected to Work” and “Temporarily Unable to Work” categories, fully exempt the first \$1,000 of total monthly net employment income and increase the earnings exemption for additional earnings from 25 per cent to 50 per cent.
3. Albertans receiving Income Support should be allowed to retain liquid assets *five times* the monthly core benefit. This allows people to receive benefits while maintaining minimal household resources to access in case of emergency or to attend to day-to-day needs not provided for by income support (e.g., children’s school field trips).
4. For those receiving *Assured Income for the Severely Handicapped* (AISH) Alberta should increase the employment income exemption to \$1,000 per month for singles and \$1,500 per month for families. This measure would encourage more disabled Albertans to join the workforce in an effort to improve their own quality of life and it will allow a family unit to use more of its own resources (e.g., a spousal income) to that end or to prevent homelessness without exhausting savings.
5. Change regulations governing Income Support to allow people experiencing homelessness to access Income Support.
6. Establish the Alberta Work Force Participation Program. Current AISH and Income Support rules create a disincentive to seeking employment by taking back most earned income. The government can encourage disabled Albertans to become engaged in the workforce by allowing Albertans to retain AISH or Income Support benefits while working. The Alberta Workforce Participation Program would provide a three-year window where a person receiving AISH or Income Support (NETW) could continue to collect their benefits while employed. Benefits would cease when the person achieves a full year employment income of 125 per cent of CNIT for their community. At the three-year mark, individual circumstances would be assessed. AISH or Income Support payments would then be used to top up employment income up to 125 per cent of CNIT, no more than maximum AISH and Income Support levels.

³⁵ In addition to existing supplements. Cost based on \$800 per month.

³⁶ Estimate of additional cost based on average caseload cost of \$985 multiplied by 2007/08 provincial caseload of 25,271.

Finance

1. Reduce the tax burden for low income Albertans by increasing the personal tax exemption to the low income cut-off. This will increase net earnings for all Albertans with greatest impact felt by low income earners. The total monthly reduction to provincial tax for a one-person family would be \$37.58 (approximately \$450 per year).
2. Exempt AISH payments and Income Support from provincial income tax.

Health & Wellness

1. Require Alberta's health authorities to implement zero discharge into homelessness policies and procedures by Dec. 31, 2010.

Solicitor General & Public Security

1. Require Alberta's Correctional Services to implement policies and procedures to ensure zero discharges into homelessness by Dec. 31, 2010.

City of Calgary

1. Negotiate a three- to five-year multilateral implementation and funding agreement between the City of Calgary, the Government of Alberta, the Government of Canada and the Calgary Homeless Foundation for implementation of the 10 Year Plan.
2. Approve a land use policy designating 10 to 15 per cent of all single and two-family lands in new subdivisions as R1-S and R2-S respectively, to accommodate secondary suites.
3. Approve a development policy requiring that all new housing built on R1-S and R2-S lands provide the necessary building infrastructure to accommodate the inclusion of a secondary suite.
4. Agreement between the Government of Alberta, the City of Calgary, and the Calgary Homeless Foundation concerning the disposition and use of Provincial funds to support the development of affordable housing as described in this report.
5. Develop an inventory of municipal land appropriate for affordable housing.

Appendix 4

Action plan.

Implementation

Action	Partners	Deadline
Negotiate and deliver a three- to five-year multilateral implementation and funding agreement between the City of Calgary, the Government of Alberta, the Government of Canada and the lead implementing agency of the 10 Year Plan.	Calgary Homeless Foundation City of Calgary Government of Alberta Government of Canada	Dec. 2008

Strategy 1: Stop homelessness before it begins with effective prevention.

Goal 1: Create opportunity for the most vulnerable to increase incomes in order to gain and retain housing.

Action	Partners	Deadline
Bring recommendations to the provincial government on: Income Support and AISH rates; changes to the Income Support regulations to help homeless individuals and families collect assistance; introduction of new rules to encourage more Calgarians on assistance to join the workforce.	Calgary Homeless Foundation Alberta Employment, Income and Immigration Alberta Seniors and Community Supports	May 2008
Work to rapidly link people with employment opportunities and skills training.	Calgary Homeless Foundation Alberta Employment, Income and Immigration	Jan. 2009

Goal 2: Reinforce emergency prevention.

Action	Partners	Deadline
Lobby Government of Alberta for continuation of HEP Fund.	Calgary Homeless Foundation	May 2008
Reinforce HEP Fund by connecting claimants to more comprehensive support through the city-wide case management in order to reduce the probability of homelessness.	Calgary Homeless Foundation Alberta Employment, Income and Immigration Alberta Municipal Affairs and Housing	Jan. 2009

Goal 3: Streamline access to services.

Action	Partners	Deadline
Introduce Project Homeless Connect to Calgary and complete three events in 2008 and four events per year in subsequent years.	Calgary Homeless Foundation	Dec. 2008
Develop a full-time Opportunity Centre as one-stop shop for access to all services and supports.	Calgary Homeless Foundation Government of Alberta City of Calgary	Dec. 2010

Goal 4: Stop discharging people into homelessness from hospitals, corrections and foster care by December 31, 2011.

Action	Partners	Deadline
Work with the Calgary Health Region and other partners to develop a zero discharge pilot project in Calgary to re-house 50 homeless persons scheduled for release from hospital in 2008.	Calgary Homeless Foundation Pathways to Housing – The Alex Calgary Health Region	Complete
Work with Alberta Solicitor General and other partners to develop a zero discharge pilot project in Calgary to re-house 50 homeless persons scheduled for release from provincial corrections in 2008.	Calgary Homeless Foundation Pathways to Housing – The Alex Alberta Solicitor General	June 2008
Work with the Government of Alberta to develop zero discharge programs and protocols to end discharges from corrections and foster care to homelessness in Calgary within three years.	Calgary Homeless Foundation Alberta Children's Services	Dec. 2010

Goal 5: Improve housing opportunities and services for homeless youth.

Action	Partners	Deadline
Improve mainstream service co-ordination, enhance case management services for youth and develop a strategy to address the mental health, addictions treatment and physical health needs of homeless and at risk youth in Calgary.	Calgary Homeless Foundation Youth Sector	Dec. 2009
Develop 250 units of family and youth emergency shelter beds, 100 youth transitional housing beds and 100 foster care discharge housing opportunities tied to our zero discharge from foster care strategy.	Calgary Homeless Foundation Government of Alberta City of Calgary Youth Sector Family Sector	Dec. 2010

Strategy 2: Re-house and provide the necessary support to Calgarians experiencing homelessness.

Goal 1: Move people into housing first.

Action	Partners	Deadline
Make permanent housing the first objective of all homeless-serving programs and services.	Calgary Homeless Foundation Fundors Table Government of Alberta City of Calgary Government of Canada	Dec. 2009
Develop rapid re-housing programs for all emergency shelter providers to be implemented within four years.	Calgary Homeless Foundation Alberta Municipal Affairs and Housing	Dec. 2011

Goal 2: Move 1,200 chronically homeless and near chronically homeless people into housing with support within five years.

Action	Partners	Deadline
Move 100 chronically homeless Calgarians into housing in 2008.	Pathways to Housing – The Alex Community Health Centre	Dec. 2008
Move 1,200 chronically homeless people into housing with support within seven years.	Pathways to Housing – The Alex Community Health Centre	Dec. 2014

Goal 3: Implement a city-wide common but physically distributed intake and assessment process by December 31, 2010.

Action	Partners	Deadline
Establish project team.	Calgary Homeless Foundation	June 2008
Complete design, implementation and funding plans.	Calgary Police Service Calgary Health Region	Dec. 2008
Complete implementation of intake and assessment process.	Shelter & front-line agency representatives Alberta Municipal Affairs and Housing	Dec. 2010

Goal 4: Implement city-wide case management by December 31, 2011.

Action	Partners	Deadline
Develop case management model with standards and outcomes.	Calgary Homeless Foundation University of Calgary Faculty of Social Work	Summer 2008
Launch a 125-person case management pilot project.	Calgary Homeless Foundation Alberta Municipal Affairs and Housing	Summer 2008
Launch pilot to move 50 women and families from emergency or transitional shelter into permanent housing (with support).	Calgary Homeless Foundation YWCA Calgary Government of Alberta	Summer 2008
Tender case management contracts to move 500 people from emergency shelter into housing.	Calgary Homeless Foundation Alberta Municipal Affairs and Housing	2009
Expand women and families program to 750 annually.	Calgary Homeless Foundation	2009–2010
Tender case management contracts to move 750 people from emergency shelter into housing.	Calgary Homeless Foundation Alberta Municipal Affairs and Housing	2010

Strategy 3: Ensure adequate affordable housing, supportive housing and treatment capacity.

Goal 1: Develop 11,250 new units of affordable housing including 1,200 supportive housing units and treatment beds.

Action	Partners	Deadline
Develop affordable home ownership program.	Calgary Homeless Foundation City of Calgary Government of Alberta CMHC Builders Developers Financial institutions	Dec. 2008
Develop a package of tax measures to incent market rental construction.	Calgary Homeless Foundation City of Calgary Government of Alberta Government of Canada CMHC Builders Developers Financial institutions	Summer 2008
Develop a detailed strategy for the development and construction of 1,200 units of specialized housing.	Calgary Homeless Foundation Community Action Committee City of Calgary Government of Alberta Government of Canada	Dec. 2008
Develop and launch the Affordable Housing Registry.	Calgary Homeless Foundation Affordable and supportive housing providers Calgary Housing Company	Dec. 2008
Change City of Calgary land use policy to designate 10 to 15 per cent of all single and two-family lots in new subdivisions as R1-S and R2-S respectively, to accommodate secondary suites.	Calgary Homeless Foundation City of Calgary Developers Builders	May 2009
Change City of Calgary development policy to require that all new housing built on R1-S and R2-S lands provide the necessary building infrastructure to accommodate the inclusion of a secondary suite.	Calgary Homeless Foundation City of Calgary Developers Builders	May 2009
Develop private sector affordable rental program.	Calgary Homeless Foundation City of Calgary Government of Alberta Government of Canada CMHC Builders Developers Financial institutions	2009

Action	Partners	Deadline
Develop public sector affordable rental housing program.	City of Calgary Government of Alberta Government of Canada	2009
Develop non-profit housing program.	Calgary Homeless Foundation City of Calgary Government of Alberta Government of Canada	2009
Amend the Alberta Municipal Government Act to allow municipalities to adopt inclusionary zoning provisions into land use bylaws.	Calgary Homeless Foundation Government of Alberta	2009

Goal 2: Acquire 114 acres of land for affordable housing, supportive housing and treatment capacity.

Action	Partners	Deadline
Develop a land donation program.	Calgary Homeless Foundation	Summer 2008
Develop an inventory of non-profit, municipal, provincial and federal land that could be used for affordable housing.	Calgary Homeless Foundation City of Calgary Government of Alberta Government of Canada	Jan. 2009
Negotiate and complete an agreement between the City of Calgary and the Calgary Homeless Foundation on allocation of municipally held land for affordable housing programs of the 10 Year Plan.	Calgary Homeless Foundation City of Calgary	May 2009

Strategy 4: Improve our data and systems knowledge.

Goal 1: Introduce a mandatory Homeless Management Information System.

Action	Partners	Deadline
Establish HMIS project team including service providers and funders.	Calgary Homeless Foundation	Apr. 2008
Select software.	Calgary Homeless Foundation Project Team	Oct.. 2008
HMIS deployed to cover 90 per cent of homeless population.	Calgary Homeless Foundation Project Team	Jan. 2010

Goal 2: Develop and maintain a detailed services directory.

Action	Partners	Deadline
Research and document all existing services available to people experiencing homelessness and establish a searchable database, including the type of service, criteria, referral and contact information.	Calgary Homeless Foundation City of Calgary Calgary Health Region Distress Centre (211) United Way of Calgary Bow Valley Partnership	May 2008
Confirm data on the system, develop maintenance plan and dissemination plan.	As above	Sep. 2008

Goal 3: Expand, co-ordinate and deepen research capabilities to gain a detailed understanding of homelessness in Calgary and evaluate performance of our 10 Year Plan.

Action	Partners	Deadline
Identify research gaps and develop a three-year research agenda.	Calgary Homeless Foundation United Way of Calgary Poverty Reduction Coalition City of Calgary Vibrant Communities Calgary University of Calgary Secretariat for Action on Homelessness	Sep. 2008
Develop an annual legislative agenda, advocacy plan and communication strategy.	Calgary Homeless Foundation	Sep. 2008

Strategy 5: Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness.

Goal 1: Address the critical human resources issues facing homeless-serving non-profit agencies including wages, benefits and workload.

Action	Partners	Deadline
Conduct a detailed review of salaries, benefits and working conditions for Calgary's homeless-serving non-profit sector agencies.	Calgary Homeless Foundation United Way of Calgary Calgary Chamber of Voluntary Organizations Fundors Table	Jan. 2009
Develop a salary framework for non-profit sector workers salaries benefits competitive with other sectors.	Calgary Homeless Foundation United Way of Calgary Calgary Chamber of Voluntary Organizations Fundors Table	Apr. 2009
Develop a competitive benefit program for homeless-serving non-profit sector agencies.	Calgary Homeless Foundation United Way of Calgary Calgary Chamber of Voluntary Organizations Fundors Table	Sep. 2009

Goal 2: Improve efficiency by reducing duplication, improving co-ordination and re-deploying underused resources.

Action	Partners	Deadline
Develop plan to monitor, evaluate and report on the impact of new strategies on agencies and identify areas where efficiency gains can be made.	Calgary Homeless Foundation Fundors Table	Jan. 2009

Goal 3: Reduce the administrative burden on homeless-serving non-profit organizations.

Action	Partners	Deadline
Audit non-profit sector administrative requirements.	Calgary Homeless Foundation Fundors Table Calgary Chamber of Voluntary Organizations	Jan. 2009
Develop a common set of non-profit reports through the Homeless Management Information System.	Calgary Homeless Foundation Fundors Table Calgary Chamber of Voluntary Organizations	Sep. 2009

Goal 4: Build public support and encourage community action on homelessness.

Action	Partners	Deadline
Expand the "My Backyard" volunteer engagement program.	Calgary Homeless Foundation Volunteer Calgary	July 2008
Develop marketing and communications strategy to increase public engagement and action on homelessness.	Calgary Homeless Foundation	July 2008

Appendix 5

Summary report from public consultations on Calgary's 10 Year Plan to End Homelessness.

We acknowledge the dedication and commitment of all participants, sponsors and volunteers who took the time to look beyond the immediate crises of the day to solve the dilemma of homelessness in Calgary.

Sponsors

Government of Alberta
The Calgary Dream Centre
Joie de Vivre Centre
Calgary Chamber of Commerce
The Kerby Centre
Mount Royal College
Centre for Newcomers

Summary

Goals of the public consultations

The goals of the public consultations were:

- to gather information about the realities of homelessness in Calgary today.
- to gather public ideas and input on potential solutions to homelessness.
- to use the ideas generated to inform the 10 Year Plan.

Social agencies, non-profit organizations, corporations, private citizens, all three levels of government and people who either have experienced or are currently experiencing homelessness all participated to share their knowledge and ideas about how to work towards a solution.

Methodology

The public consultations were carried out between August and October 2007. Three of these events were held at the Calgary Dream Centre, the others were held at a local college, a women's service agency, an immigrant and refugee centre and the Calgary Chamber of Commerce.

The number of attendees to each consultation ranged from 18 to 126 people. All consultations were attended by a number of different organizations ranging from non-profit groups to corporations to government employees to members of the general public.

Each consultation concentrated on one of the following sectors and their particular issues surrounding homelessness:

- front-line and outreach workers.
- women.
- affordable housing options.
- youth.
- immigrants and refugees.
- families.
- seniors.
- people with disabilities.
- Aboriginal peoples.

Each consultation followed a standard format:

- A representative of the Calgary Committee to End Homelessness gave a short overview of the progress and intention of the 10 Year Plan.
- Attendees were asked to participate in an ice-breaker exercise involving writing down their proudest moments and sharing them with the people at their table. These comments were then posted throughout the room for all participants to read.
- Participants were given a series of discussion questions to answer within their group. The answers were then shared with the larger group and discussed.
- The discussion questions were similar for each consultation:
 - How many people are homeless in each particular sector?
 - How are people accessing and navigating the system?
 - What are the unique needs of the population under discussion?
 - What are the gaps in service that need to be addressed?
 - What main issues need to be addressed to overcome the issues?
- All of the consultations' main responses, results and conclusions are included in this report. The responses are divided by individual consultation, the recommendations given, number of invitees and how the 10 Year Plan will address the recommendations given.

Results and conclusions

The three recommendations most often suggested were:

- 1 Increase collaboration between current service providers at all levels.
- 2 Create the political support at all three levels of government to address the issues of homelessness including agency understaffing and underfunding.
- 3 Create more affordable, appropriate housing with supports attached to client choice.

From the conversations at the public consultations the following were concluded:

- There are many myths and stereotypes regarding homelessness that need to be addressed through public education.
- Social agencies felt they do not have the staffing and funding to undertake the suggested solutions.
- Each sector has individual and unique needs that need to be addressed.
- The "Housing First" philosophy is widely accepted as the best option to address the needs of all clients.
- Creative ideas are needed on how to use and re-profile land and shelter space.
- A centralized case management or intake system is needed to increase interagency collaboration and to better serve clients.
- Prevention measures as opposed to emergency measures need to be adopted.

Front-line and outreach workers

Date: August 8, 2007
Time: 9:00 a.m.–12 noon
Location: Calgary Dream Centre
Number of Participants: 126
Number of Organizations: 46

Calgary's population explosion has caused front-line agencies to be inundated with clients. Most participants to this consultation expressed their immense frustration at not having capacity within their organization to assist the large numbers of clients they are receiving. Many of these front-line and outreach workers have extensive experience and commitment, yet the common experience is that front-line and outreach workers are overworked and underpaid. The Calgary Committee to End Homelessness gathered together these invaluable workers to tap into their extensive knowledge on the state of homelessness and the network of support in place to serve people experiencing homelessness in Calgary.

Participants were invited through such channels as the Community Action Committee and numerous service agencies such as:

- Boys and Girls Clubs of Calgary
- Aspen Family and Community Network
- McMan Youth and Family Services
- Mustard Seed Street Ministry
- Calgary Drop-In and Rehabilitation Centre
- Salvation Army Centre of Hope
- Inn From the Cold
- Calgary Urban Project Society (CUPS).

The general public was invited through a public service announcement and a newspaper ad in the Calgary Herald.

Participants were eager to find solutions to the escalating problems they face every day including that of unseen homelessness. Attendees acknowledged that there is good work being done by service agencies in Calgary. As well it was identified that the City of Calgary's Street Survival Guide and 211 phone lines have proven to be effective.

However, it was noted that due to Calgary's large increase in population over the last 10 years the social services infrastructure and its staff are stretched to the limit. Further, dual diagnoses, afflicting people who have both addictions and mental health issues, are on the rise and are challenging a system that was not prepared for the increase.

All participants agreed that more collaboration between agencies is needed for Calgary's homeless-serving system to work more efficiently.

Following is a table outlining the major issues identified at this consultation and how the 10 Year Plan has addressed these concerns.

Front-line and outreach workers public consultation	
Recommendations	10 Year Plan response
Increase interagency and interdisciplinary collaboration.	Addressed through case management, Project Homeless Connect, service directory and Homeless Management Information System.
Increase public awareness and education.	Addressed in Strategy 5, Goal 4.
Increase prevention efforts.	Addressed in Strategy 1.
Increase commitment from all three levels of government.	Implementation plan seeks to negotiate a multi-lateral implementation agreement.
Examine funding issues.	Addressed in Strategy 5.
Address human resources issues.	Addressed in Strategy 5.
Implement "Housing First" philosophy.	Housing First is the operating philosophy of this 10 Year Plan. Addressed specifically in the Principles and Strategy 2, Goal 1.
Increase transition and treatment services.	10 Year Plan has \$1.2 billion proposed over 10 years in increased program spending.
Attend to populations at risk (immigrants and youth).	Addressed in Strategy 1.
Stop "Not in my back yard" (NIMBY).	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.

Women and homelessness

Date: August 21, 2007
 Time: 8:30 a.m.–11:30 a.m.
 Location: Joie de Vivre Centre
 Number of Attendees: 41 (including 8 previous attendees)
 Number of Organizations: 36

The number of homeless women is hard to pinpoint; they are often a hidden homeless population. Only one out of every three women gain access to a shelter due to lack of capacity; many either "couch surf" on friends' couches, live in cars, or return to their abuser. As well, the City of Calgary acknowledges that their yearly enumeration does not capture Calgary's homeless women as many hide from workers due to their fear of losing their children if found. Some agencies estimate that the 20,000 to 30,000 women in Calgary experiencing family violence would leave their abusive situation if they had better access to services.

Women were invited to the consultation through the Calgary Women's Emergency Shelter, Calgary Immigrant Women's Association, Aspen Family and Community Network, the Alliance to End Violence, and Calgary Health Region. The general public was not invited to this consultation as some invitees were survivors of abuse or had concerns for their safety.

The following were identified as some of the reasons women become homeless:

- dependency on men.
- fleeing violence.
- underemployment.
- lack of childcare.
- lack of education.
- addictions and mental illness.
- disabilities.
- lack of fiscal skills.
- cultural or racial issues.

The unique needs of women that were identified were:

- responsibility for childcare.
- susceptibility to negative influence or attention from men.
- appropriate shelter space.
- concern for security and safety.
- long term support.
- protection from violence.
- reproductive and sexual health services.
- increased confidence in their ability to succeed.

The participants generally felt that women's service agencies and shelters already do very good work; however, they suffer from lack of capacity. There is also a shortage of affordable housing, no centralized service system, very little affordable, accessible, quality childcare, and little forgiveness for mistakes. Also, there are not enough services to take a harm reduction approach versus an emergency measure approach.

Following is a table identifying the major issues that were brought forward at this consultation and how the 10 Year Plan will achieve solutions to these problems.

Women and homelessness consultation	
Recommendations	10 Year Plan response
Increase co-ordination and collaboration of services and programs.	Addressed through co-ordinated intake, case management, Project Homeless Connect, service directory, Homeless Management Information System.
Stop NIMBY.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.
Invest in safe, affordable and appropriate housing.	Addressed in Strategy 3.
Make changes based on the knowledge that women have unique needs.	Addressed in Strategy 2, Goal 4.
Engage the entire community in ending homelessness.	Addressed in Strategy 5, Goal 4.
Facilitate political action at all levels of government.	Addressed in implementation plans and Strategy 5, Goal 4.
Provide more supports to staff and more funding for programs.	Addressed in strategy 5.

Affordable housing options

Date: August 22, 2007
Time: 8:30 a.m.–11:00 a.m.
Location: Calgary Chamber of Commerce
Number of Attendees: 51 (including 7 who attended previously)
Number of Organizations: 25

This consultation included many corporate participants, as well as the general public, who gathered to discuss innovative ways to solve Calgary's affordable housing crisis. Participants were invited through such organizations as the Alberta Real Estate Board, Boardwalk Properties, Imperial Oil, TransAlta, Torode Real Estate and Vibrant Communities Calgary as well as major social service agencies. This consultation was open to the general public and was advertised through print media and a public service announcement.

Participants were asked to find ways to preserve and increase affordable housing opportunities. Among proposed solutions were:

- determine available stock.
- involve landlords in determining future vacancy.
- slow down condo conversions.
- re-profile existing buildings.
- redistribute stock to provide appropriate placements (e.g., seniors need to be in locations on one level or with elevators).
- increase density.
- provide purpose-built care facilities.
- inclusionary zoning.
- allocate portion of rent towards a trust for future home ownership.

Attendees were also asked to pinpoint solutions to the issue of Not In My Backyard (NIMBY). Their solutions were:

- build on principles (integrated, transparent).
- build housing in established communities where services are available.
- engage communities, developers and decision makers in the process.
- inform and involve the community.
- provide a landlord-tenant intermediary.

Participants discussed the issue of NIMBY extensively and felt that if affordable housing were integrated with market rentals there would be less communal fear regarding "ghettos" and higher crime rates.

The following table reports the main recommendations on innovative ideas from participants at this consultation regarding affordable housing options and how the 10 Year Plan will address these ideas.

Affordable housing options public consultation	
Recommendations	10 Year Plan response
Engage the government to provide incentives to builders and developers.	Addressed in Strategy 3, Goal 1.
Allow land developers to donate school site portion of development.	Addressed in Strategy 3, Goal 2.
Make brownfield environment cleanup more attractive.	Not addressed.
Redevelop LRT lands.	Not specifically addressed but would fit within housing programs and designation of municipal lands for affordable housing.
Rezoning back lanes and deep lots for residential construction.	Not specifically addressed.
Allow secondary suites.	Addressed in Strategy 3, Goal 1.
Federal tax restructuring.	Addressed in Strategy 3, Goal 1.
Establish community loan funds.	Not specifically addressed.
Redirect funding from health to housing.	Not addressed.
Re-use and change the use of obsolete warehouses.	Not addressed but would be consistent plan.
Hold a city-wide fundraiser for land, market it as an investment.	Addressed in Strategy 3, Goal 2.
Subsidize to get buildings built.	Addressed in Strategy 3.
Find a way to address NIMBY issues.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.

Youth and homelessness

Date: August 29, 2007
 Time: 9:00 a.m.–12 noon
 Place: Calgary Dream Centre
 Number of Attendees: 53 (including 13 previous attendees)
 Number of Organizations: 33

The Calgary Committee to End Homelessness invited not only the major service agencies who serve youth and the general public, but also encouraged youths themselves to attend. This was a successful undertaking and the youth that attended this consultation provided a real face to the issue and extremely valuable input about what the homeless youth population needs to become successful adults.

Participants were asked to list the many reasons youth become homeless in Calgary and their responses included:

- family conflict and violence.
- lack of life skills.
- appeal of the streets.
- poverty.
- non child welfare and native status.
- mental health issues and addictions.
- lack of parental education and support.
- lack of novel solutions to the unique needs of this population.

Some of the unique needs of youth which were identified were:

- need for both independence and support.
- services need to be located away from downtown.
- need support to transition both into the community and into adulthood.
- some youth are noncompliant.
- immigrant and Aboriginal cultures may conflict.
- need for a more inclusive model.

All attendees agreed that agencies support each other and staff cares deeply for their young clients; however, more staffing and funding is needed to alleviate the tremendous pressure on agencies in Calgary.

Some of the challenges faced by both agencies and clients are:

- difficulty in accessing and navigating the service system.
- greater needs than services can address.
- reactionary instead of proactive measures.
- sustainability of programs and services due to funding and staffing problems.
- forced homelessness of noncompliant youth.

The following table outlines some of the major recommendations from this conversation with youth, service agencies and the general public and how the 10 Year Plan will address these issues.

Youth and homelessness public consultation	
Recommendations	10 Year Plan response
Fund staff salaries and programs.	Addressed in Strategy 5.
Provide affordable, appropriate, assisted living for youth.	Addressed in Strategy 1, Goal 5.
Increase family and parenting support.	Not specifically addressed but worthy of future consideration.
Develop a central database and intake process.	Plan includes the development of a Homeless . Management Information System and the development of a co-ordinated intake process.
Provide culturally appropriate services for Aboriginal and immigrant youth.	Expected in case management system.
Enhance community partnerships and services.	Addressed in Strategy 5.
Listen to youth about what they need.	Agreed that ongoing consultation is essential. Calgary Homeless Foundation has established an advisory committee of people who are or have experienced homelessness which will include youth.
More collaboration and integration with other key service providers.	Addressed through co-ordinated intake, case management, Project Homeless Connect, service directory, Homeless Management Information System.
Stop NIMBY.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.
More mentorship and a long-term commitment to the relationship between clients and workers.	Mentorship is not specifically addressed. Long-term relationship between client and workers is supported by Strategy 1 Goal 5, Strategy 5 and the case management system.

Immigrants and refugees and homelessness

Date: September 11, 2007
Time: 9:00 a.m – 1:00 p.m.
Place: Centre for Newcomers
Number of Attendees: 54 (including 11 previous attendees)
Number of Organizations: 28

The invitation for this consultation was sent to the major service agencies, City of Calgary, Calgary Health Region, United Way, the general public and all immigrant-serving agencies.

The City of Calgary and the United Way provided information on the number of homeless immigrants and refugees. Immigrants and refugees in Calgary are another example of a potential hidden homeless population.

Participants identified some strengths and weaknesses in Calgary's service system. The positives recognized were:

- low-cost housing registry.
- Calgary's abundance of employment opportunities.
- Alberta Government's Homeless Eviction Prevention Fund.
- large inventory of secondary suites available.

The negatives acknowledged were:

- city bylaws around secondary suites are too restrictive.
- inadequate education for landlords and tenants.
- systemic racism excludes some newcomers from proper employment and housing.
- little support for those who have been smuggled into the country.
- lack of federal government fiscal support to refugees.
- immigrant women face greater barriers fleeing domestic violence.
- inadequate access to safe, affordable and appropriate housing.

The following table outlines the major recommendations from this consultation on how to address homelessness for immigrant and refugee population.

Immigrants and refugees and homelessness public consultation	
Recommendations	10 Year Plan response
Increase collaboration between services.	Addressed through case management, Project Homeless Connect, service directory and Homeless Management Information System.
Increase low cost housing stock.	Addressed in Strategy 5.
Provide emergency services and prevention services.	Addressed in Strategy 1.
Plan ahead to address barriers for future immigrants.	Not specifically addressed but will likely be a byproduct of a successful 10 Year Plan.
Provide more business opportunities.	Not specifically addressed.
Stop NIMBY.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.
Address immigrant youth issues that occur due to cultural disconnect.	Not specifically addressed.
Facilitate home ownership.	Addressed in Strategy 5, Goal 2.
Educate the public regarding the issues immigrants and refugees face.	Not specifically addressed. Out of scope of 10 Year Plan.
Expand income supports such as rent assistance, damage deposits and downpayments.	Addressed in Strategy 1, Goal 1.
Collect more current, usable data.	Addressed in Strategy 4.
Lobby politicians at all levels to change policies.	Addressed throughout the 10 Year Plan.
Learn more about the models that already work in other places.	Addressed in Strategy 4.

Families and homelessness

Date: September 19, 2007
 Time: 8:30 a.m.–11:30 a.m.
 Place: Calgary Dream Centre
 Number of Attendees: 34 (including 6 previous attendees)
 Number of Organizations: 20

Family homelessness in Calgary is a growing concern for our city. Anecdotal evidence suggests there is a substantial hidden homeless population of families in Calgary. All those at the consultation agreed that the current revolving church basement system is inadequate and unacceptable.

The invitation list to this consultation was created much the same as the other events. A general public invitation was delivered in a public service announcement, and the major agencies were invited with a special emphasis on those who deal with family homelessness. Front-line workers were encouraged to invite any clients who wished to attend.

Participants were asked to identify reasons why families become homeless and they answered with the following:

- increased cost of living in recent years.
- family violence.
- inability to live on a single income.
- poverty.
- lack of childcare.
- unemployment or underemployment.
- lack of affordable housing.
- mental illness and addictions.
- lack of life skills.
- fragmented services do not meet families' needs.
- lack of support system.

Some of the unique needs identified were:

- child welfare involvement is about caring for the child, but should also focus on strengthening the family.
- day care flexibility.
- stigma around refugee families.
- need for a case management system.

There was wide acknowledgement of the good work that is already being done by numerous service agencies; however, it was also recognized that current efforts are inadequate. Staff is committed and passionate about their clients, but lack the resources and the funding to meet all their needs.

It was also recognized that there are too many hoops for clients to jump through in order to qualify for housing, and not enough forgiveness for mistakes. As well, it was realized that there are differences in agency philosophies such as the Housing First model versus the traditional continuum of care approach.

The following table details all the recommendations that were generated by this consultation and how the 10 Year Plan will address these issues.

Families and homelessness public consultation	
Recommendations	10 Year Plan response
Improve community education about poverty and homelessness.	Addressed in Strategy 5, Goal 4.
Adopt a "Housing First" model.	Housing First is the operating philosophy of this 10 Year Plan. Addressed specifically in the Principles and Strategy 2, Goal 1.
Develop a case management system with a centralized intake process.	Addressed in Strategy 2.
Increase collaboration between agencies and services.	Addressed through case management, Project Homeless Connect, service directory and Homeless Management Information System.
Increase the amount of affordable/subsidized housing.	Addressed in Strategy 3.
Provide better resources to homeless and at-risk families.	The 10 Year Plan has \$1.2 billion proposed over 10 years in increased program spending. The plan also calls for family and youth emergency shelter.
A housing locator system is needed.	Addressed in Strategy 3.
A landlord-tenant advocate is needed.	Not specifically mentioned but would be an expected component of case management.
Allow secondary suites in residential neighbourhoods.	Addressed in Strategy 3.
Increase income supports.	Addressed in Strategy 1, Goal 1.
Implement rent controls.	The 10 Year Plan decided against including a rent control recommendation.
More emphasis on family reunification.	Not specifically addressed.
More emphasis on prevention than emergency measures.	Addressed in Strategy 1.
Stop NIMBY.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.

Seniors and homelessness

Date: September 25, 2007
 Time: 1:30 p.m.–4:30 p.m.
 Place: Kerby Centre
 Number of Attendees: 24 (including three previous attendees)
 Number of Organizations: 14

Seniors in Calgary face numerous challenges such as low or limited income, limited government financial support, health issues and the inevitable loss of a spouse. The invitation for this event went out to the general public through a public service announcement, and invitations were sent directly to agencies that work with seniors, as well as other major service agencies. The Kerby Centre is well known to most of the senior population and is easily accessible, thus was an excellent location for this consultation.

Attendees were asked, as at the other consultations, to provide some reasons for why seniors become homeless. The reasons for this were identified as:

- health issues.
- limited income/pension.
- financial abuse from families.
- loss of purpose and independence.
- addictions.
- isolation.
- loss of spouse.
- inability to maintain their own home.

Some of the immediate challenges pointed out by this group revolved around immigrant seniors. Due to cultural disconnect they are being removed from the family support system that would have taken care of them in their home country. As well, many immigrant seniors lack language skills to be able to access and navigate an unfamiliar service system.

Further, many seniors, whether immigrant or not, have hearing impairments, find computers and complex phone systems too hard to use and do not have ready access to transportation.

Another major issue that was identified was concern over the 50–63 year age group. As this population is not considered senior citizens, yet does not fit the variables for many adult programs, it tends to be left out of the system and unable to access services.

Finally, participants expressed concern over the aging baby boomer population that will swell the ranks of Canada’s senior population to close to a quarter of a million people in the next few years. This explosion of seniors who will need services and support will have to be addressed in order to avert a city-wide crisis. Following is a table outlining the major recommendations from this consultation and how the 10 Year Plan will campaign to resolve these issues.

Seniors and homelessness public consultation	
Recommendations	10 Year Plan response
Provide safe, affordable housing with supports.	Addressed in Strategy 3.
Provide adequate income and income supports.	Seniors income supports were not specifically addressed, although AISH and rent supplements were included.
Establish collaboration of services to facilitate a single point of entry.	Addressed in Strategy 2.
Establish an “Aging in Place” program.	Not specifically addressed although prevention programs will also help seniors retain their housing.
Provide transportation options.	Not specifically addressed.
Educate communities about homelessness and poverty.	Addressed in Strategy 5, Goal 4.
Stop NIMBY.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.
Research issues, capture and analyze data.	Addressed in Strategy 4.
Anticipate future senior needs so the system is prepared.	Not specifically addressed.
Funders need to provide longer term assurance of funding.	Addressed in Strategy 5, Goal 3.
Immigrant seniors have unique issues.	Not specifically addressed but case management approach recognizes unique individual needs and provides a tailored response.
More culturally sensitive programs are needed.	Not specifically addressed.
Lobby developers to provide a percentage of new construction for affordable housing.	Addressed in Strategy 3, Goal 2.

People with disabilities and homelessness

Date: October 4, 2007
Time: 1:00 p.m.–4:00 p.m.
Place: Mount Royal College
Number of Attendees: 57 (including 13 people who attended previously)
Number of Organizations: 37

People with disabilities in Calgary face great challenges due to accessibility and income issues. Attendees to this consultation were contacted through the major agencies serving this particular population as well as the other major service agencies and the general public through a public service announcement. A number of the participants were clients of agencies, or concerned public members, which allowed this discussion to be grounded in reality and brought the complex issues of this population to light.

Attendees were asked, as per earlier consultations, to list reasons why people with disabilities become homeless. Some of the reasons identified were as follows:

- fixed or no income.
- lack of support and resources.
- lack of job training.
- injury and progressive illness.
- discharge from hospital, prison, foster care and addictions treatment.
- failed family/natural support.
- fragmented or ineffectual case management.
- mental illness and addictions issues.

Some of the unique needs identified by the participants for people with disabilities were:

- they often have multiple and complex needs.
- safety issues.
- medical needs.
- support should stay with the person.
- need for multidisciplinary teams, options and choices need to be made available to empower client.
- life skills need to be addressed.

There was consensus among attendees that the current service system is difficult to access and navigate, there is too much focus on housing and not enough focus on continual support, and the current system is too bureaucratic.

Alternately, there was also agreement that some aspects of the service system are working well.

Examples of this include:

- increased awareness of the issues.
- good collaboration between some agencies.
- wrap-around programs.
- early intervention and education.
- government cross-ministry projects.

However, some aspects that need improvement are:

- stigma of disabilities.
- income supports are inadequate.
- system is unforgiving.
- funders and government agencies are not working together.
- staffing and funding for programs is lacking.

The following table outlines the recommendations that arose out of this consultation and how the 10 Year Plan will address these concerns.

People with disabilities and homelessness public consultation	
Recommendations	10 Year Plan response
Provide safe, affordable, accessible housing with services and supports.	Addressed in Strategy 3 and Strategy 2.
Provide accessible, round trip transportation options.	Not addressed.
Provide adequate, livable incomes and income supports.	Addressed in Strategy 1, Goal 1.
Increase collaboration amongst agencies, services and programs.	Addressed through case management, Project Homeless Connect, service directory and Homeless Management Information System.
Address attitudes and beliefs about poverty and homelessness.	Addressed in Strategy 5, Goal 4.
Provide transitional housing from hospital discharge.	Partially addressed in Strategy 1 Goal 4.
Adequately compensate staff and programs.	Addressed in Strategy 5, Goal 1.
Address human rights violations within the Canadian Constitution that limit people with disabilities.	Outside scope of the plan.
Address NIMBY issues.	Addressed in housing strategy focus on scattered site housing options and Strategy 5, Goal 4.
Involve all three levels of government in policy change.	Addressed in implementation plan as well as Strategy 5, Goal 4.

Aboriginal peoples and homelessness

Date: October 9, 2007
 Time: 11:00 a.m.–2:00 p.m.
 Place: Mount Royal College
 Number of Attendees: 18 (including 3 people who attended previously)
 Number of Organizations: 13

This consultation varied slightly from earlier ones as it involved almost exclusively Aboriginal peoples and the agencies that serve them. It was a more informal gathering that occurred after a monthly Aboriginal information sharing circle. The participants were invited mostly through Carrie Neilson, Aboriginal Issue Strategist for the City of Calgary. This was a small group; however, all who were present were focused and passionate about the issue of Aboriginal peoples and homelessness.

As with earlier consultations participants were asked to comment on the causes of Aboriginal homelessness. The following were identified as routes into homelessness:

- poverty.
- mental illness.
- discrimination.
- breakdown of traditional Aboriginal values and family systems.
- poor conditions on reserves.
- movement into urban areas and loss of status and income support.
- lack of education and job training.

Participants pointed out that it is hard to speak for all Aboriginals as there is not one pan-Aboriginal experience. Most Aboriginals in Alberta, as well as the rest of Canada, come from different nations with different cultural experiences and spiritual structures. It was also pointed out that Aboriginal homelessness needs to be looked at from all perspectives: spiritual, emotional, mental and physical, not just economic. Thus, mainstream agencies may not speak in a way that speaks for Aboriginal peoples which leads to frustration and non-compliance in programs that are not culturally sensitive.

Discrimination and systemic racism were also pointed out as complications within this population. This type of discrimination can lead to problems in finding employment, housing and proper child care.

The following details the major recommendations from this group and how the 10 Year Plan will address these issues and concerns.

Aboriginal peoples and homelessness public consultation	
Recommendations	10 Year Plan response
Provide subsidies that would allow Aboriginal peoples to buy housing and would also provide childcare.	Not addressed.
Focus on youth and children's services especially access to education and housing.	Addressed in Strategy 1, Goal 5.
Provide a centralized intake system.	Addressed in Strategy 2, Goal 3.
Establish proper discharge plans for children coming out of foster care.	Addressed in Strategy 1, Goal 4.
Establish proper discharge plans for those coming out of hospital and corrections.	Addressed in Strategy 1, Goal 4.
More collaboration between service agencies and programs.	Addressed through case management, Project Homeless Connect, service directory and Homeless Management Information System.
Talk to people who were homeless and now are successful.	Calgary Homeless Foundation has established an advisory committee of people who are or have experienced homelessness.
Address societal causes such as addictions, substance abuse and diabetes which threatens to decimate the Aboriginal population.	Partially addressed through increased treatment capacity
Have all three levels of government involved.	Addressed in the implementation plan.
Teach people how to become self-sufficient and help themselves.	Addressed through case management system.
Provide more opportunities for people to earn income and receive education.	Addressed in Strategy 1.
Educate the community about poverty, homelessness and Aboriginal issues.	Addressed in Strategy 5, Goal 4.
Remember that people are more important than programs.	Agreed.

Conclusions drawn from the public consultations

The participants in these public consultations exhibited reactions ranging from cynicism to optimism, from frustration to hope. Many participants wanted more time to discuss the issues than could be provided. The personal stories shared by attendees who were previously homeless were inspirational and very valuable.

The results of these consultations indicate the following:

- Participants want an end to homelessness.
- Organizations feel they do not have adequate resources to undertake the suggested solutions to the issues.
- Community members, agencies and corporations are very aware that the problem exists but some did not realize the scope and complexity of the issue.
- Attendees feel that the “Housing First” philosophy is one of the most promising solutions.
- Social agencies in Calgary are committed and passionate, but overwhelmed.
- Participants felt that government assistance is essential for any solution to succeed.
- Each segment of the homeless population in Calgary has unique and specialized needs.
- Participants emphasized the value of agency collaboration and co-operation.

The seven solutions to homelessness suggested most often were:

- Improve co-ordination and collaboration between agencies.
- Address NIMBY.
- Improve income support, AISH and employment opportunities.
- Address the pressing human resources and workload issues in the non-profit sector.
- Ensure continued public and political involvement.
- Create more affordable housing stock and ensure the necessary social supports are available.
- Create and implement a single point of entry system for client intake.

Appendix 6

Glossary.

Absolute homeless – A United Nations classification of individuals living in the street with no physical shelter of their own, including those who spend their nights in emergency shelters.

Affordable housing – Affordable housing is a housing opportunity that can be achieved by a household whose gross income is less than 65 per cent of area median income, spending no more than 30 per cent of that gross income on rent or a mortgage. This housing opportunity should also be safe, of decent quality and accessible.

Case management – Case management refers to a collaborative process that assesses, plans, implements, co-ordinates, monitors, and evaluates the options and services required to meet a client's health, human service and housing needs. It is characterized by advocacy, communication, and resource management and promotes quality and cost-effective interventions and outcomes ³⁷.

Chronically homeless – For the purposes of Calgary's 10 Year Plan to End Homelessness, a person or family is considered chronically homeless if they have either been continuously homeless for a year or more, or have had at least four episodes of homelessness in the past three years. In order to be considered chronically homeless, a person must have been sleeping in a place not meant for human habitation (e.g., living on the streets) and/or in an emergency homeless shelter.

Inclusionary zoning – Inclusionary zoning requires or encourages, as a condition of approval, that a development project includes some special component desired by the municipality, usually affordable housing. The application of these inclusionary requirements is often limited to multiple-unit residential projects and large-scale developments. The resulting inclusionary units become part of an ongoing pool of affordable housing, which can only be sold to qualified recipients at affordable prices.

Homeless – Homeless persons are considered to be those who do not have a permanent residence to which they can return whenever they choose.

Housing First – Housing First refers to programs that place homeless people directly into permanent housing without the requirement for a transition period. While support services are offered and made readily available, the program does not require participation in these services to remain in the housing. Once in housing, a low demand approach accommodates a client suffering from alcohol and substance use, so that "relapse" will not result in the client losing housing. Housing First programs have a continued effort to provide case management and to hold housing for clients, even if they leave their program housing for short periods ³⁸.

³⁷ Commission for Case Manager Certification.

³⁸ "The Applicability of Housing First Models to Homeless Persons with Serious Mental Illness" U.S. Department of Housing and Urban Development. July 2007.

Pathways to Housing – Established by Dr. Sam Tsemberis, Pathways to Housing is the first and most well known Housing First model. Since 1992, Pathways to Housing has offered individuals who are homeless and have psychiatric or substance-related disorders direct access to permanent, independent apartments without requiring participation in psychiatric treatment or sobriety as a pre-condition of their housing. Housing and treatment services are separated. Clients rent apartments—with the lease held by Pathways to Housing—from landlords who do not have a direct relationship with the treatment agency. The program uses a low demand approach that does not prohibit substance use as a condition for obtaining or retaining housing. The program requires that clients pay 30 per cent of their income for rent and participate in two home visits by their case manager each month. Following housing placement, interdisciplinary Assertive Community Treatment (ACT) teams are available 24 hours a day, 7 days a week to provide treatment, support, and other needed services to the client in a neighbourhood office or in the client's home³⁹.

Relative homeless – United Nations classification of people living in spaces that do not meet the basic health and safety standards including protection from the elements; access to safe water and sanitation; security of tenure and personal safety; affordability; access to employment, education and health care; and the provision of minimum space to avoid overcrowding.

Supported housing – Supported housing refers to regular housing with supports that are not linked to the housing itself.

Supportive housing – Supportive housing is multi-unit housing largely occupied by tenants who require support services that are linked to the housing.

Transitional housing - means a housing project that has as its purpose facilitating the movement of homeless individuals and families to permanent housing within a reasonable amount of time.

Transient homeless – For the purposes of Calgary's 10 Year Plan to End Homelessness, a person is considered to be transient homeless if he/she is homeless for less than a year and has fewer than four episodes of homelessness in the past three years.

³⁹ "The Applicability of Housing First Models to Homeless Persons with Serious Mental Illness" U.S. Department of Housing and Urban Development. July 2007.



Design: Karo Group
Printing: McAra Printing