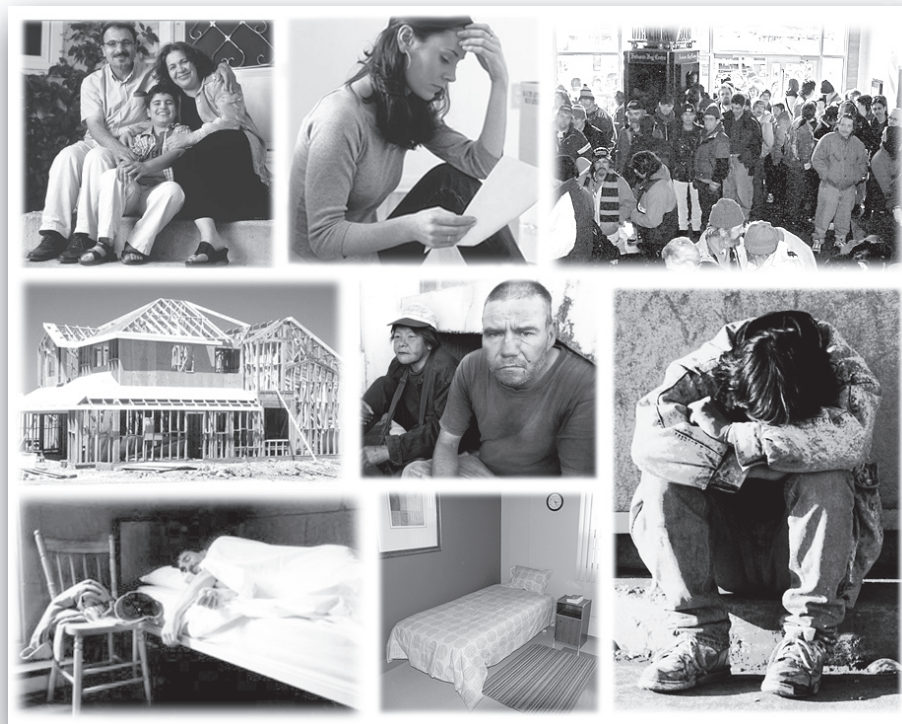


# Community Plan



Edmonton Joint Planning  
Committee on Housing



## Edmonton Community Plan on Housing and Support Services 2005-2009

January 2005

# Edmonton Joint Planning Committee on Housing

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The Edmonton Joint Planning Committee on Housing (EJPCOH) prepared this five-year plan through a broad-based consultative process.

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City of Edmonton – Jay Freeman

Edmonton Coalition on Housing and Homelessness – Martin Garber-Conrad, Lorette Garrick, George Kelly, Ron Allen

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Special thanks are also extended to Anne Milne (Human Resources and Skills Development Canada) who was an active representative for the first six months of this project.

*This report is posted on [www.moresafehomes.net](http://www.moresafehomes.net)*

*Additional copies of the Community Plan are available from:*

*Edmonton Joint Planning Committee on Housing*

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# Executive Summary

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The *Edmonton Community Plan on Housing and Support Services 2005-2009* provides a comprehensive roadmap for addressing homelessness, low-income housing and related support service needs in Edmonton over the next five years. Its main message is clear: significantly more housing and support services are required at all levels to address homelessness and affordable housing issues and to prevent homelessness among those at risk. It also recognizes efforts should be concentrated to increase the supply of housing and services that provide longer-term solutions.

The Plan outlines estimated funding requirements of \$249.9 million in capital, \$180 million for operations and support services, and \$5.9 million in strategic services to implement its objectives and strategies as shown in the following table. Support services include basic services only; funding for additional programs that may be developed would be required.

## Recommended Allocations (2005-2009)

Category		Required Allocation	
Housing and Support Services Recommendations	Total Units	Capital Funding (One-Time)	Operating/Support Services Funding (2005-2009)
1. Emergency Housing	275	\$7.0 M	\$15.1 M
2. Transitional Housing	675	\$54.9 M	\$57.5 M
3. Long-Term Supportive Housing	1,300	\$109.0 M	\$82.0 M
4. Social Housing	1,750	\$41.0 M	\$24.2 M
5. Affordable Housing	700	\$35.0 M	\$0 M
6. Fully Adapted Units for Disabled	183*	\$2.9 M	\$0 M
7/8. Prevention and Intervention		\$0 M	\$1.1
<b>Sub-Total</b>	<b>4,700</b>	<b>\$249.9 M</b>	<b>\$180.0M</b>
<b>Strategic Services Recommendations</b>			
Part A: Research		N/A	\$1.3 M
Part B: Advocacy and Awareness		N/A	\$1.1 M
Part C: Regulation and Policy		N/A	\$0.1 M
Part D: Capacity Building, Co-ordination and Partnerships		N/A	\$3.1 M
Part E: Planning and Performance Monitoring		N/A	\$0.3 M
<b>Sub-Total</b>		<b>\$0 M</b>	<b>\$5.9 M</b>
<b>Administration Funding</b>			<b>\$6.5 M</b>
<b>TOTAL</b>			<b>\$442.3 M</b>

Note: \* This strategy ensures that, in addition to units already specifically designated toward the disabled, 10% of all other new, long-term housing units will be fully adapted (not just wheelchair accessible).

## **Objectives and strategies**

Objectives established for housing and support services are:

- To reduce the gaps between the existing supply and needed housing and support services in Edmonton.
- To provide prevention programs that reduce the possibility of having individuals fall into the non-market portions of the Continuum and to provide intervention programs to facilitate movement upward through the Continuum.

The objective for strategic services is:

- To improve the sustainability, effectiveness and efficiency of Edmonton's Housing and Support Services Continuum.

To support the strategic services objective, strategies were developed under a five category headings.

Research:

- Conduct social and economic research on housing, homelessness and support programs.

Advocacy and awareness:

- Increase public awareness of housing and homeless issues.
- Act as an advocate for the homeless.

Regulation and policy:

- Review existing policies for improvements.
- Support the development of national, provincial and civic strategies and policies that will improve Edmonton's housing and homeless situation

Capacity building, co-ordination and partnerships:

- Support and develop strategies and programs that are targeted towards improving community and agency capacity on housing and homelessness.

Planning and performance monitoring

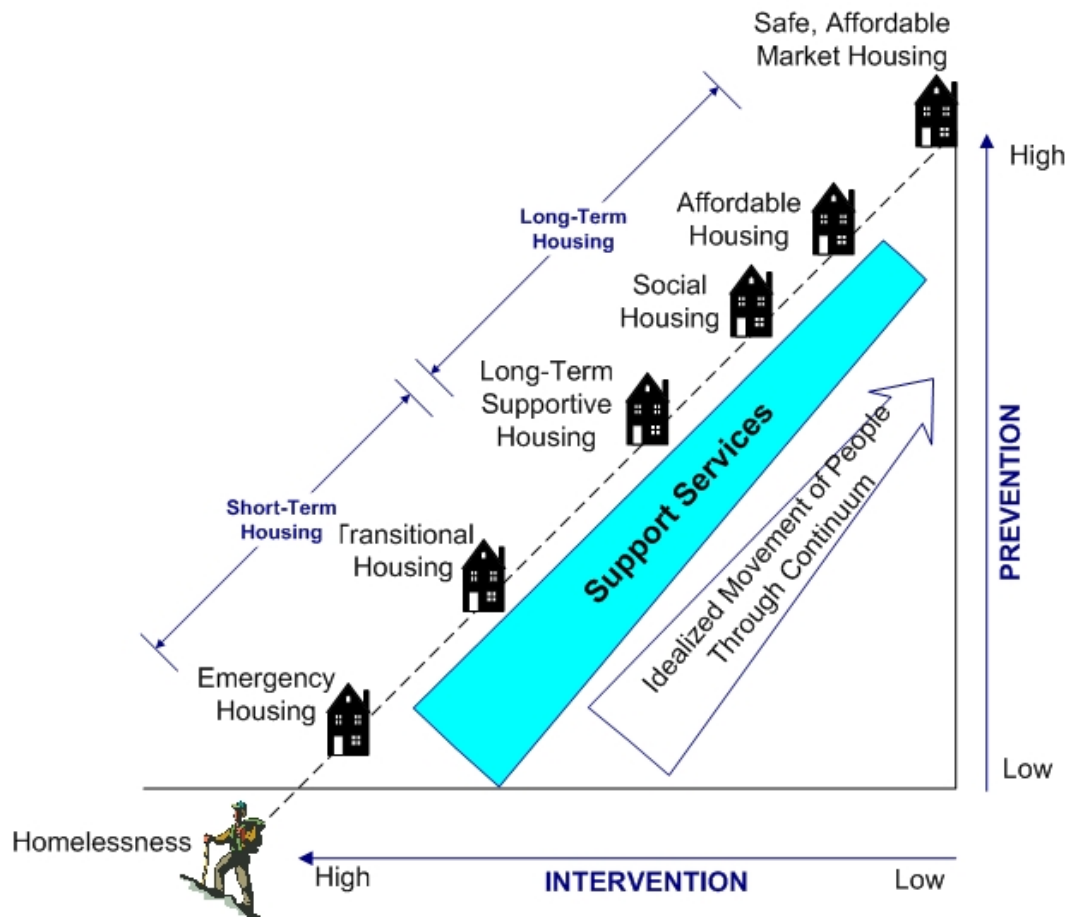
- Prepare and monitor the performance of the Edmonton Community Plan on Housing and Support Services.

## **Community contributions**

The entire community – private and for-profit and not-for profit housing providers, community agencies and all three orders of government – will have to work together and contribute toward making the recommended solutions a reality. Without long-term sustainable government funding, the Plan cannot be successfully implemented.

The Plan is built on the premise that Edmonton needs an integrated system that enables and encourages people to “move up” through various housing options, and ultimately, if possible, into the private housing market. This requires a sufficient supply of different types of housing units at each stage, along with support services that encourage and enable people to become as independent as possible. This concept is represented as the Housing and Support Services Continuum.

**Figure 1: The Housing and Support Services Continuum**



The Continuum uses axes of intervention and prevention – with the understanding that the ideal is to have more reliance on prevention activities that are often lower cost and encourage more independence. It is also recognized that there are multiple points of entry, and that people will not necessarily progress in a linear fashion. Some may stay at a certain point and not go any further.

Support services vary to suit each level:

- Homeless – reactive care such as police, emergency response, food programs
- Emergency housing – shelter, food programs, referrals
- Transitional housing – training, employment, life skills, education
- Long-term supportive housing – appropriate day-to-day assistance
- Social housing – rent-geared-to-income
- Affordable housing – little or no support is needed.

The Plan recognizes the interdependence between health and housing – that decent, affordable housing is an important foundation upon which healthy individuals, families and communities are built. It also recognizes that increasing the supply of housing and support options along this Continuum can be an effective way of reducing poverty by freeing up income for other necessities.

### **Aboriginal emphasis**

The Plan places significant emphasis on the needs of Aboriginals given their representation (43%) in the population of those with housing and homeless needs. As part of the strategy, a number of five or six bedroom units in social and affordable housing are specifically designated for large Aboriginal families. Equally significantly, the Plan ensures that Aboriginal persons benefit from all strategies and activities because of their predominance in the target groups. Five strategic services recommendations also are targeted specifically for the Aboriginal population; these include research, communication, and strategies to enhance capacity-building and community cohesiveness. As a significant proportion of the population, Aboriginals also benefit from the support services provided. Other high need groups addressed in the Plan include persons with disabilities, youth, large families, mentally ill persons, low-income singles, victims of domestic violence and recent immigrants and refugees.

The EJPCOH developed the Community Plan using a broad-based consultative and research approach. It will be used to guide homelessness and housing funding activities from the community, including the Federal, Provincial and Municipal Governments to 2009. This includes funding available to Edmonton-based housing and homeless initiatives under the Federal *Supporting Community Partnerships Initiative* (SCPI), *Urban Aboriginal Strategy* (UAS), *Urban Aboriginal Homelessness* (UAH) and *Canada/Alberta Affordable Housing Partnership Initiative* (AHPI). Some programs like SCPI require a minimum level of matching funds from non-Federal sources, such as the Government of Alberta, City of Edmonton, and private and non-profit sectors.

### **Plan development and administration**

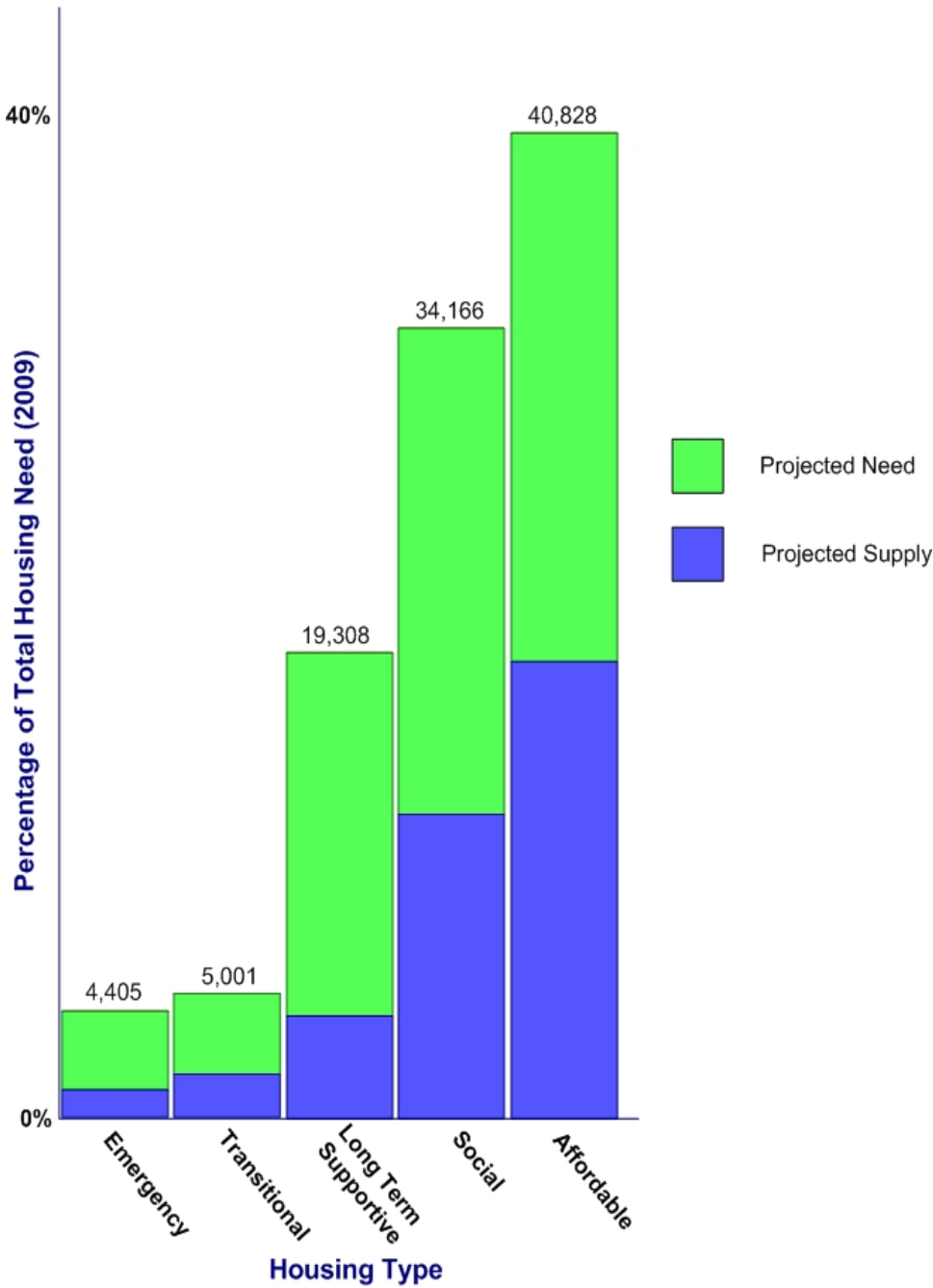
The *Community Plan on Housing and Support Services 2005-2009* will be administered jointly by the EJPCOH and the Edmonton Housing Trust Fund (EHTF), together acting as a two-pronged “community entity.” The EJPCOH will continue to conduct strategic services activities that arise from the community plan. The EHTF funds construction of priority emergency, transitional and long-term supportive housing projects, support services projects and projects that address the needs of urban Aboriginals. As well, the City of Edmonton and the community through the EJPCOH have endorsed the EHTF taking on the role of administering the affordable housing program in Edmonton. A governance review is planned for the dual entity.

Plans also are contained in this document for:

- Sustainability – to ensure funds continue to be available, from existing and new sources such as government, corporate sector and grants.
- Evaluation – including an initial strategy developed from the community consultations. This will be further developed as the Plan progresses by the Performance Monitoring Committee.
- Communication – for release of the Plan through the media, webpage updates, speaking engagements and other opportunities to profile the homelessness and housing issues.

### Increasing gaps

This Plan builds on the collective efforts of government and community to implement previous Community Plans – but much remains to be done. Although the proposed actions/strategies and funding allocations are substantial, the solutions are modest relative to total projected need. The graph below represents projected supply and projected need for each housing type. Gaps continue to exist over the five-year Plan and are highest in long-term supportive housing where the most funding is targeted.



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# FULL REPORT

## 1. CONTEXT – The Foundation for the Plan

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### THE REALITY OF LIFE WITH A LOW-INCOME OR SPECIAL NEED

Anecdotal stories highlight a harsh reality for low-income and homeless citizens in Edmonton. Personal experiences illustrate the blockages that exist – and reinforce the need for improvements in housing and support services in this community. These three examples, based on composites of people at risk, are typical of countless others:

- *Josephine is a young Aboriginal single mother of a three-year-old daughter. She is living at a woman's shelter after moving from a reserve close to Edmonton. She goes to NorQuest College where she reports she is doing well. Although Josephine had grown up on a reserve, she does not want to return until she completes her education. Her goal is to become an Aboriginal youth counselor. With only one week's stay left at the women's shelter, Josephine has been looking for some time, but has not yet been able to find other housing. She receives a monthly income of \$948 from her band.*
- *Michael is 24 years old and lives with his parents. He has been in a wheelchair for the past 17 years and would very much like to live on his own. He receives assistance through AISH but it isn't enough to cover rent and the other related costs associated with living alone. He can't and doesn't want to ask his parents for money; they are on fixed incomes. He wouldn't mind living in a modified building with others who have disabilities, but he would really enjoy living in a house that has a yard.*
- *Kathy, aged 50, has been staying at the Women's Emergency Accommodation Centre (WEAC), for four months despite the Centre's policy to accommodate women in need for only short stays. She is thankful for the encouragement she has received there and from occasional waitressing jobs. She would like to have her own bachelor apartment again, but feels she cannot leave WEAC because of the costs involved. Beyond the high costs of moving out, she talks about landlords who want only tenants who provide first and last months' rent plus damage deposits, and who have good credit ratings. This makes it impossible for people like her to compete for housing. Kathy wonders, "How is it possible to get out on your own?"*

## **RELATIONSHIP OF HOUSING AND HEALTH**

This Community Plan recognizes the linkage between health and housing – an interdependence that is acknowledged internationally and nationally. The United Nations' Universal Declaration of Human Rights, for example, states “everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social services.”

Closer to home, in Canada, the October 2004 Federal Speech from the Throne stated, “Shelter is the foundation upon which healthy communities and individual dignity are built.” Housing that is not affordable reduces the income remaining for other living expenses, including food, clothes and education. Likewise, housing that does not meet minimum health, building and safety standards impedes healthy development and equal life chances for residents and thereby undermines healthy communities.

The *2003 Edmonton Homelessness Study*, released in August 2004 by the EJPCOH supports these views. The Study focused on Edmontonians who were “Shelterless” (have no residence at all), “Sheltered” (living in unsuitable areas or emergency/transitional shelters) and those “at risk of homelessness.” While the study could not establish absolute causes for homelessness, it identified key determinants that must be addressed. Factors contributing to homelessness were found to include a combination of:

- poverty
- health problems
- addictions and/or mental health issues
- poor social or coping skills
- a difficult start in life.

The Study observed Edmonton's homeless population living in Parklands to have multiple health needs, including a high incidence of past or current addictions and/or mental illness, unemployment and poverty, hunger and sleep deprivation and vision and dental needs. The Study indicated existing shelter facilities could provide a better response by implementing a therapeutic community and transitional housing approach instead of their current dormitory and emergency-only approach.

## **MANDATE AND GOAL**

The EJPCOH is a community-based entity with a mandate to coordinate community initiatives to address housing needs; it also works to prevent at-risk groups from becoming homeless. Part of the EJPCOH's responsibility includes developing community plans to identify priority housing, homeless and related needs and recommended methods to address those them. To perform these and other duties, through its Board of Directors and standing committees<sup>1</sup>, the EJPCOH brings together representatives from three orders of government and a wide range of public and private sector stakeholders and community representatives.

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<sup>1</sup> Aboriginal, Research, Community Plan, Advocacy and Awareness and Performance Monitoring Standing Committees.

The goal of the *Edmonton Community Plan on Housing and Support Services 2005-2009* is:

- to identify and prioritize gaps in housing and support services and develop community objectives and strategies to address the priorities.

The plan and the associated information gathered will be used to guide homelessness, housing and support service initiative funding from the community, including the Federal, Provincial and Municipal Governments to 2009. This includes funding available to Edmonton-based housing and support services initiatives under the Federal *Supporting Community Partnerships Initiative* (SCPI), *Urban Aboriginal Strategy* (UAS), *Urban Aboriginal Homelessness* (UAH) and *Affordable Housing Partnership Initiative* (AHPI). It should be noted that some of the programs like SCPI require a minimum level of matching funds from non-Federal sources, such as the Government of Alberta, City of Edmonton, and private and non-profit sectors to receive the SCPI funding.

## **HOUSING AND SUPPORT SERVICES CONTINUUM**

The *Edmonton Community Plan on Housing and Support Services 2005-2009* is distinguished from previous plans by its increased scope. This is reflected in two particular ways:

- the Plan's title refers to "housing and support service" needs rather than the more restrictive focus of "homelessness" of previous EJPCOH community plans; and
- the Plan is based on an enhanced "Continuum" model of housing types and support services that provides an integrated system response. This emphasizes that housing units and support services are both required – and at varying levels of intervention and prevention to facilitate the movement of people through the Continuum. The system ideally encourages people to "move up" and become as empowered and independent as possible. It is also recognized that there are multiple points of entry, and that people will not necessarily progress in a linear fashion. Some may stay at a certain point and not go any further.

The Continuum is visually represented in the graphic presented in the Executive Summary. Conceptually, each point on the Continuum can be described in terms of:

- intervention – addressing homeless or housing needs already experienced by an individual or household
- prevention – presenting conditions that reduce homeless or housing need risk factors.

As observed in the *2003 Edmonton Homelessness Study*, a common systemic response to the needs of shelterless homeless persons is a high degree of intervention through emergency services and low levels prevention. The absolute lack of a home is associated with poor physical and mental health, no security of tenure, no personal control over one's circumstances, vulnerability to crime and victimization, lack of work and income and social exclusion.

Midway along the Continuum are other considerably less interventionist and more preventive responses to needs. For example, long-term supportive housing reflects a reduced approach to intervention aimed at facilitating semi-independent living in a community setting; accompanying support services enable improved or stabilized health, access to services and inclusion in a range of social and economic activities.

At the upper end of the Continuum, living in safe, affordable market-priced housing is associated with enhanced levels of security of tenure, personal control and high degrees of participation in community – all highly preventive conditions – and almost non-existent levels of intervention.

## GENERAL DIRECTION

Through this Plan, the EJPCOH continues to support the general direction of the May 1999 *Call to Action* report of the Edmonton Task Force on Homelessness, the *Edmonton Community Plan on Homelessness 2000-2003*, and the two subsequent Plan updates. These reports all highlighted that longer-term, broader solutions, instead of short-term emergency shelter solutions, are needed to have more lasting impact toward resolving the issues faced by individuals and families.

Long-term supportive housing has long been recognized as a primary need. Funding for support services that help people increase their capacity for independent living is a particularly key starting point that has been emphasized in all previous reports. Housing units themselves are not enough; housing units must be complemented with support services conducive to improved lifestyle and learning. Commitment to long-term government funding, for the support services and to cover operating costs of the housing units themselves, is essential.

Support services vary to suit needs at each level. For example, for the homeless, services include reactive care such as police, emergency response, food programs; at the emergency housing level, services include shelter, food programs; within transitional housing the services offered include training, employment, life skills, education; long-term supportive housing includes appropriate day-to-day assistance; social housing provides rent-geared-to-income; and affordable housing is based on the premise that little or no support is needed.

High-risk groups already identified, and further studied for this Plan, include Aboriginals (a high percentage of Edmonton's homeless and low-income populations), persons with disabilities, youth, low-income singles, people with mental illness, victims of family violence and recent immigrants and refugees.

## PAST, CURRENT AND FORECAST TRENDS

Research into Edmonton's demographics and economic influences reveals some significant demographic trends relating to the housing needs of low-income households<sup>2</sup>:

- The number of single-parent families increased from 27,853 in 1996 to 32,520 in 2001, or 16.8%.
- The Aboriginal population increased from 25,280 in 1996 to 30,365 in 2001, or 20.1%
- Immigrants and refugees increased from 137,145 in 1996 to 143,335 in 2001, or 4.5%.

By comparison, the overall population increased by 13.2% in that period and the economy grew by 28.3%.

The Edmonton economy and housing market is expected to remain strong, but experience slightly slower growth than the past five years. This is not expected to significantly improve matters for the poor and fixed-income households. Studies show the poor are getting poorer<sup>3</sup>, and continue to spend even larger percentages of their low incomes on shelter costs.

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<sup>2</sup> Canada Mortgage and Housing Corporation publications. (2003)

<sup>3</sup> The FCM 2004 "Quality of Life Reporting System" examined tax filer data for individuals from 1990 to 2000 and found that only the wealthiest 30% of families and 20% of individuals in 20 major municipalities enjoyed positive

From a housing and support services policy perspective, historic government responses to homeless and housing needs have tended to focus almost exclusively on narrow “shelter-only” outcomes despite obvious links and outcomes across broader social and economic activities. For example, “While just under 85% of Canadians are deemed to be well and affordably housed, the current system has been persistently unresponsive to the needs of more than 15 % of households.”<sup>4</sup>

One reason for this narrow historic public policy response to housing and homeless needs has been that the concurrent income, social, and physical and mental health needs of individuals and households in housing need have been regarded as outside the mandates of government departments responsible for housing programs delivery.

In contrast, studies on homelessness conducted by the Edmonton community<sup>5</sup> have consistently argued that solutions to housing needs require partnership responses. Studies have concluded that focusing on only one aspect, such as housing units, can result in insufficient and likely unsustainable responses. Because no single order or department of government, or community agency can develop or implement effective and sustainable responses on its own, these community studies recommend that solutions be developed among jurisdictions, and be funded in partnership by all orders of government and community agencies.

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before tax income gains between 1990 and 2000. In contrast, individuals in the lowest 30% of income percentiles experienced real income decline of 10% or more over this same period.

<sup>4</sup> Ibid.

<sup>5</sup> “No Place Like Home, Homelessness in Edmonton”, Edmonton Coalition on Homelessness, May 1986; “Homelessness in Edmonton, A Call to Action” (The Final Report and Recommendations of the Edmonton Homelessness Task Force), May 1999.

## 2. INFORMATION – Gathering the Facts

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### PLAN METHODOLOGY

To accomplish the goal of the Plan, the Community Plan Steering Committee, with consultants, employed three data collection methods:

1. A three-phased series of community consultations. The process included input from youth, families, singles, Aboriginals, immigrants, persons who are deinstitutionalized, persons with disabilities, mentally-ill persons many of whom have addictions, and victims of family violence. Groups also included when possible housing and support service providers, health and service professionals, government and industry representatives, individuals with expertise in programs being discussed, and landlords.
2. Gathering published, statistical data on future housing and support service needs in Edmonton.
3. A review of innovative practices applicable to Edmonton.

### COMMUNITY CONSULTATION FINDINGS

Some key findings from 15 focus groups and follow-up discussions included:

- Compared to the ideal Housing and Support Services Continuum, the existing system in Edmonton often shows significant fragmentation, lack of meaningful choice and growing gaps.
- A central registry or database of system resources might improve communication and coordination of services within Edmonton.
- Sustainable funding is needed for both not-for-profit and for-profit housing and support service providers, including funding for trained staff and appropriate awareness, prevention and other support programs.
- A sufficient supply of housing units of all types is needed along the Continuum. Because past housing policy and planning in Edmonton has not recognized the continuum approach, there currently are bottlenecks, underutilizations and surplus unit conditions.

More specific issues identified are outlined in Appendix 3.

### INNOVATIVE PRACTICES REVIEW

EJPCOH gathered examples of innovative practices as background for the Plan.

The review brought forward examples of innovative practices for the major housing and support service types both within Edmonton and nationally and internationally. As examples, among the innovations reviewed are:

- The *Edmonton Seniors Safe Housing Project*, a transitional housing project developed to address homelessness among seniors who leave abusive family situations.
- The New York University longitudinal study that found that subsidized housing succeeds at curing homelessness among families, regardless of behavioural disorders or such problems as substance abuse, mental illness or history of incarceration. (*Predictors of Homelessness Among Families in New York City: From Shelter Request to Housing Stability* conducted 1993 to 1998).

- A *Safe Haven* in Chicago as an example of long-term, alcohol and drug-free housing with conditions for treatment for people recovering from substance abuse.

Past Community Plans and other studies relating to housing and support services needs also were included in this Plan's development research phase. One example includes the *Alberta Disability Strategy* (2002) that was developed to provide a foundation for ensuring that individuals with disabilities are treated fairly and equitably with regards to supports, employment and suitable, affordable housing.

## **DATA COLLECTION**

Consultants collected data from the following sources:

- The *2003 Edmonton Homelessness Report* of a study conducted by EJPCOH and released in 2004.
- *Counts of Homeless Persons in Edmonton*, also conducted by EJPCOH from 1999 to 2002. (The 2004 Count was not available in time for this report).
- A custom tabulation of housing need from Statistics Canada, using data from the 2001 Canada Census. The tabulation was based on specific variables related to housing needs for all households within the City of Edmonton.
- Canada Mortgage and Housing Corporation (CMHC) data on existing housing supply and needs.

Analysis of the key data collected is presented in the next section. A number of assumptions had to be made in the analysis because quantitative data often was limited.

### 3. FINDINGS – Analyzing Needs

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In this section, emergency shelters and transitional housing are combined under short-term housing, while long-term supportive, social and affordable housing are combined within long-term housing.

#### SHORT-TERM HOUSING

*Counts of Homeless Persons in Edmonton* reveal subgroups among the homeless – those people in need of emergency and transitional housing – and their proportion of the population.

**Table 1: Sub-Groups within the Homeless Population in Edmonton**

Subgroup Characteristics	Share of the Homeless Population
Aboriginal	43%
Addictions	60%
Disabilities	30%
Families	8%
Family Violence	6%
Mental Health	40%
Seniors	8%
Singles	80%
Youth	7%

Sources: A count of homeless persons in Edmonton, October 2002, and information from reports and studies on the homeless in other cities.

NOTE: Percentages add up to more than 100% because some people will be included in more than one group.

Demand for emergency and transitional housing units far outstrips the currently available supply. For example, evidence of insufficient emergency shelter space includes:

- Spaces for intoxicated persons are nearly always full because of the high number of homeless people with an addiction and the presence of only one shelter (George Spady Centre) serving intoxicated people in Edmonton.
- About 1,600 families (over 5,000 women and children) who are victims of violence are turned away from emergency shelters every year.
- Spaces for homeless single women are usually filled to over capacity because only one agency in the city, the Women’s Emergency Accommodation Centre (WEAC), provides that service.
- In winter, demand for spaces for single men and youth exceeds supply.

Transitional housing is also in insufficient supply. The result is that many people who are homeless or living in emergency shelters cannot move towards independence because appropriate housing with support services is not available at a cost they can afford. The shortage is most pronounced for individuals with an addiction and/or mental illness, women and children (and more recently men) fleeing domestic violence, Aboriginal people and youth.



## LONG-TERM HOUSING

The data review and analysis for long-term housing included a compilation of the supply of and need for supportive, social and affordable housing.

The majority of long-term supportive units include in-house support services and virtually all have a housing subsidy that reduces the cost to below market rental rates. In nearly all cases, the subsidy is based on a rent-geared-to-income formula. Although accurate waiting list information is not readily available, information shows that demand for long-term supportive housing far outstrips the supply. For example, there were 1,282 names on the waiting list for 156 provincially funded, public, non-profit housing units for people with special needs in September 2003.

Rent paid by occupants of social housing is subsidized, using a rent-geared-to-income formula and that type of housing does not include any in-house support services. Need exceeds existing supply for all household types. It is most acute for Aboriginal families and single Aboriginal and non-Aboriginal households. For example, the number of Aboriginal households on waiting lists is more than three times the units that are specifically designated for Aboriginal households. Similarly, the number of single-person households on waiting lists is greater than the available units. Because of the long waits (up to four years), some households do not bother to apply.

The affordable housing supply – generally privately-owned, non-subsidized units – does not meet the need by low-income households, regardless of improved vacancy rates. The review included 2003 CMHC Market Rental Survey data, new units being built with commitments under the Canada-Alberta Affordable Housing Program, co-operative housing, and waiting lists and vacancy rates for privately-owned rental units and some non-profit organizations.

Of particular concern are households that pay more than 30% of their income for rent. More than 40,000 households pay more than 30%; more than 18,000 pay more than 50%; almost all earn less than \$30,000 annually. Aboriginal households are particularly distinguished by high need, as evidenced by the following table.

**Table 2: Aboriginal Households Spending 50% or More of Income on Gross Rent, 2001.**

Household Type	Annual Income Ranges							
	\$1 – \$9,999		\$10,000 - \$19,999		\$20,000 – \$29,999		Total	
<b>Family household</b>	710	54.62%	240	54.55%	65	100.0%	1,015	56.23%
<b>Couple without children</b>	80	6.15%	30	6.82%	10	15.38%	120	6.65%
<b>Couple with children</b>	75	5.77%	60	13.64%	25	38.46%	160	8.86%
<b>Lone parent</b>	545	41.92%	150	34.09%	30	46.15%	725	40.17%
<b>Female lone parent</b>	490	37.69%	150	34.09%	25	38.46%	665	36.84%
<b>Multiple family</b>	10	0.77%	0	0.0%	0	0.0%	10	0.55%
<b>Non-family household</b>	590	45.38%	200	45.45%	0	0.0%	790	43.77%
<b>One person only</b>	555	42.69%	140	31.82%	0	0.0%	695	38.50%
<b>Two or more persons</b>	35	2.69%	60	13.64%	0	0.0%	95	5.26%
<b>Total</b>	<b>1,300</b>		<b>440</b>		<b>65</b>		<b>1,805</b>	

Other special needs groups examined during development of the Plan, and included in the focus groups, included: immigrants and refugees, victims of family violence, persons with mental illness or addictions, youth, persons being discharged from health or penal facilities and persons with disabilities.

A forecast of long-term housing needs among low-income households shows 43,022 households are expected to be in need in 2009, of which 20,789 will be at risk for becoming homeless (low income and spending 50% or more on housing). By 2009 there will be an estimated 15,000 special needs households, who will require a supportive living arrangement.

**Table 3: Unmet Housing Needs and Gaps for Short and Long-Term Housing**

Type of Housing	Existing Assets * (2003/04)	Unmet Needs		Priority Gaps
		2002	2009	
<b>SHORT-TERM</b>		<b>2002</b>	<b>2009</b>	
Emergency Housing /	876	1,756	3,254	Homeless families, low-income singles, people with mental illness/addictions, women, youth, abused men, refugees, 2 <sup>nd</sup> stage housing for victims of family violence, large Aboriginal and immigrant families, and low-income families.
Transitional Housing	1,072	1,756	3,254	
<b>LONG-TERM</b>		<b>2002</b>	<b>2009</b>	
Supportive Housing	3,008	13,250**	15,000**	Low-income families and singles, youth, people leaving institutions, seniors, people with physical disabilities, mental health, harm reduction and sober housing for people with addictions.
Social Housing (50% or greater of income)	11,627	18,734****	20,789	
Affordable Housing (30% or greater of income)	17,985****	20,017****	22,233	
<b>SUB-TOTAL</b>	<b>29,612</b>	<b>38,751</b>	<b>43,022</b>	
<b>TOTAL</b>	<b>31,560</b>	<b>42,263</b>	<b>49,530</b>	

\* Existing assets include all housing units/rooms/beds/mats that are currently in use for each category of housing.

\*\* The unmet needs for long-term supportive housing are included in the unmet needs for social and affordable housing.

\*\*\* This assumes that, of the 22,516 (out of 69,494) privately owned rental units in Edmonton in 2003 that had average market rents that were 11% or more below the average market rent, 16,887 or 75% were occupied by lower-income households. This further assumes that 100% of the 439 units committed for AHPI in 2003/04 and 50% of the 1,318 unit co-operative housing supply are also included in Edmonton's existing "Affordable Housing" supply.

\*\*\*\* These estimates are based on Federal Census data which confirms that in 2001 in the City of Edmonton, a total of 18,440 households paid more than 50% of income on rents while earning incomes of less than \$30,000 per year. An additional 19,700 households paid between 30% and 50% of income on rents while earning incomes of less than \$30,000 per year.

## **SUPPORT SERVICES**

Data and information on support services are not well documented. Discussions and a review of available directories and literature identified issues and gaps that were deemed worthy of analysis – and action. Some highlights:

- Databases are required to show the different services, their utilization rates, and their coordination or link with other services and housing, so funding or policy changes to the system of services can be justified.
- In-house and community-based support services would go a long way to reducing risk and assisting people out of homelessness through emergency housing and into other housing types. However, governments need to be convinced that preventive measures can reduce their overall expenses.
- There needs to be more advocacy and awareness about homelessness and its costs to individuals and society if communities are to resolve issues pertaining to ghettoization, gentrification, NIMBYism (not-in-my-backyard). These issues are greater for Aboriginal and immigrant people, who face more discrimination and stereotyping and other challenges such as language, culture, education, income and having generally larger families

Current issues regarding the provision of support services include:

- How to coordinate and integrate support services into the community as part of the housing Continuum to better meet the needs of low-income individuals and families.
- How to maintain and sustain those support services currently being offered that are in increased demand.
- How to ensure that individuals and families entering the Continuum of housing and support services are appropriately involved in case management as needed.

The issue of sustainable funding for in-house and community support services is a critical challenge that must be defended to all orders of government. A difficulty with past Community Plans is that funding allocated for support service initiatives was inadequate or was not provided to implement several of those Plans' recommended activities. In this Plan, support services include basic services only; additional programs would need to be planned and funded.

## 4. RECOMMENDATIONS – Making Plans

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Based on all the information gathered and consultations held, the Community Plan Steering Committee approved 38 strategies and activities to address high priority homelessness, low-income housing and related support services as well as strategic service needs in Edmonton over the next five years. The actions are outlined in the following pages under two main areas:

- Housing and Support Services
- Strategic Services

In total, the proposed activities and strategies require funding of \$249.9 million in capital, \$180 million for operations and support services and \$5.9 million in strategic services to implement. It should be noted that support services associated with housing include basic services only; further programs may need to be developed for which funding would be required. The range of recommendations give the clear message that significantly more housing and associated support and strategic services are required at all levels to address homelessness and affordable housing issues and to prevent homelessness among those at risk.

The recommendations also demonstrate that spending and efforts should be concentrated to increase supply of housing and services toward the long-term end of the Continuum, with the most significant investment being for long-term housing.

### **Aboriginal emphasis**

The Plan places significant emphasis on the needs of Aboriginal people, given their representation (43%) in the population of those with housing and homeless needs. As part of the strategy, a number of five or six bedroom units in social and affordable housing are specifically designated for large Aboriginal families. Equally significantly, the Plan ensures that Aboriginal persons benefit from all strategies and activities because they comprise a large proportion of each target group. Strategic services recommendations also are targeted specifically for the Aboriginal population in the areas of research, communication and enhancing capacity-building and community cohesiveness.

Other high need groups addressed in the Plan include persons with disabilities, youth, large families, mentally ill persons, low-income single, victims of domestic violence, recent immigrants and refugees.

### **Gaps continue**

Although the proposed activities and strategies and their funding allocations are substantial, the solutions are modest relative to total projected needs. This is visually represented with two charts accompanying each Housing and Support Services recommendation. The charts show:

1. Percentage chart – existing supply, the planned 4,700 new units, and the gap are shown as a percentage of projected need. The gap between supply and need (the top section) continues over the five-year Plan – and is the highest in long-term supporting housing.
2. Absolute numbers – the total need, existing supply and planned additions are used to highlight the gap that continues to exist between need and supply.

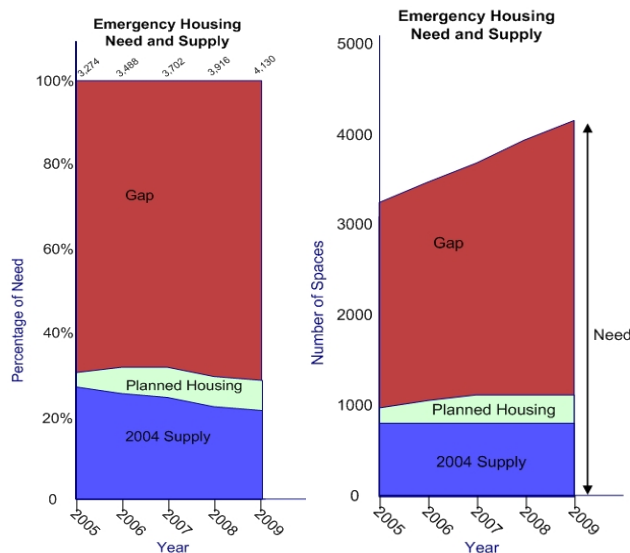
## HOUSING AND SUPPORT SERVICES RECOMMENDATIONS

### Objective:

- To reduce the gaps between the existing supply and needed housing and support services in Edmonton.
- To provide prevention programs that reduce the possibility of having individuals fall into the non-market portions of the Continuum and to provide intervention programs to facilitate movement upward through the Continuum.

**Aboriginal focus:** Meeting the needs of Aboriginal persons is a significant consideration in each of the housing and support services strategies. Aboriginal persons comprise about 43% of the homeless population and are therefore present in each of the target groups. For example, families in crisis include Aboriginal families and homeless youth include Aboriginal youth although not directly identified. In addition, a number of social and affordable housing units are specifically identified for large Aboriginal families.

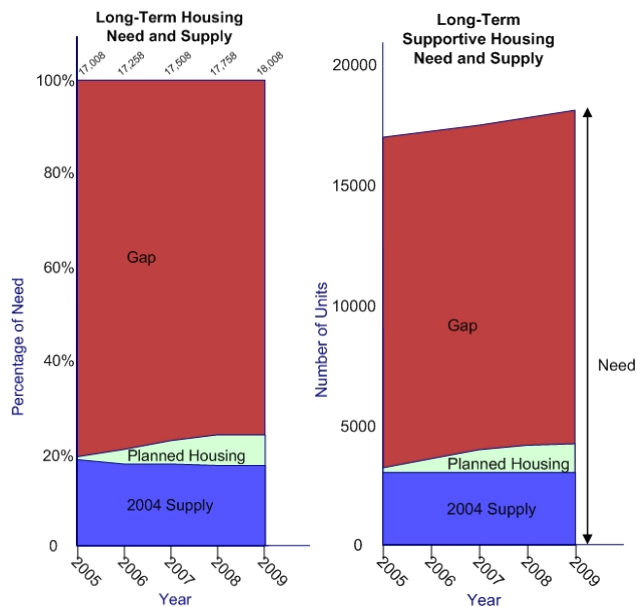
SHORT-TERM HOUSING Strategy and Target Groups	Units Planned 2005-2009	Capital Funding (one-time) \$ Million	Operating/ Support Services Funding \$ Million
<b>1. Develop 275 Emergency Housing spaces</b>			
Homeless shelter needs greatly exceed the supply for each of the target groups. Additional shelter beds will give target groups a place to stay and a start toward potentially changing their lives.			
<i>Families with children:</i>			
Families in crisis	25	2.00	2.92
<i>Singles and childless couples:</i>			
Youth - homeless	25	0.50	1.82
Single men - homeless	75	1.50	2.74
Single women - homeless	75	1.50	4.38
Persons w. addictions – lifestyle-tolerant housing	75	1.50	3.28
<b>Total</b>	<b>275</b>	<b>7.00</b>	<b>15.14</b>



<b>SHORT-TERM HOUSING Strategy and Target Groups</b>	<b>Units Planned 2005-2009</b>	<b>Capital Funding (one-time) \$ Million</b>	<b>Operating/Support Services Funding \$ Million</b>
<b>2. Develop 675 Transitional Housing units</b>			
Transitional units are needed for such groups ready to leave emergency shelters and move up the Continuum. Needs are also high for newly arrived immigrants and persons out of detoxification and awaiting addictions treatment.			
<b>Families with children:</b>			
Families in crisis	75	8.25	6.57
Immigrants – newly arrived	40	4.40	5.25
Victims of family violence	100	11.00	10.21
<b>Singles and childless couples:</b>			
Youth – leaving emergency housing	50	3.40	3.28
Single men – leaving emergency housing	50	3.40	5.01
Single women – leaving emergency housing	50	3.40	5.01
Seniors (abused) – leaving emergency housing	25	1.70	1.67
Persons w. addictions – aftercare or sober housing	50	3.40	1.07
Persons w. addictions – lifestyle-tolerant housing	50	3.40	1.07
Persons w. addictions – awaiting treatment	25	1.70	0.59
Persons w. mental illness/dual diagnosis	75	5.10	7.52
Respite housing – persons w. severe mental illness	25	1.70	2.23
Refugees w. special needs	50	3.40	6.57
Immigrants – newly arrived	10	0.68	1.46
<b>Total</b>	<b>675</b>	<b>54.93</b>	<b>57.50</b>

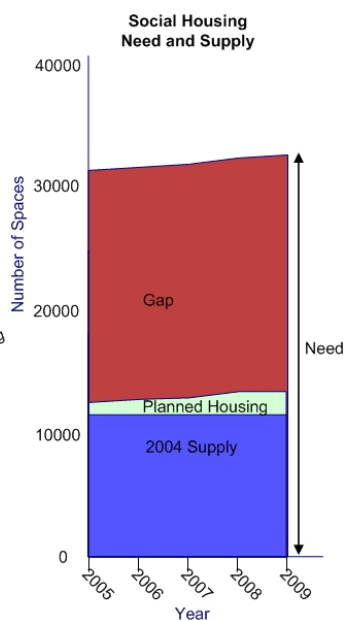
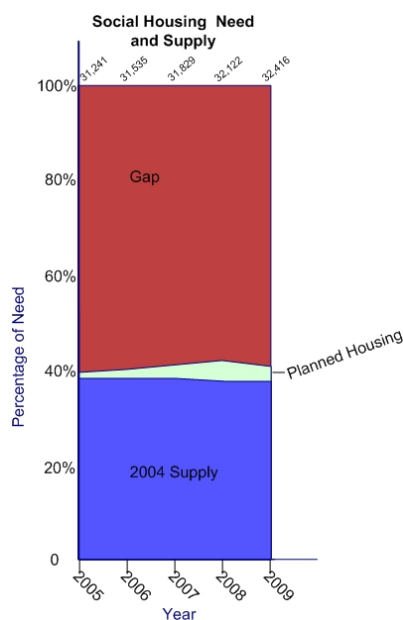


<b>LONG-TERM HOUSING Strategy and Target Groups</b>	<b>Units Planned 2005-2009</b>	<b>Capital Funding (one-time) \$ Million</b>	<b>Operating/ Support Services Funding \$ Million</b>
<b>3. Develop 1,300 Long-Term Supportive Housing units</b>			
Supportive living facilities at rent-geared-to-income subsidized rates are needed to provide stability for groups specified. Current demand far outstrips supply; this type of housing is in highest need and has the biggest gap between existing supply and need.			
<b>Families with children:</b>			
Families in crisis	50	6.50	5.11
Newly-arrived immigrants – leaving transitional housing	50	6.50	3.65
<b>Singles and childless couples:</b>			
Youth – leaving transitional housing	50	4.00	5.01
Seniors – assisted living units	175	14.00	11.70
Seniors – hard-to-house	50	4.00	3.89
Persons w. addictions – aftercare or sober housing	100	8.00	3.32
Persons w. addictions – lifestyle-tolerant housing	100	8.00	1.66
Persons w. mental illness/dual diagnosis – congregate housing	200	16.00	17.82
Persons w. mental illness/dual diagnosis – supervised apts.	200	16.00	3.80
Persons w. developmental disabilities	150	12.00	14.40
Persons w. other disabilities	150	12.00	10.01
Immigrants and refugees – leaving transitional housing	25	2.00	1.67
<b>Total</b>	<b>1,300</b>	<b>109.00</b>	<b>82.05</b>



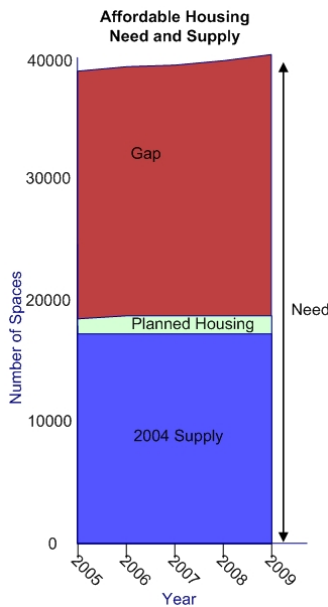
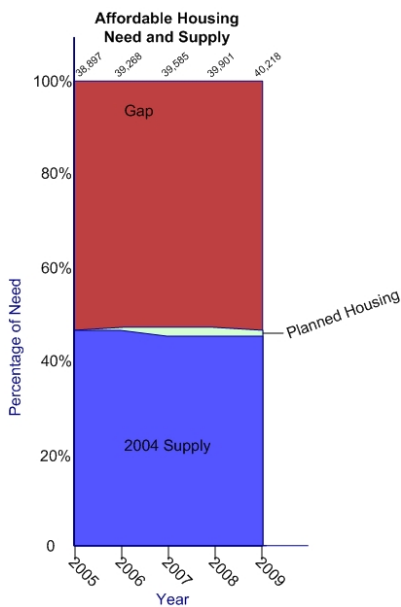
**Common objective for social and affordable housing:** Social and affordable housing share a similar objective towards low-income households: to provide units at 30% or less of household income. Affordable housing is concerned with low-income households that pay more than 30% of household income on housing. Social housing is targeted to low-income households that spend more than 50% of their income on housing. The objective is traditionally met in one of two ways: through ongoing subsidy or one-time capital contribution. There must be flexibility in meeting this objective that takes advantage of specific funding opportunities as they become available.

<b>LONG-TERM HOUSING Strategy and Target Groups</b>	<b>Units Planned 2005-2009</b>	<b>Capital Funding (one-time) \$ Million</b>	<b>Operating/Support Services Funding \$ Million</b>
<b>4. Provide 1,750 Social Housing units</b>			
Few new social housing units have been introduced for the past decade despite growing need. Ways to meet the need include construction of new units and rent supplements. As long as market vacancy rates are rising, the rent supplement program is an effective solution; if the situation changes and vacancy rates decline, additional capital funds will be needed for new social housing unit development.			
<i>Families with children:</i>			
Rent supplement units	300	0.00	5.94
Victims of Violence – rent supp. units	50	0.00	1.49
New construction 3-4 br. units	200	26.00	0.00
Large Aboriginal families – new const. 5-6 br. units	50	7.50	0.00
Large Immigrant families – new const. 5-6 br. units	50	7.50	0.00
<i>Singles and childless couples:</i>			
Rent supplement units	1,000	0.00	15.98
Seniors – rent supp. units	100	0.00	0.84
<b>Total</b>	<b>1,750</b>	<b>41.00</b>	<b>24.24</b>





<b>LONG-TERM HOUSING Strategy and Target Groups</b>	<b>Units Planned 2005-2009</b>	<b>Capital Funding (one-time) \$ Million</b>	<b>Operating/ Support Services Funding \$ Million</b>
<b>5. Develop 700 Affordable Housing units</b>			
Households paying more than 30% of their income toward rent need these units which can have either public or private ownership. Targets groups benefit from a subsidy for rent or ownership. Large Aboriginal households and low-income singles are among the highest need groups. As mentioned previously, both social and affordable housing tenancy are linked to income and there is a potential for crossover of funds.			
<b>Families with children:</b>			
New construction 3-4 br. units	125	6.25	0.00
Large Aboriginal families – new const. 5-6 br. units	75	3.75	0.00
Large immigrant families – new const. 5-6 br. units	75	3.75	0.00
Victims of family violence – new con. 3-4 br. units	25	1.25	0.00
<b>Singles and childless couples:</b>			
New construction studio, bachelor and 1-br. units	400	20.00	0.00
<b>Total</b>	<b>700</b>	<b>35.00</b>	<b>0.00</b>



Strategy and Target Groups	Units Planned 2005-2009	Capital Funding (one-time) \$ Million	Operating/Support Services Funding \$ Million
<b>6. Adapt a portion of new, Long-Term Housing for persons with disabilities</b>			
More fully adapted units are required for disabled persons, about 40% of whom live below the poverty line. This strategy ensures that, in addition to units already specifically designated toward the disabled, 10% of all other units will be fully adapted (not just wheelchair accessible). This acknowledges the accessibility standards of the Capital Health Authority. Studies estimate about one in six people in Edmonton has a disability; one in three Aboriginals is estimated to have a disability so the Aboriginal community also benefits greatly from this initiative.			
<i>Persons with disabilities in housing need</i>	183	2.92	0.00
<b>Total</b>	<b>183</b>	<b>2.92</b>	<b>0.00</b>

Strategy and Target Groups	Units Planned 2005-2009	Capital Funding (one-time) \$ Million	Operating/Support Services Funding \$ Million
<b>Prevention and Intervention Activities</b>			
<b>1. Provide individual and family support programs</b> Provide support programs for families and individuals in housing need, including early intervention programs, to help them live in and retain healthy housing. Programs include assistance with cooking.	N/A	0.00	1.00
<b>8. Provide homelessness prevention programs</b> Provide damage deposits and programs customized to homelessness prevention (e.g. tenancy training, loan programs, advocacy, youth-at-risk life skills, programming/supports).	N/A	0.00	0.10
<b>Total</b>	<b>N/A</b>	<b>0.0</b>	<b>1.1</b>

## STRATEGIC SERVICES RECOMMENDATIONS

### Objective:

- To improve the sustainability, effectiveness and efficiency of Edmonton's Housing and Support Services Continuum.

**Aboriginal focus:** Because Aboriginal persons comprise such a significant proportion of the homeless population (43%), each recommendation in the strategic services section will benefit the Aboriginal community. In addition, some recommendations are specifically targeted to the Aboriginal community.

### A. *Research*

- Conduct social and economic research on housing, homelessness and support programs.

Activities	Funding required 2005-2009
<p><b>9. Pilot and evaluate a case management approach for emergency housing and related support service providers</b> Use of a well-defined community-based interdisciplinary team of professions to assess and provide services has proven highly effective in such programs as Pathways to Housing in New York. The Assertive Community Treatment (ACT) team includes social workers, nurses, psychiatrists, vocational and substance abuse counsellors. They provide a harm-reduction approach individually tailored to each person's stage.</p>	\$150,000
<p><b>10. Research, pilot, evaluate and support an information system on the supply and utilization rates of housing and support services</b> Provide improved information to government and providers on the existing supply of services so they can better assist people in need. Improved information systems or databases are needed to address concerns with fragmentation, lack of coordination and collaboration, and insufficient information about what exists and how to access it. An improved referral system is also needed.</p>	\$50,000
<p><b>11. Research methods to facilitate entry-level homeownership by low-income and special needs households who are first-time homeowners</b> Home ownership is widely accepted as the desired model of living. Existing expertise in the community, such as the HOME Program or Habitat for Humanity, can be used to research models.</p>	\$50,000
<p><b>12. Research methods to collect accurate statistical data on the needs of Aboriginal persons to be used in decision-making</b> The focus group on Aboriginal people concluded that although a great deal of data has been collected, it has not been representative or accurate and therefore is not useable or practical. They recommended an Aboriginal Systems and Data Committee be established.</p>	EJPCOH staff resourced

<p><b>13. Research long-term housing (harm reduction)</b> Further examination is needed into the existing evidence that this type of service, providing some support but no treatment for persons with addictions, is needed for individuals who are not able or willing to change their lifestyle and are homeless or at risk.</p>	\$70,000
<p><b>14. Research homeless intervention and prevention strategies</b> Additional research would support the Housing and Support Services Continuum. This was recommended in the <i>2003 Edmonton Homelessness Study</i>.</p>	\$200,000
<p><b>15. Research geographic-based housing supply and demand</b> Research and maintenance of housing and support services information was recommended in the <i>2003 Edmonton Homelessness Study</i>.</p>	\$120,000
<p><b>16. Research and prepare an annual research plan</b> A research plan for EJPCOH Research Standing Committee would address research needs contained in the <i>2003 Edmonton Homelessness Study</i> and elsewhere.</p>	\$250,000
<p><b>17. Conduct longitudinal research on homelessness in Edmonton</b> Research on persons who are homeless and those at risk of homelessness would address the need highlighted in the <i>2003 Edmonton Homelessness Study</i>.</p>	\$150,000
<p><b>18. Conduct research with HIFIS information</b> Research on persons who are homeless or at risk, using the Federal Government's Homeless Individuals and Families Information System (HIFIS), would tie in with the national system. HIFIS has taken a lead role in establishing a community-driven, national information system for shelter service providers.</p>	\$55,000
<p><b>19. Homeless Counts (Biennial)</b> A count of the Homeless will be conducted in Edmonton every two years.</p>	\$60,000
<p><b>20. Maintain a community research fund</b> A community research fund would help ensure more research is conducted to assist homeless individuals and families.</p>	\$100,000

**B. Advocacy and Awareness**

- Increase public awareness of housing and homeless issues.
- Act as an advocate for the homeless.

Activities	Funding required 2005-2009
<p><b>21. Administer the Advocacy and Awareness Campaign in each Plan year</b></p>	\$1,000,000

	<p>The Advocacy and Awareness Campaign (on housing, homelessness, related poverty issues) includes building public support for increasing income supports (see #25). More education and support is needed to not only share values, collaborate and determine common outcomes, but also to reduce discrimination and stereotyping to benefit individuals and families in housing and homeless need.</p>	
<p><b>22.</b></p>	<p><b>Develop an approach to increase community awareness of existing housing and support services in Edmonton</b>  Collaboration with The Support Network is recommended to develop a strategy to ensure households and individuals who need housing and support services are made aware of how to find them.</p>	<p>\$10,000</p>
<p><b>23.</b></p>	<p><b>Develop an Aboriginal communication strategy</b>  Develop this strategy to ensure that reports, information and supports to Aboriginal communities would be forthcoming and shared appropriately. The Aboriginal focus group identified lack of communication as a barrier. A communication strategy would facilitate exchanges of information within the Aboriginal community including reserves that supply many services, with non-Aboriginal organizations, and all three orders of government.</p>	<p>\$50,000</p>
<p><b>24.</b></p>	<p><b>Support a Federal/Provincial cost-shared child care program</b>   Development of a national child care program would ensure more affordable childcare and after-school care to help mitigate housing affordability needs of low-income households, including Aboriginals. Many families with low income need affordable childcare and after-school care. This was highlighted as a need particularly among focus groups of families, the disabled, singles and Aboriginal people.</p>	<p>EJPCOH staff resourced</p>
<p><b>25.</b></p>	<p><b>Develop a strategy to advocate for increased government income supports</b>  The strategy would focus EJPCOH efforts to encourage all orders of government to alter regulations to increase the income and benefits from government support programs (e.g. AISH, CPP, Alberta Works, Alberta minimum wage). Programs need to be at levels that enable families and individuals to pay market rates for housing, utility charges, food, clothing, etc. in Edmonton.</p>	<p>\$80,000</p>

**C. Regulation and Policy**

- Review existing policies for improvements.
- Support the development of national, provincial and civic strategies and policies that will improve Edmonton’s housing and homeless situation.

Activities	Funding required 2005-2009
<p><b>26. Support the need for a National Housing Strategy</b></p> <p>Input to the City, the Alberta Urban Municipalities Association, the Alberta Housing Coalition, the Federation of Canadian Municipalities (National Housing Policy Options Team) would support the need for a national strategy. Canada currently is one of only a few nations that does not have a national social housing strategy. Most national social housing programs were terminated at the end of 1993.</p>	EJPCOH staff resourced
<p><b>27. Identify surplus community assets (land and housing) and develop a strategy to utilize them</b></p> <p>Surplus land and housing supply assets of the three orders of government, schools, churches and other community agencies could be used as real estate to address priority housing and homeless needs. This activity could be implemented by the CMHC Housing Industry Forum.</p>	\$75,000
<p><b>28. Review existing and/or develop new operational policies for emergency shelters to address cultural identity and special needs issues</b></p> <p>Several focus groups raised policy review as an issue of importance.</p>	\$50,000
<p><b>29. Examine the Policy on Maximum Stay in family violence emergency shelters</b></p> <p>Consultation participants identified the difficulty of stabilizing a family in three weeks and the insufficient supply of subsidized rental housing which also makes it difficult for families to leave the shelters.</p>	EJPCOH staff resourced
<p><b>30. Support the City Charter on Land Use Planning Measures for Affordable Housing</b></p> <p>The EJPCOH has an opportunity to support the City of Edmonton's commitment to work in consultation with the EJPCOH and industry to explore land use planning measures to encourage more affordable housing in the City, through such measures as secondary suites and dedication of land for future affordable/social housing.</p>	EJPCOH staff resourced

**D. Capacity Building, Co-ordination and Partnerships**

- Support and develop strategies and programs that are targeted towards improving community and agency capacity on housing and homelessness.

Activities	Funding required 2005-2009
<p><b>31. Develop a strategy for sustainable operating and support services funding</b></p> <p>Consultations and research identified an inadequate level of operational and support funding from government as a major barrier to delivering effective services and programs, such as addictions treatment or</p>	\$200,000

supports for mentally ill persons. Several focus groups suggested a business case be developed to justify the need for adequate and sustainable funding.

32.	<p><b>Provide funding for training for organizations to provide housing and support services</b></p> <p>There is an identified need to help organizations build their capacity in service delivery. This includes developing appropriate housing and services, as well as partnerships and collaboration among organizations.</p>	\$500,000
33.	<p><b>Develop a dedicated fund for Aboriginal enhancement and capacity building</b></p> <p>Allocations from such a fund would enable smaller organizations serving Aboriginal housing and support service needs to build their capacity (e.g. policy, evaluation, delivery) to address Plan priorities. The community consultations identified capacity building as a major benefit to addressing Aboriginal needs in Edmonton. This means building and leaving a human infrastructure so people can work together and help each other.</p>	\$1,500,000
34.	<p><b>Develop a strategy to enhance Aboriginal community cohesiveness and involvement</b></p> <p>Development of the strategy for agencies serving Aboriginal needs is recommended to identify ways to overcome barriers to enhancing Aboriginal community cohesiveness and involvement as well as cultural awareness. An integrated strategy is required, which could include monthly workshops and Aboriginal Gatherings. The need for agencies to hire more Aboriginal people also was identified. The Edmonton Aboriginal Urban Affairs Committee and Edmonton Aboriginal Committee on Homelessness would be key participants in this strategy.</p>	\$375,000
35.	<p><b>Work with the City, Edmonton Police Service and existing emergency shelter providers to respond to issues associated with increasing vagrancy/homelessness on City parklands</b></p> <p>Development of a pilot program is recommended to respond to issues arising from increasing vagrancy/homelessness on City Parklands. The pilot would run for three years and be evaluated in the final year. Encampments of homeless persons in City Parkland have increased dramatically from less than 100 in 1999 to over 400 in 2003. The <i>2003 Edmonton Homelessness Study</i> recommended a number of methods, including personal storage space in shelters, and provision of outreach services, to reduce parklands homelessness</p>	\$500,000

**E. *Planning and Performance Monitoring***

- Prepare and monitor the performance of the Edmonton Community Plan on Housing and Support Services.

Activities	Funding required 2005-2009
<p><b>36. Develop a long-term strategy and budget to address the shortage of emergency shelter spaces and daytime useage in the winter months</b> Development of a strategy, based on an evaluation of current and past winter emergency plans, is needed in recognition of shortages of emergency housing on cold winter nights.</p>	\$10,000
<p><b>37. Review the Community Plan and develop new Community Plan</b> The Community Plan will be reviewed in the first, second, third and fifth years of the Plan period. The next review will consider strategies to eliminate homelessness in Edmonton and will focus on improved performance measures. The review will also look at potential improvements to the governance structure of the community based entity in Edmonton.</p>	\$220,000
<p><b>38. Evaluate the performance of the Community Plan</b> Evaluation of progress of implementing the Community Plan recommendations will provide valuable inputs to the preparation of existing Plan updates and the development of new Plans. An initial evaluation strategy is included in the Plan and will be overseen by the EJPCOH Performance Monitoring Committee.</p>	\$100,000



## 5. DEVELOPMENT – Putting the Plan into Action

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Putting the Plan into action involves administration, funding, ensuring sustainability, evaluation and communication. These aspects of the Community Plan are outlined in this section.

### ADMINISTERING THE PLAN

The Edmonton Joint Planning Committee on Housing (EJPCOH) is responsible for developing and updating a community plan for housing and support services needs in Edmonton. To perform this and other duties, EJPCOH brings together representatives from three orders of government and a wide range of public and private sector stakeholders and community representatives.

EJPCOH performs its responsibilities through standing committees that include: Aboriginal, Research, Community Plan, Advocacy and Awareness, and Performance Monitoring.

The Community Plan on Housing and Support Services 2005 to 2009 will be administered jointly by the EJPCOH and the Edmonton Housing Trust Fund (EHTF), together acting as a two-pronged “community entity.” The EHTF carries a mandate to fund construction of priority emergency, transitional and long-term supportive housing projects, support services projects and those projects that address the needs of urban Aboriginals. As well, the City of Edmonton and the community through the EJPCOH have endorsed the EHTF taking on the role of administering the affordable housing program in Edmonton.

A governance review is planned for the dual entity that will include a mission, mandate and membership review.

### GOVERNMENT FUNDING

Of known government funding sources, the following have been identified for likely contribution toward the Community Plan’s implementation. Some programs like SCPI require a minimum level of matching funds from non-Federal sources, such as the Government of Alberta, City of Edmonton, and private and non-profit sectors.

#### Government of Canada

1. **Supporting Communities Partnership Initiative (SCPI)**  
\$17.1 million from April 1, 2003 to March 31, 2006
2. **Urban Aboriginal Homelessness (UAH)**  
\$2.3 million from April 1, 2003 to March 31, 2006
3. **Urban Aboriginal Strategy (UAS)**  
\$2.25 million from April 1, 2003 to March 31, 2006
4. **Residential Rehabilitation Assistance Program (RRAP)**  
\$2.4 million annually (official commitment until March 31, 2006)
5. **Shelter Enhancement Program (SEP)**  
\$750,000 annually for Alberta

6. **Project Development Funding (PDF) Loans**  
Maximum \$100,000 per project, interest-free loan
7. **Human Resources and Skills Development Canada (HRSDC) Homeless Youth at Risk**
8. **Surplus Federal Real Property for Homelessness Initiative (SFRPHI)**

**Federal-Provincial Partnership**

9. **Canada - Alberta Affordable Housing Partnerships Initiative (AHPI)**  
\$134 million from 2001 to 2006 (negotiations underway for Phase 2)

**Government of Alberta**

10. **Provincial Homelessness Initiative (PHI)**  
\$1 million annually
11. **Alberta (Private Landlord) Rent Supplement Program (RSP)**
12. **Home Adaptation Program (HAP)**

**City of Edmonton**

13. **City Homelessness Initiative (CHI)**  
\$1.3 million annually (includes \$46,000 annually for administration of the EJPCOH).
14. **Affordable Housing Program (AHP)**
  - \$500,000 in capital funding (2004) to partner with the Canada-Alberta AHPI funding
  - \$350,000 in operating funding (2004) to reduce municipal fees for affordable housing units that do not qualify for Canada-Alberta AHPI funding
15. **Low Income Housing Capital Assistance Program (LIHCAP)**  
\$366,000 in capital annual

**Table 4: Sources of Government Funding**

	Programs	Emerg- ency	Trans- itional	Support- ive	Social	Afford- able	Prevent -ion	Advocacy/ Aware.	Regu. and Policy	Capacity Building	Research/ Planning	Support Services
1.	SCPI	X	X	X			X	X		X	X	X
2.	UAH	X	X	X			X	X		X	X	X
3.	UAS						X	X	X	X	X	X
4.	RRAP			X	X	X						
5.	SEP	X	X									
6.	PDF	X	X	X	X	X						
7.	HRSDC (Youth)						X			X		
8.	SFRPHI	X	X	X	X	X						
9.	AHPI					X						
10.	PHI	X	X	X								
11.	RSP				X							
12.	HAP				X	X						
13.	CHI	X	X	X	X	X	X	X	X	X	X	X
14.	AHP				X	X						
15.	LIHCAP	X	X	X	X	X						

**Notes:**

1. In order to receive the full allocation of the SCPI funding, there must be a minimum of matching funds from other sources (provincial government, City of Edmonton, private and non-profit sectors, etc.).
2. These programs will form part of the contribution to funding the Plan recommendations. It does not mean that all of the recommendations identified under each category will be funded.

## SUSTAINABILITY

Sustainability of the Community Plan is of utmost importance and is dependent upon the collaboration of community service providers for housing and support services, all orders of government, industry and other relevant stakeholders.

Within two years, the Federal funding programs come under review. The EJPCOH will continue to advocate with the various orders of government to ensure continuous funding is available. Some activities of the Committee may change as the fund-raising aspect increases in importance and such avenues as grants are pursued.

The Edmonton Housing Trust Fund is currently moving toward having a non-profit society branch through which it may do community fund-raising.

Efforts to encourage the corporate sector and other private sector interests to contribute to this community endeavour will also continue and be enhanced.

Of particular interest in this Plan is identifying what is needed in terms of long-term resources, funding, and community and service-provider capacity building to ensure the achievement of its 38 activities or strategies. The focus provided in the Interim Plan can continue to be applied, including to:

- Strengthen corporate sector involvement in different ways
- Encourage the private sector to provide advice, expertise, assets and financial donations, and consideration for affordable market units for low-income and homeless people
- Convince unions to contribute to employment and other opportunities
- Encourage philanthropic groups/individuals to consider and include the Community Plan priorities and resource gaps in fundraising campaigns, funding proposals, and investment plans
- Support agencies in continuing to develop the necessary skills and tools to manage projects, networks to undertake joint activities, and collaboration among agencies serving low-income and homeless people
- Work actively to expand the range and broaden the engagement of potential funders and contributors through creating community awareness, increasing the profile of the Edmonton community being served, and validating the activities and strategies and their rationale for being included.

## EVALUATION

Evaluation of the *Community Plan on Housing and Support Services 2005-2009* links to the evaluation of outcomes from the previous plans, including the *Community Plan on Homelessness 2000-2003* and the *Interim Community Plan 2003-2006*. Based on the outcomes anticipated in the Community Plan and the community consultations, the foundation for an evaluation strategy is presented in the following table. This will be further developed as the Plan progresses.

## Initial Evaluation Strategy

(formulated during Community Consultation process)

Objectives	Indicators of Success
1. To ensure coordination among the housing and support services in Edmonton to reinforce the Housing and Support Services Continuum.	<ul style="list-style-type: none"> <li>• Housing priorities identified.</li> <li>• Support services identified as in-house and/or community.</li> <li>• Housing and support services are coordinated.</li> <li>• Housing and Support Services Continuum improved</li> </ul>
2. To ensure a sufficient number of Short-Term and Long-Term Housing units in place to accommodate the diverse needs of low-income and homeless people in Edmonton, including adapted for disabilities and for Aboriginal people (to fit with continuum)	<ul style="list-style-type: none"> <li>• Short-Term Housing in place.</li> <li>• Long-Term Housing in place.</li> <li>• 10% of Long-Term Housing units adapted for disabilities.</li> </ul>
3. To establish approach/plan for increasing the awareness of existing housing and support services in the community and information system to provide better data to governments and housing and support service providers on the supply and utilization rates of housing and support services by specific individuals and households over time, and review existing operational policies or develop new policies for Emergency shelters to address cultural identity and special needs issues	<ul style="list-style-type: none"> <li>• Established plan to increase awareness of available Continuum services</li> <li>• Information system on services supply and utilization rate in place.</li> <li>• Review of existing emergency shelter facilities operating policies/development of new policies is completed.</li> <li>• Funding in place.</li> </ul>
4. For Emergency Housing: <ul style="list-style-type: none"> <li>• To support the development of appropriate and accessible emergency shelters to meet the diverse needs of the homeless.</li> <li>• To provide ongoing needs, assessments, and monitoring of outcomes for low-income people.</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate numbers of appropriate &amp; accessible emergency shelters.</li> <li>• Assessment &amp; monitoring of low-income people in emergency housing.</li> <li>• Database established to track numbers, services used, and outcomes, where possible.</li> </ul>
5. For Transitional Housing, to fund units that provide secure, healthy living environments in which families or individuals can receive assistance and counselling &/or treatment, & learn proactive life skills that have the potential to lead to independent living.	<ul style="list-style-type: none"> <li>• Rent Supplement units and funds are available.</li> <li>• Adequate numbers of appropriate &amp; accessible Transitional Housing units.</li> <li>• Assistance, counselling, treatment, and other support services in place.</li> </ul>
6. For Long-Term Supportive Housing: to develop & sustain a complete rang of Long-Term Supportive Housing options to accommodate the diverse needs of those who require housing with support services.	<ul style="list-style-type: none"> <li>• Long-term Rent Supplement funding is available.</li> <li>• Complete range of Long-Term Supportive Housing options.</li> <li>• Sustained housing.</li> <li>• Support services available and accessible</li> </ul>
7. For Social Housing: <ul style="list-style-type: none"> <li>• Government to provide funding for additional Social Housing units through new construction, Rent Supplements, and/or conversions, at the same time ensuring the best use of the existing Social Housing portfolio.</li> <li>• Housing units to be targeted at low-income individuals and families in core housing need.</li> <li>• Responsibility to lie with all orders of government to ensure that Social Housing is supported (capital and on-going operating funding) and meets the needs of many</li> </ul>	<ul style="list-style-type: none"> <li>• Long-term Rent Supplement Agreements.</li> <li>• Government support/funding for Social Housing (including commitments for required long-term operating subsidies)</li> <li>• Need/demand for Social Housing.</li> <li>• Adequate numbers of additional required Social Housing units available and accessible (500 1,700 units over five years).</li> </ul>

individuals/families who are trying to become independent.	
8. For Affordable Housing, to ensure an adequate supply of rental & homeownership options for those below the median income.	<ul style="list-style-type: none"> <li>• Long-term Rent Supplements.</li> <li>• Adequate supply of rental and home ownership options</li> </ul>
9. Prevention Measures: to provide sufficient supports and tools to ensure that at-risk individuals and families are prevented from becoming homeless.	<ul style="list-style-type: none"> <li>• Prevention services available and accessible.</li> <li>• Tools to assess at-risk people.</li> <li>• Funding for prevention initiatives</li> </ul>
10. Advocacy & Awareness: to implement communication and awareness strategies to improve coordination and collaboration within government, among governments, and among governments and the private and nonprofit sectors to address housing and support services	<ul style="list-style-type: none"> <li>• Communication messages about Community Plan.</li> <li>• Awareness strategy to improve coordination and collaboration amongst stakeholders.</li> <li>• Enhanced awareness of homelessness in community</li> <li>• Community engaged in advocacy regarding homelessness and funding needs for housing and support services.</li> </ul>
11. Regulation & Policy: EJPCOH and the community to advocate for reform of various policies and regulations and for additional operating funding to increase the housing options across the continuum.	<ul style="list-style-type: none"> <li>• EJPCOH to take lead role.</li> <li>• Informed policy and regulation decisions regarding minimum wage, health &amp; safety standards, certified housing &amp; support services, and government accountability standards.</li> <li>• Business case developed</li> </ul>
12. Capacity Building/Coordination/ Partnerships: <ul style="list-style-type: none"> <li>• To provide housing support services that have adequate, sustainable, predictable funding and the capacity to address housing needs.</li> <li>• To increase capacity, coordination, and partnerships in the housing sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate, sustainable housing and support services.</li> <li>• Capacity building of housing and support service providers.</li> <li>• Increased coordination and partnership in the housing and support services sectors.</li> </ul>
13. Research: <ul style="list-style-type: none"> <li>• To obtain public and political support for the Community Plan's ongoing implementation based on the continued research and data results.</li> <li>• To increase income benefit programs so that all recipients have access to clean, safe, suitable and affordable housing.</li> <li>• To build a business case based on empirical data and to advocate for increases to income benefit programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for Community Plan.</li> <li>• Business case for advocacy.</li> <li>• Databases set up (e.g., for Aboriginal people).</li> <li>• Research projects for various housing and support service initiatives identified and funded (e.g. alcohol and drug treatment court, tailored to Edmonton's requirements)</li> </ul>
14. Support Services: to ensure all orders of government take responsibility for ensuring sufficient funding is available to provide appropriate and affordable support services across the full continuum of housing, as identified in the Community Plan.	<ul style="list-style-type: none"> <li>• Adequate funding for sustainable support services.</li> <li>• Support services integrated into housing continuum.</li> <li>• Accessible and available in-house and community services.</li> <li>• Registry of support services.</li> <li>• Waiting times tracked.</li> <li>• Utilization of services tracked.</li> </ul>

## **COMMUNICATION**

The Plan will be publicized initially during the media conference announcing its approval. Subsequent media and speaking opportunities will be organized to provide further exposure to the issues and recommendations. Background speaking materials prepared and used by EJPCOH will be provided to government and community partners for their use.

The Plan, or information on how to obtain it, will be available on the web sites of the participating governments. Copies of the Plan will be deposited in the Edmonton Public Library system branch libraries.

Release of evaluation reports and Plan Updates will provide similar opportunities to profile the homelessness and housing issues.

The Edmonton Housing Trust Fund will issue public Requests For Proposals inviting proposals for projects to respond to the priority housing needs identified in the Plan. Media releases will be used to announce approval of projects. Groundbreaking and official opening events will be organized as appropriate to give further exposure.

Both the Edmonton Joint Planning Committee on Housing and the Edmonton Housing Trust Fund will use every available opportunity to increase the public profile of the challenges and opportunities described in the Plan. Specific advocacy and communication activities, as recommended in the Plan – such as an advocacy and awareness campaign and a specific Aboriginal communication strategy – will contribute significantly to this commitment.

# APPENDICES

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1. Proposed Implementation Strategy For Housing and Support Services
2. Glossary
3. Issues Identified through Community Consultation



## Appendix 1. Proposed Implementation Strategy For Housing and Support Services

Target Group	Spaces by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.	
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		
<b>#1: Develop 275 Emergency Housing spaces</b>																			
<b>Families with Children:</b>																			
Families in Crisis	0	25	0	0	0	25	0	2.00	0	0	0	2.00	0.00	0.73	0.73	0.73	0.73	0.73	2.92
<b>Singles and Childless Couples:</b>																			
Youth - Homeless	25	0	0	0	0	25	0.50	0.00	0.00	0.00	0.00	0.50	0.36	0.36	0.36	0.36	0.36	0.36	1.82
Single Men - Homeless	25	25	25	0	0	75	0.50	0.50	0.50	0.00	0.00	1.50	0.23	0.46	0.68	0.68	0.68	0.68	2.74
Single Women - Homeless	25	25	25	0	0	75	0.50	0.50	0.50	0.00	0.00	1.50	0.36	0.73	1.09	1.09	1.09	1.09	4.38
Persons w. Addictions - in Need of Lifestyle-Tolerant Housing	25	25	25	0	0	75	0.50	0.50	0.50	0.00	0.00	1.50	0.27	0.55	0.82	0.82	0.82	0.82	3.28
<b>Totals</b>	<b>100</b>	<b>100</b>	<b>75</b>	<b>0</b>	<b>0</b>	<b>275</b>	<b>2.00</b>	<b>3.50</b>	<b>1.50</b>	<b>0.00</b>	<b>0.00</b>	<b>7.00</b>	<b>1.23</b>	<b>2.83</b>	<b>3.69</b>	<b>3.69</b>	<b>3.69</b>	<b>3.69</b>	<b>15.14</b>

### Background:

Homeless shelter needs greatly exceed the supply for each of the target groups. Additional shelter beds will give target groups a place to stay and a start toward potentially changing their lives.

### Assumptions:

- Capital subsidy (one-time) costs (equal to new construction total capital costs) are estimated @ \$20,000/unit\* for Singles and \$80,000/unit\*\* for Families (2005)
- Support subsidy costs\*\*\* are estimated as follows:
  - \$25/day (\$760/month) for facilities where individuals (without special needs) enter in the evening and leave in the morning (i.e. single men).
  - \$30/day (\$912/month) for facilities where individuals (with special needs) enter in the evening and leave in the morning (i.e. under the influence).
  - \$40/day (\$1,216/month) for facilities where individuals stay 24 hours per day (i.e. single women and youth).
  - \$80/day (\$2,432/month) for families.

\* Derived from the average cost for emergency spaces included in the EJPCOH Interim Community Plan on Homelessness 2003-2006 and indexed by increases in construction costs (5% for 2003 and 2004).

\*\* Derived from the cost of housing units approved to October 2004 through the Canada-Alberta Affordable Housing Partnerships Initiative in Edmonton (average of bachelor and 1 bedroom units is about \$76,000 per unit) indexed by increases in construction costs (5% for 2004).

\*\*\* The Alberta Government does not have a standard funding policy for emergency shelters. The costs are based on what was thought to be necessary to operate effectively.

Target Group	Units by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009	
<b>#2: Develop 675 Transitional Housing units</b>																		
<u>Families with Children:</u>																		
Families in Crisis	0	25	25	25	0	75	0.00	2.75	2.75	2.75	0.00	8.25	0.00	0.73	1.46	2.19	2.19	6.57
Newly-Arrived Immigrants	20	20	0	0	0	40	2.20	2.20	0.00	0.00	0.00	4.40	0.58	1.17	1.17	1.17	1.17	5.25
Victims of Fam. Viol. - Ready to leave Emergency Hsg	25	25	25	25	0	100	2.75	2.75	2.75	2.75	0.00	11.00	0.73	1.46	2.19	2.92	2.92	10.21
<u>Singles and Childless Couples:</u>																		
Youth - Ready to Leave Emerg Hsg	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.36	0.73	0.73	0.73	0.73	3.28
Single Men - Ready to Leave Emergency Hsg	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.56	1.11	1.11	1.11	1.11	5.01
Single Women - Ready to Leave Emergency Hsg	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.56	1.11	1.11	1.11	1.11	5.01
Seniors (Abused) - Ready to Leave Emergency Hsg	0	0	25	0	0	25	0.00	0.00	1.70	0.00	0.00	1.70	0.00	0.00	0.56	0.56	0.56	1.67
Persons w. Addictions - in Need of Aftercare or Sober Hsg	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.12	0.24	0.24	0.24	0.24	1.07
Persons w. Addictions - in Need of Lifestyle-Tolerant Hsg	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.12	0.24	0.24	0.24	0.24	1.07
Persons Awaiting Addictions Treatment (After Detox)	25	0	0	0	0	25	1.70	0.00	0.00	0.00	0.00	1.70	0.12	0.12	0.12	0.12	0.12	0.59
Persons w. Mental Illness/Dual Diagnosis	38	37	0	0	0	75	2.58	2.52	0.00	0.00	0.00	5.10	0.85	1.67	1.67	1.67	1.67	7.52
Respite Housing - for Persons w. Severe Mental Illness	0	25	0	0	0	25	0.00	1.70	0.00	0.00	0.00	1.70	0.00	0.56	0.56	0.56	0.56	2.23
Refugees w. Special Needs (e.g. PTSS)	25	25	0	0	0	50	1.70	1.70	0.00	0.00	0.00	3.40	0.73	1.46	1.46	1.46	1.46	6.57
Newly-Arrived Immigrants	10	0	0	0	0	10	0.68	0.00	0.00	0.00	0.00	0.68	0.29	0.29	0.29	0.29	0.29	1.46
<b>Totals</b>	<b>268</b>	<b>282</b>	<b>75</b>	<b>50</b>	<b>0</b>	<b>675</b>	<b>20.11</b>	<b>22.12</b>	<b>7.20</b>	<b>5.50</b>	<b>0.00</b>	<b>54.93</b>	<b>5.01</b>	<b>10.88</b>	<b>12.90</b>	<b>14.35</b>	<b>14.35</b>	<b>57.50</b>

Background:

Transitional units are needed for such groups ready to leave emergency shelters and move up the Continuum. Needs are also high for newly arrived immigrants, and persons out of detoxification and awaiting addictions treatment.

**Assumptions:**

- Capital subsidy (one-time) costs (equal to new construction total capital costs) are estimated to be \$68,000/unit\* for Singles and \$110,000/unit\*\* for Families per unit (2005 dollars)
  - Support subsidy costs per unit are estimated as follows:
    - Domestic Violence, Immigrants, Refugees, Families      \$80/day (\$2,433/month)
    - Respite, Mental Health, Singles, Seniors                      \$61/day (\$1,855/month)\*\*\*
    - Youth    \$40/day (\$1,216/month)
    - Addictions    \$13/day (\$395/month)\*\*\*\*
- \* Derived from the average capital subsidy of bachelor units approved through the Canada-Alberta Affordable Housing Program (\$65,000/unit) indexed by increases in construction costs (5% for 2004).
- \*\* Derived from the average capital subsidy of 1 bedroom units approved through the Canada-Alberta Affordable Housing Program (\$90,000/unit) indexed by increases in construction costs (5% for 2004).
- \*\*\* Based on the Capital Health Authorities per day subsidy cost for Assisted Living
- \*\*\*\* Based on the Capital Health Authorities per day subsidy cost for Supervised Independent Living

Target Group	Units by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009	
<b>#3: Develop 1,300 Long-Term Supportive Housing Units</b>																		
<u>Families with Children:</u>																		
Families in Crisis	0	25	25	0	0	50	0.00	3.25	3.25	0.00	0.00	6.50	0.00	0.73	1.46	1.46	1.46	5.11
Newly-Arrived Immigrants - Ready to Leave Trans Hsg	0	0	25	25	0	50	0.00	0.00	3.25	3.25	0.00	6.50	0.00	0.00	0.73	1.46	1.46	3.65
<u>Singles and Childless Couples:</u>																		
Youth - Ready to Leave Transitional Hsg	25	25	0	0	0	50	2.00	2.00	0.00	0.00	0.00	4.00	0.56	1.11	1.11	1.11	1.11	5.01
Seniors - Assisted Living Units	0	88	0	87	0	175	0.00	7.04	0.00	6.96	0.00	14.00	0.00	1.96	1.96	3.89	3.89	11.70
Seniors - "Hard-to-House"	0	25	25	0	0	50	0.00	2.00	2.00	0.00	0.00	4.00	0.00	0.56	1.11	1.11	1.11	3.89
Persons w. Addictions - in Need of Aftercare or Sober Hsg	25	25	25	25	0	100	2.00	2.00	2.00	2.00	0.00	8.00	0.24	0.47	0.71	0.95	0.95	3.32
Persons w. Addictions - in Need of Lifestyle-Tolerant Hsg	25	25	25	25	0	100	2.00	2.00	2.00	2.00	0.00	8.00	0.12	0.24	0.36	0.47	0.47	1.66
Persons w. Mental Illness/Dual Diag - Congregate Hsg	67	67	66	0	0	200	5.36	5.36	5.28	0.00	0.00	16.00	1.49	2.98	4.45	4.45	4.45	17.82
Persons w. Mental Illness/Dual Diag - Supervised Apts	67	67	66	0	0	200	5.36	5.36	5.28	0.00	0.00	16.00	0.32	0.64	0.95	0.95	0.95	3.80
Persons w. Developmental Disabilities	0	0	50	50	50	150	0.00	0.00	4.00	4.00	4.00	12.00	0.00	0.00	2.40	4.80	7.20	14.40
Persons w. Other Disabilities	0	50	50	50	0	150	0.00	4.00	4.00	4.00	0.00	12.00	0.00	1.11	2.23	3.34	3.34	10.01
Immigrants and Refugees - Leaving Transitional Housing	0	0	25	0	0	25	0.00	0.00	2.00	0.00	0.00	2.00	0.00	0.00	0.56	0.56	0.56	1.67
<b>Totals</b>	<b>209</b>	<b>397</b>	<b>382</b>	<b>262</b>	<b>50</b>	<b>1,300</b>	<b>16.72</b>	<b>33.01</b>	<b>33.06</b>	<b>22.21</b>	<b>4.00</b>	<b>109.00</b>	<b>2.72</b>	<b>9.80</b>	<b>18.02</b>	<b>24.55</b>	<b>26.95</b>	<b>82.05</b>

Background:

Supportive living facilities at rent-geared-to-income subsidized rates are needed to provide stability for groups specified. Current demand far outstrips supply.

**Assumptions:**

Families

1. Capital subsidy (one-time) costs (equal to new construction total capital costs) for families (at risk) leaving Transitional Housing - 100 (3 and 4 bedroom) row housing units at \$130,000/unit (2005 dollars). Support subsidy costs are estimated @ \$80/day (\$2,433/month)
2. Capital subsidy (one-time) costs (equal to new construction total capital costs) for immigrant and refugee families – 100 (3 and 4 bedroom) row housing units at \$130,000/unit (2005 dollars). Support Service costs are estimated to be \$80/day (\$2,433/month)

Singles

1. Capital subsidy (one-time) costs (equal to total capital costs) are estimated @ \$80,000/unit\* on average (2005 dollars) for new construction units
2. Support subsidy costs per unit are estimated to be as follows:

Mental Health	Congregate living	\$61/day (\$1,855/month)***
	Supervised apartment	\$13/day (\$395/month)****
Disabilities	Developmental	\$132/day (\$4,000/month)**
	Other	\$61/day (\$1,855/month)
Seniors, Refugees, Youth, Hard to House		\$61/day (\$1,855/month)
Addictions	After care	\$13/day (\$395 month)
	Tolerant	\$26/day (\$780/month)

\* Derived from the average cost of Long-Term Supportive Housing included in the *Interim Community Plan on Homelessness 2003-2006*, indexed by increases in construction costs (5% for 2003 and 2004).

\*\* Based on current rates provided by the Persons with Developmental Disabilities (PDD) Program

\*\*\* Based on the Capital Health per day costs for Assisted Living

\*\*\*\* Based on the Capital Health per day costs for Supervised Independent Living

Target Group	Units by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009	
<b>#4: Provide 1,750 Social Housing units</b>																		
<u>Families with Children:</u>																		
Priv. Landlord Rent Supp. Units	0	100	100	100	0	300	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.66	1.32	1.98	1.98	5.94
Priv. Landlord Rent Supp. Units for Victims of Fam. Viol.	25	25	0	0	0	50	0.00	0.00	0.00	0.00	0.00	0.00	0.17	0.33	0.33	0.33	0.33	1.49
New Constrn. 3-4 Br. Units	50	50	50	50	0	200	6.50	6.50	6.50	6.50	0.00	26.00	0.00	0.00	0.00	0.00	0.00	0.00
New Constrn. 5-6 Br. Units for Large Aboriginal Families	25	25	0	0	0	50	3.75	3.75	0.00	0.00	0.00	7.50	0.00	0.00	0.00	0.00	0.00	0.00
New Constrn. 5-6 Br. Units for Large Immigrant Families	0	0	25	25	0	50	0.00	0.00	3.75	3.75	0.00	7.50	0.00	0.00	0.00	0.00	0.00	0.00
<u>Singles and Childless Couples:</u>																		
Priv. Landlord Rent Supp. Units	300	250	250	200	0	1,000	0.00	0.00	0.00	0.00	0.00	0.00	1.35	2.48	3.60	4.28	4.28	15.98
Priv. Landlord Rent Supp. Units for Seniors	0	0	33	33	34	100	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.14	0.28	0.42	0.84
<b>Totals</b>	<b>400</b>	<b>450</b>	<b>458</b>	<b>408</b>	<b>34</b>	<b>1,750</b>	<b>10.25</b>	<b>10.25</b>	<b>10.25</b>	<b>10.25</b>	<b>0.00</b>	<b>41.00</b>	<b>1.52</b>	<b>3.47</b>	<b>5.39</b>	<b>6.86</b>	<b>7.01</b>	<b>24.24</b>
<u>Background:</u>																		
Few new social housing units have been introduced for the past decade despite growing need. As long as vacancy rates are rising, the rent supplement program is an effective solution; if the situation changes then funds designated for supplements may have to be diverted to new construction.																		

#### Assumptions:

##### 1. Low-Income Families

- Capital subsidy (one-time) costs (equal to new construction total capital costs) – 200 (3 and 4 bedroom) row housing units at \$130,000/unit\* (2005 dollars)
  - Capital subsidy (one-time) costs (equal to new construction total capital costs) – 100 (5 and 6 bedroom) row housing units @ \$150,000/unit\*\* (2005 dollars) for large Aboriginal and immigrant families
  - 300 rent supplement units @ \$550/month\*\*\* (2005 dollars).
2. Domestic Violence – 50 rent supplement units @ \$550/month (2005 dollars).

##### Singles and seniors:

1. Low-Income – 950 rent supplement units @ \$375/month\*\*\*\* (2005 dollars).
2. Seniors – 100 rent supplement units @ \$350/month\*\*\*\* (2005 dollars).

\* Derived from average capital cost of 3 and 4 bedroom units approved through the Canada-Alberta Affordable Housing Partnerships Initiative in Edmonton to October 2004 (\$123,500/unit) indexed by increases in construction costs (5% for 2004).

\*\* Derived from estimated average capital cost of 5 and 6 bedroom row housing units in October 2004 (\$142,800/unit) indexed by increases in construction costs (5% for 2004).

\*\*\* Based on average market rents of \$850/month less 30% of income (\$12,000 annual income – working poor).

\*\*\*\* Based on average market rents of \$650/month less 30% of income (blend of fixed [AISH] and working poor income).

\*\*\*\*\* Based on average market rents of \$650/month less 30% of seniors fixed income.

Target Group	Units by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009	
<b>#5: Develop 700 Affordable Housing units</b>																		
<u>Families with Children:</u>																		
New Constr. 3-4 Br. Units	0	35	30	30	30	125	0.00	1.75	1.50	1.50	1.50	6.25	0.00	0.00	0.00	0.00	0.00	
New Constr. 5-6 Br. Units for Large Aboriginal Families	38	37	0	0	0	75	1.90	1.85	0.00	0.00	0.00	3.75	0.00	0.00	0.00	0.00	0.00	
New Constr. 5-6 Br. Units for Large Immigrant Families	0	0	38	37	0	75	0.00	0.00	1.90	1.85	0.00	3.75	0.00	0.00	0.00	0.00	0.00	
New Constr. 3-4 Br. Units for Victims of Fam. Viol.	0	25	0	0	0	25	0.00	1.25	0.00	0.00	0.00	1.25	0.00	0.00	0.00	0.00	0.00	
<u>Singles and Childless Couples:</u>																		
New Constr. Studio, Bachelor and 1-Br. Units	100	100	100	100	0	400	5.00	5.00	5.00	5.00	0.00	20.00	0.00	0.00	0.00	0.00	0.00	
<b>Totals</b>	<b>138</b>	<b>197</b>	<b>168</b>	<b>167</b>	<b>30</b>	<b>700</b>	<b>6.90</b>	<b>9.85</b>	<b>8.40</b>	<b>8.35</b>	<b>1.50</b>	<b>35.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	
<u>Background:</u>	Households paying more than 30% of their income toward rent need these units. Large Aboriginal households and low-income singles are among the highest need groups.																	

**Assumptions:**

1. Low-Income Families:

- Capital subsidy (one-time) costs for 200 (3 and 4 bedroom) row housing units at \$50,000/unit\* (N.B.: Estimated 2005 total capital cost of these new construction units is \$130,000)
- Capital subsidy (one-time) costs for 200 (5 and 6 bedroom) row housing units at \$50,000/unit\* (N.B.: Estimated 2005 total capital cost of these new construction units (for occupancy by large Aboriginal and immigrant families) is \$150,000)

2. Domestic Violence - 50 units of 2 and 3 bedroom units at \$50,000/unit\* (N.B.: Estimated 2005 total capital cost of these units is \$130,000)

3. Homeowner financial assistance - 250 units with up to \$25,000 subsidy per unit

3. Low-Income Singles – Capital subsidy (one-time) costs for 750 (one-bedroom) units at \$50,000/unit\* (N.B.: Estimated 2005 total capital cost of these new construction units is \$100,000)

4. Seniors – Capital subsidy (one-time) costs for 75 (one-bedroom) units at \$50,000/unit\* (N.B.: Estimated 2005 total capital cost of these new construction units is \$100,000)

\* Based on a capital grant of \$50,000/unit

Target Group	Units by Plan Year					05-'09 TOT.	Capital Funding by Year (\$M)					05-'09 TOT.	Operating Funding by Year (\$M)					05-'09 TOT.
	2005	2006	2007	2008	2009		2005	2006	2007	2008	2009		2005	2006	2007	2008	2009	
<b>#6: Adapt a portion of new, Long-Term Housing for Persons with Disabilities</b>																		
<u>Persons with Disabilities in Housing Need</u>	37	37	37	37	37	183	0.58	0.58	0.58	0.58	0.58	2.92	N/A	N/A	N/A	N/A	N/A	
<u>Background:</u>	Enable 10% of the total 1,825 units (183 units), not targeted exclusively for occupancy by persons with disabilities, to be fully adapted for persons with disabilities.																	
<u>Background:</u>	More fully adapted units are required for the disabled, about 40% of whom live below the poverty line. Studies estimate about one in six people in Edmonton has a disability – one in three among Aboriginals.																	

## Appendix 2. GLOSSARY

- **Aboriginal:**

Any person or household with Treaty Indian, Metis and Inuit ancestry.

- **Absolute Homeless:**

Also known as “Shelterless”, includes individuals and families who are absolutely homeless (have no housing alternatives).

- **Capital Funding:**

One-time funding provided by any order of government (Federal, Provincial or Municipal) to reduce the requirement for mortgage funding to finance the development and construction costs of a housing project proposal.

- **Fully Adapted Unit:**

A self-contained housing unit which, through incorporation of a list of upgrades, enables occupancy by persons with disabilities. The list of upgrades was developed by the City of Edmonton in 2003 for provision of fully adapted units in the 114 Gravelle project and the Handicapped Housing Society of Alberta (since renamed Innovative Housing Society). The total cost to carry out the overall conversion to fully adapted unit design, through upgrades to the unit’s bath area, kitchen area, and general apartment area, is estimated at \$16,000 per unit.

- **Gap (Unmet Need)**

The difference between the total need for a particular housing type in the Housing and Support Services Continuum (measured in number of households or housing units) and the total existing and/or planned supply of that housing type.

- **Hard-to-House:**

Hard-to-house persons are individuals and families whose often multi-problem lifestyles make them extremely difficult to house. Problems experienced by these persons often include substance abuse, mental illness and/or unpredictable behaviours.

- **Homeless:**

An individual or family is considered homeless if:

- The individual or family has no residence at all and is living on the streets or;
- The individual or family is living in any premises which is not intended or suitable as a permanent residence, or;
- The individual or family is at risk of becoming homeless through:
  - Losing their residence
  - Being discharged from an institution/facility and with nowhere to go
  - Loss of income support.

- **Housing:**

Accommodation that meets a range of physical adequacy, suitability (crowdedness) and affordability (housing cost to income) standards, including:

- **Short-Term Housing:**

- Emergency Housing/Shelters:

Provide temporary, typically overnight accommodation to individuals who would otherwise sleep on the streets. They are not intended to be regular residences. Shelters may also provide support services in relation to addictions and/or mental health, health, education and employment needs.

- Transitional Housing:

Housing that typically provides temporary accommodation (up to three years) to individuals who wish to stabilize their housing situation while resolving other issues in their lives, such as unemployment, addictions and/or mental health, education and violence. Individuals and families living in Transitional Housing have access to a mix of supportive services that would enable them to move towards self-sufficiency and more independent living. Those persons also often receive some direct funding.

□ **Long-Term Housing:**

• Supportive Housing:

Also called “special needs housing,” supportive housing typically provides long-term accommodation, with a support component to allow people to live as independently as possible. The housing providers, whether public, private or non-profit, receive funding to provide the support services to the residents, who also often receive some direct funding.

• Social Housing:

Also called “subsidized,” “community” or “public” housing, social housing is provided to very low-income households who are capable of living independently, without a need for support services. On-going subsidies (either to publicly-owned operators or to community-based, non-profit housing corporations, or to private landlords through the Alberta Rent Supplement Program) enable rents to be paid by residents on a “rent-to-income” basis (usually 30% of gross household income).

• Affordable Housing: Housing that provides permanent accommodation to low-income individuals and families who earn less than the median income and spend more than 30% of their gross household income on housing. Typically, households who live in affordable housing do not require on-going support services or housing subsidies.

• **Market Basket Measure (MBM):**

A method used to determine government-funded income support programs (e.g. Alberta Works). The MBM is used to calculate the lowest income required for an individual or family to buy a basic “basket of goods and services” to meet their most essential needs, including housing. The MBM is being used in Alberta to estimate how many households are in need of government support and as a measure of success in addressing key social issues (e.g. reducing child poverty).

• **Operational and Support Services Funding:**

Funding, mostly from orders of government, which traditionally flows following completion of a housing project to cover the on-going costs to provide staffing and other supports to enable on-going occupancy by project residents. Operating funding includes the non-support expenses necessary to run a housing facility. These include such on-going costs as janitorial services, utilities, debt financing, insurance, laundry, yard maintenance, plumbing, and electrical and building maintenance.

• **Sheltered Homeless:**

Individuals and families who are the sheltered homeless (living in emergency accommodations or condemned housing and expected to “on the street” at the end of their stay).

- **Support Services:**

A wide range of methods that enable persons in need to enhance their independence or self-sufficiency and prevent “at-risk” homelessness. They are therefore a necessary component of the Housing and Support Services Continuum. Support programs and services help keep the individual or family housed, which can include counseling, care, treatment, financial supports, and personal, social skills and employment development.

In-house provision of certain programs and services such as meals and housekeeping in emergency, transitional and long-term supportive housing, are critical supports for individuals and households. Other types of support services (e.g. mental health outreach, child care and after-school care) help individuals and families retain occupancy in independent living situations by enabling them to remain employed.

- **Youth:**

Any individual who is between the ages of 15 and 30 (Federal Government’s Youth Employment Strategy) or between the ages of 16 and 25 (Government of Alberta definition). The specific definition used will be flexible, depending on the specific activity or strategy and partners involved.



## **Appendix 3. Issues Identified In Community Consultation Process**

### **Emergency Housing**

- Need for more shelter spaces for single women, intoxicated people, couples and people with disabilities/special needs.
- Need for housing (from emergency to long-term) for youth 18 years of age and older.
- Need for emergency shelter for families in crisis.
- Need for a long-term strategy to address the shortage of emergency shelter spaces in the winter.
- Need for culturally sensitive policies and staffing at emergency shelters.
- Need for more emergency housing for older men and women who are being abused.
- Need for emergency housing for men (some with children) suffering from domestic violence.

### **Transitional Housing**

- Need for transitional housing for families in crisis.
- Need for transitional housing for refugees with special needs, such as post traumatic stress disorder.
- Need for more transitional housing for youth 18 years of age and older.
- Need for more transitional housing for immigrant families and singles.
- Need for more affordable aftercare (sober) housing with support.
- Need for transitional tolerant housing with support but no treatment (harm reduction).
- Need for more affordable, supportive housing for people with mental illness and dual diagnosis.
- Need for transitional housing for older men and women who are being abused.
- Need for short-term housing for people waiting for addictions treatment.
- Need for respite care for mental health clients and care-providing families.
- Need for more second-stage housing for victims of family violence.

### **Long-Term Supportive Housing**

- Need for more supportive transitional housing for people leaving institutions.
- Need for long-term supportive housing for seniors with special needs (hard-to-house).
- Need for affordable, supportive housing for seniors.
- Need for long-term tolerant housing with support but no treatment (harm reduction).
- Need for more affordable aftercare (sober) housing with support.
- Need for more affordable, supportive housing for people with mental illness and dual diagnosis.
- Need supportive housing for immigrant and refugee families.
- Need for more affordable and subsidized housing for people with disabilities and mental health issues.
- Need for more long-term supportive housing for youth 18 years of age and older.
- Need for long-term supportive housing for families in crisis.

### **Social Housing**

- Need for more affordable aftercare (sober) housing with support.
- Need for more affordable, supportive housing for people with mental illness and dual diagnosis.
- Need for more permanent housing for low-income families and singles.
- Need for more housing for large Aboriginal and immigrant families.
- Need for assessment of the existing subsidized housing portfolio (federal, provincial and municipal) to ensure that it is being used effectively.
- Need for more affordable and subsidized housing for people with disabilities and mental health issues.
- Need for interim financing to help families to become homeowners.

### **Affordable Housing**

- Need for more affordable aftercare (sober) housing with support.
- Need for more permanent housing for low-income families and singles.
- Need for more housing for large Aboriginal and immigrant families.
- Need for more affordable and subsidized housing for people with disabilities and mental health issues.
- Need for assistance to help families become homeowners.

### **Prevention**

- Need for support programs for families to help them retain and live in healthy homes.
- Need for a focus on communities to stop creating ghettos and gentrifying older neighbourhoods.

- Need for private sector to improve practices and understanding.

#### **Advocacy and Awareness**

- Need for strong advocacy and awareness on all housing, homelessness and poverty-related issues.
- Need for improved government coordination/collaboration with private and non-profit sectors.
- Need for increased awareness of services and supports.
- Need for Aboriginal communication strategy.

#### **Regulation and Policy**

- Need for sufficient income and benefits from government support programs.
- Need for adequate standards for housing and support (staff qualifications, procedures, etc.).
- Need for governments to be more flexible in performance expectations.
- Need for more accessible and adapted housing (need to define accessible and adapted).
- Need for the establishment of a provincial Disabilities Ministry.
- Need for access to surplus government assets (land and housing).
- Need for implementation of the recommendations from the Mayor's Task Force on Affordable Housing.

#### **Capacity Building/Coordination/Partnerships**

- Need for sustainable operational funding for agencies that provide services in addition to housing.
- Need for increased funding for "capacity building" for organizations to develop housing.
- Need for ensured continuing funding for the administration of the Edmonton Joint Planning Committee on Housing and the Edmonton Housing Trust Fund.
- Need for the enhancement of Aboriginal community cohesiveness and involvement.
- Need for a dedicated fund for Aboriginal enhancement and capacity building.

#### **Research**

- Need for sufficient income and benefits from government support programs.
- Need for strong advocacy and awareness on all housing, homelessness, and poverty-related issues.
- Need for accurate statistical data on the needs of Aboriginal peoples.
- Need for a National Social Housing Strategy/Program.

#### **Support Services**

- Need for a central point of entry/exit for subsidized housing and related support services.
- Need for adoption of a case management and coordination approach for housing and support services.
- Need for reliable, affordable, and accessible transportation.
- Need for more affordable childcare and after-school care.
- Need for funding for Home Care Services.
- Need for more funding for life skills, anger management, and other programs.
- Need for funding to reintegrate people back into community.
- Need for more funding for training and education.
- Need for identification of sustainable funding for onsite staff requirements.
- Need for EJPCOH to work with the City of Edmonton, Capital Health and the Alberta Government to improve information sharing and coordination to address increasing homelessness linked to mental illness.
- Need for EJPCOH to work in partnership with the City of Edmonton and the Edmonton Police Service to develop and implement effective, sustainable response to increasing vagrancy/homelessness on City Parkland.





# **Edmonton Joint Planning Committee on Housing**

