CALGARY’S UPDATED PLAN TO END HOMELESSNESS: PEOPLE FIRST IN HOUSING FIRST

I ♥ HOME

ENDING HOMELESSNESS IN CALGARY

March 2015
Prepared by Calgary Homeless Foundation
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Calgary’s Updated Plan to End Homelessness:  
People First in Housing First

STANDING BEHIND OUR VISION

In 2008, Calgary became the first Canadian city to launch a plan to end homelessness. Since then, our collective efforts have resulted in tremendous strides towards this ambitious goal. We came together from diverse sectors around a bold vision that everyone should have a safe, decent, affordable home with the supports needed to sustain it.

The Plan set out to accomplish the transformational changes necessary to ensure that no individual or family would have to stay in an emergency shelter or sleep outside for longer than one week before moving into a safe, decent, affordable home with appropriate supports.

We remain resolute and committed to our vision and principles. Ending homelessness is the right thing to do by moral and ethical standards; it is a vision we continue to strive for. This update of the Plan sets out our priority directions to 2018 and beyond to move this vision forward.

Core Principles

At its core, this Plan was developed with a person-centred lens: meeting those at risk of or experiencing homelessness where they are at and offering them real choices when it comes to services and housing. There is no ‘one size fits all’ housing or support program: our approach has to be nimble and adaptive to the needs of unique individuals. In other words, our Plan puts people first.

In addition, the core principles we developed in 2008 still hold true today:

1. The Plan will aim to help people move to self-reliance and independence.
2. All people experiencing homelessness are ready for permanent housing with supports, as necessary.
3. The first objective of homeless-serving systems, agencies, programs and funding is to help people experiencing homelessness gain and maintain permanent housing (Housing First).
4. The most vulnerable populations experiencing homelessness need to be prioritized.
5. The selection of affordable housing and the provision of services should be guided by consumer choices.
6. Resources will be concentrated on programs that offer measurable results.
7. Affordable housing is safe, decent and readily attainable. Diverse, integrated, scattered site affordable housing, close to services, is preferred.
8. Plan funding should be diverse and sustainable.
9. The use of markets will be maximized by involving the private sector in the implementation of the Plan.
10. The economic cost of homelessness will be reduced.
11. A well-educated, well-trained and adequately funded non-profit sector is central to the success of the Plan.
A Person-Centered Lens

While this Plan sets out the direction for all those at risk of or experiencing homelessness, we absolutely must account for the unique experiences of every individual and family, and acknowledge where common systemic issues impact particular groups in our community.

We have to recognize as a community that specific groups experience homelessness, as well as other forms of social exclusion, at a higher prevalence than the general population and some require particular interventions at the policy or supports and housing levels to be tailored to account for these unique circumstances.

This Plan calls for the application of a person-centered lens across our work, recognizing the unique needs of Indigenous Peoples, youth, families with children, people with disabilities, women, immigrants, seniors, and other vulnerable subpopulations. There are also issues that intersect across these populations, specifically family violence, trauma, mental health, addictions, and physical health issues – especially for those experiencing long term chronic and episodic homelessness. Accessibility needs, particularly for an aging population, are emerging as a concern across groups as well. Systemic factors, including poverty, colonialism, racism and discrimination further compound to impact the individual experience of housing instability and homelessness.

We recognize that people’s identities and experiences are layered: for example, an Indigenous person experiencing homelessness may be a mother, a young person, and have limited mobility. The only way to meet her and her family’s unique needs is through a person-centered approach.

Key tenets of the person-centred approach include:

- Seeing people first, rather than labels or issues;
- Actively identifying a person's strengths and capacities in the context of community life rather than relying on systems or service providers; this includes utilizing informal community supports, peer support and mentoring;
- Strengthening the voice of the person in accounting for their history, evaluating present conditions, and defining desirable changes in their life;¹
- Ensuring services are culturally competent and safe;
- Providing individuals and families with choice for supports and providers, which are flexible to meet changing needs;
- Aligning system structures and processes to respect individual choice, respond to cultural diversity, foster community connection, promote flexibility, portability and accessibility; and
- Delivering person-centered services that result in measureable quality of life outcomes valued by service participants.²
Background

From 1994 to 2006, Calgary had Canada’s fastest growing population of people experiencing homelessness, with more than 3,600 people enumerated as homeless in the 2008 Homeless Count.

In 2007, community leaders created the Calgary 10 Year Plan to End Homelessness (the Plan) based on a model applied in more than 300 U.S. communities. In 2009, the Government of Alberta became the first Canadian province to have a provincial 10 Year Plan. Now, 13 Canadian cities have such Plans, with more signing on.

Community leaders (see Appendix 6) charged the Calgary Homeless Foundation (CHF) with the task of leading the implementation. Since then, the CHF has stewarded the Plan and worked with service providers, government, the private sector, academia, the faith community and the broader public to ensure our joint efforts furthered the end of homelessness in our community.

Implementation Phases

The initial phase of the Plan centered on developing new Housing First programs to kick-start the change process and begin rehousing those in need. As we learned more about the complexity of homelessness and its dynamics, we updated the Plan to reflect new information and adapt to changing circumstances.

The 2011 update of the Plan reaffirmed our commitment to Housing First as the guiding philosophy behind the development of a Homeless-Serving System of Care. Rather than forging ahead with new programs exclusively, the Plan also called for measures to ensure key stakeholders worked as a coordinated system to support those in need. This required the development of innovative tools to ensure the homeless-serving system worked as intended: a shared information system, common processes, performance measures and standards of service quality.

This update re-asserts Calgary’s commitment to the original vision of ending homelessness and aims to reinvigorate our collective efforts and co-ownership of the Plan. It sets out a course of action that is both bold and achievable. The Plan lays out the roles and accountabilities we all have as stakeholders for this community effort to be successful: no one of us can do this on our own.

Bringing it Home in 2018

The Plan is positioned for success through collective action. We need to undertake heavy lifting on the front-end of the system to prevent people from falling into homelessness and house long-term service participants experiencing chronic homelessness, releasing the backlog in the homeless-serving system of care.

An enhanced and coordinated homeless-serving system will be essential to make this vision a reality. Concerted integration efforts across the homeless-serving system and our partners in health, corrections, poverty reduction, affordable housing, and others will be required to maintain momentum and drive our Plan home to 2018 and beyond.
For Calgary to end homelessness, we have to do our part as individuals, groups, and systems. This Plan is a call for community ownership and collective leadership to end homelessness. Whether we belong to the service provider community, government, the private sector, academia, media, faith community, have lived experience of homelessness, or are members of the public – we all truly have a role to play if this vision is to become our reality.

To end homelessness in Calgary, the following conditions for success must be met across key stakeholders.

- Our approach is nimble and adaptive to the needs of unique individuals, putting people first.
- The voice of those at risk of or experiencing homelessness is truly integrated into ongoing planning and implementation.
- The Government of Alberta, Government of Canada, and the City of Calgary integrate funding, policy, and service delivery across ministries and departments to support measures that will prevent and end homelessness.
- The Government of Canada and Government of Alberta enhance funding for key measures to end homelessness, including affordable and supportive housing, rent supports and programs.
- The City of Calgary introduces policy changes to increase affordable housing options and provides leadership on tackling the affordable housing gap.
- Indigenous Peoples on and off-reserve co-lead Plan implementation at the decision-making and service delivery levels.
- The unique needs of key populations are recognized throughout Plan implementation – particularly for Indigenous Peoples, Youth, families with children, people with disabilities, women, immigrants, and seniors.
- The private sector develops affordable housing options and works with the non-market housing sector to enhance access to available stock.
- Key systems, including child intervention, health, human services, corrections, education, economic development, and poverty reduction, deliver services in an integrated fashion to support preventing and ending homelessness.
- Non-market housing providers develop and operate new affordable and supportive housing units and leverage assets to maximize impact on homelessness in a streamlined fashion.
- The non-profit sector is well-coordinated and appropriately staffed to deliver high quality services and housing for those at risk of or experiencing homelessness.
- Calgarians are fully engaged in the Plan, welcoming affordable and supportive housing in their communities, keeping an end to homelessness on the public and political agenda, and donating resources and volunteering.
- Solid research and data drives the continuous improvement of the Plan and a coordinating and governance mechanism is in place to adjust our strategies in real-time.
The Plan outlines four key priority directions and 14 actions to support an end to homelessness all operating under the over-arching principle of Collective Leadership.

• Prevention & Integration
• Housing & Supports
• Coordination & Optimization
• People, Policy & Resources

**KEY ACTIONS:**

1. Assist 9,400 households at risk or experiencing transitional homelessness.
2. Mobilize research and knowledge to prevent and end homelessness.
3. Explore regional integration options to respond to migration pressures.
5. Develop a non-market housing real estate strategy to address Calgary’s affordable housing gap.
6. Enhance housing options for low income Calgarians.
7. Integrate service delivery and planning across systems.
8. Advance the homeless-serving system planning approach.
9. Optimize the role of emergency shelters.
10. Revision social service and housing delivery at the community level.
11. Apply a person-centered approach to the implementation of the Plan.
13. Coordinate policy and funding across government.
14. Empower Calgarians in the movement to end homelessness.

The actions outlined in this Plan will:

• House 100% of those experiencing chronic and episodic homelessness, a total of 3,200 people.
• Stabilize 35% of households at risk or experiencing transitional homeless, a total of 9,400 households.
• Reduce the average length of stay in adult singles emergency shelters to 10 days and in family homeless emergency shelters to 14 days – reductions of about 60%.
• Reduce the total number of people experiencing homelessness enumerated in the Homeless Point-in-Time Count by 70%.
New Costs Summarized

If we account the full costs of implementation, the measures proposed are estimated at $406 million. However, a notable portion of the capital costs have already been allocated through provincial sources, financing, and fundraising (including but not limited to the RESOLVE Campaign). As a result, the proposed measures require an additional $290 million from 2015 to 2018: approximately $154 million in new program operations and about $136 million for capital.

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>Total</th>
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<td>Operations</td>
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<tr>
<td>Capital</td>
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<td>$64,282,358</td>
<td>$92,928,663</td>
<td>$118,589,204</td>
<td>$289,657,123</td>
</tr>
</tbody>
</table>

The total new cost to government and community from 2015-2018 is broken down below. Funds would be needed from across government levels and departments, supplemented by philanthropic contributions, local non-government funders, and innovative financing such as social impact bonds.

<table>
<thead>
<tr>
<th></th>
<th>Government</th>
<th>Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operations</td>
<td>$153,617,123</td>
<td>–</td>
</tr>
<tr>
<td>Capital</td>
<td>88,046,000</td>
<td>47,994,000</td>
</tr>
<tr>
<td>Total</td>
<td>$241,663,123</td>
<td>$47,994,000</td>
</tr>
</tbody>
</table>

As a result of cost savings realized from addressing chronic and episodic homelessness through the proposed new program and housing interventions, total costs would be reduced to $150 million in 2018 including all capital and operations expenditures proposed for the new measures. This calculation is outlined in more detail in the Implementation Scenarios section.

Risks

There are critical risks to this Plan which will impact our capacity to deliver on our proposed goals. In particular, our ability to manage the impact of population growth, as well as an aging population long-term must be acknowledged.

We can’t implement this Plan without additional funding – and we can’t use this funding without the capacity of our non-profit and private sector partners to deliver services and housing. Having access to the right staff and the right mix of housing is critical. A Risk Register was developed to explore these challenges further.
Celebrating Success

Since 2008, we have collectively achieved considerable accomplishments in our community.

We have slowed the growth in homelessness despite an increasing population. Before the Plan, our homeless counts showed an average increase of over 30% every two years. The 2014 Homeless Count data shows that numbers have remained relatively stable compared to 2008. This is a remarkable feat given that our population grew by more than 179,000 people from 2008-2013. If the growth rate we historically saw continued through to 2014, our homeless count would have reached over 8,000; what we enumerated was 3,555 – 56% lower than the projected figure would have been.

About 6,000 people have been housed. Thanks to the heavy lifting done by frontline agencies, and provincial and federal government support, close to 6,000 people have obtained housing and supports. The capacity within CHF’s funded programs to assist has resulted in more than 2,000 spaces operated by 56 programs.

Committed leadership and resources from the Government of Alberta. In 2009, Alberta became the first province to commit to ending homelessness. Unprecedented levels of support and leadership from our provincial partners have enabled us to ramp up support and housing opportunities to enable this success. Almost $45 million in annual program funding supports housing efforts in our community. Capital grants to create over 2,700 more affordable housing units have also been committed; already, 50% of these units are on-stream.

A coordinated homeless-serving system of care. Calgary’s homeless-serving system has become more coordinated and efficient. This includes sharing data on a common information system (in Calgary, the Homelessness Management Information System (HMIS) across 30 agencies and 90 programs that is regarded as one of the best of its kind internationally. Agencies use common intake processes and metrics to benchmark service impact and quality to improve service participant outcomes and community impact.

Private sector collaboration. The collaboration of our private sector landlords has provided many of the 6,000 service participants housed with a home in Calgary’s rental market. Calgary’s RESOLVE Campaign* is a collaboration among nine partners, aiming to raise $120 million from the private sector to build affordable and supported housing for 3,000 vulnerable and homeless Calgarians. This level of collaboration is a first for Calgary and a first for Canada. Every day, private sector partners donate their time, political and actual capital to this effort.

Federal commitment to Housing First. In its renewal of the Homelessness Partnering Strategy, the Government of Canada has prioritized investment in Housing First, focused on addressing chronic and episodic homelessness over the next 5 years. This reinforces Calgary’s ongoing success and allows for predictable funding of approximately $5 million annually for programs in our community.

* The RESOLVE partners are Accessible Housing, Bishop O’Byrne Housing, Calgary Alpha House Society, Calgary Homeless Foundation, Calgary John Howard Society, Horizon Housing Society, Silvera for Seniors, The Mustard Seed, and Trinity Place Foundation of Alberta.
The Housing First Approach

Core Principles

One of the key tenets driving community efforts has been the Housing First approach, which is at its core, a person-centered approach. Traditionally, people experiencing homelessness were expected to address the issues leading to their homelessness, such as mental health issues or addictions, before being housed.

As a philosophy, Housing First is a belief that all people deserve housing and anyone can be supported into housing directly from homelessness. This belief holds regardless of the level or intensity of individual and structural issues that led to their experience of homelessness. Philosophically, it prioritizes housing as the first and most primary need to address for people experiencing homelessness. Other barriers, illnesses or challenges can be addressed once a person has been housed and the chaos of homelessness has been eliminated from their life. As a systems approach, Housing First can be embedded across the homeless-serving system, where each service or agency uses Housing First in support of the larger system of services for people experiencing homelessness.

Helping people experiencing homelessness is ethically “the right thing to do,” but research also proves in many cases it costs less to provide people experiencing homelessness with appropriate housing and support compared with them using short-term and/or ongoing emergency and other institutional services.

Impacts

Calgary is one of Alberta’s 7 Cities on Housing and Homelessness who were among the first to adopt the Housing First model in Canada. With the support of the Government of Alberta, the 7 Cities have collectively housed and supported 9,451 individuals from 2009 to 2014, resulting in significant reductions in homelessness across the province. As a result, the 2014 provincial Homeless Count showed a 15% reduction in homelessness across the province since 2008.

Housing First service participants served in the 7 Cities experienced significant reductions in public system usage:

- 85% fewer days in jail;
- 67% fewer days in hospital;
- 61% fewer interactions with Emergency Medical Services;
- 54% fewer Emergency Room visits; and
- 59% fewer interactions with police.

Calgary’s own analysis showed that in a sample group of 72 service participants with complex needs who were housed, the average cost of systems usage after 12 months of Housing First program intervention went from $45,000 to $3,000 per service participant per year: a 93% cost reduction.
Counting the cost of their housing and support, these service participants went from being homeless and using services at a total cost of about $55,000 per year, to being housed at a cost of about $21,000. This means that a $34,000 net savings was realized among this group with complex needs.

It is important to remember that these are very conservative estimates based on a limited number of cost items and does not include the full scope of savings realized from increased life expectancy, enhanced contributions to society long-term, particularly for youth and families. The social return on investment for ending homelessness is yet to be fully examined from a long-term perspective.

**Working as a Homeless-Serving System**

While Housing First programs have been a tremendous success, we absolutely have to regard them as part of a broader system of care in our community where everyone is doing their piece in the effort to end homelessness. In fact, Housing First programs work because of the great collaboration between emergency shelters, short term supportive housing, addictions and mental health supports, outreach, etc. Housing First programs are an important part of the puzzle that we were missing before, but they are not the full picture. We need all types of providers working collectively as no one program can end homelessness on its own. These diverse programs collectively constitute Calgary’s homeless-serving system, underpinned by the philosophy of Housing First.

Emergency shelters provide access to a safe place to stay, as well as critical supports including assistance with housing, employment, education, and health. Short term supportive housing provides opportunities for people to stabilize and address issues like addictions, mental health, or domestic violence in a place where they have ready access to support. Outreach services connect people to the right resources at the right time, and meet them where they are at. Affordable housing providers open doors to housing opportunities integrated in community. These are just some of the critical providers doing heavy lifting in our community – a broader listing is provided in Appendix 2.

**Challenges Ahead**

As a community, Calgary has achieved tremendous success since 2008; yet more remains to be done. While close to 6,000 people have been housed and supported, our system remains challenged by the impacts of Calgary’s ‘boom and bust’ economy. Our city may be experiencing a period of high economic growth, yet a downturn could be around the corner as the dropping prices suggest at the time of this Plan’s development. We are still managing the ramifications of the previous period of growth, ensuing recession, and impacts of the 2013 flood. Calgary’s boom and bust cycles present unique challenges to our ability to end homelessness.

*Managing the impacts of a boom and bust economy.* While current vacancy rates are hovering around the 1% mark, rents are growing year-over-year. Though the growth of homelessness has been halted, shelter use has begun to increase and occupancy levels are approaching 100% in many emergency shelter facilities. We have Calgary-specific data from the Calgary Drop-In and Rehab Centre showing us that about 2% of the estimated 18,250 people who experience homelessness annually, are ‘stuck,’ effectively living in emergency shelters year-round challenged by a lack
of affordable housing and necessary supports. This adds pressure on capacity as more people seek assistance.

Migration pressures. We know Calgary draws migrants seeking their part of the Alberta Advantage, yet the added pressure on Calgary’s limited rental stock means that many experience high housing costs upon arrival. The added pressure further impacts low income populations arriving or already in Calgary, increasing their risk for experiencing homelessness. It is no surprise that a significant portion of the population experiencing homelessness – 18% – were migrants to Calgary within the last year. This level of mobility is about 3 times that of the general population.

Alberta’s homelessness epicentre. In many ways, Calgary is the epicentre of homelessness in Alberta; the 2014 Alberta Homeless Count showed that 53% of those enumerated were found in our city. While the homeless-serving system is responding to this challenge, we rely more than ever on our partner systems to answer this call to action to keep up with demand.

Action on affordable housing and prevention. We need more affordable housing in our community and we need upstream prevention and system integration efforts to ensure diverse public systems are working collectively with the homeless-serving sector to prevent and end homelessness. Addressing this issue collectively will ease stress across systems, including health, corrections, child intervention, police and schools. We need our provincial and federal partners to take ownership and lead critical policy changes to prevent discharging into homelessness, as well as appropriate levels of funding to keep up with needs on the ground.

Calling all system partners. The homeless-serving system is doing its part, but it cannot sustain the burden alone. Unlike previous updates of the Plan, this is first and foremost a call to action to our system partners to take ownership of their accountabilities and to own this community effort. An effective and coordinated strategy for responding to homelessness will necessarily have to grapple with the myriad of social issues that accompany housing instability, including mental health, addictions, poverty, family violence, child intervention and justice system involvement. To ‘turn off the tap’ into homelessness, a coordinated effort among the service delivery agencies and government departments involved in these areas is critical to advance progress.

Meeting the complex needs of people at risk of or experiencing homelessness. The homeless-serving system is further challenged by the complexity of need amongst the homeless and at risk population. While CHF-funded programs have housed close to 6,000 service participants, about 37% of those who exit the program, leave for negative reasons. We need to get a better handle on service design to enhance service participants’ outcomes and long-term housing stability.

Responding to unique needs. Particular groups, including those experiencing chronic and episodic homelessness, Indigenous Peoples, families, Youth, women, immigrants and seniors have distinct needs. We need strategies that drive towards common goals while respecting this diversity at the individual level. Our approach must recognize the systemic factors which impact vulnerability at a policy level as well rather than strictly looking at these challenges at an individual level. The complex interplay of addiction, mental health, domestic violence, and system interactions make ‘simple solutions’ impossible in practice: we don’t just need new programs or housing units, we need transformational change at the systems level, applying a person-centered approach to policy and practice. We need these interventions to be evidence-based and effective.
A Plan by Community, For Community

As a ‘living document,’ this third iteration of the Plan gives the community the opportunity to build on what we learned and to inform our approach to 2018 and beyond. We now have access to unprecedented Calgary-specific data from a robust Homeless Management Information System as well as access to key shelter data. We also have Point-in-Time Homeless Count data from 1992 onwards to draw on for trend analysis.

This update of the Plan is the result of over 24 months of consultation in community and represents the culmination of input from about 1,000 individuals across sectors and walks of life, including those with lived experience with homelessness, frontline workers, academic, agency, government and private sector leaders, as well as members of the public at large.

Two large community events and online consultations were held in 2013 to reach Calgarians – these resulted in more than 800 comments that fed into the Plan. Specific consultations were also held with those with lived experience and facilitated by the Client Action Committee, and service providers working in the homeless-serving system, including the Calgary Action Committee on Housing and Homelessness (CACHH) as well as the Aboriginal Standing Committee on Housing and Homelessness (ASCHH). In addition, an Expert Advisory Panel helped guide the development of the Plan throughout this process. A full summary of community consultations can be found in Appendix 3.

The role of the Calgary Homeless Foundation (CHF) was to act as the facilitator for this process and merge these diverse voices of community into the final Plan. The CHF also undertook significant research efforts with academic partners, including The School of Public Policy, the Canadian Observatory on Homelessness, and service providers to develop a thorough understanding of the range of service participant needs and the performance of the current homeless-serving system.

Overall, the community’s input highlighted the progress made since 2008 to build an effective system of care focused on ending homelessness that places people first. Yet, gaps remain and work still needs to be done in order to achieve our vision. The broad themes emerging from this community process highlight:

- The critical need for more affordable housing in Calgary;
- Collective ownership and accountability for the Plan’s success across the Calgary community, including private and non-profit sectors, and all levels of government;
- The value of better service coordination to maximize impact;
- Enhancing Calgarians’ engagement in homelessness and housing issues;
- Addressing mental health supports as part of homeless initiatives;
- Moving upstream with a targeted focus on prevention;
- Managing the impacts of economic cycles on the rental market;
- Ensuring priority populations’ needs were addressed appropriately, particularly for Indigenous Peoples, Youth, families, women, immigrants and seniors.
HOMELESSNESS IN CALGARY

To contextualise our Plan’s approach, we need to understand the dynamics involved in homelessness and housing affordability. This section provides a snapshot of emerging issues and trends, while highlighting key learnings we have had since 2008.

Housing Market Trends

Firstly, it is critical to highlight the key role that the economy plays in Calgary’s housing market, which in turn impacts affordability and risk of experiencing homelessness. As strong labour opportunities draw migrants to Calgary, added pressure on limited rental stock impacts affordability. Net migration brought in 28,017 people to our city last year at a daily rate of about 77 people according to the 2014 Civic Census.

A total of 77,664 dwellings were completed from 2008-2014 (see figure below), however most of these were intended for home buyers. While population growth is accommodated by these new homeownership units, which may be used as rental stock as well, many newcomers may prefer renting as opposed to buying a house. The high housing costs are also a barrier for lower income households; the average cost of housing reached $476,000 in November 2014.

Despite this increasing demand, the number of purpose-built rental units has declined by about 31% since 1990 to a total of 37,919 units in 2014. Since the launch of the Plan in 2008, almost 3,000 units were lost in the purpose-built rental market. However, it is important to note that the secondary rental market, mainly consisting of condominiums used as rental units, has increased during this period from 5,939 to 16,236 units.

Even with the overall increase of 7,725 rental units from 2008 to 2014, this has not kept up with the city’s population growth. During the same timeframe, Calgary grew at an average annual growth rate of 2.86% – or 179,000.
If we look at our city’s per capita total rental stock, there were about 4 units per 100 people in Calgary – compared to Edmonton at 6.4. In order to be on par with our neighbours to the North, we would need to add about 33,000 rental units. This is a considerable gap, bearing in mind that the cost of renting is about $15,000 per year for an average unit. While we know more private rental stock is in the pipeline, we are clearly at an overall deficit when it comes to rental stock that is affordable for low income households.\(^9\)

### Housing Affordability Issues

Housing affordability is a challenge for all Calgarians, not only those at risk of or experiencing homelessness. The Calgary City Council approved definition of affordable housing is housing that “adequately suits the needs of low- and moderate-income households at costs below those generally found in the Calgary market. It may take a number of forms that exist along a continuum” including various rental options through to entry-level home ownership. Affordable housing is targeted to households with 65 percent or less of the median household income in Calgary.\(^10\) Using this definition, The City of Calgary projects that with a growing population, the affordable housing gap is growing at a rate of approximately 1,000 units annually.\(^11\)

The lack of new rental properties and continuing loss of existing stock to condo conversions create competition for housing among the lowest income earners with limited choices.\(^12\) This drives prices up further: according to the Canada Mortgage and Housing Corporation (CMHC) data, in October 2014, Calgary’s vacancy rate in the primary rental market was 1.4% and the average rental costs grew by 8.2% from October 2013 to $1,219 in October 2014.\(^13\)
When we look at the number of households in the lowest income decile in both Calgary and Edmonton, and compare it to the total number of rental units, we see that Edmonton has almost double the number of units compared to Calgary (using National Household Survey 2011 data).

This is in part related to the lower per capita rate of homelessness reported in Edmonton – as outlined in the School of Public Policy’s study (2011). The study evaluates Calgary and Edmonton using comparative data and concludes that Calgary has proportionately less than half as many rental units as Edmonton. Also, Calgary, more than any other Canadian city, attracts a significant share of migrants during times of economic growth, increasing demand for affordable housing and then shelter space when the availability of housing approaches zero.

One in ten Calgary households are in core housing need: a total of 44,465. A lower proportion of owner households were in core housing need, as compared to renter households in Calgary (22.1% for renters versus 6.1% for owners). There were 24,410 renter and 20,060 owner households in this situation.
Notably, the incidence of core housing need is higher among the following renter groups:\(^{17}\)

<table>
<thead>
<tr>
<th>Renter Group</th>
<th>Number of renter Households in Core Housing Need (#)</th>
<th>Incidence of Core Housing Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Households</td>
<td>24,410</td>
<td>22.1%</td>
</tr>
<tr>
<td>Senior-led Household</td>
<td>4,840</td>
<td>44.6%</td>
</tr>
<tr>
<td>Individuals Living Alone</td>
<td>4,075</td>
<td>56.8%</td>
</tr>
<tr>
<td>Lone Parent Families</td>
<td>4,320</td>
<td>36.5%</td>
</tr>
<tr>
<td>Female</td>
<td>3,710</td>
<td>39.3%</td>
</tr>
<tr>
<td>Male</td>
<td>620</td>
<td>25.9%</td>
</tr>
<tr>
<td>Aboriginal Household</td>
<td>1,855</td>
<td>27.7%</td>
</tr>
<tr>
<td>Immigrant Household</td>
<td>7,775</td>
<td>27.5%</td>
</tr>
</tbody>
</table>

**Extreme Core Housing Need**

When we look deeper at housing affordability and poverty using the National Household Survey (NHS), a very different picture emerges with direct bearing on the risk of experiencing homelessness in our community. When we probed the data further to draw out those facing extreme housing affordability and very low income issues, we found that there were 15,610 households who were earning less than $20,000 per year and paying 50% or more of their income on shelter costs.\(^{18}\)

<table>
<thead>
<tr>
<th>Calgary Households in Extreme Core Housing Need (NHS 2011)</th>
<th>(50%+ of income on shelter, incomes under $20,000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $10,000</td>
<td>8,010</td>
</tr>
<tr>
<td>$10,000 to $19,999</td>
<td>7,600</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>15,610</strong></td>
</tr>
</tbody>
</table>

It is important to emphasise that those at risk have both a high housing cost and a poverty challenge. If we compare the average incomes of those at risk to the average Calgarian household, the picture is startling: high risk renter households earn a fraction of the income of average Calgary households, yet they face the same housing costs in a tightening marketplace.

More than low income and high shelter costs, research indicates that not all individuals who experience poverty fall into homelessness. We need to understand what risk and protective factors are involved for those that do.\(^{19}\)
Homelessness is likelier to occur when a predictable combination of risk factors is present and a number of protective factors are absent. Research findings consistently point to particular risk factors that are present in both at risk populations and those experiencing homelessness.

**Risk Factors**

These individual and structural factors that can be broadly summarized as:

1. an imbalance in the income and housing costs,
2. chronic health issues, particularly mental health, disabilities/physical health,
3. addictions,
4. experiences of abuse and trauma, and
5. interaction with public systems, particularly correctional and child intervention services.

**Protective Factors**

Research also points to protective factors that moderate the risk for homelessness, which generally centered on economic, social and human capital:

1. healthy social relationships,
2. education,
3. access to affordable housing, and
4. adequate income.

**Shelter Use Patterns**

We have the benefit of unprecedented Calgary-specific data to drive the update of this Plan. Thanks to shelter providers in Calgary, particularly the Calgary Drop-In and Rehab Centre, the Mustard Seed, Calgary Alpha House, Inn from the Cold and Brenda’s House, we have been able to analyse shelter use patterns over the long-run at the unique service participant level. This gives us incredible visibility of the magnitude of homelessness in our community, informs decision-making and ultimately points us to particular strategies to address it.

The figures below show the distribution of stay pattern typologies at the Calgary Drop-In and Rehab Centre, as well as the two major family homeless shelters in Calgary. This demonstrates that the majority of shelter users stay only once, and for a relatively short period of time. Another portion use shelters episodically, staying more frequently but for short durations; and a small percentage - about 2% in adult shelters – effectively live in shelters year-round use a disproportionate amount of shelter space.
### Calgary Drop-In and Rehab Centre (2009-2012)

<table>
<thead>
<tr>
<th>Cluster</th>
<th>Transitional</th>
<th>Episodic</th>
<th>Chronic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of unique clients</td>
<td>22,382</td>
<td>3,809</td>
<td>557</td>
</tr>
<tr>
<td>Cluster as a percentage of the whole data set</td>
<td>83.7%</td>
<td>14.2%</td>
<td>2.1%</td>
</tr>
<tr>
<td>Average total days stayed</td>
<td>13.04 (34.00)</td>
<td>87.18 (94.47)</td>
<td>735.98 (296.03)</td>
</tr>
<tr>
<td>Average number of episodes</td>
<td>1.59 (0.90)</td>
<td>6.98 (2.40)</td>
<td>3.07 (1.86)</td>
</tr>
<tr>
<td>Average days per episode</td>
<td>7.85 (23.24)</td>
<td>14.36 (18.80)</td>
<td>408.68 (395.98)</td>
</tr>
<tr>
<td>Number of occupied shelter bed night stays</td>
<td>292,059</td>
<td>332,070</td>
<td>409,944</td>
</tr>
<tr>
<td>Percentage of occupied shelter bed night stays</td>
<td>28.2%</td>
<td>32.1%</td>
<td>39.6%</td>
</tr>
</tbody>
</table>

(Numbers in parentheses represent standard deviations).

### Family Shelters (Inn From the Cold and Brenda’s House), 2012-2014

<table>
<thead>
<tr>
<th>Cluster</th>
<th>Transitional</th>
<th>Episodic</th>
<th>Chronic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of unique clients</td>
<td>401</td>
<td>45</td>
<td>123</td>
</tr>
<tr>
<td>Cluster as a percentage of the whole data set</td>
<td>70.5%</td>
<td>7.9%</td>
<td>21.6%</td>
</tr>
<tr>
<td>Average total days stayed</td>
<td>30.49 (26.98)</td>
<td>123.13 (86.03)</td>
<td>156.21 (62.46)</td>
</tr>
<tr>
<td>Average number of episodes</td>
<td>1.00 (0.00)</td>
<td>2.15 (0.36)</td>
<td>1.00 (0.00)</td>
</tr>
<tr>
<td>Average days per episode</td>
<td>31.18 (28.79)</td>
<td>28.23 (24.07)</td>
<td>168.43 (62.70)</td>
</tr>
<tr>
<td>Number of occupied shelter bed night stays (head of household only)</td>
<td>12,230</td>
<td>5,541</td>
<td>19,215</td>
</tr>
<tr>
<td>Percentage of occupied shelter bed night stays</td>
<td>65%</td>
<td>4%</td>
<td>31%</td>
</tr>
</tbody>
</table>

(Numbers in parentheses represent standard deviations).
It is important to highlight that macro-economic pressures have direct bearing on homelessness in Calgary. The School of Public Policy’s work on this issue suggests a high correlation between the change in Calgary’s employment share and the change in shelter stays. In other words, when Calgary booms, shelters demand grows, driven by migrants sufficiently motivated to move to find employment.20

We are fortunate to have access to daily shelter statistics for facilities funded by Alberta Human Services. This covers about 90% of emergency beds in Calgary, thus gives a comprehensive picture of shelter use patterns in the city.

When we look closer at shelter trends over the 2008-2014 period, the average number of shelter beds funded by Alberta Human Services has fallen by 117 – a 6.8% decrease. However, since 2011, shelter stays are up by 9.6%.

If we consider the enormous growth in population in Calgary during the same period of 2008 to 2013 (the addition of 179,000 persons), this means that the average number of shelter stays per 100,000 people has fallen from 1,447 in 2008 to 1,139 in 2014. This amounts to a fall of over 20%; what’s more, this decline is more or less steady. This indicates that our efforts to end homelessness since 2008 are having a measurable impact on shelter use.21
Homeless Count Results

Another key source of information comes from point-in-time homeless counts, which have been done in Calgary since 1992. These counts provide a snapshot of the population experiencing homelessness at a point in time. Basic demographic information is collected from emergency shelters and short term housing facilities, and a survey is done with those enumerated through a street count. Public systems, including health and corrections, provide numbers of those without fixed address in their facilities on the night of the count as well.

Up until the 10 Year Plan was implemented in 2008, homeless counts indicated that the average growth rate of the population experiencing homelessness was 31% every two years. If this trend continued, the 2014 count would have seen more than 8,000 people experiencing homelessness. However, a total of 3,555 people were enumerated in October 2014. This is about 1.3% lower than 2008, despite population growth.
Sleeping Rough in Calgary

Sleeping rough refers to finding shelter in parks, garages, cars, makeshift shelters or vacant buildings. Given Calgary’s severe weather patterns, sleeping outside presents significant health risks. The 2008 Homeless Count in Calgary estimated the population sleeping rough to be 569; however, recent actual counts have enumerated a lower number. In the 2014 October count, 182 individuals were enumerated on the street.

Conducting a street count is not precise, as many variables will affect whether someone observed outside at the time of the count will remain outside for the duration of the night or already have alternative shelter plans. Nevertheless, using weather, monthly and annual cycles, the University of Calgary’s School of Public Policy estimates that the population that sleeps rough in Calgary during the course of a year consists of about 200 individuals, some of whom may access shelter during the coldest nights or months.

Estimating Homelessness Prevalence

Despite the relative success of the Plan to stem the growth in homelessness, using available data, we estimate that about 18,250 unique individuals use shelters and/or sleep rough annually – about 1.5% of Calgary’s population.
Our estimate, based on prevalence rates calculations, shelter statistics and the point-in-time count, is that approximately 18,250 Calgarians experience homelessness annually. Assuming an average 2.3% annual growth, this means that our inflow into homelessness is about 250 people per year, and more are experiencing housing stress such as hidden homelessness, couch surfing, or staying in unsafe and overcrowded housing.

Based on the data available, we estimate the following breakdown amongst the population experiencing homelessness. Ultimately, longitudinal data will be essential to testing the accuracy of the figures. Further, additional information is required from the youth and women and children’s shelter systems for a full picture of homelessness shelter trends.

Studies\(^2\) show that the general pattern of shelter stays tend to fall into three categories.

1. **Transitional Homelessness**: Most individuals will experience short-term homelessness, usually less than one month, usually as a result of economic issues and housing costs. This population is estimated to be about 15,330 people in Calgary.

2. **Episodic Homelessness**: About 14% percent of people have recurring episodes of homelessness, lasting several months throughout their lifetime. In Calgary, it is believed there are about 2,555 people who experience episodic homelessness.

3. **Chronic Homelessness**: Data from the Calgary Drop-In & Rehab Centre from 2009 to 2012 indicated that 2% of shelter users staying an average of two years. We estimated that about 365 people experiencing chronic homelessness.
Homelessness amongst Key Populations

The October 2014 Homeless Count, has provided us with unprecedented Calgary-specific data regarding key demographics for those experiencing homelessness.

<table>
<thead>
<tr>
<th>Key Demographic</th>
<th>Surveyed Population (n=437)</th>
<th>Enumerated Population (n=3,555)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Male</td>
<td>339</td>
<td>78%</td>
</tr>
<tr>
<td>Female</td>
<td>87</td>
<td>20%</td>
</tr>
<tr>
<td>Aboriginal (First Nation, Metis, Inuit)</td>
<td>139</td>
<td>32%</td>
</tr>
<tr>
<td>Migrants (new to Calgary &lt; 1 year)</td>
<td>79</td>
<td>18%</td>
</tr>
<tr>
<td>Immigrants (born outside Canada)</td>
<td>78</td>
<td>18%</td>
</tr>
<tr>
<td>Children &amp; Youth (up to 24 years)</td>
<td>148</td>
<td>26%</td>
</tr>
</tbody>
</table>

This Plan calls for the application of a person-centered lens across our work, recognizing the unique needs of all people. While we highlight particular groups, this is not an exclusive list. There are also issues that intersect across these populations, particularly family violence, mental health issues, addictions, trauma, accessibility and physical health issues. It is important to highlight that these groups, as well as those at risk, experience a range of intersecting systemic and individual challenges to housing stability. These include, but are not limited to, the following dimensions that play out in individual and family dynamics. These dimensions can combine and intersect to impact people’s experiences further.

<table>
<thead>
<tr>
<th>Key Dimensions Impacting Housing Stability &amp; Homelessness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poverty</td>
</tr>
<tr>
<td>low incomes, high housing costs, extreme core housing need</td>
</tr>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>women, female-led lone parent families, transgender, and gender non-conforming people</td>
</tr>
<tr>
<td>Sexual Orientation</td>
</tr>
<tr>
<td>gay, lesbian, bi-sexual and other sexually diverse people</td>
</tr>
<tr>
<td>Ethnicity</td>
</tr>
<tr>
<td>Indigenous Peoples, visible minorities, immigrants and refugees</td>
</tr>
<tr>
<td>Culture</td>
</tr>
<tr>
<td>spiritual practices, traditions, belief systems, concepts of family, impacts of colonialism, intergenerational trauma, racism and discrimination</td>
</tr>
<tr>
<td>Family Composition</td>
</tr>
<tr>
<td>lone parent families, intergenerational families, extended families</td>
</tr>
<tr>
<td>Age</td>
</tr>
<tr>
<td>children, youth, seniors</td>
</tr>
<tr>
<td>Health</td>
</tr>
<tr>
<td>mental health, addictions, disabilities, physical health, trauma</td>
</tr>
<tr>
<td>System Interactions</td>
</tr>
<tr>
<td>correctional system, child intervention services, domestic violence, health, mental health, addictions</td>
</tr>
</tbody>
</table>
It is important to highlight that these dimensions have structural and individual manifestations: the reasons Indigenous Peoples experience core housing need and homelessness in a disproportionate manner are systemic, even though these play out in distinct ways at the individual levels. Similarly, domestic violence and poverty among women, or experiences of abuse among youth, are grounded in broader social dynamics that must be challenged at the system level to truly prevent and end homelessness. Yet we cannot underestimate the resilience of individuals and families in this process to challenge structural forces in their daily lives; this resilience must be recognized and supported in policy and practice.

**INDIGENOUS PEOPLES**

The over-representation of Indigenous Peoples in the population experiencing homelessness remains an ongoing concern. While 2.8% of Calgary’s general population self-identified as Aboriginal according the Statistics Canada’s National Household Survey (2011), 32% of surveyed participants (437) self-identified as Aboriginal in the 2014 Homeless Count. Looking at administrative data, the Count enumerated 21.1% people as Aboriginal.

The over-representation of Indigenous Peoples is even more evident in family shelters where almost 50% self-identified as Aboriginal. Indigenous Peoples are also overrepresented among rough sleepers and individuals experiencing chronic homelessness.

It is important to highlight that the sense of being homeless can be experienced from diverse perspectives: cultural, spiritual, or emotional. It is more than a loss of housing. The impact of colonization, residential schooling, intergenerational trauma, and ongoing discrimination and racism in Canadian society has contributed to the ongoing systematic marginalization of Indigenous Peoples. This is particularly evident in the higher-than-average proportion of Indigenous Peoples experiencing poverty, violence, core housing need, low educational attainment, and poor access to services and housing. As Indigenous Peoples move into cities from reserves, their settlement and cultural reconnection needs must be addressed, along with the jurisdictional vacuums that impact their significantly reduced access to basic services both on and off-reserve.

**WOMEN**

Women require specific attention due to gender-related histories of exploitation, violence and victimization. Women face the ongoing and systematic gender effects that lead to a higher likelihood of experiencing poverty and low income.

Notably, women are likelier to be less visible in their experiences of homelessness – they are relatively under-represented in homeless counts at about 25% of those enumerated. However, it is of importance to highlight their experience of housing instability – whether couch surfing, living in unaffordable or inappropriate housing, or unsafe situations. Often, lone-parent households led by women have to manage housing instability with limited incomes and the need to balance childcare needs.
There is a connection between domestic violence and homelessness. The exploitation of girls and women remains a reality in our community, as does their disproportionate experience of gender-based violence.

“Women who experience violence and who live in poverty, are often forced to choose between abusive relationships and homelessness. Young people that are victims of sexual, physical or psychological abuse often become homeless. As well, seniors that are experiencing abuse and neglect are increasingly at risk of homelessness.”

A report by the YWCA of Canada states that Housing First can and does work for many women. However, due to the high rates of violence, exploitation and victimization, there is a need for short-term supportive housing options as well. The report also notes that care for women must be trauma-informed. Staff and landlords must be adequately trained on the effects of violence. Supports for women must address the multiple and varied causes of their trauma and be delivered as ‘women-only’ or ‘girl-only’ programming and supports. Safety from abusive partners and predators is a key consideration.

**FAMILIES**

Though most people who experience homelessness present as single, the proportion of families enumerated in homeless counts has increased significantly. A total of 211 families were enumerated in the October 2014 Homeless Count – representing an increase of 11% since the 2008 count (190 families).

Data from the two family shelters Brenda’s House and Inn from the Cold sheds further light on family homelessness. About one third of the families were very new to Calgary: 35% (104) had arrived within the last 3 months. Data from 2012-14 showed the following patterns for the 569 unique families who used these two shelters over that period:

- 401 families (70%) had transitional shelter stays averaging one month
- 45 families (8%) had episodic shelter stays of approximately 3 months, over two separate episodes
- 123 families (22%) had chronic shelter stays of approximately 5 months

Notably, data from this period suggests that almost half (47%) of the families were Aboriginal and a notable percentage (22%) were visible minorities and immigrants.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Immigration Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal: 268 (47%)</td>
<td>Canadian Citizen: 432 (76%)</td>
</tr>
<tr>
<td>African/ Caribbean: 123 (22%)</td>
<td>Permanent Resident: 60 (11%)</td>
</tr>
<tr>
<td>Caucasian: 120 (21%)</td>
<td>Refugee Claimant: 27 (5%)</td>
</tr>
<tr>
<td>Other: 58 (10%)</td>
<td>Refugee: 16 (3%)</td>
</tr>
</tbody>
</table>
The challenges families face are unique for a number of reasons: the presence of children impacts their housing and support needs, and may even be a barrier to accessing housing due to discrimination in the rental market. The units needed to accommodate families are scarce – particularly affordable units that can accommodate larger families. When family members have complex needs, supports are also needed and are difficult to secure to help stabilize them long-term.

As many families are Aboriginal, the systemic issues impacting Indigenous Peoples come into play to add another dimension to their experiences as well. Immigrant families are also over-represented as compared to immigration rates among the entire homeless population; they have unique resettlement needs, linguistic and legal barriers, and face discrimination in the housing and labour markets as well.

**YOUTH (UP TO 24 YEARS)**

Youth experience homelessness in distinct ways; they are often less visible on the street, and more likely to couch surf. Youth are reported to be homeless often as result of abuse in the home, which leads to notable movement and transience as they seek a safe place to live outside their familial home.

Notably, the 2014 Homeless Count showed that about 39% of those surveyed reported their first experience before the age of 24; in fact, 25% had reported becoming homeless before the age of 18. About 28% of the surveyed population consisted of children and youth up to the age of 24 in the 2014 Homeless Count. Administrative data about age ranges shows a somewhat lower rate of about 19.8% of enumerated individuals being under 24 years old in the 2014 Homeless Count.

Youth are extremely vulnerable because they are at an early life-stage, still developing cognitively and socially and often dealing with life-altering events such as recent trauma and/or violence. Youth homelessness exists within a broad and complex spectrum of circumstances. Youth experiencing homelessness are precariously housed; couch surfing, staying in youth and adult shelters, sleeping rough and are often discharged into homelessness from public institutions and systems, including child intervention and foster care.

With respect to Indigenous youth, the interrelated issues of poverty, domestic, violence, trauma and abuse and ongoing discrimination and lack of cultural connections further exacerbate the experience of housing stress.

A lack of knowledge related to the experiences of lesbian, gay, bisexual, transgender, transsexual, queer, questioning, and 2-spirited (LGBTQ2) youth who experience homelessness is a critical challenge across Canada. LGBTQ2 youth experience the additional layer of challenges faced by those with sexual orientations and gender identities that are different from the mainstream. LGBTQ2 youth are over-represented among the population of youth experiencing homelessness as a result of homophobia and transphobia in the home and across the service and housing systems.26
IMMIGRANTS

Immigrants are not often recognized as a group requiring specific attention within homelessness strategies, however about 18% of the surveyed population (437) in the October 2014 Homeless Count self-identified as having been born outside Canada. This is about 6.2% lower than the general population in Calgary reported in the 2011 NHS, however still a significant portion of the surveyed population. This becomes even more evident when we look at family shelter data closer, as about 20% of households were born outside Canada.

This is also notably higher than the rate reported in Edmonton during the October 2014 count of 9%. The Hidden in Plain Sight (2008) report showed that a high level of housing instability and hidden homelessness was experienced by newcomers to Calgary and that specific actions were needed to develop targeted service, housing and policy responses moving forward. This is particularly critical given the ongoing reliance on immigration for Canada’s population growth and the shift in federal policy towards foreign workers, who face unique housing challenges from a legal perspective as well.

Given reports of housing stress for newcomers and the presence of immigrants in the population experiencing homelessness, further analysis of the causes of housing stress is needed, particularly in light of jurisdictional issues. The development of responses to this group will have to account for the cultural and linguistic factors in program and policy design, particularly with respect to immigrant and refugee women and children fleeing violence. There is a need to develop a comprehensive response in concert with government, and particularly with the federal ministry responsible for immigration and settlement, that accounts for housing instability among this group as part of broader economic strategies.

MIGRANTS

We see a considerable level of mobility among the population experiencing homelessness surveyed as well – about 18% reported being new to Calgary within the past year, during the 2014 Point in Time Count. This is notably higher than the general population, in which about 6% reported to have moved from outside Calgary within the last year in the 2011 National Household Survey (NHS).

This is further confirmed by data from the family shelters from April 1, 2013 – March 31, 2014 at Brenda’s House and Inn from the Cold, where 104 families (35%) had arrived in Calgary in the past 3 months alone. This data is telling us that in-flow into the Calgary homeless-serving system is significant and must be accounted for in the Plan. Given the high number of migrants in our family shelters, we have to consider the issue of family homelessness as a regional challenge.
SENIORS

About 3.4% of those enumerated during the 2014 Homeless Count were reported to be over the age of 65 (using administrative data). Though visible senior’s homelessness is rare compared to other groups, this population is becoming increasingly vulnerable. The aging population’s increasing accessibility needs impacts their ability to remain in their homes. Seniors’ housing stability is impacted by limited incomes, as well as the need for residence modifications to accommodate for decreased mobility.

We know that a sizeable part of the population experiencing homelessness is approaching their senior years as well, in tandem with the general population. About 13% of those who were surveyed in the 2014 Homeless Count were in the 55-65 age group; the administrative age ranges in the Count suggest about 36% of individuals were in the 45-64 age range. Given the health issues faced by those experiencing homelessness, we can anticipate an increased need for accessible, affordable housing as well. This group will also have additional health needs as they age, which will emerge earlier due to experiences of homelessness.

Further analysis of the emerging needs of this population is required to assess the full scope of the issue. In light of the aging population, support and housing options for this population will be increasingly important to mitigate housing instability. The experience of senior’s abuse and its intersection with homelessness and housing instability merits specific attention from a policy and programming perspective.

ACUITY

In order to plan interventions at the policy and program levels, the notion of acuity has been utilized as a means of assessing individual and family needs resulting from the structural dimensions discussed. Acuity refers to the level of complexity of a person’s needs. It is used to determine the appropriate level, intensity and frequency of case managed supports required to help sustainably end a person’s homelessness. This includes systemic issues such as poverty and housing costs, as well as individual risk factors including mental health issues, addictions, social supports, life skills, domestic violence, education, employment, and age.

Using chronicity (or length of stay) and acuity together suggests that homelessness experiences can be plotted on two intersecting axes. The horizontal axis plots chronicity. The further right along the axis, the longer an individual has been homeless; the further left on the axis, the shorter or more transitional the experience of homelessness. The vertical axis plots acuity, where the higher the individual is, the more acute or more high-barrier the individual is; individuals lower on the axis are less acute.
The advantage of this model is that it provides a framework to more accurately and appropriately discuss the variety in patterns of needs among those experiencing homelessness, as compared to traditional models that focused on length of time in homelessness alone. This allows the discussion of solutions related to housing models and program types and to likewise account for the variability in service participant experience and service participant need. Rather than examining the variables of acuity and chronicity in isolation from the other, it frames these as mutually influential and equally relevant variables.

Ending homelessness is best served by a person-centered approach that tailors interventions according to the unique needs of the individual. Furthermore, there are emerging patterns in terms of needs that can help us assess and match individuals and families with supports.

**Projecting Needs**

Using this framework of acuity and homelessness patterns, we estimate the following projections of need and potential growth. These projections assume the status quo approach remains as is for the population experiencing homelessness and those in extreme core housing need.

Note that while we are projecting through to 2018, depending on our capacity to respond as a community, our Plan’s implementation strategy should be adapted on an ongoing basis with updated figures long-term.
Assuming an average growth rate of 2.3% annually, the population experiencing homelessness could grow to almost 20,000 people by 2018 if no additional action is taken. This is simply using a conservative growth projection, lower than what Calgary’s general population saw in 2013 (3.2% growth). The population experiencing chronic and episodic homelessness would reach about 3,200 by 2018, while households at risk would increase above 18,000.

We estimate that in order to end homelessness, we will need to develop housing and supports to serve about 3,200 individuals experiencing chronic and episodic homelessness and about 9,400 households at risk or experiencing transitional homelessness.

We have also estimated the level of acuity among these sub-groups to help us assess the level of need for particular programmatic or housing interventions. While these are estimates based on available data, this breakdown is extremely helpful moving forward to project the number of housing units and program spaces needed to end homelessness.

Simply put, we have to do more if we want to reduce the backlog of unmet needs already in place, while stemming the flow in through targeted prevention efforts. We have to develop interventions to relieve demand, with an eye to the future where an optimized homeless-serving system can be operationalised to keep up with ongoing demand. This means that we will need to ramp up services for the short-term, and be ready to scale back or shift responses according to changing circumstances.
## Calgary’s Updated Plan to End Homelessness: People First in Housing First

### Projected Need vs. Status Quo vs. Target Need

<table>
<thead>
<tr>
<th></th>
<th>Projected Need</th>
<th>Status Quo</th>
<th>Target Need</th>
<th>Acuity Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Chronic Homelessness</strong></td>
<td>365</td>
<td>8</td>
<td>2.3%</td>
<td>373</td>
</tr>
<tr>
<td><strong>Episodic Homelessness</strong></td>
<td>2,555</td>
<td>59</td>
<td>2.3%</td>
<td>2,614</td>
</tr>
<tr>
<td><strong>Transitional Homelessness</strong></td>
<td>15,330</td>
<td>353</td>
<td>2.3%</td>
<td>15,683</td>
</tr>
<tr>
<td><strong>Total Individuals</strong></td>
<td>18,250</td>
<td>420</td>
<td>2.3%</td>
<td>18,670</td>
</tr>
<tr>
<td><strong>Transitional Homelessness</strong></td>
<td>7,665</td>
<td>176.30</td>
<td>2.3%</td>
<td>7,841</td>
</tr>
<tr>
<td><strong>At Risk</strong></td>
<td>16,734</td>
<td>385</td>
<td>2.3%</td>
<td>17,119</td>
</tr>
<tr>
<td><strong>Total Households</strong></td>
<td>24,399</td>
<td>561</td>
<td>2.3%</td>
<td>24,960</td>
</tr>
</tbody>
</table>
Existing Housing First Program Capacity & Performance

The Homeless Management Information System (HMIS) provides us with new and ongoing data on program and system performance that will be used to guide decision-making, highlight gaps, and identify areas of excellence. As CHF-funded programs are currently the only ones fully integrated on HMIS, we are limited by partial visibility of full system performance. What follows is analysis of this part of the broader system of care in Calgary.

In the first six years of the plan, close to 6,000 people have been housed with support. In CHF-funded housing programs, we have HMIS data from 2012 to 2014 that gives us a better sense of how we are collectively performing. The ability to complete such analysis on this massive data set is a major accomplishment for Calgary’s system of care, though more remains to be done in the area of data integration.

<table>
<thead>
<tr>
<th>Number Housed in CHF-funded Programs (2009-14)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-11</td>
</tr>
<tr>
<td>Chronic</td>
</tr>
<tr>
<td>Episodic</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Aboriginal</td>
</tr>
<tr>
<td>Youth</td>
</tr>
<tr>
<td>Family units</td>
</tr>
<tr>
<td>Dependants</td>
</tr>
<tr>
<td><strong>Total housed</strong></td>
</tr>
</tbody>
</table>

2,050 people housed
The table above outlines the population types served, highlighting that 27% of service participants self-identified as Aboriginal, 42% as women and 12% as youth. This suggests housing programs are serving proportionately appropriate number of the priority sub-groups. Notably, all service participants were either classified as chronic (43%) or episodic homeless (55%) at intake, though the percent of chronic was much higher amongst adult and family intakes.

It is important to highlight that most service participants coming into housing programs were not exclusively coming from emergency shelters or sleeping rough. Many were entering from addictions treatment, precarious rental conditions, or correctional and medical facilities. Further, we know that a notable percentage of service participants reported being released from another public system the year prior to intake into housing programs. This means that integration with
these public systems to ensure access to housing and supports upon discharge is essential moving forward.
Looking at program impact, the following chart suggests that about 37% of service participants who exited the program did so for a negative reason. This is a significant issue that requires further investigation and remediation. We must review current approaches and determine a course of action that ensures more service participants experience successful exits from our programs to prevent returns into homelessness. Even more concerning is the relative higher number of negative exits for Aboriginal service participants (47%), families (40%) and youth (39%).

The proposed best practice benchmark for these program types is a minimum of 85% positive housing destination at exit according to the Calgary System Planning Framework (2012). Positive housing outcomes reflect the number of clients who exit the program into permanent stable housing situations. To put Calgary’s results into perspective, Medicine Hat’s Housing First program data from 2009-2013 averaged 74% positive housing outcomes at exit.29
What this data is telling us is that the housing program components of the broader system of care have had considerable impact, yet more needs to be done to improve positive outcomes overall. Unfortunately, the current homeless-serving system is unable to meet the projected demand. Further, the system needs to be enhanced through more housing and support measures. Housing First is part of, but not the only solution to this gap. We will need to address current and increasing demand resulting from population growth, while enhancing the effectiveness of current interventions.

**Responding to the Need for Affordable Housing**

Given the demand for affordable housing, what’s been our capacity to respond? Historically, about 200 rental and ownership units have been added each year to the affordable housing universe by non-market housing providers and private sector partners. The City of Calgary projects needing about 1,200 units per year based on demand, which suggests an effective shortfall of 1,000 units per year, building on an existing shortfall. This projection is expected to remain steady in the coming years.30

To date about 2,728 capital grants for the construction and creation of both affordable and homeless-serving housing units were allocated to Calgary. This represents about 20% of the existing non-market housing rental stock held primarily by Calgary Housing Company and non-profit agencies. While this is a significant increase over a four-year period, only half of these grants are built and on stream and the remaining are still in progress. As well, just over 30% of the grants were designated to build units for housing for the homeless compared with two-thirds of units designated for affordable housing.
The chart below outlines the known affordable rental housing options available in Calgary, including emergency shelters, short term supportive housing, rent supplements and a range of non-market housing units.  

In terms of affordable housing, just to address the needs of those experiencing homelessness and in extreme core housing need, about 27,000 spaces would be needed immediately, mixing rent supports and actual affordable housing stock. This would require an increase to the existing spaces of about 14,000 non-market housing units and an estimated 5,500 rent supplements.  

The estimated need reflects the current gap to house 2,920 individuals experiencing chronic and episodic homelessness and 24,399 households experiencing transitional homelessness or at risk (a total of over 27,000).
Though there is turnover in the non-market housing spaces (about 22% annually), the 4,290 spaces that would open up are competed for by a much larger low income group in Calgary as more than 40,000 households in core housing need are eligible for these units.

Gaps in Homeless-Serving System Capacity

Current system capacity to meet the needs of those experiencing transitional homelessness or who are at risk of homelessness is limited as most housing programs that have come on-stream since 2008 have focused on those experiencing chronic and episodic homelessness. We need to maintain and enhance our capacity to serve those experiencing chronic and episodic homelessness. Moving forward, targeted measures to shorten the time a person or family spends in homelessness and preventing homelessness in the first place will also need to be part of the solution.

If about 3,198 people experiencing chronic and episodic homelessness require supports by 2018, current capacity in existing Housing First programs can serve about 1,534 of these service participants from 2015-2018, based on turnover. That leaves a gap of 1,664 service participants who need supports. We propose a mix of Permanent Supportive Housing place-based and scattered-site programs to meet this need, along with Supportive Housing programming and leveraging rental units in the private and non-market housing sectors.
Similarly, while existing non-market housing and rent supplement are in place, the fact is that there remain households in extreme core housing need – estimated to reach over 18,000 by 2018 – who spend more than 50% of their income on shelter and earn $20,000 or less. There are about 8,395 estimated households who will experience short periods of homelessness by 2018, some of whom may require supports to become stable.

We estimate that approximately 35% of those who experience transitional homelessness and extreme core housing need (at risk) will need to be served in short order with targeted prevention measures, including affordable housing, rent supports, and rapid rehousing/diversion programs. Accounting for growth in these groups, the projected need is about 9,400 households experiencing transitional homelessness or at risk through to 2018. As current affordable housing and rent supplements are already tapped with waitlists above 3,500, we forecast the gap to require additional investments. Addressing these populations requires both programming and housing options.

<table>
<thead>
<tr>
<th>2018 Projected Total</th>
<th>Targeting Goals</th>
<th>Clients to be served by existing capacity (2015-18)</th>
<th>Clients needing to be served by new capacity (2015-18)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Individuals Experiencing Chronic and Episodic Homelessness</strong></td>
<td>3,198 (individuals)</td>
<td>100%</td>
<td>1,534 individuals</td>
</tr>
<tr>
<td><strong>Households At Risk/ Experiencing Transitional Homelessness</strong></td>
<td>26,122 (households)</td>
<td>35% – those with higher acuity</td>
<td>None</td>
</tr>
</tbody>
</table>
PLAN PRIORITY DIRECTIONS

Through the community consultation and analysis process, four priority directions emerged as critical to ending homelessness in Calgary. In addition, Collective Leadership and the role of community in developing Action Plans based on the 14 identified actions proposed, were identified as guiding principles informing every aspect of the Plan and its implementation.

Under the guiding principle of Collective Leadership are the four priority directions:

- Prevention & Integration
- Housing & Supports
- Coordination & Optimization
- People, Policy & Resources

These priorities are inter-related and mutually reinforcing through the 14 key actions outlined subsequently.
Catalyzing Collective Leadership of the Plan

Calgarians step up to the plate to help neighbours in need – we witnessed this in spades during the devastating floods of 2013. Every day, Calgarians lend a hand, donate, and speak up for social causes, including affordable housing and homelessness. Without this type of engagement and support, the vision of ending homelessness would remain beyond reach.

We need Calgarians to stand behind the Plan now more than ever. We live in a city that serves as a key economic engine for this country, which provides us with opportunities to build a better community for everyone. Yet, we know that prosperity is experienced unevenly among our citizens. Similarly, we have to collectively grapple with the impacts of our resource-based economy, with its boom and bust extremes.

A prosperous community where every member has the opportunity to meet their basic needs and meaningfully contribute will create a better Calgary for all from an individual, family and community perspective – but also from an economic one.

A city that takes care of its most vulnerable has the capacity to move interventions upstream and tackle social issues from a preventative rather than reactive perspective. In this city, citizens recognize affordable housing as part and parcel of inclusive neighbourhoods, where concentrated poverty does not exist.

For Calgary to become this city, we all have to do our part as individuals, groups, and systems. This Plan is a call to community ownership and co-leadership to end homelessness. Whether we belong to the service provider community, government, the private sector, academia, media, the faith community, have lived experience, or are members of the public – we all truly have a role to play to ensure our vision becomes our reality. Success is inevitable if everyone does their part.

Moving Upstream through Prevention & Integration

Though a more effective homeless-serving system is an important part of the solution, to enable a true and sustained end to homelessness, we have to meaningfully move upstream through strategic prevention work. This is an inherently difficult task simply because it is challenging to target intervention to at-risk groups in practice: they are often tough to reach and research has yet to develop reliable screening tools to target resources to those most in need. More so, research remains unclear on what interventions work best on the prevention front.

We know that at a high level, more affordable housing and better access to effective and sustainable supports for mental health and addictions, income assistance, family violence, trauma etc. will make a difference, but best practices are still emerging in this area.
At this point, we need to distinguish between types of prevention as we move forward.

<table>
<thead>
<tr>
<th>Prevention Type</th>
<th>Focus</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Prevention</td>
<td>Interventions that seek to reduce the risk of homelessness among the general population targeting those housed in an effort to prevent new cases of homelessness. Measures involve broad housing policies including supply, accessibility, and affordability, as well as income supports, housing benefits and employment services.</td>
</tr>
<tr>
<td>Secondary Prevention</td>
<td>Activities that seek to identify and address conditions related to vulnerability and homelessness at their earliest stages, such as shelter entry. This includes people leaving institutional care or those in crisis situations which are likely to impact risk of homelessness, including eviction or relationship breakdown. Interventions tend to reduce the total number of people affected by homelessness at any one time, though they do not reduce the number of new cases of homelessness.</td>
</tr>
<tr>
<td>Tertiary Prevention</td>
<td>Interventions that attempt to slow the progress of or mitigate the negative effects of homelessness once it is being experienced, targeting those who have been homeless for some time. Initiatives focus on harm reduction to minimize repeated homelessness or return to homelessness once housing has been accessed.</td>
</tr>
</tbody>
</table>

While we can focus on ending long-term homelessness amongst those experiencing chronic and episodic homelessness, we must enhance the system of care to efficiently house those at imminent risk or who experience short-term homelessness as well.

Much more can be done to develop effective strategies on the primary prevention side to stem the flow of new cases of homelessness in the first place. This includes the development of more affordable housing and changing policies to ensure vulnerable groups, such as youth leaving care, are not discharged into homelessness.

Beyond direct prevention services, the homeless-serving system needs the support of other systems to move upstream. Work in partnership with key systems (health, corrections, child intervention services, etc.) to align homeless programs to mitigate homelessness risk for key populations are critical. Further, broad policy initiatives to increase affordable housing stock, rent subsidies and poverty reduction measures can alleviate risk among a broader population.

We know that those experiencing housing instability often face a multitude of challenges – including mental health issues, addictions, domestic violence, limited education, barriers to employment, and involvement with multiple systems like child intervention and corrections.

The following systems, which include both government (federal, provincial, territorial, and Aboriginal) as well as service delivery arms through public, private and non-profit sectors are key in integration work to move the prevention of homelessness upstream.
When these systems are truly integrated and working together on collective goals, service participant-level outcomes improve. To end homelessness, building integrated service delivery and planning approaches makes sense from an individual, or family, community, and system perspective.

**Increasing Housing & Supports and Affordable Housing Options**

While housing alone cannot end homelessness, we know it is an integral piece of the puzzle. Calgary has been facing an ongoing need for affordable housing as purpose-built rental stock continues to shrink in the face of population growth.

The City of Calgary estimates that by 2018, 86,832 households will be in need of affordable housing. Our analysis shows that about 15,000 households are facing extreme core housing need; with no additional interventions, this population is estimated to reach 18,000 by 2018 as Calgary continues to grow. In the immediate term (through 2018), we need to have adequate affordable housing options in place to assist 9,400 households experiencing transitional homelessness or at
imminent risk of homelessness due to extreme core housing need, and about 3,200 individuals experiencing chronic and episodic homelessness.

Despite population growth, purpose-built affordable rental stock has not kept up with demand. Frankly, when it comes to the housing needs of low income, vulnerable populations, neither government, non-market housing or market housing sectors have met demand. We have to accept ownership of the issue and we have to do better.

Housing and programming that addresses the needs of higher acuity service participants as well as general affordable housing are needed and must be developed through non-profit and private sector means. It is important to note that policy changes and funding will be required to address this gap across all levels of government.

**Expanding Coordination & Optimization through Enhancements to the Homeless-Serving System of Care**

A key accomplishment of the Plan to date has been articulating a system planning framework based upon a person-centered philosophy.

In the initial phases of the Plan, community partners looked to Housing First as a guiding philosophy for program development. The basic idea behind Housing First is simple: provide a person experiencing homelessness with housing, and then offer them supports to address other issues they may be facing. Rather than requiring someone to prove their worthiness for housing, such as being sober, or getting job, etc., Housing First considers access to housing a basic human right.

While Housing First, as an approach and specific type of program intervention, is a critical part of efforts to address homelessness, we need a guiding philosophy that can be applied strategically across the homeless-serving system to tie in all its key elements. This is essential to making a sustained impact on homelessness. Housing First is a belief that all people deserve housing and anyone can be supported into housing directly from homelessness regardless of the level or intensity of individual and structural issues that led to their homeless state. Other barriers, illnesses or challenges can be addressed once a person has been housed. Housing First can be embedded across the homeless-serving system, where each service or agency uses Housing First in support of the larger system of services for people experiencing homelessness.

An important lesson learned over the past seven years is that in order to end homelessness, these various components must work in concert towards common goals, using consistent processes and measures. Otherwise, a fragmented approach risks duplicating efforts and undermining the value of the collective effort by working at cross-purposes.

We have made considerable progress already to bring together a coordinated approach to homelessness, as evidenced by the work of the Calgary Action Committee on Housing and Homelessness and its sectors. However, we also know that more can be done on this front.

No one service or housing component can solve homelessness on its own – they work as an interrelated whole with common aims and processes.
The following are the key building blocks in the Calgary homeless-serving system, including a mix of housing and service components. Note that diverse funders and over 130 agencies are involved in delivering services within the homeless-serving system. Currently, not all components are fully integrated into the system. To fully achieve this, considerable change at the service provider, funder, and policy levels is needed.

See Glossary of Terms for information about different program types, and the Systems Planning Framework for the outline of the Calgary System of Care.

People, Policy & Resources put people first

In our evolution as a community, we are learning more and more that a person-centred approach is crucial to success – the Housing First approach is at its core person-centered. We have to build services, housing, systems of care and policy based on what’s best for those we serve. We recognize and build on strengths and respect choice. Housing First remains a critical part of our collective effort – and by broadening its scope, our system of care can develop a “People First” approach to service planning and delivery moving forward as we move into enhanced integration with other areas, including poverty reduction, justice and corrections, health etc. The person-centered approach should be a guiding common philosophy across services in these diverse systems.

By building a homeless-serving system of care for people first, we aim to organize and deliver services, housing, and programs in alignment with homelessness reduction goals. Rather than
relying on an organization-by-organization, or program-by-program approach, system planning aims to develop a framework for the delivery of initiatives in a purposeful and strategic manner for a collective group of stakeholders.

To ‘turn off the tap’ into homelessness, a coordinated effort among the service delivery agencies and government departments involved in these areas is critical. A targeted prevention approach will identify those at greatest risk and best match them with appropriate resources. This has implications for government and the non-profit agencies involved who must collectively recognize that in order to be part of the solution, they will have to rethink significant aspects of their approach to service delivery, policy development and implementation.

Plan Actions

Collective Leadership is integral to moving forward to 2018 and beyond.

Collective Leadership entails everyone taking responsibility for their role in ending homelessness, and working collaboratively with community, government, the private sector, academia, media, faith community, service providers, those with lived experience and members of the public to lead, engage and transform our community.

Within each of the Priority Directions noted in the Plan, there are inter-relationships and dependencies between the 14 key actions. These key actions can also be grouped under Priority Directions and are outlined on the following page.
COLLECTIVE LEADERSHIP

Said simply, problems held in common will require solutions developed and agreed on in common.

*Eric Lowitt, The Collaboration Economy*

**Prevention & Integration**
1. Assist 9,400 households at risk or experiencing transitional homelessness.
2. Mobilize research and knowledge to prevent and end homelessness.
3. Explore regional integration options to respond to migration pressures.

**Housing & Supports**
5. Develop a non-market housing real estate strategy to address Calgary’s affordable housing gap.
6. Enhance housing options for low income Calgarians.

**Coordination & Optimization**
7. Integrate service delivery and planning across systems.
8. Advance the homeless-serving system planning approach.
9. Optimize the role of emergency shelters.
10. Revision social service and housing delivery at the community level.

**People, Policy & Resources**
11. Apply a person-centered approach to the implementation of the Plan.
13. Coordinate policy and funding across government.
14. Empower Calgarians in the movement to end homelessness.
PREVENTION & INTEGRATION

1. Assist 9,400 households at risk or experiencing transitional homelessness.

While we know we have the most pressure on our system from those experiencing long term chronic and episodic homelessness, we need to begin working with all populations. This means we begin now to enhance such measures given the time we know is needed getting such programs set up to hit the ground running when we are ready to move upstream.

To enhance our response from the prevention lens, we need to develop targeted diversion and eviction prevention supports within our homeless-serving system. These services are particularly targeted at those at high risk of becoming homeless, and require concerted targeting and assessment to ensure effective use of resources.

The homeless-serving system’s role in prevention varies according to the type of prevention service in question. Key providers can work to prevent evictions and stabilize those at imminent risk for homelessness using supports and connecting program participants to financial assistance. Diversion services can help people who approach the shelter system to get back into housing rather than enter shelter. Moving forward, we need to explore how best to deliver such prevention services in the homeless-serving system in a coordinated fashion, leveraging HMIS and Coordinated Access and Assessment.

Similarly, we need options for those who are experiencing their first episode of homelessness and require assistance to quickly exit shelter or rough sleeping. Rapid rehousing programs tailored to lower acuity groups will be essential to ensure time spent in homelessness is as short as possible and individuals and families are supported to access appropriate housing.

Not all who experience homelessness require supports; in fact, most find a way out on their own after relatively short periods of housing instability. This is why we need a coordinated approach to target those with higher needs with limited resources. We will need to develop streamlined and consistent processes to place priority populations into these affordable housing options.

Units will also have to be tailored to subpopulation according to need at the building, location, and unit configuration levels. For example, we need to ensure that construction for families experiencing chronic homelessness account for the over-representation of Indigenous Peoples and the migration patterns that bring extended families into the city. Similarly, units need to account for actual family configuration of large or multi-generational or extended families.

We need to ensure units built are developed with accessibility in mind given the health needs those experiencing long-term homelessness, who are experiencing the effects of aging sooner than housed Calgarians. Youth’s housing needs are vastly different from those of single adults; we need to ensure our stock is flexible and responsive to population and individual needs to the best of our abilities. Women and children fleeing violence will have requirements around safety that must be accounted for in the development of housing and support options.
We estimate that in order to meet demand for targeted homeless prevention and rapid rehousing services for such populations, we will need capacity to serve about 9,400 households experiencing transitional homelessness or at risk of homelessness. This includes a number of measures including new affordable housing, rent supplements, and rapid rehousing/shelter diversion supports.

It is important to note that individuals who experience transitional homelessness often go in and out of various housing situations and emergency shelter. Thus, there is likely considerable overlap between them and the at risk population. This is why we are looking at serving these groups in an integrated fashion, as they generally benefit from similar interventions. This requires appropriate targeting and program matching. For those who need assistance beyond affordable housing or rent supplements, rapid rehousing and diversion programs can provide short-term case management support to help stabilise and connect people with community and mainstream supports.

<p>| Measures needed to assist 9,400 households at risk/experiencing transitional homelessness |
|-----------------------------------------------|-----------------------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|</p>
<table>
<thead>
<tr>
<th>Program Type</th>
<th>Housing Type</th>
<th>Program Spaces/Housing Units</th>
<th>Number of Households Served in New &amp; Existing Program Spaces 2015-18</th>
<th>New Investment Needed 2015-18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Affordable Housing</td>
<td>Place-Based (new capital)</td>
<td>765</td>
<td>1,000</td>
<td>$5,661,327</td>
</tr>
<tr>
<td>Rent Supports</td>
<td>Scattered-site (rental market)</td>
<td>3,515</td>
<td>5,234</td>
<td>55,455,524</td>
</tr>
<tr>
<td>Diversion/Rapid Rehousing</td>
<td>Scattered-site (rental market)</td>
<td>925</td>
<td>4,768</td>
<td>24,597,680</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>5,205</strong></td>
<td><strong>11,001</strong></td>
<td><strong>$85,714,531</strong></td>
</tr>
</tbody>
</table>

In terms of additional investment needed, about $85 million is required to support operations in the new programs over the 2015-18 period. New investment for programmatic interventions to operate these units and to fund additional rent supplements and rapid rehousing/diversion interventions is required.

In terms of capital, 70% of capital funds needed for the Affordable Housing spaces has already been allocated for some of the units, while the remainder is planned to be fundraised through various initiatives, such as RESOLVE. Some units would need both fundraising and government funding.
The rationale for the proposed ratio of rent supports to new affordable housing capital is based on several factors. Firstly, most of the proposed units have provincial grants committed and/or are part of the planned stock through the RESOLVE Campaign, which means assuming these units will be coming on-stream by 2018 is realistic. However, we know that 765 units will only scratch the surface of need given the number of households in extreme core housing need and experiencing transitional homelessness.

Ultimately, more affordable housing will be needed to meet this demand – however, we know it takes considerable time to plan, build, and open new units for operation. It is also important to recognize that many at risk and transitionally homeless households are already engaged in the rental market, albeit they are struggling to meet housing costs – particularly those in extreme core housing need. This is why a combination of rent supplements and new affordable housing is important to provide choice to clients and leverage the broader rental market.

While we propose addressing the needs of these groups via rent supplements primarily between now and 2018, we recognize that longer term, it may be more effective and cost-efficient to shift resources into capital for affordable housing.

The breakdown of rent supplement versus capital for housing may shift over time as efficiencies of scale are realized in the non-market housing sector, or private sector creation of rental stock increases. Our ask is that the Provincial Housing Strategy led by the Minister of Seniors consider how best to address the affordability gap in Calgary for households at risk and/or experiencing transitional homelessness, while ensuring rent supplements are available immediately to address the need in the short-term.

We also anticipate that some units and program funding could be freed up once the backlog of individuals experiencing chronic and episodic homelessness is resolved. In this case, units could be repurposed as affordable housing, pending future need. The projected costs saved from scaling down operations of these units to affordable housing could also be re-allocated to prevention measures or rent supports.
**Action 1 Summary**

Assist 9,400 households at risk or experiencing transitional homelessness.

- Enhance the current homeless-serving system and respond to immediate affordable housing gap by 2018 through:
  - Developing 765 Affordable Housing units.
  - Providing 5,234 households with rent supports.
  - Providing 4,768 households with access to Diversion/ Rapid Rehousing programs.
- Secure $86 million to support additional operations cost for proposed program spaces and rent supports.
- Secure $73 million to support additional capital cost for proposed 765 units of Affordable Housing.
- Beyond 2018, address lack of affordable rental housing with purpose-built stock and balance use of rent supports in private market with new non-market housing capital.

**Total New Costs of Proposed Measures**

If we account the full costs of implementation, the measures proposed are estimated at $406 million. However, a notable portion of the capital costs have already been allocated through provincial sources, financing, or fundraising. As a result, the proposed measures require an additional **$290 million**: about $154 million in new program operations and about $136 million for capital.

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operations</td>
<td>$8,734,909</td>
<td>$29,145,521</td>
<td>$50,416,163</td>
<td>$65,320,529</td>
<td>$153,617,123</td>
</tr>
<tr>
<td>Capital</td>
<td>$5,121,988</td>
<td>$35,136,837</td>
<td>$42,512,500</td>
<td>$53,268,675</td>
<td>$136,040,000</td>
</tr>
<tr>
<td><strong>Total New Costs</strong></td>
<td><strong>$13,856,897</strong></td>
<td><strong>$64,282,358</strong></td>
<td><strong>$92,928,663</strong></td>
<td><strong>$118,589,204</strong></td>
<td><strong>$289,657,123</strong></td>
</tr>
</tbody>
</table>

The total new cost to government and community from 2015-2018 is broken down below. Funds would be needed from across different levels of government and ministries/departments, supplemented by philanthropic contributions, local non-government funders, and innovative financing such as social impact bonds.

<table>
<thead>
<tr>
<th></th>
<th>Government</th>
<th>Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operations</td>
<td>$153,617,123</td>
<td>$</td>
</tr>
<tr>
<td>Capital</td>
<td>88,046,000</td>
<td>47,994,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$241,663,123</strong></td>
<td><strong>$47,994,000</strong></td>
</tr>
</tbody>
</table>

Using data from 861 Housing First service participants’ cost avoidance analysis with health and corrections system interactions, we estimate that the realized cost savings from serving proposed population experiencing chronic and episodic homelessness would offset the total overall costs of
the proposed measures over the four years to approximately **$150 million**. This includes the full cost of the proposed housing rather than just new allocations for capital needed. This calculation is outlined in more detail in the Implementation Scenarios section.35

We do not have data to project the cost savings realized through the prevention and affordable housing measures proposed for lower acuity populations. We know that the social return on investment can be significant when we consider the long term effects of such measures on education, labour market participation, interactions with public systems, productivity and life expectancy.

2. **Mobilize research and knowledge to prevent and end homelessness.**

Calgary is a recognized national leader in research focused on ending homelessness. Our city was the first to develop a Research Agenda and Network to bring together academia, service providers and government to address common priority research questions in support of the Plan.

Calgary is part of a strong network working to mobilize research to end homelessness nationally through the Canadian Observatory on Homelessness. We are also part of provincial efforts to align data collection and analysis. This includes our work as part of the 7 Cities on Housing and Homelessness to harmonize homeless counts across the province: a first in Canada. We will look to expand such opportunities for cross-community research efforts to explore common research priorities together. Through the work of the Interagency Council on Homelessness, we will contribute to provincial research efforts to support our local Plan within its provincial counterpart.

We will re-launch the Calgary Research Agenda to End Homelessness in alignment with the provincial Housing and Homelessness Research Strategy for Alberta and the priorities of the Canadian Observatory on Homelessness. We see considerable opportunity in leveraging the data already being collected locally, particularly HMIS, and will continue to build on existing efforts and partnerships to inform our ongoing efforts to implement the Plan.

Our goal first and foremost will be to leverage research to support the Calgary Plan. This includes tackling research issues that have direct bearing on our ability to realise our Plan priorities. This Plan highlights a number of research areas that will need the support of our academic, government and community-based research partners. In particular, these research areas emerged during the development of this Plan, and could be considered in a revised Research Agenda:

- Better understanding of the effectiveness of Housing First interventions for key populations and findings ways to improve housing stability long-term to enhance positive outcomes.
- Enhancing our analysis of key assumptions driving the Plan, particularly the breakdown of chronic, episodic, transitional homelessness and at risk groups and their particular drivers.
- Developing a regionalized approach to ending homelessness that probes the role of migration, rural homelessness, domestic violence, and homelessness amongst Indigenous peoples in particular.
- Refining understandings of prevention models to maximize impact through evidence-based targeting.
Calgary’s Updated Plan to End Homelessness:
People First in Housing First

- Tailoring housing and program interventions for key sub-populations, including youth, Indigenous Peoples, those with complex needs, women, migrants, families, youth, newcomers, and seniors.
- Probing community-based system integration options at the service and policy levels to support an end to homelessness and prevention of it in the first place.
- Understanding the social return on investment for ending homelessness from a long-term perspective.
- Improving capacity to deliver effective affordable housing operations across the social sector and developing effective mechanisms to increase affordable stock in the private market.
- Continuing to align data collection with provincial and national partners to support the broader movement to end homelessness.
- Supporting innovative knowledge mobilization efforts to rapidly translate evidence into practice.
- Merging data sets to track system performance within the homeless-serving system and across systems, including health, corrections, child intervention, etc.
- Quality assurance and improvement through performance tracking of programs to support strength-based learning and enhanced outcomes.

Calgary researchers will continue to be leaders in knowledge mobilization efforts through national, provincial and local research networks facilitated by the Homeless Hub. We will work to expand the impact research makes by ensuring our work seeks to answer relevant questions with results that move solutions forward in a timely manner that is easily translated into policy and practice.

Calgary has made tremendous strides in ensuring research is embedded into its strategy development and system planning approach. We will not only continue to refine our approach based on implementation learnings, but also commit to sharing our challenges and successes with other communities across Canada. This contribution to the body of knowledge on homelessness is essential to ensuring that our collective learning continues to drive towards ending homelessness beyond Calgary.
**Action 2 Summary**

**Mobilize research and knowledge to prevent and end homelessness.**

- Leverage research to support the Plan and refine our approach based on implementation learnings.
- Tackle research issues that have direct bearing on our ability to realize Plan priorities through an updated Calgary Research Agenda to End Homelessness.
- Expand the impact research makes on policy and practice through targeted knowledge mobilization efforts.
- Enhance system performance measurement and quality assurance measures within the homeless-serving system and across systems to improve outcomes.
- Contribute to the broader body of knowledge on homelessness and share learnings with other communities.

**3. Explore regional integration options to respond to migration pressures.**

Increasingly, there is recognition that homelessness in urban centres is intimately connected with migration patterns, particularly from smaller, proximal centres. In Alberta, a recent study on rural homelessness identified a significant reported incidence of housing instability and migration to seek supports.36

Data clearly shows that Calgary services do indeed provide supports to in-migrating service participants from nearby centres, as well as from other communities outside Alberta and Canada. Moving forward, the development of a regional framework for system planning is required to truly end and prevent homelessness in Calgary. To fully implement a regional approach, coordination infrastructure must be developed to enable system planning and integrated service delivery across regions in an intentional manner.

We must consider the question of regionalization and homelessness as a critical priority in conversations across the province and nation regarding social and economic prosperity. Given the high rate of migration among the population experiencing homelessness in Calgary – about 3 times that of the average population – we clearly need to address social needs related to migration as part of our overall economic growth strategy. When we call for workers to come to Calgary and Alberta, we are also calling to those who may need supports in their settlement.

We need to be cognizant that the presence of diverse services in Calgary may attract those who cannot access them elsewhere. This is not a ‘problem’ per se: it’s the reality of a major urban centre that acts as the service catchment area for broader regions. In fact, in many ways it makes sense from an economies-of-scale perspective that we have urban centres where we build the hospitals, treatment services, homeless support programs, etc. It certainly wouldn’t make sense to build a homeless-serving facility in a rural community that has four people experiencing homelessness.
However, if we make a decision to place such facilities in urban areas like Calgary, then we need to recognize the role Calgary plays in servicing a much broader catchment area and account for this in our planning, delivery, and funding. We need to recognize Calgary’s role in serving broader regions and managing the impact of migration on the homeless-serving system. We have to come together as government, non-profit, and private sector leaders to develop a planned, intentional approach to managing the inflow of people at risk of or experiencing homelessness into Calgary with our provincial, territorial, Aboriginal and national government partners, as well as the sending communities.

This may mean we resource our response differently and we find alternate solutions. As an example, if as many as 3,300 new migrants pass through our emergency shelter system annually, some may be experiencing homelessness and have relatively low acuity needs. They may be coming to Calgary for work and are struggling to access a decent place to rent. Others may be struggling with complex issues, like addiction and mental health issues and may have experienced homelessness before coming to Calgary.

Are these groups best served by the current emergency shelter system? What are appropriate short-term housing responses to accommodate the low income migrant workers unable to access the rental market?

We also have to tackle the migration question with respect to Indigenous Peoples and immigrants, particularly visible in the family shelter system. About one third of family emergency shelter users reported being new to Calgary in the past 3 months in 2013/14. This means that family shelters are engaged in settlement work at an even higher rate than the singles system. Some of the families coming into this system have high levels of needs and require intensive supports to stabilize. As the Homeless Count also confirms, those with accompanying children had the highest reported rate of migration into Calgary within the past year.

<table>
<thead>
<tr>
<th>Migration among Sub-Groups (2014 Homeless Count, Survey n=437)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-group</td>
</tr>
<tr>
<td>--------------------</td>
</tr>
<tr>
<td>Aboriginal</td>
</tr>
<tr>
<td>Immigrant</td>
</tr>
<tr>
<td>Adults with Children</td>
</tr>
<tr>
<td>All</td>
</tr>
</tbody>
</table>

We must take leadership on the over-representation of Indigenous families and immigrant families in this system. Our federal and provincial partners will be essential to building an effective response; however, many of these families come from communities within our province and from outside Alberta: this means acknowledging that what happens on-reserve and in other communities has an effect on our local trends.

We need to develop a much better understanding these migration drivers and build strategies that account for shifts in real time. In turn, our response-planning must be proactive and have the right
players at the table. We strongly urge key leaders to come together and develop Calgary’s regional homelessness response strategy to address such questions.

**Action 3 Summary**

*Explore regional integration options to respond to migration pressures.*

- Develop a regional framework for system planning responding to homelessness that recognizes migration impacts and Calgary’s role in servicing a broader, regional catchment area.
- Implement a funding and coordination infrastructure that enables integrated planning service delivery across regions.
- Advance an intentional approach on how we manage the impact of at risk individuals and families moving into Calgary with provincial, territorial, Aboriginal, and national government partners, as well as the sending communities.
4. **House 3,200 people experiencing chronic and episodic homelessness.**

Whilst maintaining a focus on a person-centered approach, we have the opportunity to make significant strides in our Plan between now and 2018. Our visibility of system trends and demands is better than ever before: this enables us to effectively target our resources for maximum impact.

We estimate that by focusing resources on those experiencing chronic and episodic homelessness, significant strides can be made. Focusing on housing those experiencing chronic and episodic homelessness – about 3,200 people from 2015-18 – can get us close to the average length of stay of 7 days in emergency shelters originally envisioned in 2008. We estimate our proposed measures would bring average length of stay at emergency shelter down from 26 days to 10 days for adult singles – a 62% reduction. This would also bring down the maximum time anyone spent in shelter by 83% – from 364 days to 63 days during the course of a year.\(^{38}\)

We propose a similar focus on reducing length of stay at family shelters. Focusing on the 291 families who are experiencing chronic and episodic homelessness would bring us to about 14 days on average in a year. See Appendix 4 for more information on these projections.

This does not mean we stop our prevention work or support for other populations; rather, this approach aims to make meaningful system-level progress against our 2018 targets. The value of this strategy lies in its potential to reduce immediate system pressure on our emergency shelters, while providing long-term housing and supports to a population that has been homeless and using shelters for years. This can re-ignite stakeholders and give the system the opportunity to move upstream into prevention if we can resolve the current shelter backlog. To enable this action, our current system will have to continue to maintain and refine prioritization for existing Housing First program spaces towards those with the longest homelessness histories.

We estimate that turnover across Housing First programs will enable us to house a number of these individuals exiting shelter, however, this leaves a shortfall of 1,187 Permanent Supportive Housing program spaces and 432 Supportive Housing program spaces. This projection estimates the inflow of chronic and episodic homeless service participants is approximately 2.3% per year, which means that additional capacity is needed to stem impacts of migration and in-flow into the system.\(^{39}\) Assuming the same turnover rate we see in Housing First programs currently, we estimate new and existing capacity to enable us to serve about 3,200 people from 2015-18. The projection also accounts for rates of return to homelessness for those who need to access the program several times as well.
Calgary’s Updated Plan to End Homelessness: People First in Housing First

Measures needed to house 3,200 people experiencing chronic and episodic homelessness

<table>
<thead>
<tr>
<th>Program Type</th>
<th>Housing Type</th>
<th>New Program/Housing Spaces Needed</th>
<th>Currently Existing Program/Housing Spaces</th>
<th>Number of People Housed in New &amp; Existing Program Spaces from 2015-18</th>
<th>New Investment Needed 2015-18</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Operations</td>
</tr>
<tr>
<td>Permanent Supportive Housing</td>
<td>Place-Based (new capital)</td>
<td>563</td>
<td>265</td>
<td>1,130</td>
<td>$33,708,844</td>
</tr>
<tr>
<td>Permanent Supportive Housing</td>
<td>Scattered-site (rental market)</td>
<td>624</td>
<td>676</td>
<td>1,551</td>
<td>21,259,112</td>
</tr>
<tr>
<td>Supportive Housing</td>
<td>Scattered-site (rental market)</td>
<td>432</td>
<td>885</td>
<td>1,922</td>
<td>12,934,636</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1,619</strong></td>
<td><strong>1,826</strong></td>
<td><strong>4,603</strong></td>
<td><strong>$67,902,592</strong></td>
</tr>
</tbody>
</table>

In terms of additional costs, about $68 million is needed from government to support operations in the new programs over the 2015-18 period. In terms of capital, some of the funds needed for the Permanent Supportive Housing spaces have been allocated by the provincial government already – the RESOLVE Campaign is aiming to raise funds towards new affordable rental as well.

Permanent Supportive Housing capital investments needed to house 3,200 people experiencing chronic and episodic homelessness

<table>
<thead>
<tr>
<th>Funding Sources</th>
<th>New Units</th>
<th>Total Estimated Cost</th>
<th>Outstanding Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial Grants</td>
<td>196</td>
<td>$11,172,000</td>
<td>n/a financing/matching funds in place</td>
</tr>
<tr>
<td>Fundraising &amp; Provincial Grants</td>
<td>50</td>
<td>2,850,000</td>
<td>$ 2,850,000</td>
</tr>
<tr>
<td>Fundraising</td>
<td>317</td>
<td>60,230,000</td>
<td>60,230,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>563</td>
<td><strong>$74,252,000</strong></td>
<td><strong>$63,080,000</strong></td>
</tr>
</tbody>
</table>

The assumptions behind the decision to build stock or use a scattered site approach leveraging market rentals was based on the projected assumption that to serve higher acuity populations with supportive housing models purpose-built for their needs (accessible, programming space on-site, smaller projects, security, etc.) would address the current gap in their housing and support need long-term. The proposed measures would result in a total place-based stock of 828 units, which represents about 24% of the total Housing First capacity to support this population by 2018. The remaining 76% of programming would rely on scattered site models using rental units, which gives us more flexibility to adjust the number of program spaces and service models to respond to changing needs in real time.
Beyond 2018, we believe the proposed place-based stock will give us adequate capacity to meet ongoing new demand from those experiencing chronic and episodic homelessness. We anticipate the inflow for this group to be about 75 people per year (2.3% population growth), which would be absorbed by the available place-based stock and additional scattered site units. Where we are able to shift resources as we reduce the backlog, we would repurpose programs to serve other populations through targeted responses, moving increasingly upstream to stem flows into homelessness. Such repurposed investment would include affordable housing, for example.

**Action 4 Summary**

**House 3,200 people experiencing chronic and episodic homelessness.**

- Enhance the current homeless-serving system through an additional:
  - 563 place-based Permanent Supportive Housing program spaces and units.
  - 624 scattered site Permanent Supportive Housing program spaces.
  - 432 scattered site Supportive Housing program spaces.
- House 3,200 individuals experiencing chronic and episodic homelessness by 2018.
- Secure $68 million to support additional operations cost for proposed program spaces.
- Secure $63 million to support additional capital cost for proposed 563 units of Permanent Supportive Housing.
- Beyond 2018, balance system capacity using scattered site and place based interventions to adjust to meet shifting demands. There is potential to repurpose Permanent Supportive Housing units for general affordable housing or responding to emerging needs for supported living (seniors, families, women fleeing domestic violence).
5. **Develop a non-market housing real estate strategy to address Calgary affordable housing gap.**

The 2011 Survey of Non-Market Rental Housing Survey in Calgary identified that a total of 31 agencies in Calgary operated about 11,800 units of non-market housing to low income Calgarians in 591 sites or projects. About 60% of these units are operated by the Calgary Housing Company. This means that 30 agencies operate the remaining 4,700 units.

Non-market housing, which includes housing operated by non-market providers or government, encompasses housing made affordable through government and non-profit ownership of rental units, and subsidies that allow low income households to access housing in the private market.

We know that efficiencies of scale are gained when housing portfolios reach higher numbers of units. While the diversity of providers doing great work on-the-ground is a critical strength for our community, we have to explore how assets across the non-market housing sector can be better leveraged through collaboration and partnerships.

Calgary’s non-market housing sector should deliver on housing goals using a coordinated approach by developing a locally-driven, comprehensive real estate strategy to leverage existing assets and explore innovative financing mechanisms, such as social impact bonds. The sector needs to work in an integrated and coordinated fashion to better meet the community’s needs. The Plan proposes exploring the creation of a non-market housing real estate strategy to create collective gains.

The non-market housing sector can employ innovative measures leveraging existing assets to address both ongoing operation costs and look to expansion to keep up with local demand. Certain projects may serve a better purpose if sold, freeing up capital to re-invest in more appropriate stock built to modern, accessible, and sustainable standards. Other projects could benefit from densification to maximize available land currently held by the sector. Some providers may opt to amalgamate assets to improve leveraging on a portfolio basis and maximize impact.

In this fashion, we can also leverage emerging opportunities to include the development of mixed use communities, where tenant mix can balance the costs of providing lower rents to non-market housing renters from income generated by market and commercial tenants.

A goal of this effort would be to create stable and long-term revenues to ensure the continued development of affordable housing. There is the opportunity for social finance to bring additional funding models to the table, particularly leveraging affordable housing with social impact bonds. This can significantly increase our capacity to deliver the necessary affordable and supportive housing units.

The ultimate aim of Calgary’s non-market housing system can be to become self-sustaining – creating adequate revenues to ensure operations and capital maintenance costs are met without dependence on ongoing government subsidies. As a social profit venture, social providers can develop affordable housing delivery mechanisms that are socially, financially, and environmentally sustainable. Flexibility, innovation, and local planning and delivery are essential to achieving this social profit bottom line.
Government should also consider the issues posed to the social sector regarding optimization of stock, ownership and operations. How can we deliver a more effective and coordinated response through a shift in roles that better leverages public assets for maximum impact?

All levels of government can assist non-profit agencies develop affordable housing from a policy perspective. This includes making land available, reducing costs to develop projects and eliminating capital gains tax on donations of land and buildings, for example.

### Action 5 Summary

**Develop a non-market housing real estate strategy to address Calgary’s affordable housing gap.**

- Enhance coordination in the non-market sector by developing a locally-driven, comprehensive real estate strategy to leverage existing assets.
- Explore innovative financing models and efficiencies of scale to maximize the impact of the non-market housing sector on ending homelessness.

#### 6. Enhance housing options for low income Calgarians.

The issue of migration relates to the overall pressures low income individuals and families face in the Calgary housing market. CMHC estimates that one in ten households are experiencing core housing need – a total of 40,000 households in Calgary – as result of spending 30% or more on shelter.

The Calgary City Council approved definition of affordable housing is housing that “adequately suits the needs of low- and moderate-income households at costs below those generally found in the Calgary market. It may take a number of forms that exist along a continuum” including various rental options through to entry-level home ownership. Affordable housing is targeted to households with 65 percent or less of the median household income in Calgary. The City of Calgary projects that with a growing population, the affordable housing gap is growing at a rate of approximately 1,000 units annually, building on a substantial current shortfall of units.

Non-market housing refers to housing operated by non-market providers or government. It is inclusive of affordable housing and supportive housing.

Extreme core housing need refers to households who are experiencing a more severe affordability crisis, in which their household income is substantially lower and their housing costs top 50% of shelter spending. There were about 15,600 renter households experiencing extreme core housing need in 2011 who were earning less than $20,000 and spending 50% or more on shelter, increasing every year with population growth to reach a projected 18,000 by 2018. While our proposed actions will assist about one third of those experiencing extreme core housing need by 2018, Calgary’s broader housing affordability issue remains unresolved, including both rental and home ownership.
We have to recognize that the non-market housing sector cannot resolve this issue on our own. While non-market housing providers can certainly do more, we will ultimately need all levels of government and the private sector to do more as well.

Our government partners have to commit funding to address the housing shortages to which the market is not responding – particularly the shortage of low-end of market and affordable housing units for renter households in extreme core housing need. We have outlined some prevention measures to stabilize these households that can make an immediate difference while we work to resolve the lack of affordable rental stock: this means that more rental supplements will be needed to bridge the gap for these households and mitigate homelessness risk.

We will need government to develop coordinated housing responses that align with the goals of the Plan at the municipal, provincial and federal levels. This includes addressing the need for land to develop new units. The Community Affordable Housing Strategy being facilitated by the City of Calgary aims to bring all key stakeholders to the table to address the gap between the demand for affordable housing and the supply. This includes all levels of government, non-profit agencies and the private sector. This strategy must not only identify challenges and opportunities but implement action, with each stakeholder bringing resources, expertise and a sense of urgency to the problem. Leadership from all sectors will be critical to the success of this effort, particularly from The City of Calgary – who is driving this initiative.

The Community Affordable Housing Strategy must be aligned with the goals of the Plan; while affordable housing goals may be broader than those focused on homelessness, an articulation of the alignment between the two initiatives must be made explicit to ensure efforts are harmonized moving forward.

We support the call for federal re-engagement in affordable housing spearheaded by the Canadian Alliance to End Homelessness and Canadian Housing Renewal Association. We also urge the Government of Alberta to commit to addressing affordable housing through a coordinated strategy. Such an approach support local leadership and contribute to community-based planning and delivery for housing options.

The only way Calgary can overcome the affordable housing gap is by meaningfully engaging the private sector. We need to find innovative ways to make building and operating rental stock an attractive investment for the private sector. Government across all levels can do much more in the realm of policy to meaningfully incentivize private sector engagement.

This translates into The City of Calgary introducing meaningful density bonusing and incentives, waiving fees related to permits, and implementing other relaxations that recognize the specific tenant needs of affordable and supportive housing units, such as requirements for parking. Fast tracking applications and development permits should be a top priority given its impact on projects opening doors for both private and non-market housing providers.
The Government of Alberta must evaluate a range of possible incentive programs and develop options that are attractive to the private sector. Amendments to the Municipal Government Act must allow municipalities to adopt inclusionary zoning provisions in Land Use Bylaws. Action on a municipal and provincial basis must come together and inform a national housing strategy led by the Government of Canada.

Private sector partners have been critical to the efforts of the non-profit sector as well. Non-profit agencies developing housing must fundraise for capital projects. Most of the capital grants provided by the Government of Alberta are for 70% of the project, leaving agencies to fundraise 30% of the project cost.

The RESOLVE Campaign has demonstrated the power of non-market housing and private sector housing stakeholders to develop solutions collectively. Calgary’s RESOLVE Campaign is a collaboration among nine partners, raising $120 million from the private sector to build affordable and supporting housing for 3,000 vulnerable and homeless Calgarians. This level of collaboration is a first for Calgary and a first for Canada. RESOLVE is one example of successful fundraising in our community; there are many other efforts underway.

Building on this notion, we can pursue more efficient ways of coordinating access to market rental units as well. This is particularly important considering the ways in which Housing First programs use scattered units in the private rental market for housing. There may be ways in which providers can negotiate with landlords as a broader group, and facilitate the allocation of units more efficiently.

We will continue to rely on our private sector partners to access rental units across Calgary. We applaud the openness of our landlords to work in partnership with service providers to open doors for at risk and previously homeless Calgarians and call on their ongoing leadership in this area.

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**Action 6 Summary**

**Enhance housing options for low income Calgarians.**

- Develop a coordinated housing approach to immediately relieve pressure on 15,600 households in extreme core housing need across government, private and non-market housing sectors.
- Introduce measures to enhance affordable housing options for 40,000 households in core housing need.

**City of Calgary**

- Develop affordable and supportive housing units to address the current gap for 15,600 Calgarian households in extreme core housing need.
- Exempt development/construction permit fees on new affordable housing projects.
- Donate land for affordable housing.
- Introduce more attractive density bonusing or other incentives for the private sector.
- Implement relaxations (for parking) on affordable housing projects.
- Fast-track applications on affordable housing.
- Improve secondary suites policy to enhance safety and encourage new units.
Calgary’s Updated Plan to End Homelessness:  
People First in Housing First

**Government of Alberta**
- Develop a provincial housing strategy aligned with the goal of ending homelessness that addresses the current gap for 15,600 Calgarian households in extreme core housing need.
- Dedicate $88 million funding to support the additional 563 units of Permanent Supportive Housing and 765 units of affordable housing needed in the Plan by 2018.
- Develop meaningful incentive programs for the private sector to develop new rental stock.
- Introduce additional rent supplements to assist 5,234 households by 2018.
- Allow municipalities the capacity to implement inclusionary zoning in land use bylaws.
- Donate land for affordable housing projects.

**Government of Canada**
- Develop a national affordable housing strategy that includes dedicated funding to address extreme core housing need with new capital and rent supports.
- Introduce a low income housing tax credit to incent new affordable rental stock.
- Exempt capital gains tax on donations of land.
- Continue funding the Residential Rehabilitation Assistance Program.

**Non-market housing Sector**
- Coordinate access to non-market housing units and rent supports for those in need of affordable housing.
- Donate land/buildings for affordable housing – or repurposes these for enhanced impact.
- Develop a Non-Market Real Estate Strategy.
- Develop and operate additional 563 units of Permanent Supportive Housing and 765 units of affordable housing needed in the Plan by 2018.
- Review current assets and align these with the Plan’s priority directions.

**Private Sector**
- Continue to make rental units available as part of rehousing efforts and work to coordinate access to these with the homeless-serving sector and agencies.
- Develop rental and affordable rental units to address Calgary’s affordable housing gap for over 40,000 households in core housing need.
- Donate resources to support the Plan through the Resolve Campaign – $48 million is needed in capital for the 563 units of Permanent Supportive Housing and 765 units of affordable housing needed in the Plan by 2018.
7. Integrate service delivery and planning across systems.

The notion of integration is about working together to improve results,\(^43\) which can take the form of a collaborative arrangement to coordinate the delivery of services.\(^44\) In a way, the Housing First movement has served as an experiment in system integration: Housing First program staff acted as system navigators to ensure service participants with complex needs had access to the right services from diverse public and non-profit providers, at the right time. This approach has not only proven successful for the homeless-serving system itself, but has reduced costly interactions with other systems as well.

While powerful and effective, Housing First programs will not end homelessness on their own. We need to move our learnings about integrated service delivery upstream within key partner systems. Integrated service delivery and planning with child intervention services, poverty reduction, family violence, health/mental health, affordable housing, corrections, Aboriginal and immigrant settlement sectors and others is essential to preventing and ending homelessness. These systems play a key role in mitigating risk to stem the flow the homeless-serving sector grapples with.

Discharge planning is a form of system integration specific to the transition of service participants’ from one system to another. Key systems identified to have considerable intersection with homeless services include addictions, mental health, health, child intervention, and corrections.

At a minimum level, these systems can begin to shift practice internally to mitigate discharging into homelessness. Already, a city-wide Case Management group exists that could be strengthened to operate as a discharge planning working group. This can enhance coordinated case planning processes to make a notable difference at the service delivery levels. This can be enhanced by training for staff across systems on appropriate procedures to discharge plan in a way that accounts for homelessness risk and the tracking of outcomes to improve the approach.

More so, an integrated approach can work to target rehousing efforts to priority populations identified by various systems, such as those experiencing long term homelessness who also have high corrections, police, and health services involvement. Rather than divesting such complex cases onto the homeless-serving system, integrated service delivery would leverage expertise and resources across partners to deliver an effective collective response.

We must be reasonable and prudent in acknowledging that even if such service-level coordination was achieved, if there is nowhere to house people and no supports, then it will remain a frustrating though well-meaning exercise. It is essential that systems who have a role and stake in homelessness and housing stability are part of the solution from a resourcing perspective.

Collective ownership for discharge and transition planning means that housing service participants who have high medical needs (i.e. requiring specialized care in a facility) means we recognize that we are talking about long-term care housing and supports, not simply about homelessness programs. If we are talking about rehousing a service participant coming out of corrections with
community integration needs, parole requirements, conditions impacting access to housing and employment, etc. – then we are talking about transitional housing and re-integration support for ex-offenders. When we are housing a young person aging out of the care of child intervention services by offering housing and developmental supports, guidance on education and employment – then we are talking about supports for transitions to adulthood.

Resources to serve clients at risk of homelessness or experiencing homelessness should be part-and-parcel of the work of the health, corrections, and child intervention system. The homeless-serving system can be resourced to take pieces of this work on, but it cannot simply replace the role and expertise of any of these systems. It cannot pick up those who fall through the cracks of these public policy and regulatory gaps without asking hard questions about why service participants are facing housing instability in the first place. It can, however, play a critical role in bridging access to essential services for vulnerable populations – for example, by creating service delivery models that bring services to clients or where services are co-located to facilitate access. This is something that the non-profit sector can deliver more effectively and cost-efficiently on behalf of mainstream systems. However, it can only do so with adequate resourcing and collaborating to achieve ongoing system coordination.

This is also why we need other systems to co-own housing and supports as well – health, corrections, child intervention and others can contribute resources to address the needs of complex service participants experiencing homelessness. For instance, Calgary service providers have identified 30-40 very high needs individuals who are in need of long-term care with health supports. This type of facility is extremely costly to operate because of the level of professional care needed, and total cost per service participant cost can be well over $100,000 per year.

The 2014 Speech from the Throne outlined the Government of Alberta’s Continuing Care Capacity Plan’s commitment to open 1,400 new spaces by 2018 targeting an aging population, as well as those with complex needs. We see a part of this commitment as assisting those experiencing chronic homelessness with complex needs, who require this level of care.

The homeless-serving system does not have the capacity or expertise, nor the authority to build and operate such a facility; we need Alberta Health’s leadership to address this need. Similarly, discharges from corrections require additional housing units and supports appropriate to the levels of need of offenders. Provincial and federal corrections systems will have to contribute to the development of housing stock and supports specific to the needs of shared complex service participants with housing instability. Youth leaving care also need transition supports, including rent subsidies and access to affordable housing. The homeless-serving system can be part of the solution, but it cannot be expected to take this on alone.
Action 7 Summary

Integrate service delivery and planning across systems.

- Launch a discharge and transition planning work group to develop and implement procedures across addictions, mental health, health, child intervention, and corrections to prevent homelessness.
- Engage key public systems in the development of integrated service delivery model to respond to homelessness collectively leveraging expertise and resources.
- Develop a facility to support 30-40 very complex and high needs homeless individuals with appropriate onsite health supports.
- Ensure those experiencing homelessness and at risk have access to appropriate long-term care spaces, addictions treatment, mental health supports, and community integration supports.

8. Advance the homeless-serving system planning approach.

We have made significant strides in developing a well-defined homeless-serving system planning approach. To operationalize system planning, a number of measures have been put in place:

- Coordinated Service Delivery to facilitate access and flow-through for best service participant and system-level outcomes. This includes using common triage and assessment processes across service providers to streamline access for service participants and improve outcomes. Coordinated Access & Assessment also ensures a consistent and streamlined point of entry into programs and housing.
- Integrated Information Management aligns data collection, reporting, intake, assessment, referrals to enable coordinated service delivery. The Calgary HMIS is the technology backbone of the system, serving to tie together various services into a coherent system working towards common goals.
- Performance Management & Quality Assurance at the program and system levels are aligned and monitored along common standards to achieve best outcomes. This ensures Calgary’s service providers measure outcomes consistently and are more effective at meeting service participant needs.

Despite progress in these areas, there is significant work to do to bring all key stakeholders in the system onboard, working in tandem. Ongoing efforts to enhance coordinated service delivery are critical; this includes having enhanced visibility of all components of the system.

For example, the Homeless Management Information System primarily captures data from CHF-funded programs and four emergency shelters, and an additional number of non-CHF-funded programs. Though this is a great feat, we have limited visibility of the entire system at this time. This makes comprehensive system planning difficult to achieve. Further, not all homeless-serving providers participate in Coordinated Access and Assessment, which means that common assessment and triage is only possible for parts of the system.
We have a critical blind spot in our capacity to end homelessness because of the lack of data integration across the homeless-serving system. For example, we have no way of knowing whether new service participants are coming into the system as a whole, or if they are cycling through its various components. This hampers strategic planning and in turn, our capacity to respond appropriately and adjust in real-time.

Moving forward, we will continue our efforts to enhance coordinated service delivery as a system of care, rather than individual programs and agencies. We have seen the value of tackling common priorities as a collective, and must continue our effort to expand system planning further. This also includes the expanded use of HMIS across services, and the development of data sharing processes to enable system-level analysis using multiple databases in real-time, particularly across emergency shelters.

As a result of common intake and information sharing across and within CHF-funded programs, CHF has also been able to better understand outcomes across programs. This outcomes data shows that particular areas of service quality and performance merit further investigation. For example, about 37% of clients in CHF-funded housing programs exit with negative reasons for leaving, such as non-compliance or disagreement with rules/person. We are committed to refining our approach to maximize positive impact.

As a system of care, we must come together and examine learnings collectively, making adjustments as new demands arise with a commitment to continuous improvement. Ultimately, we need to develop robust system planning mechanisms that effectively track inflow in real-time, while providing an accurate picture of what is happening across services in terms of service participant needs and outcomes. We need to become much more sophisticated in our planning and anticipate demand, becoming more proactive in our response as a whole.

Such system alignment efforts to support the Plan will mean that service providers and funders will be called upon to work differently. To implement a community Plan, all parts of the homeless-serving system need to come together towards a common purpose.

**Action 8 Summary**

**Advance the homeless-serving system planning approach.**

- Expand current system coordination efforts including integrated data and performance management, quality assurance, and coordinated service delivery.
- Address current barriers to data sharing and integration in the homeless-serving system.
- Enhance common intake and triage processes to cover the full homeless-serving system.
- Review and expand the System Planning Framework to ensure its relevance across the homeless-serving system.
- Support the adoption of system planning through collaborative planning processes and capacity building.
- Ensure funders are aligned on the implementation of the Plan across the homeless-serving system.
9. Optimize the role of emergency shelters.

Emergency shelters play a critical role in our system of care. They are the frontline access points for those in need and provide a safe place from which rehousing or diversion supports can intervene. Emergency shelters are key access points to housing and supports, providing basic services, health supports, employment and education opportunities to our most vulnerable. We will continue to need emergency shelters to provide this critical service in our community.

Recent analysis shows that most single adults use emergency shelters do so for a very short time. Data from the Calgary Drop-In and Rehab Centre from 2009 to 2012 indicated that 84% of shelter users had transitional shelter stays, in which they stayed less than two weeks. This is encouraging as it shows that emergency shelters are short-term for most people experiencing homelessness.

However, a small percentage of shelter users (about 2%) use these facilities for very long periods. By enhancing housing and support options for these individuals, we can help relieve some of the pressure in our emergency shelters.

If, as a system of care, we focus our collective efforts on supporting our emergency shelters by concentrating on moving those experiencing chronic and episodic homelessness into housing, we can then have a meaningful conversation about how best to meet ongoing demand and changing demographics.

During the Fall 2014 Point-in-Time Count, about 18% of all surveyed participants (N=437) reported they were new to Calgary within the past year. Extrapolating this data, we can assume that a portion of shelter capacity is currently supporting new migrants to Calgary. Shelter typology data tells us that a further 40% of shelter capacity is used by chronic shelter stayers. Recognizing this, the way we design, fund and operate such facilities needs to be re-conceptualized; we need to think about what emergency shelters look like to best meet the needs of these groups and how to integrate this service into a homeless-serving system focused on prevention and rehousing.

This is particularly critical in light of the key role our homeless-serving system currently plays in the re-settlement of migrant populations arriving in Calgary. We need to have a conversation about the role emergency shelters in particular play is migrant and immigrant settlement. If as a community, we consider emergency shelters to play a specific role with respect to settlement and migration, then we need to ensure they are resourced appropriately for this purpose and be ready for shifting demands placed on them as Calgary continues its growth trajectory.

If so, this is a conversation with all government levels to allocate appropriate resources to do this important work: provincial and federal ministries accountable for immigration and settlement, Aboriginal on- and off-reserve supports, and overall economic development need to be at the table as we transform service delivery.

This conversation also includes private sector employers facing ongoing labour shortages, which in turn spur calls for migration into Calgary despite our ongoing housing scarcity. Sustainable economic development is intimately entwined with proactive strategies to tackle homelessness and
affordable housing. Thus, appropriate housing solutions to accommodate this segment of the incoming labour pool should be developed, rather than relying on an emergency response.

**Action 9 Summary**

**Optimize the role of emergency shelters.**

- Relieve immediate pressures on emergency shelters resulting from long term shelter stayers.
- Engage in dialogue on the role shelters play in the homeless system, as well as migration, settlement and broader regional service networks to develop future directions as part of the Plan.

10. **Revision social service and housing delivery at the community level.**

Homelessness is often considered the symptomatic expression of the failure of other systems to deliver effective interventions for vulnerable groups. We can reorient ourselves instead and approach the challenge of ending homelessness as an opportunity to re-design and re-tool our broader social support system. How can systems and services like corrections, health, child intervention, education, domestic violence, and poverty reduction be better delivered in a coordinated fashion to improve outcomes for vulnerable groups?

Community-based social service planning and delivery with partner systems and funders can significantly enhance homelessness prevention. Research shows us that when systems come together to deliver integrated services to service participants tailored to the local context, outcomes improve across the board. We strongly encourage our partners to come to the table to develop practical means of supporting Plan priorities.

The challenge of a decentralized approach to social supports and housing is part of the reason behind service participants’ voiced concern over the challenges faced in navigating complex array of supports. Those with lived experience of homelessness have told us over and over again how exasperating they have found it to access the services they need, struggling to piece together essential supports, each with their own set of rules and procedures. The current social support system is incredibly difficult to navigate for vulnerable Calgarians, particularly those facing challenges such as brain injury, cognitive deficit, or literacy challenges.

To date, the homeless-serving sector has made transformative changes to their core operations, but more is needed. Agencies are beginning to share information using a common database. When truly opened up, this system can help significantly reduce the burden on service participants who are currently required to tell their story and explain their needs repeatedly. This can also enable more effective tracking of outcomes across programs. We can analyze which intervention works best for whom, and in what context; we will also know where system-level gaps exist. A common data information system can give us a tremendous advantage in this effort, yet, we are unfortunately only able to see part of the homeless-serving system, and even less of the overall community’s social support system.
This notion of shared databases can be expanded to include a common application and triage process to coordinate all available housing resources as well. Thousands of units of affordable, permanent supportive, and short-term supportive housing as well as rent supplements can be leveraged through this practice. Similarly, coordinated access can also facilitate access to the multiple rental subsidy programs available in our community.

Vulnerable populations can greatly benefit from access to one, central source of information about housing and rental assistance opportunities in the community, with a transparent and equitable eligibility assessment process. From a system planning perspective, merging coordinated access to social supports with centralized housing access can enable the consolidation of multiple wait lists, a refined analysis of demand at the service participant level, and means of tracking housing outcomes across providers.

Though parts of the homeless-serving system have been aligned through joint provincial, federal, and philanthropic funding to some extent, resources have not been strategically examined from a united perspective to support the Plan. This will continue to hamper efforts as we have no way of knowing whether diverse funders are working at cross-purposes, duplicating efforts, or even whether we are serving different groups or to what effect.

Further, there is currently no means of tracking service participants outside parts of the homeless-serving system; the City of Calgary’s Family and Community Support Services (FCSS) has its own information database, and diverse government departments continue to require use of various databases as well in systems like child intervention, family violence supports, income supports, etc. Similarly, the United Way and its funded agencies use a different reporting tool.

A community-based shared information system using common definitions and indicators across services can significantly improve our capacity to deliver social supports at the local level. Similarly, the development of consistent triage, assessment, and access process can improve outcomes and use of resources effectively.

Enhanced integration at the community level is necessary so that social service planning will become a reality. We need better ways of knowing which service participants are being served by multiple systems and to what result. This can help us find strategies to systematically intervene upstream to prevent long-term social exclusion, including homelessness. Further, we need better information-sharing protocols and legislation to enable sharing between health, corrections, human services, etc. Moving forward, funders, service providers, and government will have to come together to resolve the issue of coordination in our community around social issues. We cannot afford to work in silos; this means we may have to let some pieces of our work go and take on new ones instead in order to move priority community goals forward. A key implementation priority will be striking a funders’ table to discussion how we can better align resources towards common priorities in support of the Plan, as well as delineate funders’ roles in the Calgary Plan.
Action 10 Summary

Revision social service and housing delivery at the community level.

- Apply the system planning approach across sectors to achieve an integrated planning and delivery approach for vulnerable populations at community level.
- Align funders, government, agencies and housing providers on the development of an integrated approach to serving vulnerable populations as a key means of preventing homelessness.
PEOPLE, POLICY & RESOURCES

11. Apply a person-centered approach.

This Plan calls for the application of a person-centered lens across our work, recognizing the unique needs of all people. There are particular groups we highlight: Indigenous Peoples, youth, families, women, migrants, immigrants, seniors, those with accessibility issues are among these vulnerable subpopulations. This is by no means an exclusive list of sub-populations experiencing homelessness and who have unique needs. There are also issues that intersect across these populations, particularly family violence, mental health issues, addictions, trauma, accessibility and physical health issues. Systemic factors, including poverty, colonialism, racism and discrimination further compound to impact the individual’s experience of housing stability and homelessness.

A person-centered approach recognizes people rather than labels or presenting issues and aims to build on each person’s unique strengths and capacities in the context of community life rather than depending on systems or service providers. This approach inherently values the voice of the person in accounting for their history, present circumstances, and desirable changes.\(^45\) Person-centeredness recognizes that the individual is the expert on their life experience and needs.

Services and housing provided under this approach are culturally competent and safe, and are offered as choices rather than prescribed. These supports are flexible to meet changing needs and circumstances of each individual as well. Formal services also leverage informal community supports, as well as peer support and mentoring.

To apply the approach at a system level, structures and processes must be aligned to respect individual choice, respond to cultural difference, foster community connection, and promote flexibility, portability and accessibility. Ultimately, the end result of person-centered policy and service is the measureable positive quality of life outcomes valued by service participants\(^46\).

Housing First is a person-centered approach, which has been applied to homeless-serving system responses in particular. Housing First prompted a key shift in service design: whereas people experiencing homelessness were expected to address the issues leading to their homelessness, such as mental health issues or addictions, before being housed, with Housing First, the priority is to quickly move people experiencing homelessness into appropriate housing aligned with supports as needed, where they are better able to work on the issues contributing to their homelessness.

While this Plan sets out the direction for all those at risk and experiencing homelessness, we need to recognize as a community that specific groups experience homelessness, as well as other forms of social exclusion, at a higher prevalence and may require particular interventions at the policy, supports and housing levels to be tailored to account for these unique circumstances.

INDIGENOUS PEOPLE

As a city, we have to demonstrate actions and ensure we increase our collective understanding about the systemic causes contributing to the ongoing marginalization of Indigenous Peoples in
particular, and also work with the Indigenous community in Calgary and regionally to tackle public policy challenges and develop culturally appropriate interventions by and with Indigenous people to the greatest extent possible.

Given the high over-representation of Indigenous Peoples among those experiencing homelessness, it is incumbent for all of us to address systemic barriers by intentionally improving our collective cultural competency. To address homelessness, our support systems will be working with Indigenous populations; therefore, the inherent design and operation of our system of care must reflect this reality at every level, whether agency, funder, government, or frontline worker.

The Plan to End Aboriginal Homelessness in Calgary pulls together a range of solutions specific to Indigenous Peoples’ experience that we must embrace as a community as part of our collective work in the reconciliation process. We need to lend our collective leadership to the Aboriginal Standing Committee on Housing and Homelessness who is leading this work and collaboratively support an implementation strategy for these recommendations moving forward.

The development of policy and funding responses for homelessness will have to address the jurisdictional juggling with respect to Indigenous Peoples, both on and off-reserve. Further, the introduction of any programmatic interventions, including Housing First, should be developed to meet the specific needs of Indigenous Peoples.

FAMILIES

To truly tackle homelessness, we also need to develop solutions to target the lived experience of families. We need to find ways to move families quickly out of shelters, but also stem the flow of families into homelessness in the first place. This requires a targeted approach to family homelessness across service providers and levels of government.

A targeted advocacy and response planning will be essential moving forward. This work should leverage the leadership and coordination already underway through the Family Sector, which brings together key frontline agencies, government and funders to address family homelessness in a collaborative manner.

WOMEN

A comprehensive understanding of the impact of gender on housing instability and homelessness can further guide policy development and interventions appropriately tailored for women. In particular, the uneven experience of domestic violence for women and its interconnectedness with housing instability and homelessness further calls attentions to the need to better integrate homelessness responses with those in family violence prevention and intervention.

The safety needs of women and their children escaping violence must be addressed in service design and the development of programmatic interventions (including Housing First), as well as housing options.
Agencies serving women experiencing homelessness and the domestic/family violence sector are working together to bridge gaps. Future actions should build on such collaborative efforts already underway, including those of the Women Fleeing Violence Sector.

**YOUTH**

The response to youth homelessness is entwined with child intervention services (including foster care) and education. The lack of access to services such as counseling, mental health supports and addictions services specific to youth continue to be a key barrier for youth experiencing homelessness. There is a need for enhanced service coordination to ensure there are developmentally appropriate supports and housing options for homeless youth in Calgary. A range of preventative and intervention responses are required at the local level which coordinate a range of provincial and local systems for maximum impact.

In 2011, Calgary’s community developed a Plan to End Youth Homelessness and together with the recently released provincial Plan calls for prevention, enhanced mental health supports, addiction services, family and natural supports and access to learning, training and employment. It further recommends a comprehensive housing continuum, multi-system collaboration, consistent data collection and sharing, as well as coordinated entry and common needs/risk assessment.

Locally, the Youth Sector has enhanced collaboration to move common objectives forward; this work is to be commended and supported. There is also promising movement on youth homelessness emerging in Human Services, as evidenced by the creation of the Supporting Healthy and Successful Transitions to Adulthood: A Plan to Prevent and Reduce Youth Homelessness. Again, collective action on implementation is needed to move these plans into action.

**IMMIGRANTS**

The emerging issue of immigrant homelessness points to the need for additional research. There is also a need to develop a comprehensive response in concert with government, particularly the federal ministry responsible for immigration and settlement, and account for housing instability among this group as part of broader economic strategies.

**SENIORS**

In light of the aging population, support and housing options for this group will be increasingly important to mitigate housing instability. The experiences of senior abuse and its intersection with homelessness and housing instability merits specific attention from a policy and programming perspective.

**EMERGING POPULATIONS**

The diversity of subpopulations experiencing homelessness means we will need to continue to monitor trends and work to understand emerging issues. The needs of other groups such as the LGBTQ2 community, veterans, persons with disabilities, couples, and other groups are important facets of the person-centered approach.
Moving forward, we will need to respond to these calls to action with an implementation focus. We know what is needed, and now we must get on with the work. Our call to action to system partners, government, funders, service providers, those with lived experience and the community at large is to show leadership by taking accountability for key actions needed on homelessness amongst these groups moving forward.

We need government to begin the heavy lifting needed to reform public systems accountable for aspects of the homeless-serving system; locally, we need to come together across sectors beyond homeless-serving agencies to tie the system of care together in a coherent fashion, implement recommended actions, and advance public policy and funding asks.

Action 11 Summary

Apply a person-centered approach to the implementation of the Plan.

- Support the Aboriginal Standing Committee on Housing and Homelessness to implement the measures outlined in the Plan to End Aboriginal Homelessness in Calgary (2012).
- Bring specific recommendations to government to address over-representation of Indigenous Peoples, both on and off-reserve, among homeless population.
- Develop programmatic interventions, including Housing First, and housing options appropriate to meet the specific needs of Indigenous Peoples.
- Work with the Youth Sector and other key partners to develop an implementation strategy for Calgary’s Plan to End Youth Homelessness in Calgary (2012) and the Province of Alberta’s Supporting Healthy and Successful Transitions to Adulthood: A Plan to Prevent and Reduce Youth Homelessness (2015).
- Bring recommendations to government to enhance policy coordination to prevent and end youth homelessness.
- Develop programmatic interventions, including Housing First, and housing options appropriate to meet the specific needs of young people.
- Advance strategies to address the mental health, addictions treatment and health needs of homeless and at risk youth in Calgary.
- Develop a targeted response to family homelessness in Calgary, especially addressing the over-representation of Indigenous and immigrant families in shelters, with specific asks of government for new housing and supports.
- Enhance the integration of homelessness responses with those in violence prevention and intervention.
- Address the safety needs of women fleeing violence and their children in service design (including Housing First), as well as housing options.
- Develop a comprehensive response to housing instability among immigrants as part of broader economic strategies and settlement.
- Develop a response to an aging population that prevents future homelessness and addresses current needs among seniors experiencing housing instability.
- Ensure accessibility needs are addressed in housing stock for those at risk and homeless.

Frontline agencies in our homeless-serving system house and provide supports to thousands of Calgarians, yet the burden on staff working with this complex population is taking its toll. We have to review working conditions, professional capacity building, and training needs to meaningfully support those doing the heavy lifting.

We also need to encourage the entry of young professionals into the sector to better meet program staffing needs. Non-profit agencies employ professionals from a diverse scope of practice including social work, nursing, research, fund development, etc. We estimate that in order to implement the Plan, we will need an average of 90 new staff to implement the proposed measures over the next four years. Additional ongoing recruitment to fill positions vacated by turnover and succession planning will be critical to ensuring we have the frontline and management staff to continue this work.

Our frontline service providers are burdened by diverse funder demands, pressures from the public, and the need to balance system-level priorities with organizational mandates. Service providers are the primary advocates for those they serve, but they need advocates as well. We need to celebrate their work amidst incessant demands, traumatizing circumstances, funding cuts, and increasing administrative burdens.

Ongoing training and support, as well as celebration of success will be essential moving forward. Frontline agencies need to know that the broader Calgary community is behind them in this effort.

Immediately, funders can begin to audit their own performance management and administrative practices to ensure no unnecessary requirements are being placed on funded agencies. Further, funders should come together to coordinate reporting demands with an eye to alignment to maximize their resources and reduce administrative burden. Private, philanthropic, government, and other funders need to adopt a system view regarding future investment to increase collective impact.

Enhancing communication across service providers emerged as a priority in the consultation process. While groups meet as sectors through the Calgary Action Committee on Housing and Homelessness (CACHH) and other coalitions are doing their part, the implementation of enhanced governance and communication mechanisms to enhance our system planning approach across the homeless-serving system will be essential to our collective success.
Action 12 Summary

Support frontline agencies.

- Review the capacity building and training needs, as well as the overall working conditions of frontline staff.
- Encourage the entry of young professionals into the sector to better meet program staffing needs.
- Encourage funders to review their own performance management and administrative practices to ensure no unnecessary requirements are being placed on funded agencies.
- Encourage funders to coordinate reporting demands with an eye to alignment to maximize their resources and reduce the administrative burden on agencies. Private, philanthropic, government, and other funders need to adopt a system view regarding future investment to increase collective impact.
- Review governance and communication mechanisms to enhance system planning approach across the homeless-serving sector.

13. Coordinate policy and funding across government.

The call to community leadership extends beyond the homeless-serving system to bring these stakeholders to the table. Already, progress is being made by the Interagency Council on Homelessness who has recognized the need for system integration and policy coordination to support the province’s commitment to ending homelessness.

We strongly encourage government to develop and enact a system integration framework to prevent and end homelessness that outlines the ownership and accountabilities needed across ministries and departments. This is not simply a conceptual tool, but a mandate document to outline expectations on a common provincial priority. We will need government to delineate measurable steps taken across and within key areas that contribute to the goals of the Alberta Plan, and in turn, Calgary’s Plan. This approach should be implemented through Results-based Budgeting efforts to align programs and services to priority outcomes for the province moving forward.

A higher level of policy coordination will be essential to reduce homelessness risk; this requires government leadership to align areas of accountability such as income assistance, infrastructure, health, family violence, corrections, child intervention, education, and affordable housing/rent supports.

A prime example of the need for realignment provincially surrounds Alberta Works income assistance core shelter benefit, which is set at $323 monthly for single adults. This amount is observably incongruent with Calgary monthly rents for bachelor apartments topping $900. Recognizing this, Human Services allows Housing First funds to be used to top-up service participants to a more reasonable level to be able to afford market rent. However, this means that Housing First service participants have access to resources to mitigate high housing costs, while those on income supports who are not in housing programs do not. Government income support programs should be aligned and adequate to support housing stability for all vulnerable Albertans.
This is the case for income supports through Assured Income for the Severely Handicapped (AISH) and Persons with Developmental Disabilities (PDD) as well.

To prevent homelessness long term, we need to find ways to increase incomes for vulnerable populations, including enhancing income supports, rent supports, access to living wage employment, and other poverty reduction measures aligned with ending homelessness. We have to be creative and courageous in this area as well, leveraging social enterprise and social financing options.

It is critical that we consider integration beyond our provincial partners as well: at the federal level, there are key accountabilities particularly regarding Indigenous Peoples, immigration and settlement, housing and homelessness, as well as economic development. Similarly, at the municipal level, responsibilities for zoning, affordable housing development and operation, economic development, prevention and poverty reduction require meaningful integration to end homelessness.

Government will have to develop new ways of coordinating resources and aligning policy to enact this approach; services will have to be delivered in a harmonized manner to common priority populations and data sharing will have to improve to enable implementation at the service-delivery level.

Similarly, funding allocations will have to be re-visited to ensure no one system takes the burden where others have accountability and capacity to contribute. This means that areas currently funded through existing streams, such as Housing First, should be reevaluated to determine whether additional funds from other departments or levels of government are better suited given the function of the service. For example, Housing First funding from Alberta Human Services is being used to deliver both mental health supports and rent supplements currently, which may have a better fit with and need to be additionally supported by Alberta Health and Seniors respectively.

A critical implementation priority of this Plan is to develop a detailed Policy and Funding Agenda that outlines key policy and funding areas that could be leveraged to significantly impact homelessness. We will tackle these issues collectively to develop this Agenda. Without respecting and acknowledging that collective leadership and support, an end to homelessness will be out of reach.
### Action 13 Summary

**Coordinate policy and funding across government.**

- Develop a detailed Policy and Funding Agenda that outlines key areas that could be leveraged to significantly impact homelessness.
- Work with government to develop and enact a System Integration Framework that outlines the key actions and accountabilities across government departments to prevent and end homelessness.
- Work with the Government of Alberta to align areas of accountability such as income assistance, infrastructure, health, domestic violence, corrections, child intervention, education, and affordable housing/rent supports to the goal of ending homelessness.
- Work with the Government of Canada to integrate accountabilities regarding Indigenous Peoples, immigration and settlement, housing and homelessness, as well as economic development supporting the goals of the Plan.
- Work with the City of Calgary on measures across areas of accountability including zoning, affordable housing development and operation, economic development, prevention and poverty reduction to support the goals of ending homelessness.
- Review funding allocations across government to ensure no one system takes the burden where others have accountability and capacity to contribute to the goal of ending homelessness.
- Develop solutions to increase incomes for vulnerable populations, including enhancing income supports, rent supports, access to living wage employment, and other poverty reduction measures aligned with ending homelessness.

### 14. Empower Calgarians in the movement to end homelessness.

We need to engage the hearts and minds of Calgarians in the movement to end homelessness. We have to challenge myths about those experiencing homelessness and tackle systemic barriers to housing stability. Discrimination limits access to housing particularly for Indigenous Peoples, immigrants, visible minorities, and low income families, particularly those with children. We must educate and inform Calgarians that affordable housing contributes to our overall community well-being.

Public education and engagement strategies will be critical to champion this Plan. This includes working with diverse groups, including the faith community, landlords, the media, and broader business sector. We must increase accurate and authentic awareness from a broad perspective. We can also explore innovative population-level education strategies to increase awareness about homelessness risk and how it can be mitigated.
Those with lived experience, either past or present, need to be an essential component of the community leadership needed to implement the Plan. The lived experience voice has been part of the development of this Plan and has helped shape its approach and priorities. However, much more intentional work should be undertaken to build the lived experience voice into implementation.

The media will continue to be a key partner in getting the word out and keeping the issue on the radar of the public and government. Advancing policy change and funding asks with all levels of government will be essential – and the more aligned we are in our asks, the better the chance we have for change. We will need all of Calgary behind the Plan to truly move a joint policy and funding agenda forward.

An engagement strategy targeting key groups will be essential to implementing the Plan. At an individual level, we will continue to need Calgarians to contribute with their time, volunteering at the service level, on boards of directors, as well as making donations to support Plan priorities. The faith community will continue to be an essential part of the effort and we are just now beginning to leverage its potential in supporting the Plan.

Government provides both leadership and resources. We applaud the Government of Alberta’s commitment to ending homelessness and call on its continued leadership. We do however need more action on the issue of integration across ministries and departments, affordable housing and key policy changes. This is something we echo with our federal government partners as well, and emphasize the key role it has to play with respect to Indigenous people and immigration.

At the municipal level, it is essential that we see leadership and action on affordable housing development, and policy change with respect to land use. We have tremendous opportunities to also align Plan priorities with the work of the Calgary Housing Company, the Calgary Poverty Reduction Initiative, the Community Affordable Housing Strategy and FCSS.

Our public system partners are active allies at the service delivery level and we need their action on changing practices, policies and in some cases beliefs, aligned with making progressive system enhancements. Without full integration, our homeless-serving system will not resolve the issue of homelessness on its own.

Ultimately, our strategies must be informed on a real time basis by those experiencing homelessness. We must develop a consistent and meaningful mechanism to ensure this voice is truly integrated in ongoing planning and implementation. This can and should build on existing success from service participant committees by creating diverse methods for engagement. This is not just about consultation, it's about finding ways and space for authentic dialogue to speak and be heard and openness for change and progress.
Action 14 Summary

Empower Calgarians in the movement to end homelessness.

- Develop a consistent and meaningful mechanism to ensure the lived experience voice is truly woven within ongoing planning and implementation.
- Implement public education and engagement strategies with diverse groups, including the faith community, landlords, the media, and the broader business sector.
- Explore innovative population-level education strategies to increase awareness about homelessness risk and how it can be mitigated.
- Donate resources and volunteer to support the Plan.
- Advance policy change and funding asks with all levels of government.
- Keep the issue of homelessness on the public agenda leveraging the media and community mobilization strategies.
IMPLEMENTING THE PLAN

The intent of this Plan is to provide Calgary with a roadmap to 2018 and beyond. We know there is heavy lifting ahead for all of us. We have learned that the way in which the Plan is implemented is as critical as its development.

Driving Implementation

As part of the implementation work, we recommend the development of an Action Plan (Appendix 5 outlines a sample of this). The Action Plan outlines key partners and timelines to drive each of the measures outlined in the plan forward. Note that a collective leadership approach to implementation will determine the actual course of action for implementation in community.

There are key coordination activities needed to implement the Plan, including:

- Leading the implementation of the Plan, including annual strategic reviews, updates, and reports on progress of the local plan.
- Engaging diverse stakeholders to support the Plan’s implementation.
- Coordinating the homeless-serving system, including its information system, coordinated access processes, and common service standards and processes.
- Coordinating diverse funding streams to meet Plan priorities and targets, while meeting funder requirements.
- Developing and enacting comprehensive program and system performance management and quality assurance processes.
- Promoting integration across the homeless-serving and other systems including health, corrections, domestic violence, poverty, housing, education, child intervention, etc.
- Developing and implementing innovative solutions to meet local needs, by leveraging diverse resources.
- Ensuring research is integrated into ongoing Plan implementation and refinement.
- Mobilizing knowledge to support agencies and public policy makers in the execution of their roles supporting Plan priorities;
- Championing homelessness issues and solutions in the local community, provincially, nationally and internationally;
- Implementing capacity building initiatives, including training and technical assistance across the homeless-serving sector.

Government support of local leadership and recognition of local expertise and efforts has been an essential part of our collective success in Alberta over the past seven years. Government draws on expertise and relationships managed at the local level by the coordinating body to ensure implementation meets diverse needs and considers community context. Local coordination of the Plan also leverages other funding sources to maximize the impact of provincial and federal
investments, including private sector resources and municipal funds. As such, the local community is able to respond to challenges and take advantage of opportunities in real time.

The Calgary Homeless Foundation was the agency charged with leading the Plan’s implementation to 2018. The CHF and its agency partners have certainly made notable gains in moving key parts of the Plan forward. However, input from the consultation process has made it clear that the CHF is only one of many key stakeholders needed at the implementation table.

Similarly, service agencies are key parts of the homeless-serving system, but they are not the whole system. In this sense, we need an implementation approach and governance mechanism that is representative of the entire system. As we move into enhanced prevention and system integration work, we need to consider how other public system partners become part of implementation processes in a formalized manner. The full spectrum of homeless-serving agencies needs to be represented at the table and we will need to find ways to engage agencies working on prevention upstream as well, and their funders.

For the Plan to be successful, we need to have an open dialogue about governance and implementation as a community and determine a go-forward direction together. As a community, we will work together to develop a governance and operational model that provides coordinated oversight of the Plan’s implementation to ensure it is translated across key agencies and systems. The governance and implementation model will bring together private sector, government, non-profit, funders, and lived experience representatives using a community development approach moving forward.

**From Milestones to Progress Indicators**

In the first versions of the Plan, we outlined a number of targets based on the available data and our best knowledge at the time. We also made some assumptions about the nature of the population experiencing homelessness and our ability to deliver a certain level of services and housing.

Some of our assumptions were proven accurate, such as the idea that there is a subset of the population experiencing homelessness who are high system users who could be housed to relieve system pressure and improve individual outcomes.

Other assumptions were not achieved, such as our capacity to deliver over 10,000 units of affordable housing by 2018. Most noteworthy was our failure to recognize the essential role of emergency shelters in our homeless-serving system. We now know that about 2% of shelter stayers take up a considerable amount of shelter space, though the vast majority (84%) stay for two weeks or less.
Calgary’s Updated Plan to End Homelessness: People First in Housing First

<table>
<thead>
<tr>
<th>2011 Milestones</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. House 1,800 people experiencing chronic and episodic homelessness by 2014.</td>
<td>Of the close to 6,000 people housed since the inception of the Plan, about 68% were experiencing chronic or episodic homelessness. From 2011/12-2013/14, 3,818 were housed – exceeding the target for that period.</td>
</tr>
<tr>
<td>2. By 2014, ensure that no more than 10% of people served by Housing First programs return to homelessness.</td>
<td>About 37% of service participants who exit Housing First programs leave for negative reasons. The best practice target we aim to work towards is 15%-20%.</td>
</tr>
<tr>
<td>3. By December 2014, all individuals who engage in rough sleeping will have access to housing and support options appropriate to their needs.</td>
<td>We estimate there are 200 rough sleepers in Calgary; we currently have housing models to serve many of these clients, but occupancy throughout the system of care remains high. Further, there are system gaps with regards to serving clients with extremely high needs and require long-term medical care.</td>
</tr>
<tr>
<td>4. Eliminate 85% of 2010 emergency shelter beds by 2018 (a 1,700 bed reduction). At minimum, a 600 bed reduction should be achieved by 2014.</td>
<td>There are currently 1,718 emergency shelter beds in our system. To date, 290 emergency shelter beds have been closed – a 14% reduction. Further, 58 short-term supportive housing beds have been closed.</td>
</tr>
<tr>
<td>5. Reduce the average length of stay in family emergency shelters to 14 days by December 2014 and to seven days by December 2018.</td>
<td>The current average length of stay in family shelters IFTC and Brenda’s House is estimated to be 65 days in 2014 (based on calculation over 2 years of data).</td>
</tr>
<tr>
<td>6. Reduce the average length of stay in emergency shelters to seven days by December 2018.</td>
<td>The average length of stay in three main shelters (Seed, CDIRC, and Alpha House) was 26 days in 2014 (based on a calculation over 1 year of data). These shelters represent about 90% of Calgary’s emergency shelter stock serving adult singles.</td>
</tr>
</tbody>
</table>

Moving forward, we propose a re-visioning of these milestones as indicators rather than hard-set targets. To achieve an optimal system that is achieving a functional end to homelessness, we need to develop and monitor indicators of progress not just in the homeless-serving system, but beyond it. For example, if migration is a key driver, we cannot expect our system to meet an increase in demand with the same resources. On the other hand, we also can’t ask for more resources when demand is lagging.

We need indicators that point to areas needing further investigation: are we monitoring the system in real-time when it comes to emerging populations in need? For example, are we nimble enough to identify that immigration is becoming a more important driver and to what degree? Are particular groups of service participants faring poorly in a program model we assumed to be a good fit? Ultimately, we need to develop a set of indicators that monitor a shifting landscape that impacts the drivers into homelessness, as well as our capacity to respond to emerging and current needs.
The System Planning Framework is a good start in this direction. It sets out the key roles of programs in the system of care, their expected levels of service, target populations, and performance measures.

Based on this Framework and best practice learnings in other systems of care, there are number of key system-performance indicators we should be monitoring on a go-forward basis. These are described below to start the conversation in community – they are not set in stone.

We cannot expect services and funders to shift practice without a fulsome dialogue on what these measures will mean to practice. We know that certain measures are achievable by 2018 based on experience to date and key assumptions moving forward. However, there remain major data gaps which hamper our capacity to develop a comprehensive System Planning Framework for our community. This must be a priority moving forward in implementation. The current Framework was developed with significant input from agencies and partner systems, however it has largely been implemented in CHF-funded programs only. The Framework does not adequately speak to all parts of the system. We also have to articulate how the Framework aligns with other public systems involved, such as health and corrections.

If implemented, the 14 actions outlined in this Plan will:

- House 100% of those experiencing chronic and episodic homelessness, a total of 3,200 people.
- Stabilize 35% of households at risk of or experiencing transitional homelessness, a total of 9,400 households.
- Reduce the average length of stay in adult singles emergency shelters to 10 days, and in family shelters to 14 days – reductions of about 60%.
- Reduce the total number of individuals enumerated in the Homeless Point-in-Time Count by 70%.

Assuming the 2014 Count total grew annually by 2.3% on pace with the larger population, we would expect the figure to reach 3,879 by 2018 from 2,531 in 2014. By rehousing the 3,200 people experiencing chronic and episodic homelessness, we would expect the proportion of this group in the Count to decrease from 85% in 2014 to a maximum of 10% in 2018. This means, the total 2018 Count is projected to be about 1,077 – a 70% reduction from today. This also requires that the proposed prevention and housing measures are introduced to stem the flow moving forward. Changes in the housing market and the broader economy would need to be considered on a go-forward basis as well.
## Calgary’s Updated Plan to End Homelessness:
### People First in Housing First

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Method of Measurement</th>
<th>Target to 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall reduction in the number of homeless individuals and families</td>
<td>Measure change in the Homeless Count year-over-year.</td>
<td>70% decrease in the overall population enumerated in the Homeless Count, from 2014 count of 3,555.</td>
</tr>
<tr>
<td>Reduction in the number of individuals experiencing chronic and episodic</td>
<td>Measure total chronically and episodically homeless clients housed year-over-year.</td>
<td>House 3,200 chronically and episodically homeless clients.</td>
</tr>
<tr>
<td>homelessness.</td>
<td>Measure change in the Homeless Count year-over-year.</td>
<td>Reduce the % of individuals enumerated in the PIT Count experiencing chronic or episodic homelessness year-over-year from 87% to 10% of total enumerated.</td>
</tr>
<tr>
<td>Extent to which individuals and families who leave homelessness have</td>
<td>Measure return to homelessness for service participants who have previously exited any part of the system to permanent housing.</td>
<td>Reduce the rate of clients identifying negative reasons for leaving upon exits from housing programs from 37% to 20%.</td>
</tr>
<tr>
<td>subsequent returns to homelessness.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduction in the average and maximum length of stays in emergency shelters.</td>
<td>Measure the changes in emergency shelter lengths of stay.</td>
<td>Reduce average length of stay in singles emergency shelters to 10 days and 14 days in family shelters.</td>
</tr>
<tr>
<td>Success at reducing the number of individuals and families who become</td>
<td>Measure change in number of homeless persons in emergency shelter and short term supportive housing/outreach with no previous homelessness experience.</td>
<td>To be developed.</td>
</tr>
<tr>
<td>homeless</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop an understanding of the role of short-term supportive housing in</td>
<td>Develop measures to ensure this component works to the maximum benefit of the service participant within the context of the system of care.</td>
<td>To be developed.</td>
</tr>
<tr>
<td>the system of care.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Preventing homelessness.</td>
<td>Measure whether service participants return to emergency shelter or short term supportive housing after having received prevention programming or rapid rehousing services.</td>
<td>Service participants who receive prevention or rapid rehousing services return to homelessness currently at a rate of 1% in the family system.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>We propose a 5% benchmark as we engage and expand this work across singles and family populations in earnest.</td>
</tr>
<tr>
<td>Successful housing placement from or retention in a permanent housing</td>
<td>Measure service participants with positive reasons for leaving and/or who remained in permanent housing programs during the reporting period.</td>
<td>The current measure of positive exits from Supportive Housing and Permanent Supportive Housing programs is 45%; we aim to increase this to 70% by 2018.</td>
</tr>
<tr>
<td>program</td>
<td></td>
<td>The current measure of positive reasons for leaving from housing programs and retention in programs by year end is 88% for clients who entered the program within the same fiscal year.</td>
</tr>
</tbody>
</table>
Calgary’s Updated Plan to End Homelessness:  
People First in Housing First

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Method of Measurement</th>
<th>Target to 2018</th>
</tr>
</thead>
</table>
| Effective system integration. | Measure to assess the public system discharge practices into homelessness. | To be developed.  
The Homeless Count will measure service participant interactions with public systems in 2015 as a baseline. A target will be set at that time.  
HMIS can track number who enter into housing programs from institutions, or who have had institutional stays in the past 12 months. A target will be set at that time. |
| Targeted successful placement of service participants directly from rough sleeping. | Measure total service participants intaked into housing programs, compared to proportion of intakes whose primary residence prior to program entry was rough sleeping | To be developed. |

Implementation Scenarios

It is important to develop an understanding of various possible scenarios regarding implementation to gauge potential impacts and adjust accordingly in real time. To this end, three case scenarios were modelled to develop a fuller picture of the Plan’s impact into the future. While we modelled impacts to 2018, we recognize that implementation can shift timelines, resources and priorities based on changing circumstances. We need a mechanism to monitor key indicators and give us a sense of progress in real-time to update our assumptions, and incorporate new learnings and information.

Overall, the modeling exercise confirms that the elimination of homelessness seems achievable in the long run, but may be tough to finish by January 2018 given the program and housing ramp up needs proposed. However, the March 2015 seems unrealistic to bring the new funding on steam, hire staff, develop units, etc. and therefore, full goal achievement by the end of 2015 is unlikely. A hybrid case may be more realistic with a slow start in 2015, more aggressive ramp up of spending in 2016 and 2017.

<table>
<thead>
<tr>
<th>Description</th>
<th>Base (used in Plan)</th>
<th>Aggressive</th>
<th>Status Quo (No New Investment)</th>
</tr>
</thead>
</table>
| Proposed measures outlined in the Plan to this point | Delay new investment and additional program starts to January 2016  
Costs about $43M more than Base, but partly offset by $20M Social Cost Savings | No additional programs, but continuation of existing ones  
Still achieves some reduction of homelessness – due to existing program capacity  
Requires big increases in existing program effectiveness (reduce negative exits) |
Calgary’s Updated Plan to End Homelessness: 
People First in Housing First

### Table

<table>
<thead>
<tr>
<th></th>
<th>Base (used in Plan)</th>
<th>Aggressive</th>
<th>Status Quo (No New Investment)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Timelines</strong></td>
<td>Assumes a March 2015 start, finishes primarily by end of 2018</td>
<td>January 2016 start, January 2018 finish</td>
<td>Existing measures continue</td>
</tr>
<tr>
<td></td>
<td>Achieves most reduction in homeless count in 4 years</td>
<td>Spend more aggressively in 2016 and 2017 to achieve goals set by the original Plan’s target date of January 2018</td>
<td></td>
</tr>
</tbody>
</table>

Several other assumptions embedded in this modelling are optimistic for all cases, including low negative exits and human resource capacity being in place and adequate to meet objectives. Another key challenge is the availability of rental units to leverage the proposed scattered site interventions.

The impacts of the three case scenarios are summarized below. In both the Base and Aggressive scenarios, significant reductions in the population experiencing homelessness can be realized, as well as for households at risk. Better outcomes are suggested in the Aggressive scenario, including lower overall social costs and greater cost savings compared to the Base. In all cases, the Status Quo scenario suggests we will make some gains leveraging existing capacity with chronic and episodic homelessness targets, though overall social costs will be more than twice of the former two cases.

<table>
<thead>
<tr>
<th></th>
<th>Base</th>
<th>Aggressive</th>
<th>Status Quo (No New Investment)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total Cost (includes full capital cost)</strong></td>
<td>$406 million</td>
<td>$448 million</td>
<td>$ 0</td>
</tr>
<tr>
<td><strong>Cost Savings against Status Quo</strong></td>
<td>$147 million</td>
<td>$189 million</td>
<td>–</td>
</tr>
<tr>
<td><strong>Total Social Cost</strong></td>
<td>$151 million</td>
<td>$131 million</td>
<td>$259 million</td>
</tr>
<tr>
<td><strong>Remaining Individuals Experiencing Chronic and Episodic Homelessness in 2018</strong></td>
<td>177</td>
<td>25</td>
<td>1960</td>
</tr>
<tr>
<td><strong>Housed Individuals who were experiencing Chronic and Episodic Homelessness by 2018</strong></td>
<td>3,367</td>
<td>3,430</td>
<td>1,803</td>
</tr>
<tr>
<td>94% reduction</td>
<td>99% reduction</td>
<td>39% reduction</td>
<td></td>
</tr>
<tr>
<td><strong>Remaining Households at Risk/Experiencing Transitional Homelessness in 2018</strong></td>
<td>35</td>
<td>30</td>
<td>9,363</td>
</tr>
<tr>
<td><strong>Supported Households who were At Risk/Experiencing Transitional Homelessness</strong></td>
<td>4,741</td>
<td>4,542</td>
<td>0</td>
</tr>
<tr>
<td>100% reduction</td>
<td>100% reduction</td>
<td>No reduction</td>
<td></td>
</tr>
</tbody>
</table>

The cost savings assumed are $34,000 per year for individuals experiencing high chronicity of homelessness and who had high acuity, essentially assuming they would be candidates for place-based, Permanent Supportive Housing. The costs for those eligible for scattered-site Permanent Supportive Housing models were assumed to have 75% of the cost savings assumed in the $34,000 figure. Similarly, serving Housing with Support clients would result 50% of the $34,000 in cost savings annually. For Households At Risk or Experiencing Transitional Homelessness, no cost savings was assumed.47
The figures below show the impact of the three proposed scenarios on the size of the population of individuals experiencing chronic and episodic homelessness. Even without new investment, we will continue to make progress with existing programs, though we will not meet the goal of ending homelessness.

As the figure below suggests, we will gain significant social cost savings if new measures are implemented against the Status Quo scenario (no new investments).

**Risk Management**

In addition to these measures, we will need to develop a robust mechanism to track the drivers impacting homelessness, in order to respond more effectively as a community. This is a critical part of the work of risk mitigation for the Plan. We need examine and understand such indicators as:

- Migration and population growth;
- Housing market changes in rental rates, vacancy and the costs of homeownership;
- Income, employment, and overall cost of living;
- Sub-population-specific analysis to gauge shifts for Indigenous Peoples, immigrants, women, children and youth, seniors, people with disabilities, etc.
A comprehensive risk register and mitigation strategies will need to be developed in implementation that addresses key risks to the Plan. The Risk Register included in the Plan aims to provide an initial assessment for ongoing review and revision in implementing.

**Implementing the Plan to and beyond 2018 key actions:**

- Review community needs for Plan governance and coordination and develop an action plan to address these beyond 2018.
- Review strategic plans to assess alignment with the Plan in implementation across homeless-serving agencies and funders and adjust operations/priorities to help drive Plan actions.
- Track drivers impacting homelessness and adjust Plan implementation in real time.
- Develop and implement comprehensive risk register and mitigation strategies.
- Develop system-level performance indicators and monitor these across the homeless serving system and with partner systems to measure progress and emerging trends.
## Calgary’s Updated Plan to End Homelessness:
### People First in Housing First

**Plan Risk Register**

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Likelihood</th>
<th>Impact</th>
<th>Score</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inappropriate strategy leading to failure to meet Plan objectives</td>
<td>1.5</td>
<td>3</td>
<td>4.5</td>
<td>Ongoing reviews to assess approach; revise in real-time</td>
</tr>
<tr>
<td>Lack of access to data across system to monitor trends</td>
<td>3</td>
<td>2</td>
<td>6</td>
<td>Develop data integration and sharing options, vs. full HMIS expansion</td>
</tr>
<tr>
<td>Prevention and integration agenda falters and dilutes focus</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>Ensure prevention activities are targeted and support ending homelessness goals. Maintain advocacy on issue with government and public.</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of funding to meet Plan goals</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Look to alternate sources such as social financing; scale back capital and focus on scattered site programs</td>
</tr>
<tr>
<td>Inability to ramp up housing and program spaces needed</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Enhance recruitment of staff; enhance education of frontline service providers with partners.</td>
</tr>
<tr>
<td>Inadequate financial management</td>
<td>1.5</td>
<td>3</td>
<td>4.5</td>
<td>Develop policies, ensure appropriate skill set in place and monitor.</td>
</tr>
<tr>
<td>Inadequate staff to house and support service participants</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Enhance training and work with professional workers in public systems (such as nursing, etc.) to address complex needs.</td>
</tr>
<tr>
<td>Lack of landlord willingness to provide access to rental units in private market to target population</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Enhance communication and public education with landlords; enhance coordinated access to rental units by non-profit providers; enhance non-market housing stock.</td>
</tr>
<tr>
<td><strong>Performance</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poor program &amp; housing performance</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Monitor performance, continue ongoing review and training.</td>
</tr>
<tr>
<td>Service participant or staff serious incidents</td>
<td>3</td>
<td>2</td>
<td>6</td>
<td>Enhance safety planning and training in this area, ensure adequate staffing in place.</td>
</tr>
<tr>
<td>Partial adoption of system planning approach in homeless-serving system</td>
<td>3</td>
<td>2.5</td>
<td>7.5</td>
<td>Community development approach working in partnership to enhance system. With funders, government and agencies.</td>
</tr>
<tr>
<td>Poor targeting of priority populations</td>
<td>3</td>
<td>2.5</td>
<td>7.5</td>
<td>Appropriate training on triage process, clear eligibility criteria in place and monitoring.</td>
</tr>
<tr>
<td>Complex service participant needs beyond system capacity</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>Enhance training and work with professional workers in public systems (such as nursing, etc.) to address complex needs.</td>
</tr>
<tr>
<td><strong>General Risk</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inflow pressures outpace supply and projected needs</td>
<td>2</td>
<td>3</td>
<td>6</td>
<td>Monitor on an ongoing basis, adjust strategy and assumptions to manage additional pressures. Shift resources.</td>
</tr>
<tr>
<td>Increase in acuity in at risk/homeless population resulting from aging, producing increased need for accessible stock and access to specialized services</td>
<td>3</td>
<td>3</td>
<td>9</td>
<td>Monitor aging trends, enhance advocacy on seniors issues related to housing and homelessness; build accessible stock in the non-market housing sector; encourage accessible stock in private market.</td>
</tr>
<tr>
<td>Oil prices continue to be low</td>
<td>2.5</td>
<td>3</td>
<td>7.5</td>
<td>Monitor, continue advocacy, seek leveraging funding from non-government sources; continued low oil prices may enhance ability to access rental units due to higher vacancy rates, and may drive migration down, further decreasing rental market pressures.</td>
</tr>
<tr>
<td><strong>Community Buy-In</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of buy-in from homeless and allied systems</td>
<td>2</td>
<td>2.5</td>
<td>5</td>
<td>Community development approach working in partnership to enhance system with agencies.</td>
</tr>
<tr>
<td>Government priorities shift</td>
<td>2</td>
<td>3</td>
<td>6</td>
<td>Engage champions and public at large, social marketing, ongoing advocacy, demonstrate the business case.</td>
</tr>
<tr>
<td>Legitimacy of lead implementing agency is questioned</td>
<td>3</td>
<td>2</td>
<td>6</td>
<td>Open dialogue regarding Plan governance and leadership using community development approach.</td>
</tr>
<tr>
<td>Lack of policy integration to support Plan across government</td>
<td>2</td>
<td>3</td>
<td>6</td>
<td>Policy agenda work, advocacy with key systems, proving the value of integration for communities and government.</td>
</tr>
<tr>
<td>Reputational risk for perceived lack of success against 2018 goals</td>
<td>1.5</td>
<td>2.5</td>
<td>3.75</td>
<td>Manage expectations given resources available, celebrate success.</td>
</tr>
<tr>
<td>Lack of public interest and support</td>
<td>1</td>
<td>2.5</td>
<td>2.5</td>
<td>Public education, media, social marketing activities; leverage current housing crunch.</td>
</tr>
</tbody>
</table>

---

**Legend:**

- Score of 7-9 – Addressed by ‘Council of Champions’
- Score of 4-6 – Monitored by Council; managed by lead implementing agencies
- Score under 4 – Managed by lead implementing agencies

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March 2015
Evolution of the Plan

The measures proposed in this Plan will certainly make a difference for those experiencing homelessness and our community as a whole. Yet, we recognize that even if we meet our goal of reducing the length of time spent homeless to less than a week, ending homelessness in Calgary requires that we stop people from becoming homeless in the first place. We also know that sustaining an end to homelessness requires effort beyond 2018.

The coordinating of the homeless-serving system, advancing solutions in policy and interventions, research, etc. will continue to be needed. As shifts in our environment impact homelessness, we will need to course-correct in real-time to ensure sustainability.

As we relieve the current backlog in our system, we can shift resources to enhance our focus on prevention. We do not propose that once we meet our goals, our efforts disband. Rather, we move upstream with enhanced focus to address the root causes of homelessness in a coordinated manner, building on our learnings. An end to homelessness requires meaningful systems change tackling complex social issues, including poverty, family violence, and the legacy of colonialism.

Ultimately, this Plan will succeed because we succeeded; the Plan will fail because we did not come together to enable its success. The Plan itself is a symbol of our collective will for a better Calgary.

The power of our community will become manifest in our actions: what will yours be?
APPENDIX 1 – GLOSSARY OF TERMS

**Aboriginal:** A collective name for the original peoples of North America and their descendants. The Canadian constitution recognizes three groups of Aboriginal people: Indians (commonly referred to as First Nations), Métis and Inuit (Aboriginal Affairs and Northern Development Canada).

**First Nations (non-status):** People who consider themselves Indians or members of a First Nation but whom the Government of Canada does not recognize as Indians under the Indian Act, either because they are unable to prove their status or have lost their status rights. Many Indian people in Canada, especially women, lost their Indian status through discriminatory practices in the past. Non-Status Indians are not entitled to the same rights and benefits available to Status Indians (Aboriginal Affairs and Northern Development Canada).

**First Nations (status):** People who are entitled to have their names included on the Indian Register, an official list maintained by the federal government. Certain criteria determine who can be registered as a Status Indian. Only Status Indians are recognized as Indians under the Indian Act, which defines an Indian as “a person who, pursuant to this Act, is registered as an Indian or is entitled to be registered as an Indian.” Status Indians are entitled to certain rights and benefits under the law (Aboriginal Affairs and Northern Development Canada).

**Inuit:** An Aboriginal people in Northern Canada, who live in Nunavut, Northwest Territories, Northern Quebec and Northern Labrador. The word means "people" in the Inuit language — Inuktitut. The singular of Inuit is Inuk. (Aboriginal Affairs and Northern Development Canada).

**Métis:** People of mixed First Nation and European ancestry who identify themselves as Métis, as distinct from First Nations people, Inuit or non-Aboriginal people. The Métis have a unique culture that draws on their diverse ancestral origins, such as Scottish, French, Ojibway and Cree. (Aboriginal Affairs and Northern Development Canada).

**Absolute homelessness:** Those living on the street with no physical shelter of their own, including those who spend their nights in emergency shelters (Systems Planning Framework).

**Accessible:** In reference to a type of housing unit, accessible refers to units that are designed to promote accessibility for individuals with disabilities. This sometimes includes physical elements such as low height cupboards or light switches, wide doorways, and adapted bathrooms. 48

**Acuity:** An assessment of the level of complexity of a person’s experience. Acuity is used to determine the appropriate level, intensity, duration, and frequency of case managed supports to sustainably end a person’s or family’s homelessness (Systems Planning Framework).

**Affordable housing:** The Calgary City Council approved definition of affordable housing is housing that “adequately suits the needs of low- and moderate-income households at costs below those generally found in the Calgary market. It may take a number of forms that exist along a continuum” including various rental options through to entry-level home ownership. Affordable housing is targeted to households with 65 percent or less of the median household income in Calgary. 49

**Alberta Works:** Alberta Works is the province of Alberta’s Income Support system. It is administered by Alberta Employment and Immigration and helps unemployed people find and keep jobs, helps employers meet their need for skilled workers and helps Albertans with low income cover their basic costs of living. There are four different components of Alberta Works: Employment and Training Services, Income Support, Child Support Services and Health Benefits (Government of Alberta, Human Services).

**Assured Income for the Severely Handicapped (AISH):** A program that provides financial assistance (living allowance), supplementary assistance (child benefits and personal benefits) and health-related assistance for
adult Albertans who have a permanent disability that severely impairs their ability to earn a livelihood (Government of Alberta).

**At-Risk of Homelessness:** A person or family that is experiencing difficulty maintaining their housing and has no alternatives for obtaining subsequent housing. Circumstances that often contribute to becoming at-risk of homelessness include: eviction; loss of income; unaffordable increase in the cost of housing; discharge from an institution without subsequent housing in place; irreparable damage or deterioration to residences; and fleeing from family violence (Systems Planning Framework).

**Best Practices:** A best practice is an intervention, method or technique that has consistently been proven effective through the most rigorous scientific research (especially conducted by independent researchers) and which has been replicated across several cases or examples.50

**Case management:** Case management for ending homelessness is a collaborative community based intervention that places the person at the centre of a holistic model of support necessary to secure housing and provide supports to sustain it while building independence (Case Management Standards of Practice).

**Chronic Homelessness:** Those who have either been continuously homeless for a year or more, or have had at least four episodes of homelessness in the past three years. In order to be considered chronically homeless, a person must have been sleeping in a place not meant for human habitation (e.g., living on the streets) and/or in an emergency homeless shelter. People experiencing chronic homelessness face long term and ongoing homelessness related to complex and persistent barriers related to health, mental health, and addictions (Systems Planning Framework).

**Couch Surfing:** Frequently sleeping on friends and/or family’s couches on a regular or intermittent basis, moving from household to household (Plan to End Aboriginal Homelessness in Calgary).

**Coordinated Access and Assessment (CAA):** A single place or process for people experiencing homelessness to access housing and support services. It is a system-wide program designed to meet the needs of the most vulnerable first and creates a more efficient homeless serving system by helping people move through the system faster, reducing new entries to homelessness, and improving data collection and quality to provide accurate information on client needs (Systems Planning Framework).

**Core Housing Need:** A household is in core housing need if its housing does not meet one or more of the adequacy, suitability or affordability standards and it would have to spend 30% or more of its before-tax income to access local housing that meets all three standards.

- Adequate housing are reported by their residents as not requiring any major repairs.
- Affordable dwellings costs less than 30% of total before-tax household income.
- Suitable housing has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements (Canada Mortgage and Housing Corporation).

**Dependent:** For the purposes of homeless reporting, a dependent is defined as any person under the age of 18 years for whom the client is responsible (Homelessness Management Information System)

**Diversion:** the attempt to exhaust all other options prior to shelter admission at the time individuals or families present for shelter (OrgCode).

**Domestic violence:** the attempt, act, or intent of someone within a relationship, where the relationship is characterized by intimacy, dependency or trust, to intimidate either by threat or by the use of physical force on another person or property. The purpose of the abuse is to control and/or exploit through neglect, intimidation, inducement of fear or by inflicting pain. Abusive behaviour can take many forms including: verbal, physical, sexual, psychological, emotional, spiritual and economic, and the violation of rights. All forms
of abusive behaviour are ways in which one human being is trying to have control and/or exploit or have power over another (Government of Alberta, A Framework to End Family Violence in Alberta).

**Emergency shelter:** Any facility with the primary purpose of providing temporary accommodations and essential services for homeless individuals (Systems Planning Framework).

**Episode:** An episode of homelessness consists of a minimum of one (1) night of homelessness. Thirty consecutive days of non-homelessness must lapse before a new experience of homelessness is considered to be the start of a new episode of homelessness. Any stays that are separated by less than thirty days are considered to be part of a single episode (Systems Planning Framework).

**Episodic homelessness:** A person who is homeless for less than a year and has fewer than four episodes of homelessness in the past three years. Typically, those classified as episodically homeless have reoccurring episodes of homelessness as a result of complex issues such as addictions or family violence (Systems Planning Framework).

**Evidence-based:** First developed in the sphere of medicine, this term is defined as the integration of best practice research evidence within clinical expertise and patient values. In the context of social programs, services and supports, evidence-based refers to the use of high-quality evidence (e.g. randomized control trials) to develop, test, and modify programs and services so that they are achieving intended outcomes (Government of Alberta, Results-Based Budgeting).

Extreme Core Housing Need: refers to extreme housing affordability and very low income issues for households who were earning less than $20,000 per year and paying 50% or more of their income on shelter costs.

**Family:** In the context of homelessness, those who are homeless and are: parents with minor children; adults with legal custody of children; a couple in which one person is pregnant; multi-generational families; part of an adult interdependent partnership (Systems Planning Framework).

**Family violence:** the abuse of power within relationships of family, trust or dependency that endangers the survival, security or well-being of another person. It can take many forms including spouse abuse, senior abuse and neglect, child abuse and neglect, child sexual abuse, parent abuse, and witnessing abuse of others in the family. Family violence may include some or all of the following behaviours: physical abuse, psychological abuse, criminal harassment/stalking, verbal abuse, sexual abuse, financial abuse, and spiritual abuse (Government of Alberta, A Framework to End Family Violence in Alberta).

**Family and Community Support Services (FCSS):** is a joint municipal-provincial funding program established to support and fund preventive social services. The program, governed by the Family & Community Support Services Act since 1966, emphasizes prevention, volunteerism and enhanced local autonomy. The provincial and municipal governments share the cost of the program. The Province contributes up to 80 per cent of the program cost and the municipality is to cover a minimum of 20 percent. In Calgary, City Council has made a commitment to contribute more than the minimum requirement and allocated 30 per cent of the program cost for the 2012-2014 budget cycle.

**Harm reduction:** Refers to policies, programs, and practices that seek to reduce the adverse health, social, and economic consequences of risky behaviours, such as the use of legal and illegal substances and risky sexual activity. Harm reduction is a pragmatic response that focuses on keeping people safe and minimizing death, disease and injury associated with higher risk behavior, while recognizing that the behavior may continue despite the risks (Systems Planning Framework).

**Homeless Management Information System (HMIS):** A locally administered, electronic data collection system that stores longitudinal client-level information about persons who access the social service system. Calgary’s HMIS is administered through Bowman Systems ServicePoint software.
**Homelessness**: Homelessness describes the situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household’s financial, mental, cognitive, behavioural or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, stressful and distressing.

Homelessness describes a range of housing and shelter circumstances, with people being without any shelter at one end, and being insecurely housed at the other. That is, homelessness encompasses a range of physical living situations, organized here in a typology that includes 1) Unsheltered, or absolutely homeless and living on the streets or in places not intended for human habitation; 2) Emergency Sheltered, including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence; 3) Provisionally Accommodated, referring to those whose accommodation is temporary or lacks security of tenure, and finally, 4) At Risk of Homelessness, referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards. It should be noted that for many people homelessness is not a static state but rather a fluid experience, where one’s shelter circumstances and options may shift and change quite dramatically and with frequency.  

**Homeless Point-in-Time Count**: Point-in-time homeless counts, which have been done in Calgary since 1992. These counts provide a snapshot of the population experiencing homelessness at a point in time. Basic demographic information is collected from emergency shelters and short term housing facilities, and a survey is done with those enumerated through a street count. Public systems, including health and corrections, provide numbers of those without fixed address on the night of the count as well.

**Housing First**: Adopting a Housing First approach means that permanent housing is provided directly from homelessness, along with needed support services, without the requirement of a transition period of sobriety or abstinence. Support services may include intensive medical, psychiatric and case management services including life skills training, landlord liaison assistance and addictions counseling. Addressing these needs through support services helps people maintain their housing over the long term (Systems Planning Framework).

**Indigenous Peoples**: Indigenous is a term used to encompass a variety of Aboriginal groups. It is most frequently used in an international, transnational, or global context. This term came into wide usage during the 1970s when Aboriginal groups organized transnationally and pushed for greater presence in the United Nations (UN). In the UN, “Indigenous” is used to refer broadly to peoples of long settlement and connection to specific lands who have been adversely affected by incursions by industrial economies, displacement, and settlement of their traditional territories by others.  

**Length of stay in homelessness**: The number of days in a homeless episode or across multiple episodes of homelessness. The type of homelessness/shelter situation may vary significantly within the episode (Systems Planning Framework).

**LGBTQ2**: Lesbian, gay, bisexual, transgender, transsexual, queer, questioning, and 2-spirited (LGBTQ2). LGBTQ2 youth experience the additional layer of challenges faced by those with sexual orientations and gender identities that are different from the mainstream. LGBTQ youth are over-represented among the population experiencing homelessness as a result of homophobia and transphobia in the home and across the service and housing systems.  

**Market Rent**: Market rent means the amount a unit could be rented for on a monthly basis in the private market, based on an appraisal.

**Non-market housing**: Non-market housing encompasses housing that is made affordable through public and non-profit ownership of rental housing units and subsidies that allow low income households to access
housing in the private market. Non-market is inclusive of both affordable and supportive housing, and is also sometimes called social housing.

**Negative Reason for Leaving Program:** As measured through the HMIS database, reasons include criminal activity/violence, disagreement with rules/persons, needs could not be met, non-compliance with program, non-payment of rent, reached maximum time allowed, unknown/disappeared, don’t know or declined to answer.

**Occupancy:** Represents the number of clients accepted into the housing program, based on Shelter Point. Occupancy does not refer to the number of people housed. For example, scattered-site programs accept clients and then begin the housing search. Thus, clients can be in a program and receiving case management while they remain in homelessness. For full programs, this population represents approximately 20-30% of their occupancy (Systems Planning Framework).

**Outreach:** Outreach programs provide basic services and referrals to chronically homeless persons living on the streets and can work to engage this population in re-housing (Systems Planning Framework).

**Permanent supportive housing (PSH):** Long term housing for people experiencing homelessness with deep disabilities (including cognitive disabilities) without a length of stay time limit. Support programs are made available, but the program does not require participation in these services to remain housed (Systems Planning Framework).

**Place-based housing:** Refers to physical housing with program supports for individuals typically with high acuity (Systems Planning Framework).

**Positive reason for Leaving Program:** As measured through the HMIS database, reasons include completed program, left for housing opportunity before completing program or referred to another program.

**Prevention:** refers to the activities, interventions and planning that prevents individuals and families from experiencing homelessness. Prevention can be broken into three different types:

- **Primary prevention:** Interventions that seek to reduce the risk of homelessness among the general population targeting those who are currently housed in an effort to prevent new cases of homelessness. Measures involve broad housing policies including supply, accessibility, and affordability, as well as income supports, housing benefits and job protection.

- **Secondary prevention:** Activities seek to identify and address conditions at their earliest stages, such as shelter entry. This includes people leaving institutional care or those in crisis situations including eviction or relationship breakdown, likely to impact homelessness risk. Interventions tend to reduce the total number of people affected at any one time, though they do not reduce the number of new cases of homelessness.

- **Tertiary prevention:** Interventions attempt to slow the progress of or mitigate the negative effects of homelessness once it is being experienced, targeting those who have been homeless for some time. Initiatives focus on harm reduction to minimize repeated experiences of homelessness once housing has been achieved.

**Rapid rehousing programs:** Provide targeted and time-limited financial assistance, system navigation, and support services to individuals and families experiencing homelessness in order to facilitate their quick exit from shelter and obtain housing (Systems Planning Framework).

**Recidivism:** The rate in which a client receives a positive housing outcome and returns to shelter or rough sleeping (Systems Planning Framework).
Rehoused: from a data management and technical perspective, rehoused describes a situation where a client was previously housed in a permanent home and has been placed in a new home while remaining in the same Housing First Program (Government of Alberta, Human Services). More colloquially, rehoused refers to a person exiting homelessness and becoming housed again.

Relative homelessness: Those living in spaces that do not meet the basic health and safety standards including protection from the elements; access to safe water and sanitation; security of tenure and personal safety; affordability; access to employment, education and health care; and the provision of minimum space to avoid overcrowding (Systems Planning Framework).

Rent Supplements: rent supplements assist households in need of affordable housing by providing rent subsidies. Rent supplements have multiple structures: some rent supplements are paid directly to the landlord, and others are paid directly to the tenant; some follow a rent-geared-to-income structure where the supplement “tops up” the amount payable by the tenant (typically at 30% of income) to the market rate, and others are a monthly fixed amount. Rent supplements are also sometimes called rent subsidies.

Rent-Geared-to-Income (RGI): refers to a rental structure in which the client pays a rental rate that represents 30% of their income. In some cases, additional rent supplements are used to bridge the gap between the client’s ability to pay and either break-even rents or market rents.

Sleeping rough: refers to people who are unsheltered, lacking housing and not accessing emergency shelters or accommodation. In most cases, people sleeping rough are staying in places not designed for or fit for human habitation, including: people living in public or private spaces without consent or contract (public space such as sidewalks, squares, parks or forests; and private space and vacant buildings, including squatting), or in places not intended for permanent human habitation (including cars or other vehicles, garages, attics, closets or buildings not designed for habitation, or in makeshift shelters, shacks or tents).

Scattered site housing: A housing model that utilizes individual rental units located throughout the community, typically owned by private market landlords. Rent supplements are typically applied.

Service Prioritization Decision Assessment Tool (SPDAT): An assessment tool to determine client placement based on the level of need. The SPDAT looks at the following: self care and daily living skills; meaningful daily activity; social relationships and networks; mental health and wellness; physical health and wellness; substance use; medication; personal administration and money management; personal responsibility and motivation; risk of personal harm or harm to others; interaction with emergency services; involvement with high risk and/or exploitative situations; legal; history of homelessness and housing; and managing tenancy (Systems Planning Framework).

Supportive Housing: Supportive Housing provides case management and housing supports to individuals and families who are considered moderate to high acuity. In Supportive Housing programs, the goal for the client is that over time and with case management support, the client(s) will be able to achieve housing stability and independence. While there is no maximum length of stay in Supportive Housing programs, the housing and supports are intended to be non-permanent as the goal is for the client to obtain the skills to live independently, at which point the client will transition out of the program and into the community, where they may be linked with less intensive community-based services or other supports (Systems Planning Framework).

System of care: A local or regional system for helping people who are homeless or at imminent risk of homelessness. A system of care aims to coordinate resources to ensure community level results align with strategic goals and meet client needs effectively. Calgary’s system of care is composed of eight program types: housing loss prevention, coordinated access & assessment, emergency shelter, rapid rehousing, supportive housing, permanent supportive housing, Graduated Rental Assistance Initiative, Affordable Housing (Systems Planning Framework).
System planning: Creating a system of navigation for accessing services from many different agencies, resulting in a system of care (Systems Planning Framework).

Transitional Homelessness: Homeless for the first time (usually for less than three months) or has had less than two episodes in the past three years. The transitionally homeless tend to enter into homelessness as a result of economic or housing challenges and require minimal and one time assistance (Systems Planning Framework).

Triaging: The process for determining the priority of clients based on the severity of their condition or acuity (Systems Planning Framework).

Youth homelessness: A homeless youth is an unaccompanied person age 24 and under lacking a permanent nighttime residence. They can be living on the street, in shelters, couch surfing, in unsafe and insecure housing, and living in abusive situations. They may also be about to be discharged without the security of a regular residence from a care, correction, health, or any other facility (Systems Planning Framework).
## APPENDIX 2 – LIST OF AGENCIES

The list of service providers and system partners aims to provide a sense of the agencies and systems involved in the work to prevent and end homelessness on the ground. Note that some stakeholders may have been missed due to limited access to a centralized list.

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<td>Aboriginal Standing Committee on Housing and Homelessness</td>
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<td>Peer Support Services For Abused Women</td>
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Calgary's Updated Plan to End Homelessness:
People First in Housing First

154. Piikani First Nation
155. Potential Place
156. Poverty Talks (Calgary)
157. Recovery Acres
158. Renfrew Recovery Detoxification Centre
159. Roman Catholic Diocese of Calgary
160. Saint Jude's Health Management Institute
161. Salvation Army
162. Schizophrenia Society of Alberta (Calgary Chapter)
163. Siksika Nation
164. Silvera Housing
165. Shalem Society of Senior Citizens
166. Southern Alberta Institute of Technology
167. Second Chance Recovery
168. Servants Anonymous Society of Alberta
169. Service Canada
170. 7 Cities on Housing and Homelessness
171. SHARP Foundation
172. Siksika Nation Housing
173. Stoney Nakoda First Nation
174. Silvera for Seniors
175. Simon House Recovery Centre
176. Society of St. Vincent de Paul
177. Sonshine Foundation
178. SORCe
179. Student Legal Assistance
180. St. Mark’s Building Society
181. Stardale Women’s Group
182. Stampede Grounds
183. Sunrise Native Addictions Services Society
184. The Alex
185. The Brenda Strafford Centre
186. The Calgary Foundation
187. The City of Calgary
188. The Doorway
189. The Mustard Seed
190. Trinity Place Foundation of Alberta
191. Treaty 7 Urban Indian Housing Authority
192. Treaty 7 Management Corporation
193. Truth and Reconciliation Commission of Canada
194. Tsuu T’ina Administration
195. Tsuu T’ina Nihinasagha (Our House)
196. Tsuu T’ina Nation Health and Wellness Centre
197. United Way of Calgary
198. Universal Rehabilitation Service Agency (URSA)
199. University of Calgary
200. Urban Society for Aboriginal Youth
201. Vecova (VRRI)
202. Vibrant Communities Calgary
203. Victory Foundation
204. Westbourne Place Seniors Residence
205. Women in Need Society (WINS)
206. Women’s Centre
207. Woodfield Residential Corporation
208. Woods Homes
209. Youth Unlimited (StreetLight Mobile Youth Centre)
210. YMCA of Calgary
211. Youville Women’s Residences
212. YWCA of Calgary
Short Term Supportive Housing Providers

Total number of Short Term Supportive Housing beds in October 2014 was 1,349.

<table>
<thead>
<tr>
<th>Agency Name</th>
<th>Facility Name</th>
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<tbody>
<tr>
<td>Alpha House</td>
<td>Transitional Bed Program</td>
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<td>Aventa</td>
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<td>Aventa 12th Ave</td>
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<td>Haven's Way</td>
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<td>Progressive Housing</td>
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<td>Calgary Dream Centre</td>
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<td>Calgary Catholic Immigration Services</td>
<td>Beltline</td>
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<td>Calgary Catholic Immigration Services</td>
<td>Margaret Chisholm Resettlement Centre</td>
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<td>Calgary Drop-In and Rehab Centre</td>
<td>Riverfront</td>
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<tr>
<td>Discovery House</td>
<td>Residential Program</td>
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<td>Berkana House</td>
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<td>Raido House</td>
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<td>John Howard</td>
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<td>Hope Homes</td>
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<td>Hope Homes for Aboriginal Youth</td>
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<td>Wellington Place</td>
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<td>Homes for Youth</td>
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<tr>
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<td>1822 house</td>
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<tr>
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<td>1835 house</td>
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<tr>
<td>Recovery Acres</td>
<td>1839 house</td>
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<td>Addictions Recovery Program</td>
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<td>Salvation Army</td>
<td>Centre of Hope</td>
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<tr>
<td>Salvation Army</td>
<td>WISH (women)</td>
</tr>
<tr>
<td>Servants Anonymous</td>
<td>SAFE</td>
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<tr>
<td>Simon House</td>
<td>Long Term Residential Program</td>
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<td>Sonshine Society</td>
<td>Sonshine Centre</td>
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<td>Sunrise Addiction Services Society</td>
<td>Sunrise Addiction Services Society</td>
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<td>Forest Lawn Recovery Program</td>
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<td>Family Program</td>
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<td>YWCA</td>
<td>Mary Dover</td>
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</table>
APPENDIX 3 – COMMUNITY CONSULT SUMMARY

Community Consultation

- **Community**
  - Hosted on November 18, 2013 and November 19, 2013
  - Aimed at a large audience inclusive of participants beyond the sector only
  - Paired with a website invitation and email distribution requesting feedback through email or a survey monkey
  - Report back to community regarding what we heard was hosted in March 2014

- **Agencies**
  - November 20, 2013

- **CACHH**
  - January 28, 2014 and March 17, 2014
  - CACHH put forward members from each sector into a central group, which had a terms of reference

- **Expert Advisory Panel**
  - October 2014 (virtual)
  - December 2014 (virtual)
  - March 2014 (in person)

- **People with Lived Experience**
  - December 16, 2013
  - Hosted and facilitated by the Client Action Committee

- **ASCHH**
  - April 4, 2014

- **Shelters & CDIC Board of Directors**
  - April 5, 2014 and April 9, 2014

**Large Community Consults**

Including the online feedback gathered, over 800 comments were incorporated. The feedback received at the community consults was synthesized and summarized as follows:

1. **Affordable Housing.** An overwhelming number of comments related to affordable, safe and stable housing. This has been made more challenging by the June flood, the supercharged Alberta economy along with the influx of new Canadians and growth from out of province labour force. The housing issue is additionally challenging when one brings other issues into the equation, such as addictions, mental health issues, family breakdown, abuse, poverty, vulnerable populations and unstable employment which all contribute to housing insecurity. Stakeholders also stated that they are still experiencing barriers to housing – they do not know how to access help, long wait times for supports. In addition, housing that is available through the various agencies does not meet the need of families with children, aboriginals, women, youth, seniors, and new Canadians. Facilities at times are not safe for these vulnerable populations and require maintenance and cleanliness. Develop meaningful ways for consumers to be involved in the planning and design of housing and homelessness supports and
programs. Better information about housing needs to be provided to people who have a language barrier.

2. **Collaboration.** Collaboration amongst agencies also received attention from participants. Numerous comments were voiced regarding the streamlining of services and information. More collaboration is required between agencies and cross governmental sectors (health, education, social services, post-secondary) all working together to support people living on the edge and facing homelessness. Better collaboration provides the opportunity to make better use of limited resources by reducing duplication and meeting the goal of wrap around supports.

3. **Communication.** Communication ranked high amongst respondents. One participant stated “*the spotlight needs to be placed on the great work that is being done by so many in the battle against homelessness.*” This sentiment was held by many participants. A concerted effort by all agencies is required in order to create an awareness and active community involvement and participation in supporting neighbours requiring safe affordable housing. On this theme there was also great support for increased education on all fronts, from the public education sector, parents and communities to the wider community and our emerging immigrant communities. Need to create greater awareness to the issues and challenges and create allies to ensure continued funding and supports.

4. **Mental Health.** Large number of homeless due to mental health issues, we heard the need for greater partnership and collaboration with mental health organizations along with awareness of mental health organizations in the community. There is a significant amount of crossover between people with mental health issues and homelessness. People with mental health issues should be connected to mental health agencies and we need to be proactive instead of reactive in this area.

5. **Prevention.** Prevention received the greatest attention by participants and the theme was best represented by a respondent’s comment “we need to get to the root of the problem – prevention...we cannot make any progress in the plan without addressing it.” More work needs to be done with clients in asking and actively listening to what their triggers were for moving into homelessness. Many comments identified the need for greater attention to this “borderline” population, catching them early to prevent the downward spiral. Many comments focused on education – streamlining services – obtaining correct information – removing barriers – ability to act quickly and providing support in navigating the system. Each person’s situation is different so we “need to work on lots of different solutions for housing and homelessness”.

6. **Rent.** Numerous comments from the affordable housing discussion transferred into rental property and the availability of space. Areas identified were partnerships with the City and initiatives around secondary suites, working with landlords, rent subsidies, taxable incentives for landlords, rent caps, rent rebate or subsidies based on the individual completing employment training or remaining employed and construction of rental properties by public/private investments. There was also support for developing a database for identification of unscrupulous landlords.

7. **Vulnerable Populations.** The populations identified by CHF as vulnerable (aboriginal, families, women, Youth) received by far the most attention with comments relating to the specific needs of each group. More advocacy for aboriginal representation in the homeless sector along with better training for staff working with aboriginal clients and a greater need for aboriginal housing in urban centres. A great deal of attention was focused on Youth with the need for specific safe housing along with strategies to reunite them with their families and enroll in school.

8. **Major themes impacting milestones:**
   - Milestones not realistic within the timeframe laid out
   - Use the data and research as a check and balance on the milestone ambitions
• Milestones need to be flexible and realistic with the changing environment and economy
• Milestones are half the equation, they need to be matched with housing milestones
• Keep families and children central to the milestones and solutions
• Affordable Housing
  • need affordable housing to replace shelter beds
  • tax incentives for cheaper housing
  • government bring in rent controls
  • percentage of housing development should be deemed affordable
  • sustainable rent supports follow
  • need more economies of scale
  • secondary suites in all communities
  • need women only building
  • great need for aboriginal housing
  • city and province contribute to housing by way of land or infrastructure
• need more housing: convert unused buildings into housing, provide supplements for landlords
• need more bachelor and 1-bedroom housing for singles (not shared) to honour people’s need for privacy and dignity.
• response to property standards should be proactive, not reactive
• City needs to enforce bylaws and do regular checkups
• need to take quality of living into account
• Mental Health Issues
  • require mental health supports due to closure of hospital care
  • need trauma informed practice
• Shelter Beds
  • there is no movement out of the system – people in a holding pattern
  • concern that shelter beds will be closed based on the milestone and not on the needs
  • supply not keeping up with demand
• Funding
  • not enough funding to achieve the milestone
  • request for dollars backed by good data –gap analysis- exemplars of successful programs and reductions strategies
  • the models in place are only as good as the funding in it
  • need “bridge” funding or quick and accessible money when a crisis happens
• Success
  • celebrate the successes since inception of the 10 year plan
  • great strides have been made in getting people into housing
• Education
  • staff training (attraction and retention)
  • greater public awareness to the milestone and the 10 year plan
  • cross government agencies working to educate the wider public and increase active participation in communities and organizations
CACHH Committee Consult

CACHH was asked how they wanted to be consulted, and they put forward members from each of their sector tables into a central group, which utilized a terms of reference. What follows is a summary of their feedback:

- Some people in the working group suggested we need to have some funding for all 4 quadrants – the funding, program and interventions made available in each quadrant would need to match appropriately.
- If we underfund a little bit of everything we will not achieve any success. By targeting specific groups, we could end homelessness for that group – this option allows us to focus on vulnerable populations. If we choose this option, we must understand other services needed to help the population. The group suggested it would make sense to target high acuity chronic for singles, youth & families.
- The role of CHF is NOT just to allocate funds. CHF has three hats and they need to dedicate more time into different areas: Policy, Funder, Collaboration.
- Acuity/chronicity diagram risks: snapshot in time only (acuity changes as homelessness is longer), disagreement regarding where work should happen (i.e. all four quadrants, 1’s only); chart does not work for youth and families.
- Stronger communications to engage other programs – more and better communication to raise awareness and make homelessness a significant issue for Calgarians and City Council.
- CHF needs a communications plan, repetitive and consistent to the public and echoed by agencies. Communications plan should be available to all agencies, etc.

- Affordable housing
  - the plan needs to ensure there are program options for anyone experiencing homelessness – not just high acuity. CHF needs to build the architecture of a homeless serving system to be more broad and encompassing of the entire homeless population. This would acknowledge the unique needs of individuals in a client centred way.
  - affordable housing will be an issue beyond 2018 – could include this recommendation in the Beyond 2018 section of the plan.
  - explore improvement areas for people being discharged from shelters, hospitals, jails to no housing – the Plan could include a goal around transition planning with Human Services.

- Prevention
  - need clear definition of prevention.
  - additional research related to what keeps people housed and what creates affordable options
  - more work with children’s services system to reduce potential of youth coming out of the system into homelessness
  - address migration from aboriginal land and rural areas and other areas of Canada to Calgary

- Collaboration
  - allowing more organizations to access HMIS – including rolled up information
  - more effort to ensure agencies understand collective data
  - homeless foundation could facilitate a discussion around establishing common charter of rights and responsibilities for clients using agency services
  - bringing awareness campaign to new counsellors & public after the elections (lobbying for affordable housing) – consider election schedules
  - work with funders to ensure staff are appropriately compensated and recognized and opportunity for them to meet their learning goals
CACHH Community Forum

CACHH hosts a community forum once every 90 days. Their September session posed a number of questions:

1. What assumptions in the Plans to End Homelessness need to be challenged now that we have more information and experience?
   - One size fits all – that housing First will work for everyone, all the different plans CHF wrote
   - That ending homelessness is just about a house – some case management
   - Benefits of transitional housing and sober housing – client centered approach
   - HMIS Access / understanding for the masses
   - The assumption that the “system” outside the plan works
   - That there is an “end” to this entity
   - Paternalistic attitude
   - Homeless as bad, no value, people who are homeless do not have any value as is
   - Poverty / those on cusp of homelessness will take care of themselves → increasing prevention
   - Government must solve the problem → grassroots movements

2. What could we do to enhance the cohesiveness and ease of access to services for people in need of our services?
   - Report / track shared outcomes among agencies
   - Data sharing (HMIS) between agencies to work with homeless – expand FOIP legislation to remove barriers, open sharing systems
   - Comprehensive care of clients, support addictions, mental health, domestic violence, health issues
   - Prevention strategy for people living in poverty
   - Accessing services needs to be an asset not a barrier
   - Coordinate access entry point to available housing options
   - Implementation of & practice cultural safety policies at all agencies
   - Creating incentives for agencies to work together
   - Train the trainer so all groups working with homelessness are aware

3. When you think of ending homelessness, what are the things that need our immediate attention going forward?
   - A charter of rights responsibilities for people accessing services (specifically in shelters)
   - Streamlining criteria
   - Care management component is important in addressing the needs of those being housed / providing counseling as well
   - Bringing awareness campaign to new counselors & public after the elections (lobbying for affordable housing)
   - More housing programs, rental subsidies, larger units, secondary suites, landlord awareness
   - “Pass the buck” syndrome: Portfolio responsibility issue, Accountability
   - Assumptions of 10 year plan – look at Grassroots experts in field may not be involved in these discussions. Does Government need to solve or community?
   - More barrier free options for homeless population
   - Better inter-agency communication about how to serve the homeless population
4. If our success in ending homelessness was guaranteed, what bold steps might we choose to make it happen?
   - Re-purposing shelters
   - Challenge privacy legislation in AB to have open HMIS system
   - More support for women (transitional housing)
   - Increase harm reduction programs w/appropriate funding
   - Guaranteed annual income
   - Living wage
   - Free public transit
   - Rent control / rent caps
   - Builders will have incentive to build below market value housing (reserved land for affordable housing when developing new communities)
   - Policy + framework in place to prevent homelessness – Assessment – factors leading to current situation
   - Empower “Grassroots” movements to specialize in their “strong” areas: Increase visibility to get government attention; Incentivize; Specialize
   - Focus more on issues beyond housing – if we know they’ll be housed let’s take addictions, trauma, other root causes / underlying issues that will surface when housing is secured

5. Thinking about the Plans To End Homelessness and our role in ending homelessness, how can we support each other in taking the next steps?
   - Understand one another’s programs so we can refer and collaborate appropriately
   - Embrace centralized access & assessment, SORCE
   - View as “our clients” → shared commitment & responsibility
   - Working together to place clients who are within a program that may not be the best fit
   - Honor / recognize / compensate for all to ensure long term commitment and reduce risk of compassion fatigue (goal: staff retention)
   - Report outcomes as joint – encourages funders to consider strength of collaborative work / partnerships

6. When you consider the work that you are each doing in support of ending homelessness, what has been your major learning or insight so far?
   - Wait times for funded CHF programs too long
   - Not for profit organizations do not have access to “big $” anymore
   - Front line workers compassion fatigue
   - Worker compensation for not for profit
   - Always going to have too few resources → needs better allocation of resources
   - Continued presence of discrimination, judgement, attitude etc.
   - Non-understanding of Aboriginal unique culture / needs etc. – Foster care / justice / reserves / residential School
   - Success in transitional housing with income supports – what happens when this ends?
ASCHH Consult

- Expand advocacy role to politicians and developers
- Need to collaborate and partner with Children Services
- Housing First for Aboriginal people needs to have an Aboriginal perspective
- Mindfulness of language – stop using the words consult and engage, but rather “relationship building” – this should follow certain process and traditions and should be led and owned by the Aboriginal community
- Need to look at sustainability of funding post 2018
- Too many restrictions around housing – people need to create a home; guest management policies do not respect the Aboriginal way
- Not enough funding to Aboriginal agencies – need to build their capacity
- More Aboriginal staff
- Case workers need to be trained in how to facilitate healing
- CHF needs to align outcomes and indicators with an Aboriginal Focus (see Blue Quills)
- Concern re: tokenism in the sector
- The context of structure within an agency should be to develop cultural competence. This is an arduous journey particularly as competency can be construed as subjective given the nature and scope of this concept. It is more than sending everyone to Aboriginal Awareness; it is about structuring the integrity of the agency within the scope of embracing the cultural nuances that breed understanding and compassion without enforcing structure and service delivery from an agency policy, or accreditation standard.
- Housing First is not the only model – we need to explore other models more appropriate for Aboriginal people
- Discrimination among landlords in housing Aboriginal people
- Data collection too burdensome with multiple funders (HMIS, ShareVision, FSII)
- More Aboriginal representation on CHF Board of Directors

Client/Lived Experience Consult

- Need guaranteed income, rent control
- Need opportunity for meaningful engagement and activities – gym pass, community, volunteers, work place training, education, etc.
- Need housing for couples
- Empathy and compassion amongst shelter staff – rules/policies not implemented or enforced consistently
- Easier access with diversity in hours of operation – everything runs Monday to Friday 9-5; need weekend and evening supports
- More counselling
- Include people who are experiencing homelessness as part of the solution
- Somebody to talk to, to listen and help advocate with you
- More mental health supports
- More awareness within the community around issues of homelessness
APPENDIX 4 – IMPACT OF PROPOSED MEASURES ON SHELTER USE

Using shelter data from single adult emergency shelters in 2013-14 (Calgary Drop In Centre, Mustard Seed and Alpha House), the following outlines the projected impact of housing chronic and episodic homeless service participants, ordering shelter users by the total length of stay over a one-year snapshot. This shows us that rehousing 2,000 service participants would result in a projected length of stay of 10 days, a 62% reduction.

<table>
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<th>Longest-Staying Shelter Users</th>
<th>Number of Users</th>
<th>Length of Stay (Mean)</th>
<th>% Length of Stay Reduced</th>
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<th>Max Length of Stay Reduction</th>
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<td>2,011</td>
<td>10</td>
<td>-62%</td>
<td>63</td>
<td>-83%</td>
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</table>

A similar analysis on family shelter data from Inn from the Cold and Brenda’s House (2012-14) suggests housing the 291 households with longest length of stay in shelter would bring the average length of stay down from 65 days to 14. A further 85 families housed would bring length of stay down to 7 days.

Note that these figures were run over two years and may as a result increase the total number of families projected; we estimate that these total would be half – about 291 families to bring the length of stay to about 14 days by 2018. Further analysis of the family shelter data is being undertaken to confirm these estimates.

<table>
<thead>
<tr>
<th>Longest-Staying Shelter Users</th>
<th>Unique Households</th>
<th>Total Individuals</th>
<th>Housed Households</th>
<th>Housed Total Individuals</th>
<th>Max Length of Stay (in days)</th>
<th>Max Length of Stay Reduction</th>
<th>Length of Stay in Days (Mean)</th>
<th>% Length of Stay Reduced</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Households</td>
<td>569</td>
<td>1,957</td>
<td>0</td>
<td>0</td>
<td>404</td>
<td>0</td>
<td>65</td>
<td>0</td>
</tr>
<tr>
<td>Top 51% of households</td>
<td>284</td>
<td>922</td>
<td>291</td>
<td>1,035</td>
<td>42</td>
<td>-90%</td>
<td>14</td>
<td>-78%</td>
</tr>
<tr>
<td>Top 66% of households</td>
<td>193</td>
<td>630</td>
<td>376</td>
<td>1,327</td>
<td>20</td>
<td>-95%</td>
<td>7</td>
<td>-89%</td>
</tr>
</tbody>
</table>

We projected rehousing 3,200 service participants to account for a broader estimated group of service participants and population growth from 2015 to 2018. This estimation takes into account that that some homeless individuals will spend the majority of their homeless experience outside of shelters, and may not be accounted for strictly looking at shelter numbers. This also accounts for individuals in family shelters and in singles shelters.
APPENDIX 5 – ACTION PLAN EXAMPLE

The full Action Plan will be developed using a community development approach working with key stakeholders; the sample below provides an overview of what could be included in the final Action Plan. The sample summarises potential partners and timelines for the first priority action of the Plan.

**Action 1**: Apply a person-centered approach to the implementation of the Plan.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Partners</th>
<th>Timeline</th>
</tr>
</thead>
</table>
| Bring specific recommendations to government to address over-representation of Indigenous Peoples, both on and off-reserve, among homeless population. | • On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Homeless-serving system agencies  
• Non-market housing providers  
• Government of Canada – Aboriginal Affairs & Northern Development  
• Government of Canada – Economic and Social Development  
• Alberta Ministry of Aboriginal Relations  
• Alberta Ministry of Seniors  
• City of Calgary  
• Funders (United Way, Calgary Foundation, etc.)  
• Calgary Homeless Foundation  
• Calgary Police Service  
• Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities) | September 2015 |
| Develop programmatic interventions, including Housing First, and housing options appropriate to meet the specific needs of Indigenous Peoples. | **Develop an implementation strategy for Calgary Plan to End Youth Homelessness in Calgary (2012)** | • Youth sector of the Calgary Action Committee on Housing & Homelessness  
• Youth serving agencies  
• Homeless serving system agencies  
• Alberta Ministry of Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)  
• Interagency Council on Homelessness  
• On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Alberta Ministry of Seniors  
• Alberta Ministry of Education  
• Calgary Board of Education, Calgary Catholic School Board and other separate boards of education  
• Alberta Ministry of Health  
• Alberta Health Services  
• Justice and Solicitor General  
• Alberta Ministry of Aboriginal Relations  
• City of Calgary  
• Correctional Services & Young Offender programs  
• Government of Canada – Economic and Social Development  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS) | June 2015 |
## Calgary’s Updated Plan to End Homelessness:
### People First in Housing First

<table>
<thead>
<tr>
<th>Actions</th>
<th>Partners</th>
<th>Timeline</th>
</tr>
</thead>
</table>
| Bring recommendations to government to enhance policy coordination to prevent and end youth homelessness. | • Youth serving agencies  
• Youth Sector of the Calgary Action Committee on Housing & Homelessness  
• Homeless serving system agencies  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• On and off-reserve Indigenous leadership & government | September 2015 |
| Develop programmatic interventions, including Housing First, and housing options appropriate to meet the specific needs of young people. | • Youth serving agencies  
• Youth Sector of the Calgary Action Committee on Housing & Homelessness  
• Homeless serving system agencies  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)  
• Alberta Ministry of Seniors  
• Alberta Health Services  
• Alberta Ministry of Health  
• Interagency Council on Homelessness  
• On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Alberta Ministry of Education  
• Calgary Board of Education, Calgary Catholic School Board and other separate boards of education  
• Justice and Solicitor General  
• Correctional Services & Young Offender programs  
• Government of Canada – Economic and Social Development  
• Calgary Police Service  
• Market and non-market housing providers (developers, builders, operators) | February 2015 |
| Advance strategies to address the mental health, addictions treatment and health needs of homeless and at risk youth in Calgary. | • Family serving agencies  
• Family sector of the Calgary Action Committee on Housing & Homelessness  
• Homeless serving system agencies  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance)  
• On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Alberta Ministry of Seniors  
• Alberta Ministry of Aboriginal Relations  
• Alberta Health Services  
• Alberta Ministry of Health  
• Interagency Council on Homelessness  
• Government of Canada – Economic and Social Development  
• City of Calgary  
• Market and non-market housing providers (developers, builders, operators) | June 2015 |
| Develop a targeted response to family homelessness in Calgary, especially addressing the over-representation of Indigenous and immigrant families in shelters, with specific asks of government, new housing and supports. | • Family serving agencies  
• Family sector of the Calgary Action Committee on Housing & Homelessness  
• Homeless serving system agencies  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance)  
• On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Alberta Ministry of Seniors  
• Alberta Ministry of Aboriginal Relations  
• Alberta Health Services  
• Alberta Ministry of Health  
• Interagency Council on Homelessness  
• Government of Canada – Economic and Social Development  
• City of Calgary  
• Market and non-market housing providers (developers, builders, operators) | July 2015 |
<table>
<thead>
<tr>
<th>Actions</th>
<th>Partners</th>
<th>Timeline</th>
</tr>
</thead>
</table>
| **Enhance the integration of homelessness responses with those in violence prevention and intervention** | • Agencies serving women fleeing violence, seniors abuse, youth fleeing violence, family violence intervention and prevention, domestic violence shelters and service providers  
• Calgary Domestic Violence Collective  
• Homeless serving system agencies  
• Calgary Action Committee on Housing & Homelessness  
• Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)  
• Interagency Council on Homelessness  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• On and off-reserve Indigenous leadership & government  
• Aboriginal Standing Committee on Housing and Homelessness  
• Alberta Health Services  
• Alberta Ministry of Health  
• Alberta Ministry of Seniors  
• Government of Canada – Economic and Social Development  
• City of Calgary  
• Calgary Police Service  
• Market and non-market housing providers (developers, builders, operators)                                                                 | January 2016      |
| **Address the safety needs of women and their children escaping violence in service design (including Housing First), as well as housing options.** |                                                                                                                                            | March 2015        |
| **Develop a comprehensive response to housing instability among immigrants as part of broader economic strategies and settlement.** | • Immigrant and refugee serving agencies  
• City of Calgary  
• Chamber of Commerce  
• Government of Canada – Canada Immigration & Citizenship  
• Alberta Ministry of Jobs, Skills, Training & Labour  
• Alberta Ministry of Seniors  
• Alberta Ministry of Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)  
• Alberta Health Services  
• Alberta Ministry of Health  
• Homeless serving system agencies  
• Calgary Action Committee on Housing & Homelessness  
• Calgary Homeless Foundation  
• Funders (United Way, Calgary Foundation, City of Calgary FCSS)  
• Interagency Council on Homelessness  
• Government of Canada – Economic and Social Development  
• Market and non-market housing providers (developers, builders, operators)                                                                 | January 2016      |
### Calgary's Updated Plan to End Homelessness: People First in Housing First

#### Actions

**Develop a response to an aging population that prevents future homelessness and addresses current needs among seniors experiencing housing instability.**

- Alberta Ministry of Seniors
- Alberta Health Services
- Alberta Ministry of Health
- Senior serving agencies
- Homeless serving system
- Calgary Disability Action Hall

**Ensure accessibility needs are addressed in housing stock for those at risk and homeless.**

- Alberta Jobs, Skills, Training & Labour
- Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)
- Calgary Action Committee on Housing & Homelessness
- On and off-reserve Indigenous leadership & government
- Aboriginal Standing Committee on Housing and Homelessness
- Funders (United Way, Calgary Foundation, City of Calgary FCSS)
- Calgary Homeless Foundation
- Interagency Council on Homelessness
- Government of Canada – Economic and Social Development
- Market and non-market housing providers (developers, builders, operators)

#### Partners

- Alberta Ministry of Seniors
- Alberta Health Services
- Alberta Ministry of Health
- Senior serving agencies
- Homeless serving system
- Calgary Disability Action Hall
- City of Calgary
- Chamber of Commerce
- Alberta Jobs, Skills, Training & Labour
- Alberta Human Services (child intervention services, domestic violence, homeless supports, income assistance, persons with disabilities)
- Calgary Action Committee on Housing & Homelessness
- On and off-reserve Indigenous leadership & government
- Aboriginal Standing Committee on Housing and Homelessness
- Funders (United Way, Calgary Foundation, City of Calgary FCSS)
- Calgary Homeless Foundation
- Interagency Council on Homelessness
- Government of Canada – Economic and Social Development
- Market and non-market housing providers (developers, builders, operators)

#### Timeline

- December 2015
- February 2015
APPENDIX 6 – CALGARY COMMITTEE TO END HOMELESSNESS (2008)

<table>
<thead>
<tr>
<th>Leadership Committee</th>
<th>Mr. Steve Snyder, President &amp; CEO, Transalta Corporation (Chair)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mr. Blaine Favel, Grizzly Resources</td>
</tr>
<tr>
<td></td>
<td>Mr. Rick George, President &amp; CEO, Suncor Energy</td>
</tr>
<tr>
<td></td>
<td>Mr. Fred Green, President &amp; CEO, Canadian Pacific</td>
</tr>
<tr>
<td></td>
<td>Mr. Tim Hearn, Chairman, President &amp; CEO, Imperial Oil</td>
</tr>
<tr>
<td></td>
<td>Mr. Ken King, President &amp; CEO, Calgary Flames</td>
</tr>
<tr>
<td></td>
<td>Mr. Sam Kolias, Chairman/CEO, Boardwalk</td>
</tr>
<tr>
<td></td>
<td>Mr. Alan Norris, President, CARMA</td>
</tr>
<tr>
<td>10 Year Plan Staff</td>
<td>Tim Richter</td>
</tr>
<tr>
<td></td>
<td>Loree Clark</td>
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<tr>
<td></td>
<td>Shannon Doherty</td>
</tr>
<tr>
<td>City of Calgary</td>
<td>Mayor Dave Bronconnier</td>
</tr>
<tr>
<td></td>
<td>Alderman Druh Farrell</td>
</tr>
<tr>
<td></td>
<td>Alderman Madeleine King (to October 2007)</td>
</tr>
<tr>
<td></td>
<td>Alderman John Mar (from October 2007)</td>
</tr>
<tr>
<td></td>
<td>Dr. Erika Hargesheimer, GM Community &amp; Protective Services</td>
</tr>
<tr>
<td>Government of Alberta</td>
<td>Mr. Harvey Cenaiko, MLA Calgary Buffalo</td>
</tr>
<tr>
<td>Health</td>
<td>Mr. Jack Davis, CEO, Calgary Health Region</td>
</tr>
<tr>
<td>Government of Canada</td>
<td>Mr. Art Hanger, MP, Calgary Northeast</td>
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<tr>
<td>Non-profit, Faith &amp; Community</td>
<td>Mr. Steve Allan, Past President, Calgary Stampede</td>
</tr>
<tr>
<td></td>
<td>Ms. Sharon Carry, President &amp; CEO, Bow Valley College</td>
</tr>
<tr>
<td></td>
<td>Mr. Stephen Clark, Chair, Canadian Mental Health Association</td>
</tr>
<tr>
<td></td>
<td>Mr. Ross McNichol, Chair, Calgary Foundation</td>
</tr>
<tr>
<td></td>
<td>Bishop Fred Henry, Bishop of Calgary, Roman Catholic Diocese of Calgary</td>
</tr>
<tr>
<td></td>
<td>Dr. Kabir Jivraj, Chair, United Way of Calgary and Area</td>
</tr>
<tr>
<td></td>
<td>Mr. Michael Lang, Chair, Calgary Urban Project Society (CUPS)</td>
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<tr>
<td></td>
<td>Ms. Barbara Ross, Chair, Inn from the Cold</td>
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<td></td>
<td>Mr. Nashir Shamanani, H.H. Aga Khan Council for the Prairies</td>
</tr>
<tr>
<td></td>
<td>Mr. Wayne Stewart, President &amp; CEO, Calgary Homeless Foundation</td>
</tr>
<tr>
<td></td>
<td>Mr. Hal Walker, Chair, Calgary Chamber of Commerce</td>
</tr>
<tr>
<td>Prevention Committee</td>
<td>Dr. Kabier Jiraj, (Co-Chair), United Way of Calgary</td>
</tr>
<tr>
<td></td>
<td>Dr. Pam Thompson, (Co-Chair), Alex Community Health Centre</td>
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<td></td>
<td>Harvey Cenaiko, MLA, Government of Alberta</td>
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<td></td>
<td>Gordon Young, Potential Place</td>
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<td></td>
<td>Carlene Donnelly, CUPS</td>
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<td>Walter Hossli, Momentum Community Economic Development</td>
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<td></td>
<td>Steve Donaldson, City of Calgary (EMS)</td>
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<td></td>
<td>Kathy Christiansen, Alpha House</td>
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<tr>
<td></td>
<td>Dani DeBoice, First Calgary Savings</td>
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<td></td>
<td>Caroline Fairbrother, Alberta Employment, Immigration and Industry</td>
</tr>
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<td></td>
<td>Darlene Petrie, McMan Family Services</td>
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<tr>
<td></td>
<td>Judy Ries, Alberta Employment, Immigration and Industry</td>
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<tr>
<td></td>
<td>Marichu Antonio, Centre for Newcomers</td>
</tr>
<tr>
<td></td>
<td>Sean McIntyre, Calgary Health Region</td>
</tr>
<tr>
<td></td>
<td>Micheline Nimmock, Calgary Health Region</td>
</tr>
<tr>
<td></td>
<td>Kim Platt, Correctional Service of Canada</td>
</tr>
<tr>
<td></td>
<td>Pat Gilbert, Child and Family Services Authority</td>
</tr>
</tbody>
</table>
| Housing Committee                              | Tim Hearn, (Co-Chair), Imperial Oil  
|                                               | Bernadette Majdell, (Co-Chair), Canadian Mortgage and Housing Corporation (CMHC)  
|                                               | Meredith Milne, Imperial Oil  
|                                               | Rick Geddes, Habitat for Humanity  
|                                               | Jerry Hoagland, Horizon Housing  
|                                               | Donna Moora, Calgary Regional Homebuilders Association  
|                                               | Gael MacLeod, Alberta Real Estate Foundation  
|                                               | Bev Longstaff, Poverty Reduction Initiative  
|                                               | Gail Sokolan, City of Calgary  
|                                               | Allan Norris, CARMA  
|                                               | Jill Wyatt, Calgary YWCA  
|                                               | David McIlveen, Boardwalk Properties  
|                                               | Wayne Stewart, Calgary Homeless Foundation  
|                                               | Del Bannerman, The Mustard Seed  
|                                               | McCol Befus, Horizon Housing  
| Services Committee                            | Stephen Clark, (Co-Chair), Canadian Mental Health Association and TransCanada Pipelines  
|                                               | Stacey Petersen, (Co-Chair), Fresh Start Recovery Centre  
|                                               | Judy Martin, Canadian Mental Health Association, Calgary Region  
|                                               | John Rook, Salvation Army  
|                                               | Fairborz Birjandian, Calgary Catholic Immigration Society  
|                                               | Marina Giacomin, CUPS  
|                                               | Carrie Neilson, City of Calgary  
|                                               | Ron Irwin, Centre Street Church  
|                                               | Cathy Pryce, Calgary Health Region  
|                                               | Brigitte Baradov, Discovery House  
|                                               | Joanne Young, Salvation Army  
| Communications and Outreach Committee         | Steve Allan, (Co-Chair), Calgary Stampede  
|                                               | Tim Moro, (Co-Chair), Ipsos Reid  
|                                               | Diane Reid, Fort Calgary  
|                                               | Monica Samper, Imperial Oil  
|                                               | Patricia Viscount, Suncor  
|                                               | Brenda Hanchar, Calgary Stampede  
|                                               | Nicole Motter, Calgary Homeless Foundation  
|                                               | Deanne Carson, Transalta  
|                                               | Bernadette Majdell, CMHC  
|                                               | Ken King, Calgary Flames  
|                                               | Emily James, Ipsos Reid  
|                                               | Anne Babineau, United Way of Calgary  
|                                               | Janay Ferguson, LiteHouse Consulting  
|                                               | Larissa Kennedy, Homeless Awareness Calgary Committee  
|                                               | Brian Bevilacqua, Envision Financial (Media and Communications Officer)  
|                                               | Kari Schroeder, CUPS  
|                                               | Kristi Baron, City of Calgary  
| Implementation Committee                      | Hal Walker, (Co-Chair), Calgary Chamber of Commerce  
|                                               | Lana Wells, (Co-Chair), United Way of Calgary  
|                                               | Druh Farrell, City of Calgary  
|                                               | Mark Brunton, Simon House Residence Society  
|                                               | Don Davies, Calgary Regional Home Builders Association  
|                                               | James (Jim) Moore, Calgary Dream Centre  
|                                               | Bernadette Majdell, CMHC  
|                                               | John Larsen, Corpen Group  

Calgary's Updated Plan to End Homelessness:
People First in Housing First

Research Team
Sharon Stroick, City of Calgary
Alina Tanasescu, United Way of Calgary
John te Linde, City of Calgary
John Graham, University of Calgary
Jordan Hamilton, Vibrant Communities Calgary
Willian Van’t Veld, City of Calgary
Kathy Cairns
George Coppus, Coppus and Associates Inc.
REFERENCES


5. CMHC Housing Market Information Portal available online: https://www03.cmhc-schl.gc.ca/hmiportal/en/#Profile/1/1/Canada

6. Available online: http://www.creb.com/

7. CMHC Housing Market Information Portal available online: https://www03.cmhc-schl.gc.ca/hmiportal/en/#Profile/1/1/Canada

8. Statistics Canada CANSIM series v72547460 provided by Dr. Ron Kneebone, The School of Public Policy.

9. CMHC Housing Market Information Portal available online: https://www03.cmhc-schl.gc.ca/hmiportal/en/#Profile/1/1/Canada


11. The City of Calgary’s Calgary Affordable Housing Needs Assessment (2012) estimates future affordable housing need as follows. As of 2006, there were 38,610 renter households and 33,585 owner households in need of affordable housing. If the population continues to grow steadily and the rate of households in need of affordable housing remains at 18%, then it is projected that 46,021 renter households and 40,811 owner households will be in need of affordable housing in 2016. This represents a growing need of approximately 1,200 units per year. The historic pattern of creating approximately 200 non market rental and ownership units per year will not be sufficient to meet this need.


13. CMHC Housing Market Information Portal available online: https://www03.cmhc-schl.gc.ca/hmiportal/en/#Profile/1/1/Canada


16. According to the CMHC, affordable dwellings cost less than 30% of before-tax household income. Households which occupy housing that falls below any of the dwelling adequacy, suitability or affordability standards, and which would have to spend 30% or more of their before-tax income to pay for the median rent of alternative local market housing that meets all three standards, are said to be in core housing need. Calculation uses NHS 2011 data


18. Thanks to Dr. Marion Steele for the analysis on NHS 2011 data provided on extreme core housing need in Calgary.


21 Analysis provided by Dr. Ron Kneebone, School of Public Policy, University of Calgary on Calgary emergency shelter stays per capita.

22 This prevalence rates is based on information on unique shelter users from the Calgary Drop In and Rehab Centre, Mustard Seed, Alpha House, Brenda’s House and Inn from the Cold applied to the broader emergency shelter stock and including an estimated 200 rough sleepers.


These studies examined shelter stays; in the absence of additional data, we are making an assumption that these patterns can be used to estimate trends in the overall population experiencing homelessness which will require further study to confirm in the future. Our calculations represent homeless shelter users, not homeless persons overall, and thus present a limitation. Our extrapolation from adult shelter stay patterns on to the whole population a further challenged by the varying patterns in youth and family shelters.

24 Available online: http://www.homelesshub.ca/about-homelessness/homelessness-101/causes-homelessness


26 Available online: http://www.homelesshub.ca/about-homelessness/population-specific/lesbian-gay-bisexual-transgender-transsexual-queer

27 These demographic breakdowns do not represent concrete data from 2012, but rather extrapolations against the total people housed in 2012 to calculate specific demographics, using averages from 2013 and 2014

28 During 2009 to 2011, HMIS was implemented and data started to trickle in. Data in this period was not robust enough to report on demographic breakdowns or other variables; however there was data for the total number of people served in housing programs. In 2011/12, data at a systems-wide level became more robust so by 2012/13 there was a full year of data upon which rigorous analysis could be done on a number of variables. These figures may differ from previously published totals, because the HMIS is a live database and is subject to data cleaning, back entry and other data changes. The years in this table represent fiscal years, so 2014 should be understood to mean the period between April 1, 2013 and March 31, 2014.


31 The sources for the number presented are as follows.

Non-Market Rental: This is the number of units from the 2011 Non-Market Rental Survey, plus some additional units that were added because they were recently completed, or due to new knowledge. This figure should not be compared with the 2011 Non-Market Rental Survey to identify growth in the non-market housing stock. This is because some of the units that were added existed at the time of the 2011 Non-Market Rental Survey, and because the updates did not account for units that may have been removed from the supply.

Purpose Built Rental: These are the purpose built apartments and row homes in Calgary city proper from the CMHC Housing Market Information Portal available for October 2014 online: https://www03.cmhc-schl.gc.ca/hmiportal/en/#Profile/1/1/Canada

Secondary Rental Market: This is the sum of all the units in the secondary rental market for the Calgary CMA (condos, single-detached, semi-detached, and accessory dwelling units) from the CMHC 2014 Calgary Rental Market Report
Affordable Homeownership Units: This is the sum of all affordable homeownership units from a scan of homeownership program completed within OLSH, and updated in November 2014. Data was collected by email and telephone correspondence with affordable homeownership program providers.

Market Homeownership Units: This is the owner-occupied units from the 2014 Civic Census, less the number of affordable homeownership units from the affordable homeownership unit scan.

32 The 5,500 includes an estimated 870 from The City of Calgary, between 3,199 and 3,459 (3,289 used as half-way point) from Calgary Housing Company, 1,360 from Calgary Homeless Foundation.

33 Note that this assumes serving 35% of households experiencing transitional homelessness and being in extreme core housing need. There is likelihood that these households go back and forth between housing (in) stability and shelter, so there would be overlap in the total numbers.

34 City of Calgary (2012) Calgary Affordable Housing Needs Assessment.

35 See section entitled Implementation Scenarios for an outline for how the figures were arrived at in Plan modelling.


37 This is an extrapolation using our estimated prevalence of homelessness and the percentage of new migrants enumerated in the 2014 Homeless Count (18%).

38 Data analysis for this calculation utilizes annual data only.

39 The growth rate applied throughout the plan is an average of figures from several sources about Calgary’s current and projected population growth, assuming the homeless population grows at the same rate as the housed population.

40 City of Calgary (2012). Calgary Affordable Housing Needs Assessment


Appendix II http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Housing%20Needs%20Assessment%20Appendix%20II%20-%20Calgary%20Housing%20Supply.pdf?noredirect=1. Based on 2006 census data (the last calculation that guided the City’s work in 2012), this means that affordable housing targets households with gross income of less than $44,000, who spend 30% or more of that income on housing.

42 The City of Calgary’s Calgary Affordable Housing Needs Assessment (2012) estimates future affordable housing need as follows. As of 2006, there were 38,610 renter households and 33,585 owner households in need of affordable housing. If the population continues to grow steadily and the rate of households in need of affordable housing remains at 18%, then it is projected that 46,021 renter households and 40,811 owner households will be in need of affordable housing in 2016. This represents a growing need of approximately 1,200 units per year. The historic pattern of creating approximately 200 non-market rental and ownership units per year will not be sufficient to meet this need.

43 Konrad’s (1996) Integration Continuum begins with fragmented or independent service delivery undertaken by autonomous agencies, then moves through a continuum that ends with full integration: Information sharing and communication, cooperation and coordination, collaboration, consolidation, and integration. The intensity ranges from informal information sharing to full integration where a single authority covering all relevant needs of clients blending all activities funded through a common pool.


45 Mount, B. (1992) Person Centered Planning; A Sourcebook of Values, Ideas and Methods to Encourage Person-Centered Development. New York, Graphic Futures


12 months prior to their program intake, compared to the 12 months following their entry into programming. Savings are inclusive of the cost of the housing intervention and programming.


52 Available online: http://indigenousfoundations.arts.ubc.ca/home/identity/terminology.html

53 Available online: http://www.homelesshub.ca/about-homelessness/population-specific/lesbian-gay-bisexual-transgender-transsexual-queer

ACKNOWLEDGEMENTS

We would like to thank:

- Individuals who shared their lived experiences of homelessness
- The hundreds of Calgarians who participated in the consultation process
- Community partners, agencies and stakeholders
- Government of Canada
- Government of Alberta
- City of Calgary

Expert Committee
Sharon Blackwell, Government of Alberta Human Services
George Coppus, Calgary Homeless Foundation Board of Directors
Anne Maxwell, Calgary Homeless Foundation Board of Directors
Tim Richter, Canadian Alliance to End Homelessness
Dr. Stephen Gaetz, Canadian Observatory on Homelessness
Dr. Alina Turner, Turner Research & Strategy
Tom Whitehead, Calgary Drop-In and Rehab Centre Board of Directors

CONTACT

If you have suggestions, questions or comments about the Plan, please e-mail plan@ihearthomeyyc.com