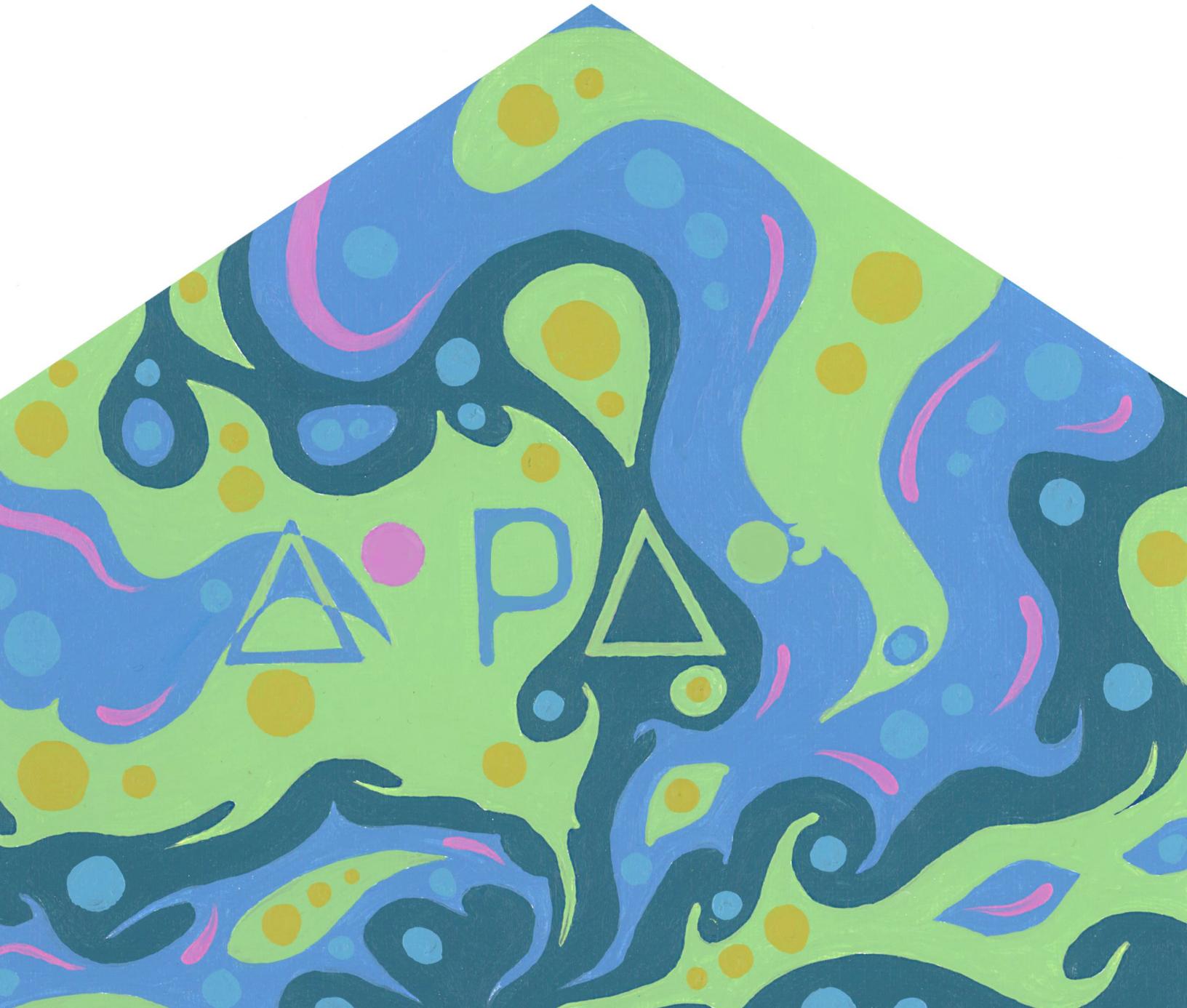


A Place to Call Home

EDMONTON'S UPDATED PLAN TO PREVENT AND END HOMELESSNESS



ACKNOWLEDGEMENTS

The development of the Edmonton Plan to End Homelessness Update (2017) was a joint endeavour led by Homeward Trust and the City of Edmonton. The Plan Update Working Group led this process and consisted of Susan McGee, Joanne Cave, Robbie Brydon, and Matthew Ward of Homeward Trust, and Daryl Kreuzer and Kofi Amoh of the City of Edmonton.

Dr. Alina Turner (Turner Strategies) provided expertise in system planning, modelling, and strategy development and led the Plan's writing. Vink Consulting aided the engagement process with over 3,000 Edmontonians as well. Kim Harper (Pentool Creative) developed the final designed version of the Plan and Doreen Cardinal provided important expertise on the report cover design and symbolism.

Thanks to those who participated in this process with their knowledge and passion for this issue. This Plan Update is a direct result of your input.



The City of Edmonton is committed to see that the housing needs of all Edmontonians are met. The City has taken a strong leadership role and uses a range of tools comprised of funding, land contributions, surplus school sites, zoning and regulations, partnerships through program support and policies to meet a wide range of affordable housing and homelessness needs in all areas of the city.

- City Of Edmonton

ABOUT THE REPORT COVER

The report cover was painted by Chipewyan artist Michael Fatt, whose lived experience of homelessness inspired this piece; his personal journey of both migration and recovery is an apt example of the Plan's focus on reconciliation and long-term solutions.

The gold, green, and blue colours used are inspired by the text of Treaty 6, as enduring "as long as the sun shines, as long as the grass grows, and as long as the river flows." The purple references the Aurora Borealis element seen in the city's night sky. The painting depicts a home made up of the various dancing shapes that reference the diversity of Edmonton, combining into an inclusive whole where everyone is home and belongs. If you look closely, the Cree word for home, wikiwin, written as  is incorporated.

The painting was gifted by the artist with the sole purpose of supporting the work of the Plan. If you wish to know more about Michael and his work, visit:

colouritforward.myshopify.com/collections/all/michael-fatt

Nocturnal Works, 403 903 0117.

ABOUT THE PHOTOGRAPHY

The black and white pictures were captured by Edmonton documentary photographer Ken Armstrong, who has dedicated the last 13 years to working with and documenting Canada's homeless and Indigenous populations.

He studied at Loyalist College's School of Photojournalism and cut his photographic teeth as an intern at the Globe and Mail in Toronto. His photographic journey has taken him from Halifax to Vancouver, from Behchoko, NWT to the Crowsnest Pass, and his work has been published across the country.

Ken grew up in Winnipeg and is a member of the Sagkeeng First Nation. He currently works with Homeward Trust as the Educator, Indigenous Culture, Services and Resources. This photographic series is an excerpt from a project that began 13 years ago documenting homelessness in Canada.

If you wish to know more about Ken and his work, visit:

www.kenarmstrongphoto.com

www.instagram.com/kenarmstrongphoto

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In 2009, Edmontonians came together and committed to an ambitious goal: ending homelessness in our community. After extensive consultations with community, *A Place to Call Home: Edmonton's 10 Year Plan to End Homelessness* was launched. Since then, considerable progress has been made, and we've shown that this goal is within reach.

DEMONSTRATING SUCCESS

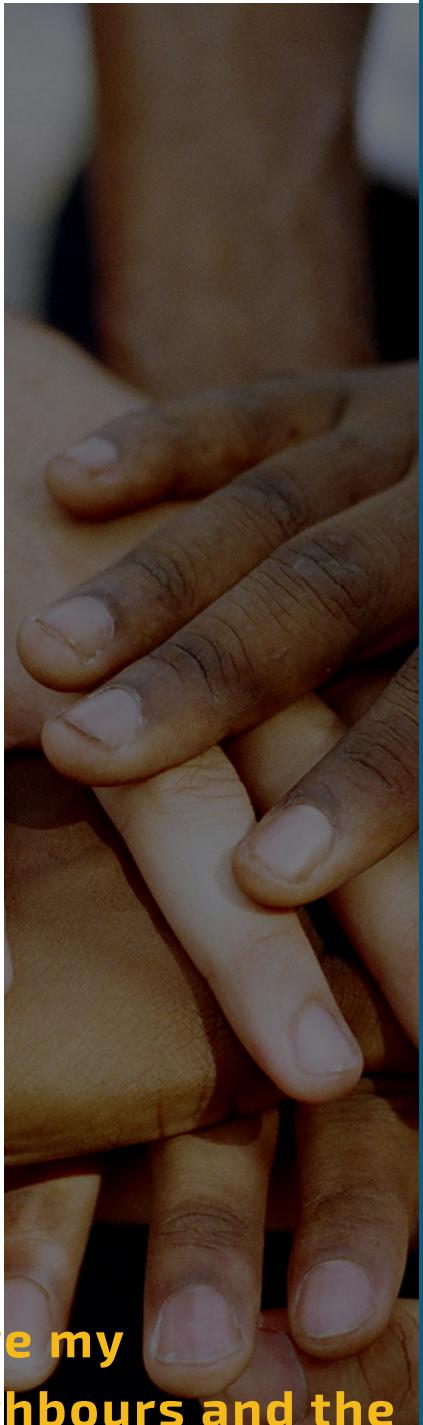
Over the last eight years, Housing First programs have housed and supported **more than 6,000 people**. With this effort, point-in-time homeless counts have fallen considerably since 2009. We've made progress by applying **proven interventions and correcting course in real-time based on evidence**.



Today, Edmonton is **recognized nationally and internationally** for our collective achievements in this work.

The leadership and support of the **Government of Alberta, the first province to commit to ending homelessness**, has been essential to this success. The **Government of Canada** and the **City of Edmonton** have contributed key resources, expertise, and ongoing support for this work.





I love my
neighbours and the
community feel.
Our neighbours are
really supportive.

- Permanent Supportive Housing Resident

THE NEED FOR AN UPDATE

Although Edmonton has made strong progress against the targets of the original 10 Year Plan, some areas were not resourced to the level that the Plan required. For example, the original Plan called for 1,000 new units of permanent supportive housing, but only about 200 units have been added.

Today, we have a **better understanding** than ever before about the scope of homelessness in our community, and what is required to end it. This is a result of enhanced **use of technology** as well as years of implementation experience. Our ability to access and **put data to use in decision-making** today has changed dramatically since 2009.

ENGAGING COMMUNITY

To ensure our approach was grounded in best practices and responsive to changing needs, Homeward Trust and the City of Edmonton launched a **collaborative process** to review and update the Plan in 2017.

More than 3,000 Edmontonians contributed to the Update, including community members, people with lived experience of homelessness, experts and frontline workers, orders of government and mainstream systems. Substantial evidence, experience, data, and expertise were brought to bear to chart the course forward.

A LIVING DOCUMENT

This Plan Update is a “living document” that **sets priorities to 2020**, while also defining high-level strategies to guide collective work long-term. The Plan will continue to be updated on an ongoing basis to reflect changes; progress will be assessed and reported on an annual basis. Ongoing evaluation and community engagement are essential to ensuring our approach remains relevant and effective.

KEY CONCEPTS IN THE UPDATED PLAN



AN END TO HOMELESSNESS

The Plan Update emphasizes a **system planning** response that focuses on both ending homelessness and preventing future homelessness. It uses the concept of “functional zero” as the measurement for ending homelessness.

A **functional zero** end to homelessness means that

**HOMELESSNESS IS PREVENTED
WHENEVER POSSIBLE, AND THAT
EXPERIENCES OF HOMELESSNESS
ARE RARE, BRIEF, AND NON-
RECURRING.**

RENEWED LEADERSHIP & FOCUS

Ending and preventing homelessness will require renewed

**LEADERSHIP ACROSS STAKEHOLDERS
AND INVESTMENT IN WHAT WORKS.**

This Plan calls for an increase of **permanent supportive and affordable housing supply**, and a greater **focus on prevention and diversion**, including longer term supports where appropriate.

More communities need to open their minds and hearts towards the homeless in our city

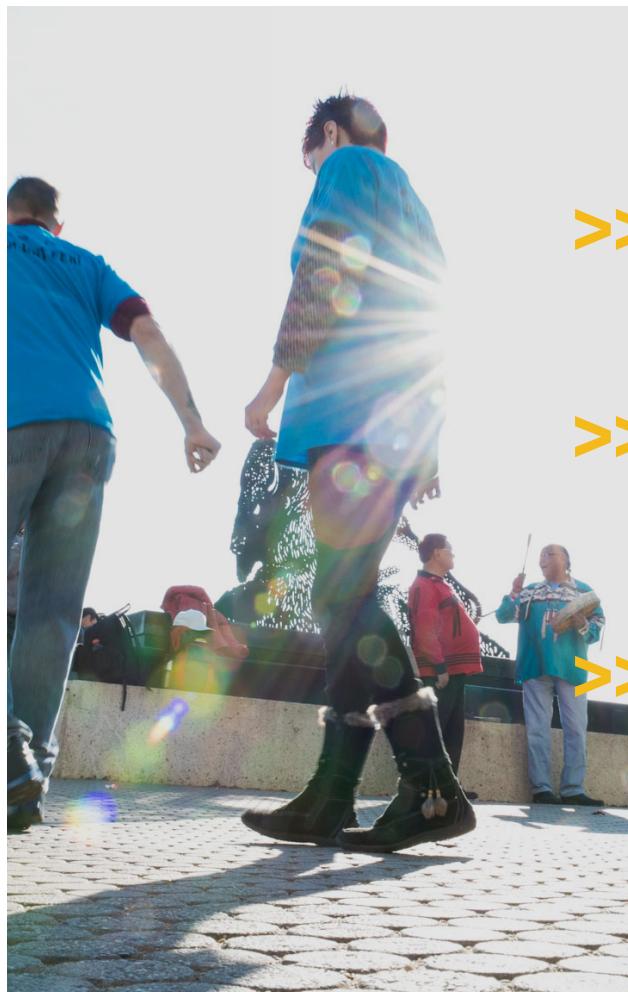
- Survey Respondent

AN INTEGRATED APPROACH

The Plan calls on our homeless-serving system to maintain focus on responding to immediate needs of vulnerable Edmontonians experiencing homelessness, and enhance integration with **affordable housing, prevention, poverty reduction supports and efforts**, particularly [EndPovertyEdmonton](#).

Such integration must also be enhanced with the **health, justice, education, and child intervention systems** to increase wellbeing and **prevent homelessness risk in the first place**.

TOGETHER, OUR COLLECTIVE EFFORTS WILL MAKE EDMONTON THE BEST PLACE TO CALL HOME.

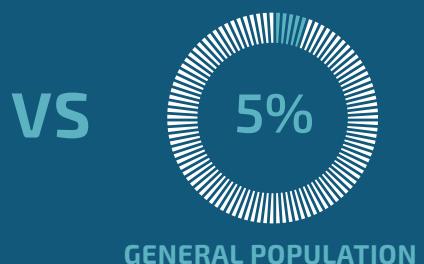
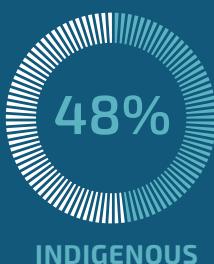


FACTS ABOUT HOMELESSNESS

The Plan estimates that approximately **1% of Edmontonians – 11,300 people** - experienced homelessness in 2016.

About **20,000** Edmontonian households live in **extreme Core Housing Need**. Extreme Core Housing Need is a key indicator of homelessness risk, in which a household earns less than \$20,000 per year and a household spends at least 50% of its income on rent.

Indigenous people are over-represented among those experiencing homelessness: 48% of the individuals surveyed in Edmonton's 2016 Homeless Count identified as Indigenous, compared to 5% of Edmonton's general population.



GOALS, ACTIONS & TARGETS

The updated Plan calls for a renewed emphasis on coordination across Edmonton's homeless-serving system and enhanced integration with other services and supports to achieve the following goals, actions and targets. This Plan Update is founded on three goals and their associated targets and strategies. These goals are interrelated and mutually reinforcing, working together to achieve an end to homelessness. The goals, targets, and actions are as follows:

>> 01 END CHRONIC AND EPISODIC HOMELESSNESS

ACTIONS

- 1.1 Enhance the focus of crisis response services and facilities on permanent housing outcomes.
- 1.2 Continue to evolve Housing First programs for maximum impact.
- 1.3 Develop permanent supportive housing and affordable housing across neighbourhoods.

TARGETS

- By 2018, all rough sleepers will be engaged through assertive outreach and Coordinated Access to appropriate housing and supports.
- By 2020, no one staying in shelter or sleeping rough will experience chronic homelessness.
- Between April 2017 and March 2020, an additional 4,000 people experiencing homelessness will be housed through Housing First programs.
- By 2022, 100% of those entering homeless-serving system will be connected to housing and supports within 21 days.

>> 02 PREVENT FUTURE HOMELESSNESS

ACTIONS

- 2.1 Enhance homelessness prevention and diversion measures.
- 2.2 Increase access to mental health, addiction, trauma and wellness supports.
- 2.3 Increase coordination between systems to mitigate homelessness risk.
- 2.4 Increase public education and awareness about homelessness.

TARGETS

- By 2019, people will be diverted from entering the homeless-serving system with an immediate link to community-based prevention supports within five days wherever possible and appropriate.
- By 2018, corrections, health, and child intervention will report on the number of people discharged into homelessness from public systems on a biennial basis at minimum. Based on figures reported, annual targets will be introduced to achieve zero discharge into homelessness by 2023.

>> 03 DEVELOP AN INTEGRATED SYSTEMS RESPONSE

ACTIONS

- 3.1 Continue to integrate lived-experience voices in Plan implementation.
- 3.2 Enhance policy, funding and resource alignment, and accountabilities.
- 3.3 Expand Coordinated Access across the Homeless-serving system.
- 3.4 Integrate information and performance management at the system level.

TARGETS

- By 2018, complete the shared Plan Accountability Framework, which identifies resource and funding coordination processes, roles, and accountabilities to support Plan strategies.
- By 2020, Homeless Management Information System (HMIS) coverage and Coordinated Access participation will include 75% of all beds in emergency shelters, interim and short-term supportive, and permanent supportive housing. Full HMIS coverage and Coordinated Access participation of all homeless-serving system components is achieved by 2027.



PLAN COSTS & SAVINGS

The updated Plan includes revised projections of resources required to achieve our shared goals.

A further
\$230 million required
for **capital** over the next six years.

Approximately
\$30 million per year
in new **operational** funds will be needed
to ramp up the system.

This will expand homeless interventions funded in the community from
\$35 million per year
to about
\$65 million.

The Plan measures will yield an estimated
cost savings of \$228 million
over 10 years in reduced usage of healthcare, emergency services, police and justice resources, and other systems.



This approach will eliminate chronic and episodic homelessness by 2022, allowing resources to shift over time towards homelessness prevention, and to longer-term supports for those who need them.

NEXT STEPS

Since 2009, we have gained tremendous knowledge about what works, and what is still required for our community to achieve an end to homelessness. To move the Plan Update into implementation, **Homeward Trust and the City of Edmonton will work with stakeholders to define the commitments, accountabilities, and actions required to succeed.**

This Plan Update affirms our community's commitment to end homelessness in Edmonton by building a **homeless-serving system that is integrated, responsive, and nimble.** Ongoing system planning efforts will be integral to ensure the Plan continues to reflect Edmonton's current needs and capacity.

**TOGETHER, WE CAN
ENSURE EVERYONE
HAS A PLACE TO CALL
HOME.**

THE NEED FOR AN UPDATE

In 2009, Edmonton became one of Canada's first cities to commit to ending homelessness. After extensive consultations with the community, *A Place to Call Home: Edmonton's 10 Year Plan to End Homelessness* was launched. Since then, considerable progress has been made, much has been learned, and we've shown this goal is within reach.

Since 2009, over 6,000 people have been housed and supported through the Housing First efforts of community-based agencies and Homeward Trust.

This work has been resourced by the Government of Alberta and Government of Canada through significant and ongoing annual investments totalling \$27.8M and \$8.7M respectively in 2016/17. The City of Edmonton has also contributed significantly through grants and advocacy in support of the Plan's efforts.

The impact of this work is visible on multiple fronts. Edmonton's Homeless Count indicates a decrease of more than 43% between 2008 and 2016, most notably among those sleeping rough.

Edmonton's approach to addressing homelessness has become increasingly coordinated and evidence-based, garnering our community recognition at national and international levels. Over the course of implementation, we have grown as a coordinated system working towards common objectives. Better data and research have significantly impacted our understanding of homelessness dynamics, and have informed our course.

We have learned much more about the needs of key groups in our community, particularly those experiencing chronic and episodic homelessness who have complex needs, Indigenous peoples, youth, families, and newcomers. We have developed interventions grounded in the Housing First philosophy that aim to meet people where they are at, taking into account layered identities and needs.

THE UNDERLYING PRINCIPLE OF HOUSING FIRST IS THAT EVERY PERSON HAS THE RIGHT TO A SAFE, SECURE HOME.

The programs we have introduced since 2009 are agile, not only to respond to changes in demand, but also to



adapt to changing supports that individuals may require. We have demonstrated significant impact not just in housing, but in ensuring people do not return to homelessness, thereby achieving substantial **cost savings for public systems**.

Through our strength and expertise as a sector, we have been able to come together to address changing needs in the community and adjust our responses to maximize impact. Recent examples include: an urgent response to crisis levels of families housed temporarily in hotels; collective planning to respond to life-threatening winter temperatures; and knitting together homeless interventions with public systems like health and corrections. Today, the community benefits from a **Homeless Management Information System (HMIS)** that ensures data is being collected and acted upon in real-time across Housing First programs. Consistent measures of performance and outcomes are monitored through the role of Homeward Trust as the **System Planner Organization** leading Plan implementation.

Based on what has been learned to date, Homeward Trust and the City of Edmonton partnered to undertake a fulsome review and update of the Plan to End Homelessness in 2017. Significant input from more than **3,000 Edmontonians** was obtained from February to May 2017 to prepare the updated Plan.

MOVING FORWARD

Building on a foundation of strong local progress to date, we recognize more needs to be done as we adjust our approach to meet changing circumstances. Since the 2009 Plan, Edmontonians have weathered both **economic booms and downturns**, and their ramifications for those who are most vulnerable. Our **housing market remains out of reach for many**:

more than **20,000** households in
Edmonton are living on **very low incomes** and paying



Affordable housing has not been created at the levels we need; **permanent supportive housing** for people with high levels of need remains scarce and underdeveloped.

Though it has been years since the launch of the Plan to End Homelessness, this issue remains an important priority for Edmontonians. Among the 1,263 Edmontonians surveyed, about



80% of respondents considered homelessness to be **very important** to them. While many considered current efforts to be effective, only about **30% noted that more needed to be done**. More than 3,000 residents engaged with us in diverse consultation opportunities to inform this Update, demonstrating Edmontonians' investment in this issue.

The over-representation of Indigenous peoples amongst those experiencing homelessness is stark: **48%** of those enumerated in the 2016 Homeless Count **self-identified as Indigenous** – a rate **10 times that of the general population**. The impacts of **intergenerational trauma, residential schooling, systemic marginalization, and racism** are key drivers that explain this overrepresentation.

THIS PLAN ACKNOWLEDGES AND RESPONDS TO THE TRUTH AND RECONCILIATION COMMISSION'S CALLS TO ACTION THROUGH AN EXPLICIT ACKNOWLEDGEMENT THAT INDIGENOUS HOMELESSNESS IS A COLONIAL LEGACY; AS SUCH, IT REQUIRES CONSCIOUS ACTION FROM ALL OF US.



As a community, we are growing and facing new challenges posed to us by a drastically changing economic landscape. We have seen the value of working together and leveraging one another's strengths in this work, and will commit to refining our **system planning approach** moving forward.

This systems approach articulates the mandate for the homeless-serving system moving forward: **we will continue to maintain our focus on responding to the need, while enhancing our links and integration with community-based prevention and poverty reduction efforts through EndPoverty Edmonton and Edmonton's Affordable Housing Strategy.** The Plan Update is closely aligned with policy directions across public systems (health, justice, and child intervention) – particularly the provincial Plan to End Homelessness, Valuing Mental Health, and the tenets of the National Housing Strategy.

TOGETHER, OUR COLLECTIVE EFFORTS WILL MAKE EDMONTON THE BEST *PLACE TO CALL HOME.*

The Plan Update is an important opportunity to reinforce alignment, examine progress, and inspire community action to prevent and end homelessness building on successes and strengths. The goals, targets, and strategies outlined in the Plan Update are intended to guide our collective work long-term while also articulating key priorities through to 2020.

As a **living document**, this Plan Update provides us with a guide to inform the development of specific policies, programs and projects in Edmonton, subject to ongoing review and reassessment to ensure responsiveness. Ongoing evaluation and community engagement in Plan implementation are essential to ensuring our approach remains **relevant and effective**.

This Plan Update reaffirms our commitment to the principles of **Housing First**, where housing is considered **a basic human right**. Using a system planning approach, this Update provides an enhanced focus on permanent housing solutions and **preventative, long-term measures**.



Nothing transforms a community as quickly and as effectively as a group of like-minded organizations working together in solidarity. Ending homelessness is a massive undertaking, but with continued collaboration I know we will see the end of homelessness in Edmonton.

- Dean Kurjuweit, The Mustard Seed



DEFINING AN END TO HOMELESSNESS

THE PLAN UPDATE EXPANDS ON THE CONCEPT OF *FUNCTIONAL ZERO* AS THE MEASUREMENT FOR ENDING HOMELESSNESS.

A FUNCTIONAL ZERO END TO HOMELESSNESS MEANS THAT COMMUNITIES HAVE A SYSTEMATIC RESPONSE IN PLACE TO ENSURE THAT HOMELESSNESS (INCLUDING SHELTERED, UNSHELTERED, PROVISIONALLY ACCOMMODATED, AND AT IMMINENT RISK OF HOMELESSNESS) IS PREVENTED WHENEVER POSSIBLE OR IS OTHERWISE A RARE, BRIEF, AND NON-RECURRING EXPERIENCE.

In comparison, an **absolute end to homelessness** refers to a true end in which all individuals have the appropriate housing and supports to prevent any experience or immediate risk of homelessness. Functional and absolute zero are not opposing concepts; rather, as we strive towards an absolute end to homelessness, we can use the functional zero definition to describe and assess progress.

A number of indicators¹ of functional zero are outlined in Appendix 6; these will need to be refined during implementation and aligned with system planning activities, particularly performance management and the expansion of the Homeless Management Information System (HMIS). Ongoing monitoring and analysis of these indicators will be a key function of Homeward Trust as the System Planner Organization. Learnings will inform stakeholders on ways to respond to issues in real-time, thereby assuring the Plan is a living document in practice.



THE EDMONTON HOMELESS-SERVING SYSTEM

Best practices in ending homelessness have increasingly recognized the importance of **system planning** as integral to community responses. Such approaches consider the homeless-serving system as an integrated whole comprised of defined components working towards common goals.²

A **homeless-serving system** combines a range of local or regional service delivery components serving those who are homeless or at imminent risk of homelessness. The Edmonton homeless-serving system, like other counterparts across the world, is comprised of key components or building blocks that work together towards system goals.

Edmonton is recognized as a front-runner community in articulating the theory and practice of system planning for homelessness responses.

Together with other Canadian and U.S. communities³, our approach informed the articulation of the essential elements in homeless-serving system planning.



Essential Elements in Homeless-Serving System Planning

1. **Planning and Strategy Development** process follows a systems approach grounded in the Housing First philosophy.
2. **Organizational Infrastructure** is in place to implement homelessness plan/strategy and coordinate the homeless-serving system to meet common goals – also referred to as System Planner Organization.
3. **System Mapping** is used to make sense of existing services and create order moving forward.
4. **Co-ordinated Service Delivery** facilitates access and flow-through for best client and system-level outcomes;
5. **Integrated Information Management** aligns data collection, reporting, intake, assessment, and referrals to enable co-ordinated service delivery.
6. **Performance Management and Quality Assurance** at the program and system levels are aligned and monitored along common standards to achieve best outcomes.
7. **Systems Integration** mechanisms are in place between the homeless-serving system and other key public systems and services, including income assistance, justice, child intervention, health, immigration/settlement, domestic violence, and poverty reduction.

THE SYSTEM PLANNER ORGANIZATION

A critical component in implementing system planning is the role of a lead organization that takes on day-to-day system operations and strategy work. As outlined in the Essential Elements, the **System Planner Organization** provides the various components with the coordinating infrastructure to act as a system in practice.

We have come a long way over the past eight years. When we started this work, there was no homeless-serving system per se; rather, there was a patchwork of programs and responses lacking system design or strategic coordination. **Since then, Edmonton has emerged as a leader in homeless-serving system planning work, and has been recognized as paving the way internationally.**

The 7 Cities on Housing and Homelessness, which is chaired by Homeward Trust, was the first body to articulate the key roles of the System Planner Organization, thereafter adopted by communities and governments across Canada.

Building on a history of strategic community planning and service delivery coordination, Homeward Trust has acted as Edmonton's System Planner Organization, leading the implementation of the community-based Plan to End Homelessness. In this role, it is one of 61 designated federal Homelessness Partnering Strategy Community Entities, and acts as the Community-Based Organization for the Government of Alberta's investment in ending homelessness.

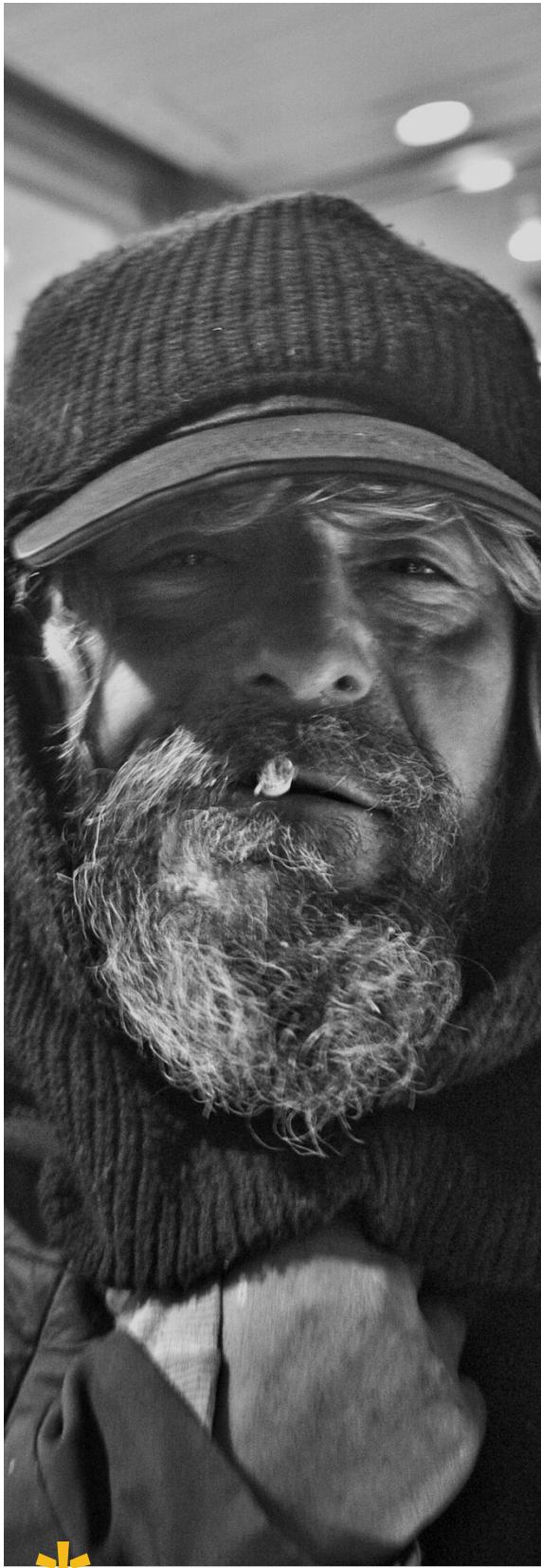
One of the reasons for Edmonton's success to date is a result of having a designated System Planner Organization in place with the ability to move funds in a responsive manner in the homeless-serving system. While the convening role makes the System Planner Organization similar to a Collective Impact Backbone Support Organization, in practice, this role is distinct.⁴

The System Planner Organization acts swiftly in its strategic decision-making with community input as appropriate, while convening partners for collective action. In the context of homeless-serving system planning, the ability to apply funds directly to develop and implement interventions, and make real-time decisions provides valuable advantage to the System Planner Organization approach.

As such, the System Planner Organization manages funds on behalf of all orders of government to ensure maximum impact and performance while engaging with diverse stakeholders through collaborative planning, research, advocacy, and capacity-building. Homeward Trust also delivers key services centrally in the homeless-serving system, including Coordinated Access and Assessment, the Homeless Management Information System, Housing First rental assistance, and the Furniture Bank.

There are tremendous advantages to Edmonton's approach of having a dedicated and community-based System Planner Organization leading the work. This allows one entity to **align funding streams, identify needs quickly and adapt programming, and avoid competing or political interests that can erode its focus on ending homelessness.**





December 20, 2008, Edmonton, AB

Todd poses for a portrait on a cold December night. At the time he was sleeping outside in a makeshift shelter.

Key Roles as System Planner Organization

Lead development and implementation of Plans to End Homelessness.

Design and coordinate homeless-serving system.

Develop and implement Homeless Management Information System (HMIS).

Engage key stakeholders, including people with lived experience, throughout Plan activities.

Manage and coordinate diverse funding streams towards common ending homelessness objectives and local needs.

Ensure comprehensive performance management, service standards, quality assurance and investment monitoring.

Advance Housing First and other innovative, evidence-based supports and housing approaches tailored to local contexts.

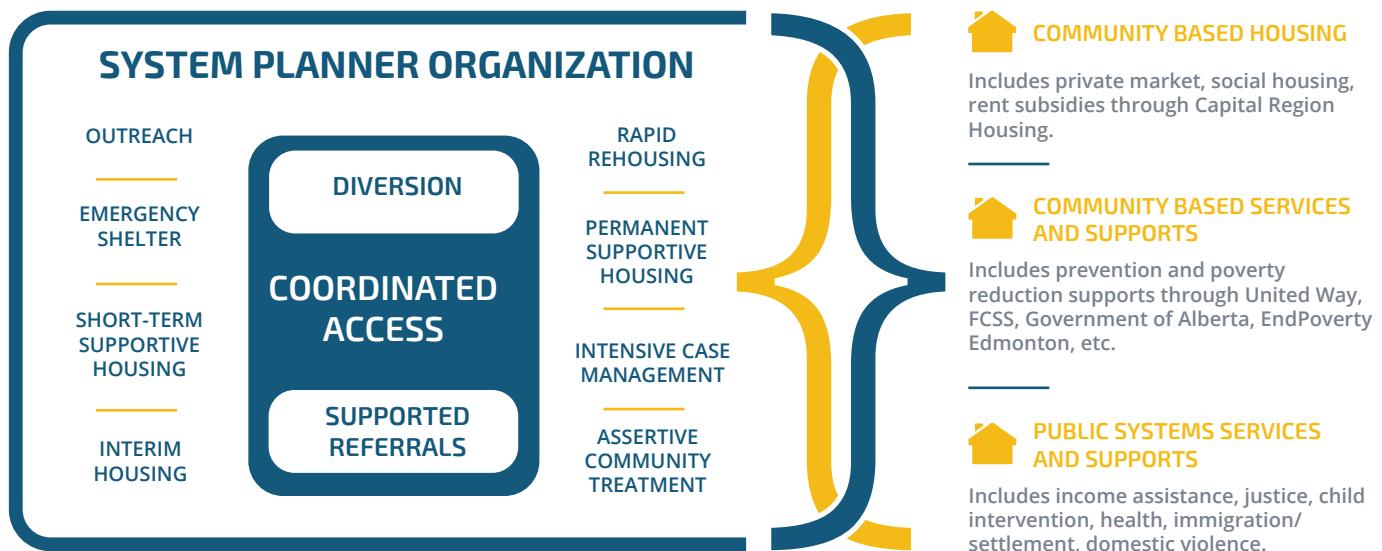
Support best practice learnings for agencies, policy makers, and peers by sharing learnings, providing technical assistance and training.

Champion homelessness issues locally, provincially and nationally.

Systems Integration

The diagram below presents the key components of **Edmonton's homeless-serving system**. It is important to note that each of these components plays a particular role in the homeless-serving system. It is the relationship between these interventions, articulated at the system-level that ultimately drives common community goals.

This diagram also articulates where the homeless-serving system begins and ends vis-à-vis other systems and initiatives, including community-based housing, services and supports, as well as public systems. None of these systems exist in isolation, and much of their work overlaps to create a seamless approach; however, it is essential that they work with clarity on respective roles and accountabilities.



The Edmonton homeless-serving system's primary roles in the broader social safety net are to provide:

- >> **access to housing assistance;**
- >> **access to stabilization supports;**
- >> **safe, appropriate, temporary shelter; and**
- >> **links to appropriate community and public systems.**

The homeless-serving system cannot end homelessness on its own; to fully achieve the goals of the Plan, **affordable housing** and **rent supports will be essential**. To prevent homelessness and mitigate risk of those housed from becoming homeless again, we rely on the work of our **poverty reduction and prevention partners**, including **EndPoverty Edmonton, Capital Region Housing, Family and Community Support Services**, as well as **public systems** and community services working in income assistance, health, child intervention, justice, and immigration and settlement. Moving forward, we will continue to work with system and community partners to articulate integration and alignment approaches, and our respective roles and responsibilities.

HOUSING FIRST

Housing First is a philosophy at the core of interventions that have demonstrated success in Edmonton and elsewhere: moving people from an experience of homelessness to stability with support to access services to achieve long-term success. For our homeless-serving system, Housing First acts as the guiding philosophy across components and interventions.

Homeward Trust coordinates a total of

\$35 million in funds

from all orders of government to create a continuum of services to meet Plan goals.

This includes a slate of diverse Housing First programs, growing from

two in 2008

(Rapid Exit from Shelter and Pathways to Housing),

to a total of

20 teams in 2017

with the capacity to house more than

1,000 households annually,

and to support as many as

1,500 program participants

at any given time in maintaining their housing.

These programs include scattered site and place-based intervention models of case management teams, clinical teams, and supportive housing.



From ridiculous to radical to real...the Housing First program has shown that if there is community will, we can tackle serious and difficult challenges with enormous outcomes.

- Henry Motta, Associate Executive Director, Jasper Place Wellness Centre

Importantly, where programs are funded through Homeward Trust, data is shared through a common HMIS, they perform to high service standards and performance targets, and they participate in community planning and coordination efforts, including a Coordinated Access and Intake process. We have evolved the ability to prioritize as a sector, refer efficiently between programs, and target our collective efforts through this approach. We have also continued to work toward real-time reporting of need and of progress, including a shared "By Names List" of those experiencing homelessness.

This approach to coordinated service delivery, overseen by the System Planner Organization, is considered a best practice in community homelessness responses, and has positioned Edmonton as a leader provincially, nationally, and internationally. This leadership and coordination role has also positioned Homeward Trust to support and enhance the efforts of individual agencies and programs in a number of ways:



Common screening, assessments, and referrals allow us to prioritize services as a sector and match interventions to need.

Landlord relations capacity and expertise supports the efforts of programs that collectively are working with 300 landlords at any given time. Landlords are vital partners in the work to access housing and to maintain tenancy.

Frontline staff across funded programs are supported with **training and resources** designed to maintain and elevate the level of professional practice necessary to support participants effectively.

Clinical partnerships and resources have been deployed to improve access for program participants and increase success in retaining housing and recovery. This includes the creation of a Clinical Access Team to bridge service and system gaps encountered by housing teams.

Administration of time-limited **rental assistance** is in place to bridge temporary gaps in accessing and maintaining housing.

Financial management expertise and resources have been developed through a Financial HUB service for program participants. This enhances sustainability of housing for participants experiencing addictions and other complex barriers to financial sustainability.

Homeward Trust has piloted and will expand "**supported referral**" partnerships, which make flexible housing funds available to agencies that are already providing support services to individuals and families experiencing homelessness. In this way, a broader network of partners can work to prevent chronic homelessness and achieve housing for people who have the supports in community necessary to avoid a return to homelessness.

PLAN UPDATE IN BRIEF

VISION: Everyone has a place to call home.

MISSION: To prevent and end homelessness in Edmonton.



>> 01 END CHRONIC AND EPISODIC HOMELESSNESS

TARGETS

- By 2018, all rough sleepers will be engaged through assertive outreach to and Coordinated Access, and connected with appropriate housing and supports.
- By 2020, no one staying in shelter or sleeping rough will experience chronic homelessness.
- Between April 2017 and March 2020, an additional 4,000 people experiencing homelessness will be housed through Housing First programs.
- By 2022, 100% of those entering homeless-serving system will be connected to housing and supports within 21 days.

>> 02 PREVENT FUTURE HOMELESSNESS

TARGETS

- By 2019, people will be diverted from entering the homeless-serving system with an immediate link to community-based prevention supports within five days, wherever possible and appropriate.
- By 2018, corrections, health, and child intervention will report on the number of people discharged into homelessness from public systems on a biennial basis at minimum. Based on figures reported, annual targets will be introduced to achieve zero discharge into homelessness by 2023.

>> 03 DEVELOP AN INTEGRATED SYSTEMS RESPONSE TO HOMELESSNESS

TARGETS

- By 2018, complete the shared Plan Accountability Framework, which identifies resource coordination, roles and accountabilities to support Plan strategies.
- By 2020, HMIS coverage and Coordinated Access participation will include 75% of all beds in emergency shelter, interim and short-term supportive, and permanent supportive housing. Full HMIS coverage and Coordinated Access participation of all homeless-serving system components is achieved by 2027.

Key Focus Areas in the Plan Update

>> 01. Reconciliation

Apply a reconciliation focus to all Plan activities recognizing Indigenous homelessness as a colonial legacy that requires intentional action across stakeholders.

>> 02. Targeted Interventions

Interventions will be appropriate for individuals in priority groups, including Indigenous peoples, youth, families, newcomers, those sleeping on the street, long-term shelter stayers, and those in more than one of these groups.

>> 03. Accountability

Ending homelessness requires multi-sectoral leadership and engagement, with clear roles and accountabilities for all.

>> 04. Responsiveness

Homeless-serving system planning capacity is nimble and responsive to adjust resources in real-time; this includes capacity to redesign current interventions and refine efforts in real-time.

>> 05. Effectiveness

Interventions achieve high performance and quality levels across the homeless-serving system.

>> 06. Focus

A highly coordinated approach to screening, targeting, placement, and access to units/spaces across diverse housing and support models is in place. Investments are strategic and leverage resources and community strengths.

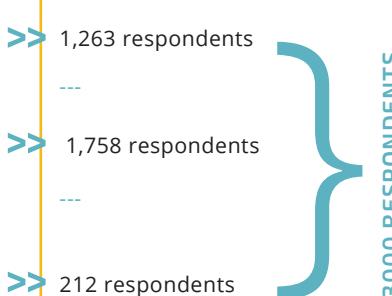
>> 07. Sustainability

To be successful in the long term, we need mainstream systems to support people once they exit homelessness, particularly through stable and adequate income supports, and ready access to appropriate health, mental health, and addictions supports in community.



COMMUNITY ENGAGEMENT PROCESS

The Plan Update was the result of a comprehensive research and consultation process led by Homeward Trust and the City of Edmonton with input from more than 3,000 Edmontonians. The community engagement process included multiple rounds of engagement from February to May 2017, structured in a number of formats.

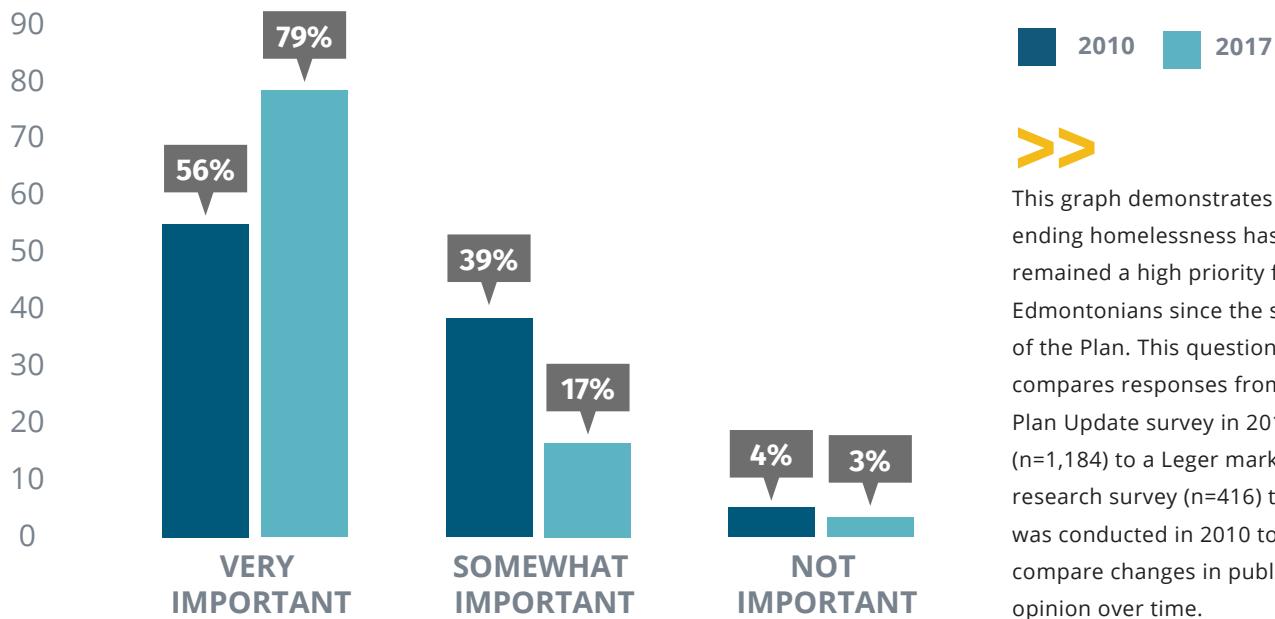
Format	Dates	Type of Engagement	Participation
Plan Labs	February 2017	Interactive workshops with the general public and sector stakeholders for preliminary issue identification and prioritization	151 attendees
Lived Experience Focus Groups	February 2017	Focus groups hosted by YMCA, YESS, and Homeward Trust's Participant Advisory Committee	35 individuals with lived experience
Surveys	March – April 2017	Online survey available at www.endhomelessnessyeg.ca --- Plan Update questions were incorporated in City of Edmonton's Insight omnibus survey --- Paper survey administered with individuals who are experiencing homelessness or housing insecurity in attendance at the May 7, 2017 Homeless Connect event	 >> 1,263 respondents --- >> 1,758 respondents --- >> 212 respondents
Stakeholder Roundtables	April – May 2017	Two roundtables to identify emergent priorities and provide feedback on the draft Plan Update and system mapping/cost projections	80+ representatives from 50 organizations (many of whom attended both roundtables)
Committee Consultations	April – May 2017	Consultations at committee tables including: <ul style="list-style-type: none"> • Capital Region Interfaith Housing Initiative • Centre to End All Sexual Exploitation Edmonton • Homeless on Public Lands • Trauma Informed Edmonton • Edmonton Coalition on Housing & Homelessness • Business Improvement Associations • Rainbow Alliance of Youth in Edmonton 	7 committees of 70+ total participants

ENGAGEMENT OPPORTUNITIES WERE PROVIDED THROUGHOUT THE PLAN UPDATE PROCESS, FROM ISSUE IDENTIFICATION AND PRIORITIZATION TO FEEDBACK ON THE DRAFT STRATEGIC DIRECTIONS, SYSTEM MAP, AND COST PROJECTIONS.

What We Heard

The following themes emerged from our engagement sessions with over 3,000 Edmontonians:

HOW IMPORTANT IS SOLVING THE ISSUE OF HOMELESSNESS TO YOU



This graph demonstrates that ending homelessness has remained a high priority for Edmontonians since the start of the Plan. This question compares responses from the Plan Update survey in 2017 (n=1,184) to a Leger market research survey (n=416) that was conducted in 2010 to compare changes in public opinion over time.

Community Feedback

Edmontonians indicated that the following issues are a high priority as part of our efforts to end homelessness:

PLAN LABS

- Increasing investment in **permanent supportive housing**
- Improving coordination in institutional **discharge planning**
- Increasing **mental health and addiction supports**
- Ensuring **income supports** are adequate for individuals to maintain their housing

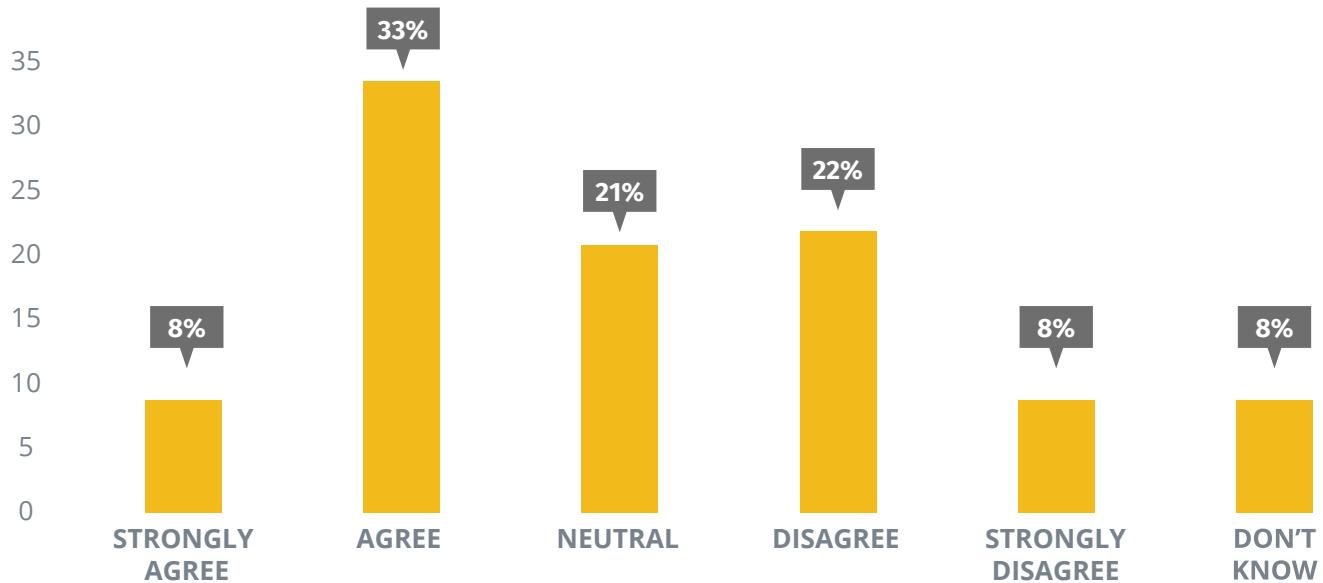
SURVEYS

- Increasing **permanent affordable housing units with supports**
- **Preventing homelessness** and coordinating services
- Moving people **sleeping rough** into **permanent housing**

LIVED EXPERIENCE FOCUS GROUPS AND SURVEY

- Improving **housing affordability** and stock of Rent Geared to Income (RGI) housing
- Providing assistance with **housing start-up costs** (e.g. damage deposits)
- Improving housing supports for individuals **discharged from an institution**
- Addressing service gaps/barriers to access **addiction and mental health supports**

EDMONTON HAS AN EFFECTIVE APPROACH TO END HOMELESSNESS UNDER THE CURRENT PLAN



This question (n=1,047) was included in the Plan Update survey and reflects how Edmontonians perceive the effectiveness of the existing Plan to End Homelessness. Given that 30% either disagree or strongly disagree with the effectiveness of the Plan, there is more that can be done to address the visibility of homelessness to the public despite current efforts.

STAKEHOLDER ROUNDTABLES

Senior leaders from across Edmonton's housing and homelessness sector provided feedback on the Plan Update's priorities, strategic directions, and cost projections. Feedback emphasized:

- The importance of [cross-sectoral collaboration](#) and clear accountability mechanisms
- The need for increased data-sharing in a central [Homeless Management Information System](#) (HMIS) across Edmonton's homeless-serving sector
- The need for improved case [coordination to streamline transitions between systems](#)
- The opportunity to apply a [reconciliation lens](#) across the homeless-serving sector

EMERGING SYSTEMIC ISSUES

The following issues were identified in our engagement sessions as important system-level context for the Plan Update:

- The [lack of integration and data-sharing](#) across system components (e.g. crisis intervention, Housing First, prevention)
- The need for additional data on the [long-term impact of Housing First](#) and follow-up supports to assist with housing retention
- The persistence of [Indigenous homelessness](#) at disproportionately high levels
- The importance of advancing Edmonton's homelessness objectives in alignment with [other priority policy agendas](#), including [poverty reduction](#) and [domestic violence](#)

CURRENT STATE OF HOMELESSNESS IN EDMONTON

Prevalence of Homelessness

We estimate that approximately 1% of Edmontonians are experiencing homelessness throughout the year – 11,300 individuals based on 2016 Edmonton municipal census data. This prevalence rate was calculated using a combination of shelter utilization data, information from Edmonton's 20,000 Homes Registry, and the 2016 Homeless Count to estimate street homelessness and families who would otherwise be unaccounted for in shelter utilization data. For more information about the full methodology and assumptions used in the system mapping and cost projections, see Appendix 2.

Shelter utilization data is based on Edmonton's three largest emergency shelters – Hope Mission, E4C's Women's Emergency Accommodation Centre (WEAC), and George Spady Society – which account for approximately three-quarters of the total of all shelter beds in Edmonton.

High risk of homelessness and hidden homelessness were estimated using extreme Core Housing Need data (2011) for households in Edmonton who earn less than \$20,000 per year and spend more than 50% of their income on shelter (20,395). Some of these households at high risk for homelessness could also be hidden homeless, such as couch surfing or doubling up. Many of the hidden homeless and those who are sleeping rough do not utilize shelters and are often inadequately reflected in such estimation efforts; this is a key priority for future research.

>> At High Risk/Hidden Homelessness:

Though less visible, this form of homelessness is the most common where people live in overcrowded, unsafe housing, couch-surf, and/or pay more than 50% of income on shelter while earning very low or no incomes. There is overlap between the hidden and transitional homeless, though we know little about details of these dynamics.

20,395 households using extreme Core Housing Need data; this number is higher when considering those in hidden homelessness.

>> Transitional Homelessness:

Most people experience homelessness for a short time and infrequently in their lifetime. Usually, this is a result of lack of income or housing affordability challenges. Most exit homeless with minimal or no intervention.

About 8,600 individuals - or 75% of those experiencing homelessness during the course of the year.

>> Chronic & Episodic Homelessness:

Some people who experience homelessness, experience recurring episodes throughout their lifetime. This episodic group is more likely to face more complex challenges involving health, addictions, mental health, or violence. A small portion (chronic) experience long-term and ongoing homelessness as result of complex barriers, particularly related to mental health and addictions.

About 2,700 individuals - or 25% of the total number experiencing homelessness during the year.

These forms of homelessness are dynamic and people move through these during their lifetimes. Our aim is to target interventions and estimate demand according to the best information we have today, and adjust our approach moving forward as better data emerges.

Homelessness Risk & Hidden Homelessness

About 20,000 Edmontonian households live in extreme Core Housing Need. Extreme Core Housing Need is a key indicator of homelessness risk, in which a household earns less than \$20,000 per year and spends at least 50% of its income on rent. In 2011, 20,395 households in Edmonton lived in extreme Core Housing Need. This subpopulation is at an increased risk of homelessness due to the precariousness of their housing situation, with limited means for unplanned expenses, job losses or emergencies, and none of the assets associated with home ownership. Individuals in this situation are particularly vulnerable to shifts in the rental market. Despite a market vacancy rate of 7%⁵ in 2016, average market rents have not returned from the highs they reached in the previous boom, climbing from \$841 in 2009 to \$1,000 in 2016.⁶

RISK FACTORS

Homelessness risks and protective factors vary across different groups. Research indicates that certain risk factors increase an individual's vulnerability to experience homelessness. These risk factors include marital breakdown, abusive relationships, trauma, mental illness, addictions, transitions from institutionalized care (e.g. criminal justice system), poverty, and challenges with housing affordability.⁷ These risk factors are not distributed evenly across the population – certain subpopulations, including Indigenous individuals and youth, are at increased risk of homelessness due to marginalization, institutionalized racism, economic disadvantage, and barriers to employment. Because of these risk factors,

several subpopulations including Indigenous individuals, youth and individuals with addictions and/or mental illness continue to be overrepresented in Edmonton's homeless population and require targeted interventions or additional supports.

PROTECTIVE FACTORS

In contrast, there are several key protective factors that have proven to be essential in preventing homelessness. These protective factors include strong natural supports (family and friends), previous educational attainment (particularly high school completion), current or previous employment, home ownership or a successful history of tenancy management, access to subsidized housing, access to income supports, and having children or dependents.⁸

Hidden homelessness remains a critical challenge. 'Hidden homelessness' refers to people who live temporarily with others but without a guarantee of continued residency or immediate prospects for accessing permanent housing. It includes couch surfing, which describes people staying with relatives, friends, neighbours, or strangers because they have no other option. This population is hidden because they usually do not access homeless supports and services, even though they are improperly or inadequately housed. Because they do not access services, they do not show up on standard statistics regarding homelessness. This is particularly challenging for **newcomers, youth, families, and new migrants, as well as seniors.**⁹



April 12, 2012, Edmonton, AB

Trudy clutches a teddy bear in the midst of drug induced psychosis. She was unable to get formal housing supports and was housed un-supported in the private market. Due to high complex needs and lack of support, she was evicted from this apartment 4 months after securing it.

The Colonial Legacy of Indigenous Homelessness

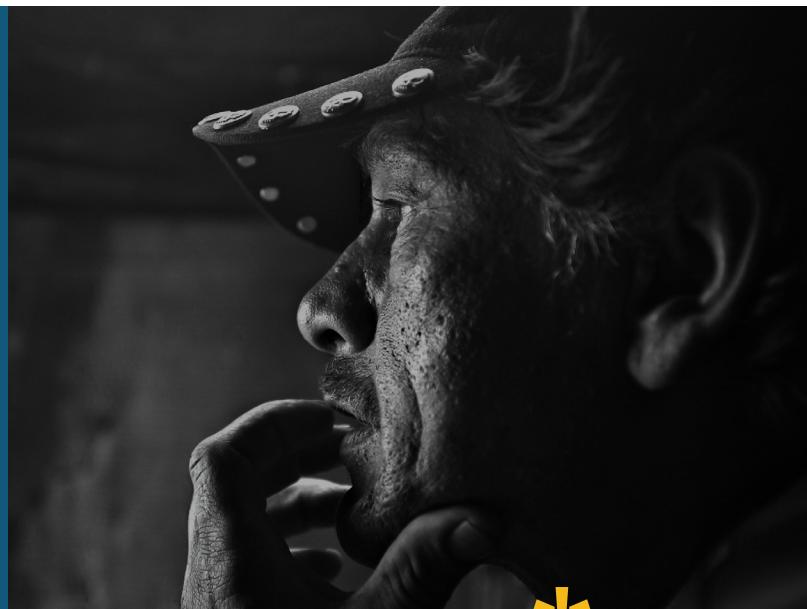
Indigenous peoples are overrepresented in the homeless population. Indigenous individuals remain vastly overrepresented in Edmonton's homeless population – 51% of the individuals surveyed in Edmonton's 2016 Homeless Count identified as Indigenous, compared to 5% of Edmonton's general population.



The prevalence of Indigenous homelessness reflects the legacy of colonialism, intergenerational trauma, and residential schools, and results in both a physical loss of "home" and a sense of disconnection from social, spiritual, emotional, and physical relationships.¹⁰

About 23% of Indigenous Edmontonians are in Core Housing Need (with First Nations Status individuals vastly overrepresented at 31.5%) compared to 10% of all Edmontonians.¹¹

Edmonton is a key Indigenous migration centre for surrounding and Northern communities. Edmonton is also an important access point for Indigenous community members who live on reserve and in surrounding rural areas and migrate for employment, educational opportunities, or access to services. While there is limited data on the extent of this migration, it is essential to understand Indigenous homelessness as a regional issue that extends beyond the city's limits.



July 13, 2010, Edmonton, AB

Vern has a quiet moment within his shelter on the northern edge of Edmonton.



Youth

Youth experiencing homelessness face unique barriers and require tailored interventions. While Edmonton's Homeless Count data indicates that youth homelessness is decreasing over time¹², youth continue to experience unique challenges and barriers to retaining housing. The majority of youth surveyed in the 2016 Homeless Count indicated that they were staying at an emergency or domestic violence shelter (30%) or transitional housing program (27%).

Many youth experiencing homelessness come from families with unstable housing, have had previous involvement with child welfare and the criminal justice system, and have histories of alcohol and/or substance abuse issues, and exposure to abuse and other types of victimization.¹³ LGBTQ2S+ youth are particularly vulnerable to housing instability and homelessness due to family conflict.

Edmonton's Youth Housing First program is one example of a new intervention that has been introduced since the launch of the Plan. The program housed 80 youth in the first 12 months and continues to use an early intervention approach in collaboration with multiple system partners to identify youth without housing who are at risk of further street entrenchment.

My life is really complicated and unpredictable – particularly due to my mental health issues. Sometimes it's hard to even function. The great thing is – Youth Housing First doesn't give up on me. In any other program, I'd probably already get kicked out. They don't give up on me, and that's what I love.

- Youth Housing First Participant



April 21, 2007, Edmonton, AB

At times Leonard would stay up for days, feeding his crack and alcohol addictions. He connected with outreach workers in 2007 and with their help found housing, became sober, and reconnected to his cultural roots. A highlight of that journey was a pipe ceremony to commemorate his one year of sobriety. He found his own love of photography and his photos still hang in the Boyle Street boardroom. He was one of the first people in Edmonton to get into the Housing First Program.

Families

Families experiencing homelessness, particularly lone parents, face layered barriers to housing stability.

Family homelessness in Edmonton is on the decline¹⁴, but remains an important subpopulation with unique challenges and needs. Family homelessness is often caused by family violence, a lack of affordable housing, un/underemployment, low wages, and low rates of income assistance.¹⁵

Families experiencing homelessness, particularly female-led households, are more likely to be "hidden homeless" and not reflected in emergency shelter data.

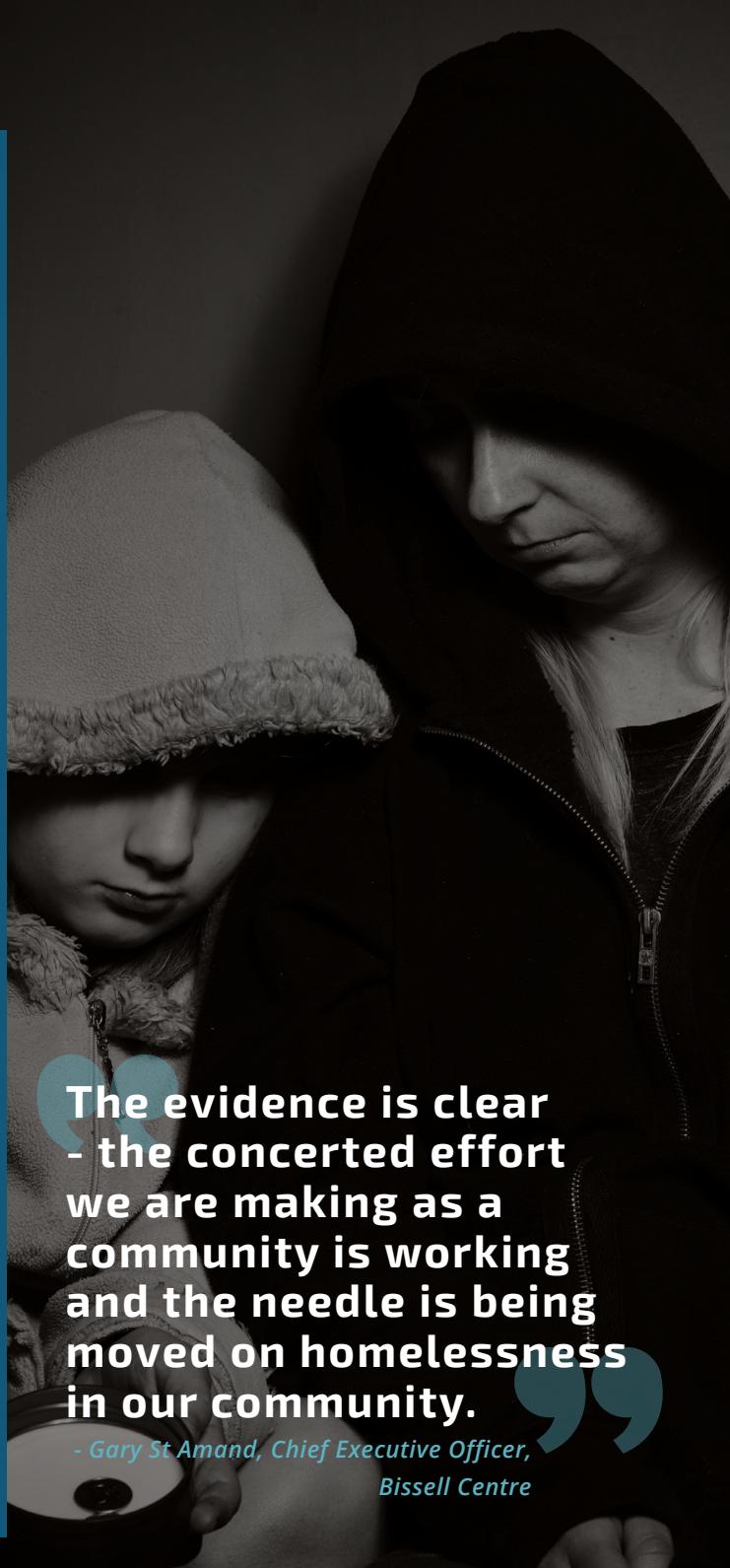


of
**lone-parent
households are
in Core Housing Need**

This statistic indicates heightened risk of homelessness or housing instability.¹⁶ The Urgent Families Initiative made a significant impact in the number of families experiencing homelessness in Edmonton – a total of 246 families were housed in 2015 and 2016 through Coordinated Access.



**families
housed through
Coordinated Access**
2015-2016



The evidence is clear - the concerted effort we are making as a community is working and the needle is being moved on homelessness in our community.

*- Gary St Amand, Chief Executive Officer,
Bissell Centre*

Immigrants, Newcomers, and Refugees

Immigrants, refugees, and newcomers are more likely to be part of the 'hidden homeless' population. Immigrants, refugees, and newcomers represent a small proportion of Edmonton's homeless population¹⁷, but face unique challenges to secure and retain long-term housing. Immigrants, refugees, and newcomers are also more likely to be in the hidden homeless population by relying on family and informal support networks rather than seeking formal housing supports or accessing emergency shelters. About 20% of recent immigrants in Edmonton (who arrived in Canada within the last five years) are in Core Housing Need, compared to 9.7% of the general population.¹⁸

Seniors (55+)

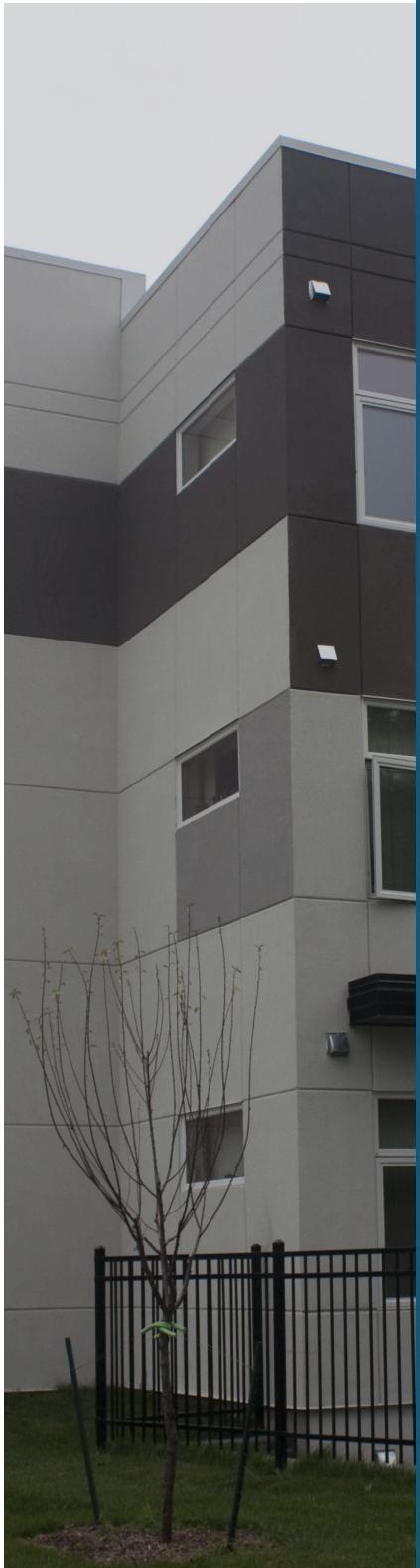
Seniors experiencing homelessness face mobility barriers, declining physical health, and increased loneliness and social isolation. One-fifth of the homeless individuals surveyed in the 2016 Homeless Count identified as seniors (55+).

Indigenous and immigrant seniors both need culturally appropriate supports to secure and retain safe and affordable housing. Indigenous seniors expressed the importance of living in community among their family, friends, and peers, having access to Indigenous cultural resources and support services, and addressing racism in the rental market.¹⁹ Immigrant seniors indicated that they experience unique challenges with the emotional and financial toll of migration, and literacy and language barriers that can impact their ability to access services and navigate systems.²⁰



In the last 8 years, we have seen the difference this approach has made in our city and we will work hard to continue delivering this transformational program in our community.

*- Henry Motta, Associate Executive Director,
Jasper Place Wellness Centre*



Chronic Homelessness and Long-Term Emergency Shelter Use

Chronic and episodic homelessness remains a challenge in Edmonton. Sustained shelter use is one indicator of chronic homelessness in Edmonton. In 2016, the average length of shelter stay at Hope Mission and E4C's Women's Emergency Accommodation Centre (WEAC) was 29 days. The most frequent shelter users have durations of stay that exceed 365 days, indicating the need for improved system connections between emergency shelters and Housing First.

Mental Health, Addictions, and Trauma

Mental health, addiction, and trauma can be both a cause and result of homelessness.



of Housing First clients indicated significant experiences of trauma or abuse in their intake Service Prioritization Decision Assessment Tool (SPDAT).

A FURTHER



of Housing First clients indicated challenges with substance use.



of Housing First clients also indicated significant challenges with their mental health or cognitive functioning.

In the 2016 Edmonton Homeless Count, nearly a quarter of respondents (24%) considered addiction or substance use as a contributor to their experience of homelessness. This figure is likely an under-representation in light of the stigma associated with mental health and addiction.

Indigenous people's experiences that culminate in trauma, addiction, or mental health issues are intergenerational, including involvement in the child welfare, corrections or residential school system, family disconnection, abuse or neglect, or poverty. A comprehensive approach to ending homelessness must include preventative efforts to improve access to community-based mental health services, and provide substance use and addiction supports within a harm reduction model.

GOAL 1: END CHRONIC AND EPISODIC HOMELESSNESS



March 2, 2011, Edmonton, AB

Phil lies in his bed outside a southside church. He used a blow dryer under his blankets to help keep warm.

GOAL 1 END CHRONIC AND EPISODIC HOMELESSNESS

Targets

- >>
- >>
- >>
- >>

By 2018, all **rough sleepers** will be engaged through assertive outreach to Coordinated Access with appropriate housing and supports.

By 2020, no one staying in shelter or sleeping rough will experience **chronic homelessness**.

Between April 2017 and March 2020, an additional **4,000 people experiencing homelessness** will be housed through Housing First programs.

By 2022, 100% of those entering homeless-serving system will be **connected to housing and supports** within 21 days.

Actions

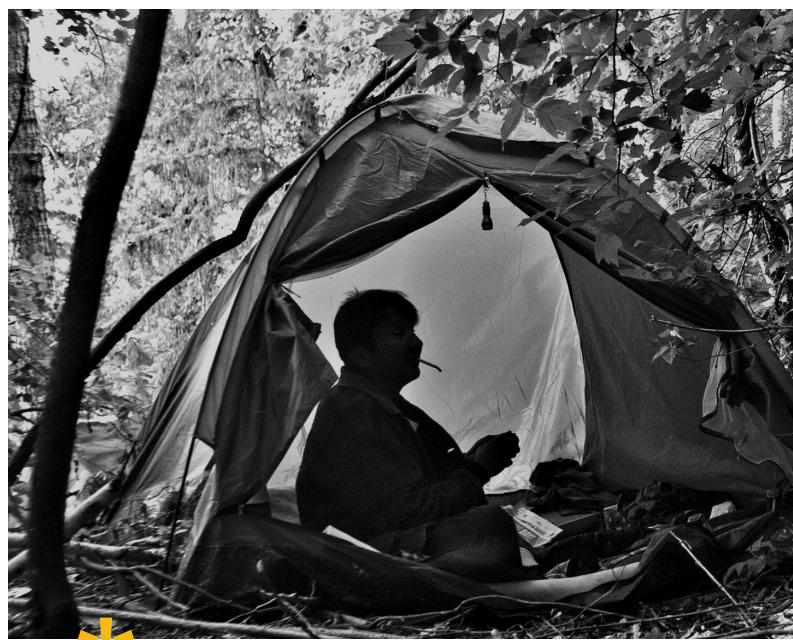
1.1 Enhance the focus of crisis response services and facilities on permanent housing outcomes.

Emergency shelters are an essential part of our homeless-serving system, providing crisis shelter and immediate basic needs to those who would otherwise sleep outside or in unsafe housing. Similarly, short-term supportive and interim housing are important interventions for certain subpopulations in need of temporary housing and services, particularly youth, women and children fleeing violence, or people undergoing addiction treatment. Crisis response outreach programs similarly fill a basic needs gap by bringing supports and supplies to people sleeping outside.

There are approximately 1,000 emergency shelter beds and 1,000 transitional housing spaces in the Edmonton homeless-serving system. These are further supported by street outreach and crisis response services that facilitate access to basic needs and referrals into Housing First programs. We will enhance and focus these facilities and services on permanent housing outcomes.

We will work together as a system to develop clear understandings of the roles of these providers in the broader homeless-serving system, and how they contribute to **permanent housing** goals. This includes working with shelters to enhance their **diversion efforts** and serve as **access points** to rapid rehousing interventions and other supports. This can also be an opportunity for us to review and enhance practice to ensure approaches are low-barrier and meet participant needs.

We will also refine the **operational models of short-term supportive housing and interim housing** to become integrated within permanent housing buildings in community with wrap-around supports, rather than stand-alone facilities. **Outreach services** can expand to provide case management supports and facilitate **access to housing for those sleeping rough**, building on their expertise to enhance housing outcomes.



June 27, 2007, Edmonton, AB

Leonard sits in his tent within the river valley. He preferred sleeping the river valley because he felt safer than sleeping in the shelter system.

The sooner people are housed, the better – it is cheaper to house people than to pay for police, medical and other services these people require. The cheapest way to solve the problem is to get people into their own home as soon as possible. What is holding us back?

- Survey Respondent



1.2 Continue to evolve Housing First programs for maximum impact.

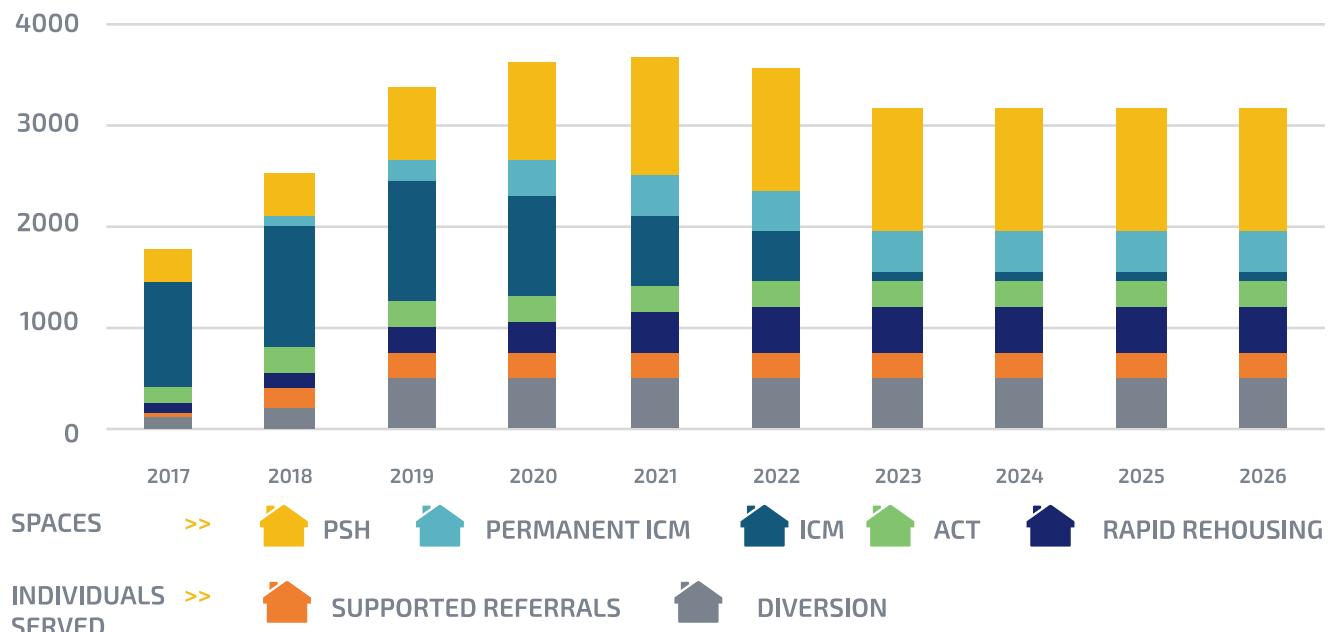
We will need to continue to evolve to ensure our approach meets emerging needs. Consultation input and data suggests that over the next phase of the Plan we need to improve **longer-term stability for Housing First clients**. One mechanism for doing this will be an increase in longer-term interventions – ones **without a maximum duration** – for clients with complex and ongoing needs.

Some of this will be achieved through increased construction of place-based permanent supportive housing (see next section), and some will be through scattered-site models. Currently, Assertive Community Treatment (ACT) is the only indefinite scattered-site program; it will be expanded and complemented by a new permanent Intensive Case Management (ICM) model, building on learnings from current ICM interventions. It is important to highlight that not every person with complex needs requires a place-based supportive housing model – many can do very well in community rental units. Such changes will be undertaken in a measured, consultative manner with the input of diverse stakeholders, including those with lived experience, after a fulsome program review and evaluation.

Over the last eight years, Housing First programs have housed more than 6,000 people, most of them experiencing chronic or episodic homelessness. With this effort, point-in-time counts have decreased considerably since 2008, but there is much left to do. Ending chronic homelessness within the next three years will require a **surge of housing effort**, greater **focus on preventing** people becoming homeless or chronically homeless in the first place, and increased **housing stability** for those leaving homelessness. Under the Plan Update, we seek to house 4,000 or more people in the next three years through Housing First programs. If focused primarily on the chronically and episodically homeless populations, this will allow us to end chronic homelessness and to end episodic homelessness shortly thereafter. When we reach this point, ICM programming can be significantly reduced and resources can be invested in programs that **focus on prevention and sustainability**.

HOMELESS-SERVING SYSTEM CUMULATIVE CAPACITY CHANGES

This chart shows cumulative changes year after year in the homeless-serving system. It shows the number of spaces per program type. Note the reallocations towards PSH and PICM in particular.





I think Housing First is crucial to ending homelessness, but there are still not enough options for people ready to transition out of Housing First programs and into more independent living situations.

- Survey Respondent

We also need to ensure those exiting Housing First programs are able to maintain housing stability.

By linking our work with **EndPoverty Edmonton**, the City's **Affordable Housing Strategy** and **Capital Region Housing**, we can advocate for enhanced income assistance and **access to mainstream or community support**, such as access to rental supplements and **social housing**. We will rely on the efforts of our partners to bring about affordable housing options through the **Affordable Housing Strategy** to mitigate homelessness risk and assist those with lower levels of need; rent supports or affordable housing will also be required for many of those exiting Housing First programs.

It is critical that we **recognize and celebrate the efforts of our frontline providers** in this difficult work. We will continue training and **capacity building efforts** for the homeless-serving system, and strive for reductions of administrative burdens and **inconsistent expectations from a myriad of funders**. As the System Planner Organization, Homeward Trust will take leadership in bringing such issues forward, facilitating dialogue towards solutions for the sector.

1.3 Develop permanent supportive housing and affordable housing across neighbourhoods.

Without an increase in housing options for those at risk of or experiencing homelessness, this Plan will not succeed. The lack of access to such long-term housing options has significantly hampered the impact of current efforts. Some clients with complex mental health, addictions, or cognitive challenges require not just permanent housing, but also on-site supports.

While 1,000 supportive housing units were called for in the original Plan to End Homelessness by 2014, only about 200 have been built so far.

The lack of these units has been one of the largest factors **slowing down progress** in the work to end homelessness: some individuals have been supported by Intensive Case Management teams for long periods, preventing others from getting support; some have lost housing repeatedly because the supports needed were not in place; and some have remained homeless, living outside, staying in medical facilities, or ending up incarcerated when they could be stably housed with the right supports.

To ensure affordable and permanent supportive housing is **distributed across neighbourhoods** throughout the city, we will support efforts to increase public support through **education and awareness campaigns**, and early stakeholder and community engagement in specific projects. This is an important focus of the **City of Edmonton's Supportive Housing Strategy**, which aligns closely with the Plan Update's objectives. The successful engagement of our private sector, including developers, builders, and landlords, will continue to be essential moving forward. We will need to **foster partnerships** between Indigenous peoples, the private, voluntary, and faith sectors to enhance capacity to develop and operate affordable and permanent supportive housing. We can explore innovative approaches to **social finance** and **social enterprise** to develop and sustainably operate permanent supportive and affordable housing.

To support greater understanding and awareness, future public engagement for all types of non-market affordable housing will focus on education about the **importance of these types of housing in all areas of the city** to meet local housing and homeless needs, and to **achieve more diverse, inclusive and complete communities in Edmonton**.

Building on the work of the City's Affordable Housing Information and Awareness Strategy, the City is developing a **social marketing campaign** for affordable housing to strengthen its approach in informing and educating Edmontonians about affordable housing. Materials developed through this project will be used to support future public engagement processes around Edmonton.

Through partnerships with the **Capital Region Interfaith Housing Initiative**, the City has contributed information from the Affordable Housing Information and Awareness Strategy to regional (multi-neighborhood) faith/community workshops to inspire **constructive community conversations** on affordable and supportive housing well in advance of specific development proposals. The City is pursuing a future social marketing campaign for affordable housing leveraging these partnerships.

To create the range of permanent supportive and affordable housing options needed by diverse populations, we will need to consider both the configuration of units (size and location) and the intensity of services to support long-term stability and recovery. Different individuals require different levels of support. The table on the following page shows

the number of units across diverse housing and support models that we estimate are required to address current needs. Given that **needs for permanent supportive housing are immediate**, we are calling for these **units to be built within six years**. We will continue to advocate for enhanced **federal and provincial investment in capital and supports** in order to see this completed. We will also continue to support government efforts to increase the **diversity of housing choice** in general to increase affordability in the market.

Housing & Supports	Units Needed	Capital Cost (\$/Unit)	Annual Cost of Supports	EXAMPLE
PSH3 (High Intensity) 24/7 tenancy management, on-site clinical supports, in-reached health, and disability (PDD) services	240	\$310,000	\$85,000	Ambrose Place
PSH2 (Medium Intensity) 24/7 tenancy management, on-site non-clinical supports, in-reached health services	176	\$210,000	\$45,000	Christopher's Place, Balwin
PSH1 (Low Intensity) 24/7 tenancy management and mobile support workers as needed (e.g. ICM, ACT)	500	\$200,000	\$5,000	Canora Place, Right at Home



May 4, 2010, Edmonton, AB

"Smurf" hugs his Housing Outreach Worker after signing a lease to his apartment he received with the help of the Housing First program. This was his first apartment after more than a decade living on the streets.

In the table above, the annual cost of supports is the net cost to operate the facility after taking into account rent paid by tenants at a below-market rate. It does not include supports typically provided to Albertans, such as homecare, which are not directly contracted to the project, but it does include supports that are directly contracted to the facility. These types of services are usually located on-site, and their costs are often supported by Alberta Health Services – this would generally be the case for PSH3 projects.

OUR ABILITY TO ACHIEVE THIS GOAL DEPENDS GREATLY ON THE PROGRESS WE MAKE IN INCREASING THE SUPPLY OF PERMANENT SUPPORTIVE HOUSING IN THE CITY. IT WILL TAKE GOVERNMENTS, COMMUNITIES, DEVELOPERS, AND MANY OTHERS WORKING TOGETHER TO MAKE THIS A REALITY.

GOAL 2: PREVENT FUTURE HOMELESSNESS



GOAL 2 PREVENT FUTURE HOMELESSNESS

Targets

In 2019, people will be diverted from entering the homeless-serving system with an immediate link to community-based prevention supports within five days wherever possible and appropriate.



By 2018, corrections, health, and child intervention will report on the number of people discharged into homelessness from public systems on a biennial basis at minimum. Based on figures reported, annual targets will be introduced to achieve zero discharge into homelessness by 2023.



Actions

2.1 Enhance homelessness prevention and diversion measures.

Across the city, agencies work to help people experiencing homelessness find housing quickly, keeping people from ever becoming chronically homeless or needing an intensive intervention such as a Housing First program. We will draw on lessons from communities that do this practice of “diversion” very well – communities like Bergen County, NJ, where they have succeeded in ending chronic homelessness – to strengthen practice across Edmonton. Coordinated Access and Intake will also add additional resources to serve those at risk or newly homeless to ensure these individuals and families do not unnecessarily enter the homeless system and, if they do, only for short durations.

Diversion support will ensure we are able to **intervene at critical times** before people lose housing and enter emergency shelters through Coordinated Access to **housing stability, eviction prevention, and crisis diversion supports**. Supported referrals will also make flexible housing funds available to agencies that are already providing support services to individuals and families experiencing homelessness. A total of **750 individuals** will receive supports from these two programs annually when fully implemented. As we see reductions in chronic and episodic homelessness, rapid rehousing programs will **focus more on preventing individuals from experiencing chronic homelessness**. These initiatives are about **shifting resources upstream** to intervene from a **prevention lens** before people become homeless or become entrenched in chronic homelessness.

Additional proposed measures to prevent homelessness include working with the **Government of Alberta, City of Edmonton, and EndPoverty Edmonton** to encourage increases to **affordable housing** stock and **portable rent supplements**. This will require considerable **leadership and investment** in rent support and affordable housing, as well as **access to these resources by Housing First graduates and those at greatest risk of homelessness**.

As of 2011, there were 20,395 households in extreme Core Housing Need, many of which need access to these resources, so that they do not fall into homelessness. Today, a number of these households are former Housing First clients.

Over the next 10 years, we anticipate about 8,000 households will exit a Housing First program into a situation of extreme Core Housing Need, unless there are sufficient affordable housing and rent supplements to support them - in the short term for those who are able to increase their income, or in the long term for those who are not.

2.2 Increase access to mental health, addiction, trauma, and Indigenous wellness supports.

The significant mental health, addiction, trauma, and domestic violence challenges amongst those experiencing or at risk of homelessness point to the need for enhanced access to wellness, addiction treatment, and mental health supports integrated with homelessness responses. We will continue to support the recommendations of the **Valuing Our Mental Health Report** (2015) to enhance access to such supports in our community as a critical intervention and preventative measure to end homelessness.

Culturally-appropriate solutions that respect traditional values within the Indigenous community are essential in the homeless-serving system. By recognizing **homelessness as a colonial legacy**, we will continue efforts to increase awareness about the impacts of **intergenerational trauma and support Indigenous ways of healing**.



In 2015, **54% of clients in Housing First programs were Indigenous.** Indigenous-led and delivered services that provide access to Elders, and healing and wellness practitioners as part of supports, will continue to be a priority across the homeless-serving system. **Morning Fire Protector** has a cultural support worker to connect residents with cultural and ceremonial teachings, as well as engaging with Elders. **Bent Arrow's Indigenous Housing First team** ensures that cultural supports are available to the participants they serve, and they coordinate and provide access to supports for other teams in the community.

We will continue efforts to **enhance the capacity of existing services** to respond to Indigenous people's needs through training and change management supports. All staff, stakeholders and contracted agencies will continue to be able to access monthly diversity training, as well as a variety of cultural events and workshops throughout the year.

2.3 Increase coordination between systems to mitigate homelessness risk.

Redesigned and enhanced supports will provide a greater range of options available to prevent people from becoming homeless through **discharge planning** and **transition planning from jail, hospital, treatment, and child intervention.** We will work with system partners to develop protocols to reduce or eliminate discharging into homelessness and create **opportunities for early intervention.** This is an area where the homeless-serving system will need to work with those in mental health and addiction, poverty reduction, and domestic violence to ensure an integrated approach is in place that leverages strengths and addresses gaps.

Monthly social assistance amounts are inadequate to meet market rental costs, leaving people with little income for other basic needs, including food. This places focus on programs, including Housing First, to **make up the balance with rent supports**, which works in the short-term. However, as most are time-limited programs, this places many back into precarious financial circumstances upon completion.

Social housing and rent supplement regulations make it difficult for people receiving Income Assistance, including many people exiting Housing First programs, to access these services. CRHC has worked to give more priority to Housing First participants, but people **with lived experience and service providers consistently report policy and practice barriers with respect to social housing and to income assistance.** The Government of Alberta has a lead role to play in resolving these policy and regulatory challenges to ensure homelessness prevention is embedded in our public systems, and that we are working towards shared objectives.

This reinforces the **interdependence between the homeless-serving system and community-based housing, services and supports, as well as public systems** to meet the common goal of ending homelessness. While the homeless-serving system responds to immediate needs to divert people from homelessness and rapidly houses those in need of enhanced supports, **other partners contribute to a sustainable, seamless response that ensures prevention and appropriate housing are in place to mitigate homelessness risk and recidivism long-term.**

2.4 Increase public education and awareness about homelessness.

Edmontonians consider ending homelessness an important priority; many are engaged as volunteers, advocates, and donors. While this has been critical to our success, we know that ongoing public education and awareness about homelessness will help **challenge myths and opposition** to proposed Plan efforts, particularly in the **location of new affordable and permanent supportive housing**.

We will continue to develop targeted and ongoing **public marketing campaigns** working with the media, business sector, faith community, volunteers, and Indigenous leaders to enhance public understanding about homelessness and challenge reactive approaches to this complex social issue. We will leverage new technologies and social media to reach our audience most effectively. This will help us balance the concerns for enhanced public safety with the need for long term solutions and increase acceptance of vulnerable people across neighbourhoods as essential to a vibrant and inclusive community.

We will continue to support public engagement activities, including the **Point-in-Time Counts** that rely on significant volunteer efforts, as well as **Homeless Connect Edmonton** and **Youth Connect**. To meet the needs of young people, Youth Connect provides an opportunity for youth aged 13 to 29 to connect with a variety of supports, including housing, mental health and addictions counselling, health care, employment, and much more.

Homeless Connect Edmonton is a semi-annual collaboration between Edmonton Economic Development, Homeward Trust Edmonton, and the Shaw Conference Centre to provide services that will create paths out of homelessness, build lasting partnerships, raise public awareness of homelessness in the community, and provide a vehicle for community involvement in addressing the issue of homelessness.

More than 300 volunteers and over 70 service providers come together to assist about 2,000 of Edmonton's most vulnerable residents.

We will maintain our contribution to the **broader national and international efforts** to end homelessness by highlighting Edmonton's success and learnings with other communities, while raising awareness through concerted efforts to **keep the issue on public and political agendas**.

Ending homelessness is necessary for our city to tackle. It is resource-intensive in the short-term, but I think the long-term benefits will be a source of pride for the entire city.

- Survey Respondent



May 9, 2008, Edmonton, AB

Trevor counts his change he made from panhandling. Addicted to crack, Trevor would stay up for days at a time chasing the high.

GOAL 3: DEVELOP AN INTEGRATED SYSTEMS RESPONSE



GOAL 3 DEVELOP AN INTEGRATED SYSTEMS RESPONSE

Targets

By 2018, complete the shared **Plan Accountability Framework**, which identifies resource coordination, roles, and accountabilities to support Plan strategies.

By 2020, **HMIS** coverage and **Coordinated Access** participation will include 75% of all beds in emergency shelter, interim and short-term supportive, and permanent supportive housing. Full HMIS coverage and Coordinated Access participation of all homeless-serving system components is achieved by 2027.

Actions

3.1 Continue to integrate lived experience voices in Plan implementation.

Lived experience voices have been a key source of learning throughout our efforts, and should remain a foundational perspective driving our approach. While consultations have been undertaken to engage those with lived experience at key Plan junctures, we have an opportunity to **elevate lived experience engagement** throughout Plan implementation.

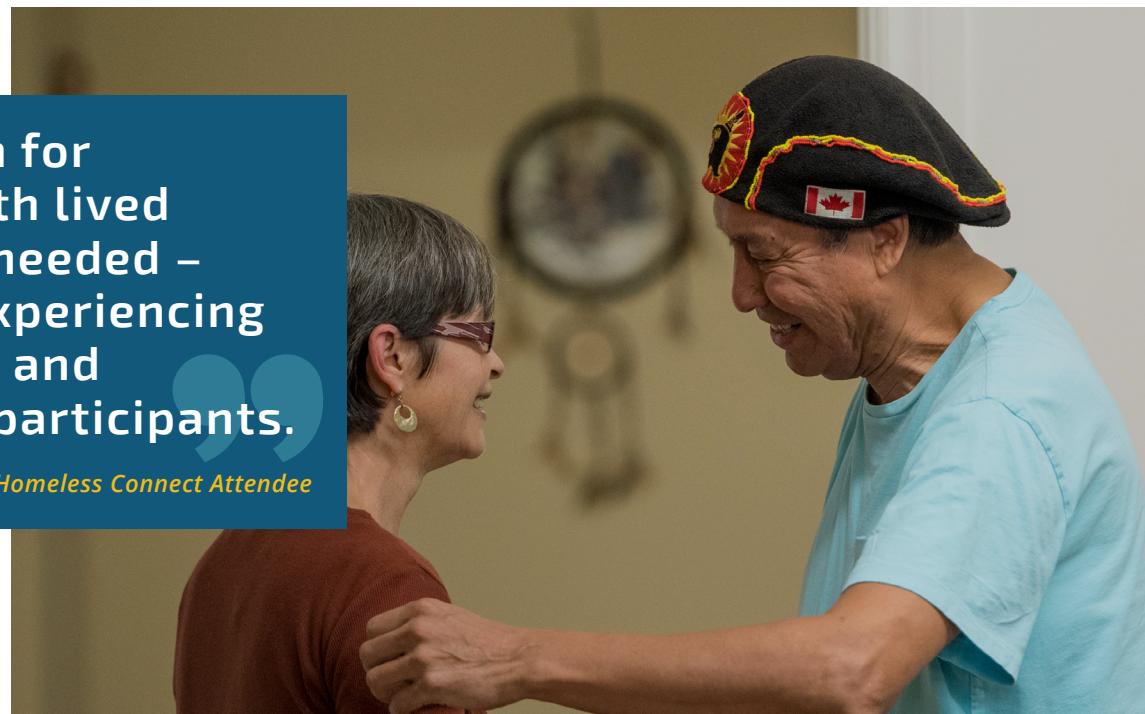
This work will build on the various engagement processes already in place through Homeward Trust, including the Participant Advisory Committee, the Youth Advisory Group, and the Indigenous Advisory Council. We will continue to find opportunities to expand the reach of this input to inform program, policy, and strategic Plan implementation efforts moving forward.

Program participants across interventions will continue to be **regularly engaged in providing feedback** on services and housing available. This input is essential in ensuring consistent, high quality shelter, housing, and support services are being delivered across providers. The need for specific engagement of key subpopulations, including **youth and Indigenous people**, will continue to be assessed and expanded to other groups where needed.

In particular, the **Indigenous Advisory Council**, which acts as an advisor to Homeward Trust on matters related to Indigenous issues and projects, builds knowledge and capacity through the sector in order to better serve Indigenous peoples, and helps ensure the path we walk within the Indigenous community is done in a **culturally respectful and sensitive manner**. Training on history, traditional knowledge, and culturally-based practice is provided to Homeward Trust and its funded agencies. We will explore the potential roles of these initiatives **beyond funded programs to reach** the entire homeless-serving system.

An open forum for individuals with lived experience is needed – both people experiencing homelessness and Housing First participants.

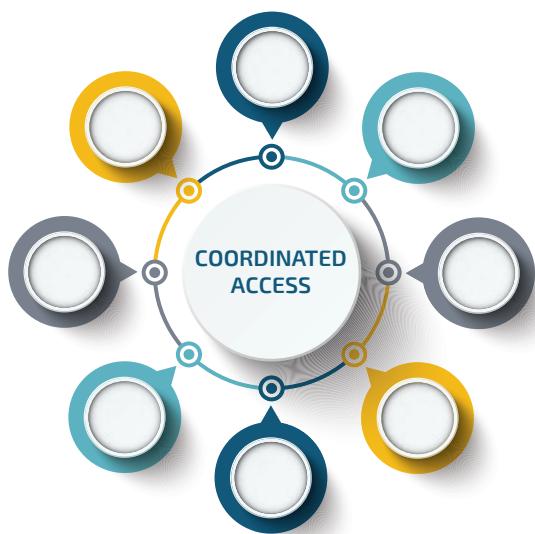
- Homeless Connect Attendee



3.2 Expand Coordinated Access across the homeless-serving system.

Significant improvements in coordination are evident in our homeless-serving system: we have access to real-time information about participants in our Housing First initiatives through the Homeless Management Information System (Efforts to Outcomes), better sharing of data for service provision amongst different organizations, and a common process through which we assess need, and manage program and housing placements. A “**no wrong door**” policy has helped to reduce the run-around and frustration service participants experience when accessing housing supports.

A cornerstone of any successful effort to end homelessness is a community’s ability to prioritize services to community members experiencing homelessness, and to provide an appropriate, adequate level of support to ensure a participant’s success. **Coordinated Access** allows Housing First teams and agencies to **screen, prioritize, and refer clients quickly and accurately**. Homeward Trust has developed Coordinated Access through which all funded agencies participate in this process.



Through our consultation process, **people with lived experience and service providers** recognized there are still significant gaps in our ability to create a **streamlined approach across the system**. We need to **expand Coordinated Access**, as well as information management and sharing. Currently, a dozen agencies beyond Homeward Trust-funded programs refer into this system, and none take referrals out of the system. The homeless-serving system is much broader than these initiatives, and we will work to **expand the participation of key programs** through the Plan Update implementation.

Another component being introduced by the Plan Update to the Coordinated Access model is that of **supported referrals and diversion supports** for those about to enter the homeless-serving system to **prevent homelessness** whenever possible.



Right now our system is very crisis-oriented – this needs to shift from a policy and legislative perspective.

- *Roundtable Participant*



3.3 Integrate research, information, and performance management at the system level.

Real-time information sharing across providers, including emergency shelters, will help us better respond to needs while replacing **duplicate data systems and reporting**. Homeward Trust launched Efforts to Outcomes as the community's Homeless Management Information System (HMIS) in 2009. Building on implementation in Housing First programs, we will work to **expand HMIS as the technology backbone to our system planning work to coordinate services in practice**. An expanded HMIS helps us understand participant access to services, performance, and outcomes longitudinally at program and community levels. In turn, we can be **nimble and responsive as a system**, rather than acting on a program-by-program basis.

HMIS enables us to generate accurate By-Names Lists that, together with shared assessment and prioritization tools, will ensure our priority populations are being reached by our interventions. A By-Names List is a vehicle to understand the full scope of need in our community, in real-time, and efficiently move people into housing. This creates a system that can **respond quickly to changes** or trends in the experience of homelessness in community. We are also able to reduce duplication, and **prioritize access to services in a consistent and transparent way**.



June 6, 2008, Edmonton, AB

Jay, exhausted from being up for close to 2 days, sits outside the exit of a restaurant in the wee hours of the night panhandling.

Research is a key function of Plan implementation to ensure that trend monitoring occurs in real-time to assess emerging issues and adjust the Plan's overall strategy.

Homeward Trust has developed an ongoing Research Agenda to support Plan implementation; moving forward, this work will continue with a focus on the following areas:

Evidence-Based Practice: Examination of effective interventions and models locally and in other jurisdictions to inform our approach.

Homelessness Trends: A combination of population-level data from diverse sources, drawing on the information available in HMIS.

Plan Progress: Using HMIS to track progress and performance in parallel with data from Edmonton's biennial Homeless Count, Edmonton's 20,000 Homes Registry and By-Names List, and the Plan's annual progress report on homelessness with accountabilities to community.

Public Perception: Ongoing community surveys on key indicators to identify shifts in public opinion regarding homelessness and Plan initiatives over time.



The integration of research throughout implementation will ensure the Plan is truly a **living document in practice, refined as new and better information emerges.**

Learnings will continue to be fed back and considered against approaches locally, as well as the broader community of practice provincially via the Seven Cities on Housing and Homelessness, which consist of peer System Planner Organizations across Alberta. Edmonton efforts will continue to be represented nationally and internationally to champion ending homelessness through participation in:

- >> 20,000 Homes Campaign with the *Canadian Alliance on Housing and Homelessness*

- >> *A Way Home* national efforts to prevent and end youth homelessness

- >> Research mobilization through the *Canadian Observatory on Homelessness*

- >> *Global Institute on Homelessness* Campaign to End Street Homelessness by 2020

- >> Innovation in design and operation of affordable housing through the *Canadian Housing Renewal Association*, and the recently founded Alberta Non-Profit Housing Association.

3.4 Enhance policy, funding, and resource alignment and accountabilities.

Significant investments have been made to address homelessness and housing issues in our city. The ability to coordinate these investments through Homeward Trust has increased impact and enhanced our capacity to respond to emerging needs in real-time. Yet, the lack of full funding coordination impacts our collective ability to achieve our goal of ending homelessness. There is a clear need to **enhance resource planning and leverage land, capital, and operational funding to coordinate investments** across the sector. Existing **funding tables** will be an important means to do this work.

This also requires that we better **articulate the alignment of diverse homelessness funding, regardless of source, to the Plan's priorities**. Without clarity on how proposed initiatives contribute to Plan goals, we risk **duplicating effort and diluting focus**. Moving forward, we will develop a **clear process** to enhance current and proposed investments in homelessness to Plan priorities. Here, clarity through the Plan Accountability Framework can assist us in developing processes to ensure new initiatives are assessed against Plan objectives consistently, and involve the System Planner Organization responsible for coordinating activities.

Homeward Trust will continue to engage key stakeholders in system planning work to ensure alignment of current and future initiatives is maintained against Plan priorities. Moving forward, such work will continue to be integral to the Updated Plan's success, and become even more refined through enhanced access to real-time information and analytical capacity in the **System Planner Organization**.

A black and white photograph showing a close-up of a person's hand holding a long, dark eagle feather. The hand is wearing a dark sleeve, possibly from a coat or jacket. The background is plain and light-colored.

We need supports in place to prevent people from becoming homeless in the first place. This requires partnerships with the provincial and federal government and other stakeholders to come up with innovative housing options to address the needs of people who are at risk of homelessness.

- Survey Respondent

January 16, 2013 Edmonton, AB

A women clutches an eagle feather at an Idle No More rally on what used to be the Papaschase peoples' land.

There is no doubt that without the **Government of Alberta's leadership and commitment to ending homelessness**, the progress Edmonton has made would not have been possible. This leadership has brought in significant resources to fund support and housing initiatives, and has resulted in policy and practice changes within government to respond to the issue in an integrated fashion across ministries. More recently, the **Government of Canada has re-committed to addressing homelessness** through the renewal of the **Homelessness Partnering Strategy** and the creation of a **National Housing Strategy**.

The **City of Edmonton** has shown a consistent commitment in affordable housing with leadership emerging around the creation of permanent supportive housing, proactively planning for permanent supportive housing by bringing together diverse stakeholders to discuss proposed projects at early development and funding stages.

The City has had a great deal of involvement relating to public engagement on affordable housing, and has been supporting the work of the Capital Region Interfaith Housing Initiative, formed in 2010, to support faith communities' involvement in ending homelessness. These partnerships resulted in the "Welcome Home" Program, Habitat for Humanity builds, Congressional Housing Action Guide (aligned with EndPoverty Edmonton objectives), and sponsorship of numerous community forums.

While these positive steps have been essential in the movement to end homelessness locally and nationally, we know **systems reform and policy change** is still needed across orders of government. **Housing First programs cannot make up for the ongoing lack of policy action on Income Assistance rates, which creates the conditions for people to become homeless in the first place.** Temporary interventions such as Housing First provide a bridge out of homelessness, but there remains an unmet need for access to sustainable incomes on the other side. This is further confirmed in **EndPoverty Edmonton's call for liveable income**, which notes that one out of eight Edmontonians are living in poverty, struggling to make ends meet.²¹

Access to mainstream services for marginalized populations continues to be a barrier for our long-term success, even for those who become stabilized in Housing First. Once participants begin integrating into the community, they face the same barriers that created vulnerability in the first place, including **challenges accessing mental health, addictions, and social housing resources**. To address these policy issues, we will develop and advance a **Government Policy and Funding Agenda** to all orders of government articulating key asks to advance Plan priorities.

To clarify and affirm the roles and responsibilities of key stakeholders moving forward, an immediate action is to develop and implement a **Plan Accountability Framework** that clearly outlines that the roles of the following groups are in Plan implementation:

**Homeward Trust,
Capital Region Housing,
City of Edmonton,
Government of Alberta,
Government of Canada,
EndPoverty Edmonton,
Homeless-serving providers in the non-profit and public sectors, and community funders.**

Together we will need to develop clearer guidelines on the roles of other stakeholders moving forward to ensure we are all doing our part in preventing and ending homelessness.

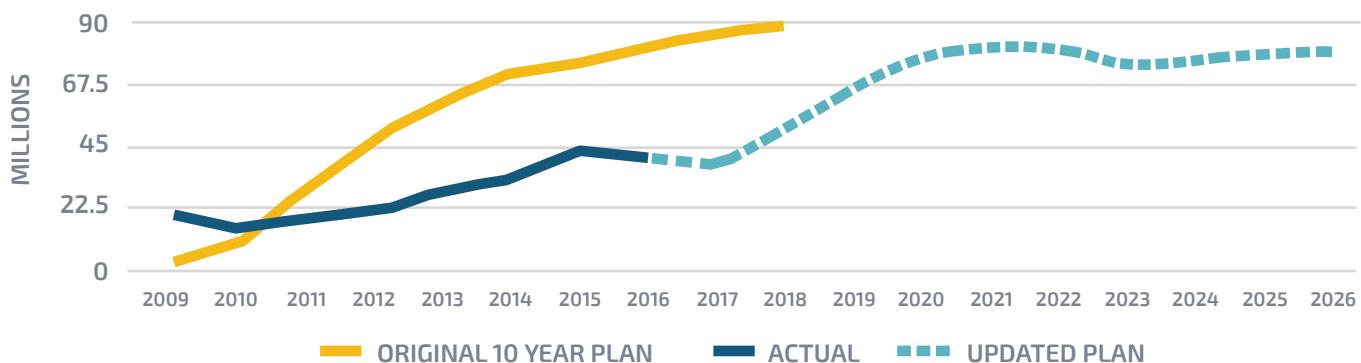
COSTS

The 10 Year Plan to End Homelessness calls for an investment of **\$568 million in operating costs** and **\$402 million in capital costs** over the course of the Plan in order to put an end to homelessness in Edmonton. Roughly half of the forecasted operating costs have actually been invested to this point and only a small fraction of the capital. The consequence of this has been slower-than-expected progress in efforts to end homelessness and a very large **shortage of permanent supportive housing**.

To execute the Plan Update, approximately \$300 million in new operations funds will be needed over 10 years to ramp up the system. A further \$230 million will be required for capital over six years – if this is extended to 10 years, then a modestly higher total may be required as the delay in services coming on stream will increase demand. This will expand **Housing First expenditures from \$35 million per year to about \$65 million** (\$80 million in 2027, after adjusting for inflation). Having made some progress thus far, this level of investment is slightly less than what was called for in the original 10 Year Plan. However, it also relies on the **availability of resources in other systems**, such as **affordable housing, rent supplements, income support, and addictions and mental health to fully achieve its aims.**

The graphs below show the required operating and capital costs estimated by the original Plan, the actual amounts that have been invested in the community by federal, provincial, and municipal governments via Homeward Trust, and what the Plan Update budgets for over the next 10 years. **We are on the cusp of ending chronic and episodic homelessness in this city, and a modest investment can make that a reality.**

OPERATING



CAPITAL



SYSTEM SAVINGS

The costs of investing in an end to homelessness are partially or mostly offset by **savings in other public systems, such as health, justice, and emergency shelters**. The cost saving potential of Housing First programs – both place-based and scattered site – has been confirmed by programs across the U.S., Europe, and Canada.²² The Mental Health Commission of Canada's At Home/Chez Soi (AHCS) study was launched in 2008 with a \$110 million budget; it aimed to test the efficacy and cost effectiveness of Housing First programs that provided housing with wraparound supports in five cities. In addition to a significant reduction in homelessness, every \$10 invested in housing and professional support resulted in \$7.50 in savings on health, social, and justice-related services.²³



Evidence in Alberta underscores findings from elsewhere on return on investment in Housing First programs.

For example, when **72 people** with complex needs were housed and supported in Calgary, evaluation showed that the average cost of services used after 12 months of Housing First program intervention went from



Counting the cost of their housing and support, these service participants went from being homeless in shelters using services for 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.



In Edmonton, costs associated with homelessness have also decreased for Housing First participants. In an evaluation of Ambrose Place, a permanent supportive housing program, system use declined considerably, finding **large decreases in inpatient admissions, inpatient days, emergency department visits, and EMS events**, especially those related to addiction and mental health.

When permanent supportive housing and managed alcohol programs are combined, an average **net benefit of \$53,100 per person** is attained. The annual societal cost of not implementing such housing and supports for the target population is **\$116,000 per person, per year, or 118% higher**.²⁵

Based on findings from these studies, it is estimated that, if executed fully, the Plan Update will yield cost savings of at least \$230 million for Edmontonians in reduced usage of health, justice, and other systems. This would offset more than 75% of the operating costs of the Plan Update.



NEXT STEPS

A FOCUS ON IGNITING LEADERSHIP TO DRIVE THE PLAN'S IMPLEMENTATION WILL BE ESSENTIAL MOVING FORWARD. IT WILL TAKE ALL OF US TO MAKE THIS VISION A REALITY FOR EDMONTON.

To move the Plan Update into action, Homeward Trust and the City of Edmonton will work with key stakeholders over the coming months to develop the Plan Accountability Framework. This will articulate the roles and commitments of all partners in ending and preventing homelessness. Building on this, Plan partners will develop timelines for fulfilling key actions in their respective roles.

Emerging or current homelessness-related initiatives will be identified and assessed in alignment with the Plan directions to ensure ongoing alignment is maintained. This Plan Update reaffirms our community's commitment to end homelessness in Edmonton by building a homeless-serving system that is integrated, responsive, and nimble. Ongoing refinement of the Plan implementation strategies will be a priority to ensure this document is a living plan in practice and continues to reflect Edmonton's current needs and capacity.

TOGETHER, WE CAN ENSURE EVERYONE IN EDMONTON HAS A PLACE TO CALL HOME.

APPENDIX 1 – DEFINITIONS AND ACRONYMS

ABORIGINAL: A collective name for the Indigenous 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 (INAC, 2016).

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 (INAC, 2016).

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 (INAC, 2016).

INUITS: 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. (INAC, 2016).

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. (INAC, 2016).

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 (CHF, 2015).

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 (CHF, 2017). In Edmonton, the SPDAT is the tool used to determine acuity.

ADEQUATE HOUSING: Dwellings not requiring any major repairs, as reported by residents (CMHC, 2016).

AFFORDABLE HOUSING: Rental or ownership housing that requires capital subsidies or capital subsidies plus ongoing operating subsidies. Affordable housing also has rents or payments below average market cost, and is targeted for long-term occupancy by households who earn less than median income for their household size. Market housing units and short-term accommodation are not included in this definition. (COE, 2015).

ALBERTA SUPPORTS (PREVIOUSLY ALBERTA WORKS): The Province of Alberta’s Income Support system. It is administered by Alberta Employment and Immigration and helps people who are unemployed 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 to Alberta Supports: Employment and Training Services, Income Support, Child Support Services, and Health Benefits (Government of Alberta, Human Services).

ASSERTIVE COMMUNITY TREATMENT (ACT): An interdisciplinary team of professionals available around the clock to provide treatment, support, and other needed services. The ACT team will typically engage people immediately after they have secured permanent housing and will regularly offer a variety of services to choose from. Services may be delivered in people's homes or in community offices or clinics. ACT teams might include social workers, physicians, nurses, occupational therapists, psychologists, counsellors, addictions specialists, housing specialists, employment specialists, administrative assistants, and other professionals (Homeless Hub, 2017d).

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 (GOA, 2017).

AT-RISK OF EXPERIENCING 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 homeless 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 (CHF, 2017).

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 (CHF, 2017).

CAPITAL FUNDING: One-time funding provided by any order of government (Federal, Provincial, or Municipal) to reduce the requirement for mortgage funding to finance the development and construction costs of a housing project proposal (Edmonton Joint Planning Committee on Housing, 2005).

CAPITAL INVESTMENTS: This includes the construction, renovation, or maintenance of shelters/housing and any physical structure from which support services are delivered. This can be pre-development, land and/or building purchase, new construction, renovations, and/or purchase of furnishings or equipment (HRSDC, 2010; modified).

CASE MANAGEMENT: A collaborative process of assessment, planning, facilitation, and evaluation of the options and services required to meet an individual's health and human service needs. It is characterized by advocacy, communication, and creative resource management to promote quality, cost effective outcomes (Homeless Commission, 2008).

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 (CHF, 2017).

CLIENT: A person served by or utilizing the services of a social agency. May also be referred to as "participant".

CONTINUUM OF HOUSING: The spectrum of accommodation options that meet a range of needs and standards, including physical adequacy, space and capacity, and affordability. The continuum is often used in reference to a model of housing and support services whereby people progress from one end of the spectrum (short-term housing) towards the other (safe and affordable market housing). In the City of Edmonton's Affordable Housing Strategy, this continuum is referred to as the "housing spectrum".

COORDINATED ACCESS: 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 (CHF, 2017).

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. (CMHC, 2016).

COUCH SURFING: Frequently sleeping on friends and/or family's couches on a regular or intermittent basis, moving from household to household (CHF, 2015).

DIVERSION: A preventative strategy/initiative to divert individuals from becoming homeless before they access a shelter or immediately expedite their exit from the shelter system. This may include helping people identify immediate alternative housing arrangements and connecting them with services and financial assistance to help them maintain or return to permanent housing. People requiring diversion assistance may be residing in any form of housing identified on the Housing and Supports Spectrum (AICH, 2015).

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, 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 (GOA, 2013).

EMERGENCY SHELTER: Any facility with the primary purpose of providing temporary accommodations and essential services for homeless individuals (CHF, 2017).

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 (CHF, 2017).

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 recurring episodes of homelessness as a result of complex issues such as addictions or family violence (CHF, 2017).

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 are 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, and/or part of an adult interdependent partnership (CHF, 2017).

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, parental 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 (GOA, 2013).

HARD-TO-HOUSE: Persons or families who typically face multiple, difficult barriers to accessing and securing permanent housing due to issues such as substance abuse, mental illness, disabilities, HIV/AIDS, behavioural issues, and other issues.

HARM REDUCTION: Any policies, programs, or practical strategies designed to reduce harm and the negative consequences related to substance abuse, without requiring the cessation of substance use. Harm reduction is typically characterized by meeting substance users “where they’re at,” addressing conditions and motivations of substance use along with the use itself, and acknowledging an individual’s ability to take responsibility for their own behaviour. Examples of interventions include safer use, managed use, and non-punitive abstinence (Homeless Commission, 2009).

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 can be 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, including unsheltered (or absolute) homelessness, emergency sheltered, provisionally accommodated, and at risk of homelessness (COH, 2012).

HOMELESS (POINT-IN-TIME) COUNT: Point-in-time homeless 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 (CHF, 2017).

HOMELESS MANAGEMENT INFORMATION SYSTEM: A local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness (HUD, 2017).

HOUSING FIRST: Describes the approach or model of programs that aim to help homeless persons or families quickly access and sustain permanent, affordable homes. The key principles that distinguish a Housing First approach include varied, flexible, and responsive support services, no preconditions to housing, financial assistance, assistance with tenancy management, and case management services (Homeless Commission, 2009).

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 trans-nationally 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 through colonialism. "Peoples" is used to capture the diversity of nations and communities in Canada.

INTENSIVE CASE MANAGEMENT (ICM): Intensive Case Management is a team-based approach to support individuals, the goal of which is to help clients maintain their housing and achieve an optimum quality of life through developing plans, enhancing life skills, addressing mental and physical health needs, engaging in meaningful activities, and building social and community relations. It is designed for clients with lower acuity, but who are identified as needing intensive support for a shorter and time-delineated period (Homeless Hub, 2017a).

INTERIM HOUSING: Programs that provide temporary housing for clients who are waiting for entry into a housing program, being re-housed, or for clients needing short term accommodation that are entering or exiting institutions, treatment centres, and other programs. Interim housing is meant to be short-term and is linked to permanent housing solutions (Homeward Trust, 2011). Interim housing is considered synonymous with transitional housing.

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 (CHF, 2017).

LGBTQ2S+: Lesbian, gay, bisexual, transgender, transsexual, queer, questioning, and 2-spirited (LGBTQ2S+). LGBTQ2S+ youth experience the additional layer of challenges faced by those with sexual orientations and gender identities that are different from the mainstream. LGBTQ2S+ youth are overrepresented among the population experiencing homelessness as a result of homophobia and transphobia in the home and across the service and housing systems (CHF, 2017).

LOW INCOME CUT-OFFS (LICO): Measure used by Statistics Canada to delineate family units into "low income" and "other" groups. A family unit with income below the cut-off for its family size and urbanization classification is considered a "low income" family. Any family with income above the cut-off is considered to be in the "other" category (COE, 2010).

MANAGED ALCOHOL PROGRAM (MAP): An alcohol harm reduction strategy for people who have unstable housing, chronic relapsing problems with alcohol, and repeated unsuccessful attempts at abstinence-based treatment. MAPs aim to stabilize the health and social well-being of those individuals by providing various services, such as connections to housing, without requiring abstinence. This stabilization is accomplished through regulated access to less hazardous forms of alcohol up to a controlled number of doses each day consumed in a safe environment (AMC, 2015).

MARKET AFFORDABLE HOUSING: Rental or ownership housing that receives no direct government subsidies, is modest in form and specification, and is capable of being produced for moderate-income households without up-front or on-going direct government subsidies (e.g. through regulatory change, efficient design, tax incentives, etc.). Examples include secondary and garage suites. Generally, it applies to households earning moderate incomes (i.e. between 100% and 150% of the median income for their household size (COE, 2015).

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.

MIXED-USE HOUSING: A development that mixes compatible residential, commercial, institutional, and recreational land uses, and may do so within an area of land, and/or within buildings, in order to increase density, reduce development footprint through intensification or land use, and to improve public accessibility to the range of mixed land uses (CRB, 2009).

NEGATIVE EXIT: 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.

NON-MARKET HOUSING: Non-market housing is defined as housing that is operated and funded or created through direct government subsidies and includes different categories of housing based on the associated services needed by clients. Non-market housing is further segmented into categories of shelter spaces, short-term accommodation, supportive housing, supported housing, social housing, or independent living affordable housing (COE, 2015).

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 (CHF, 2017).

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). Outreach can have different intentions, from connecting to basic needs and services, to an explicit housing mandate. This range of outreach programs exists in Edmonton.

PERMANENT SUPPORTIVE HOUSING (PSH): Permanent supportive housing combines rental or housing assistance with individualized, flexible, and voluntary support services for people with high needs related to physical or mental health, developmental disabilities, or substance use (Homeless Hub, 2017b).

PLACED-BASED PERMANENT SUPPORTIVE HOUSING: Congregate or independent permanent supportive housing units situated in one building or location (Homeless Hub, 2017b).

SCATTERED-SITE PERMANENT SUPPORTIVE HOUSING: The provision of permanent supportive housing services in the community, delivered through home visits or community-based agencies (Homeless Hub, 2017b).

PLACE-BASED HOUSING: Refers to physical housing with program supports for individuals typically with high acuity (CHF, 2017).

POSITIVE EXIT: As measured through the HMIS database, reasons include completed program, left for housing opportunity before completing program or referred to another program.

POVERTY: Poverty is defined as the experience of people lacking or being denied economic, social and cultural resources needed to have a quality of life that ensures full and meaningful participation in the community (EndPoverty Edmonton, 2017).

PREVENTION: Refers to the activities, interventions, and planning that prevents individuals and families from experiencing homelessness. Prevention can be broken into three different types (Homeless Hub, 2017c):

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 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.

PURE MARKET HOUSING: Rental or ownership housing provided by the private sector (no capital or operating subsidies) (COE, 2015).

RAPID REHOUSING: 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 (CHF, 2017).

RECIDIVISM: The rate in which a client receives a positive housing outcome and returns to shelter or rough sleeping (CHF, 2017).

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. More colloquially, rehoused refers to a person exiting homelessness and becoming housed again.

RENT SUPPORTS: 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-gearied-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-GEARDED-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.

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 (CHF, 2017).

SHELTERED HOMELESS: Individuals and families counted at an emergency accommodation and who expect to be on the street at the end of their stay (Homeward Trust, Homeless Count, 2010).

SLEEPING ROUGH: 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. This includes 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) (CHF, 2017).

SOCIAL HOUSING: Social housing is provided to very low-income households who are capable of living independently, without a need for support services. On-going subsidies (either publicly-owned operators or to community-based, non-profit housing corporations, or to private landlords) enable rents to be paid by residents on a 'rent-to-income' basis (usually 30% of gross household income). Social housing is also called subsidized, community, or public housing.

SUBSIDIZED HOUSING: Subsidized housing is primarily rental housing that requires ongoing operating subsidies to make it affordable on a long-term basis to households with incomes that are generally between 80% and 65% or less of the median renter income for their household size (CRB, 2009).

SUPPORT SERVICES: Services directed at supporting individuals and families with daily living (e.g. referrals, individual case management, personal identification, transportation, legal/financial assistance and child care).

SUPPORTED HOUSING: Self-contained housing units with daily living supports, such as Housing First or seniors' home care. External or mobile in-reached supports can be made available (COE, 2015).

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. 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 (CHF, 2017). See "Permanent Supportive Housing".

SYSTEM OF CARE: A local or regional system for helping people who are experiencing homelessness 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 (Turner, 2014).

SYSTEM PLANNING: Creating a system of navigation for accessing services from many different agencies, resulting in a system of care (Turner, 2014).

TRANSITIONAL HOUSING: Housing facilities that provide services beyond basic needs and that, while not permanent, generally allow for a longer length of stay than emergency housing facilities (up to three years).

TRANSITIONAL HOMELESSNESS: A person who is experiencing homelessness 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 (CHF, 2017).

TRIAGING: The process for determining the priority of clients based on the severity of their condition or acuity (CHF, 2017).

VULNERABLE AND AT-RISK POPULATIONS: Refers to population groups in a particular cultural, historical, political, and social context that make them susceptible to adverse social conditions (COE, 2010).

VI-SPDAT (VULNERABILITY INDEX - SERVICE PRIORITIZATION DECISION ASSISTANCE TOOL): The VI-SPDAT is complementary to the SPDAT and used for prioritization.

YOUTH HOMELESSNESS: A youth experiencing homelessness 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 / or living in abusive situations. They may also be about to be discharged from a care, correction, health, or any other facility without the security of a regular residence (CHF, 2017).

YOUTH HOUSING FIRST: A Housing First program for youth aged 13-24 with no readiness requirements. Youth are housed through a variety of housing options (e.g. independent living, supported independent living placements, family reunification) and provided with supports to help them successfully transition to adulthood.

YOUTH: Any individual who is between the ages of 15 and 30 (Government of Canada's Youth Employment Strategy) or between the ages of 13-25 (Human Services, Government of Alberta). The specific definition used will be flexible, depending on the specific activity or strategy and partners involved. Homeward Trust's youth programming, including Youth Housing First, works with youth ages 13-24.

Coming off the street made a huge difference. I feel secure. I don't have the stress of where I'm eating or sleeping, and I have security for my possessions.

- *Housing First Participant*

ACRONYMS

ACT	Assertive Community Treatment

AH	Affordable Housing

COE	City of Edmonton

ECOHH	Edmonton Coalition on Housing and Homelessness

ETO	Efforts to Outcomes

HF	Housing First

HMIS	Homeless Management Information System

HoPL	Homeless on Public Lands

ICM	Intensive Case Management

LGBTQ2S+	Lesbian, Gay, Bisexual, Transgender, Queer, Two-Spirit, and other gender/sexual identities

PSH-PB	Permanent Supportive Housing (Place-Based)

PSH-SS	Permanent Supportive Housing (Scattered Site)

RGI	Rent-Geared-to-Income

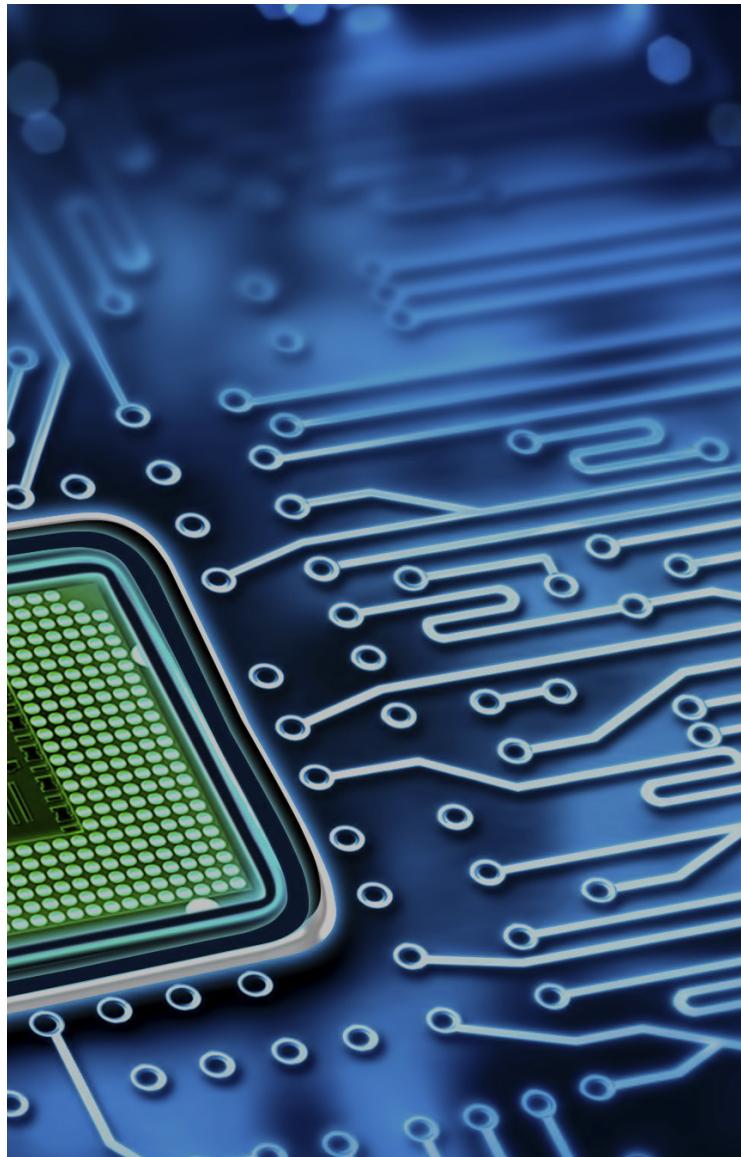
WEAC	Women's Emergency Accommodation Centre

APPENDIX 2 – SYSTEM PLANNING MODEL METHODOLOGY

OVERVIEW

A system planning model provides a bird's-eye view of the homeless-serving system by **using the best available information to interpret housing supply, demand for homeless-serving services, and program suitability based on need/acute and duration or frequency of homelessness**. To develop a system planning model, a 'map' of services and housing that are considered to be part of the local or regional homeless-serving system is first developed, along with a number of assumptions with respect to needs, demand, capacity, and outcomes. Using this information, a model is built to assess intervention impacts on the level of need in the system; this helps guide courses of action against Plan objectives.

This approach allows us to **develop projections for future program spaces, identify gaps, and reallocate resources** accordingly. System planning models use assumptions to cut through the complexity and develop informed projections for the future. However, because assumptions are relied upon, modeling comes with limitations; we cannot always foresee all economic, social, or political changes that can have a significant impact on the homeless-serving system overall (e.g. economic recessions, changes to income assistance rates). Thus, a model is a conceptual tool we use to inform decision-making rather than the sole source of information to this end. We have to **constantly update our assumptions as new information emerges** and changes ensue to develop real-time scenarios and risk analyses in system-planning work.



More data is needed for long-range planning. We can use data to better understand the needs, trends, and opportunities.

- Roundtable Participant

UNDERSTANDING STOCK AND FLOW

A key principle of developing a system planning map and model is that homelessness is not static. Individuals transition in and out of homelessness and access various housing programs and services throughout their journey to stable housing. System mapping and modeling must account for these dynamic changes in this population and adjust estimations of need accordingly.

The model discussed in this Plan Update uses a **stock and flow analysis** to better understand how homelessness will change over time in Edmonton. A 'stock' is a quantity at a particular point-in-time – in this case, we consider the number of individuals experiencing or at risk of homelessness. A 'flow' is the movement of individuals between categories (e.g., at risk of homelessness, transitioning homeless, chronically homeless, stably housed). A stock and flow perspective is embedded in the concept of **functional zero** – we must ensure that outflows from homelessness exceed inflows to homelessness for a long enough period that the stock of individuals experiencing homelessness approaches zero.

A stock and flow analysis helps us understand why local data sources on homelessness may differ. While Edmonton's 2016 Homeless Count identified at least 1,752 individuals experiencing homelessness at a particular point in time, our model indicates that more than **10,000 individuals experience homelessness** in Edmonton over the course of a year. Nearly 6,000 individuals were housed in Housing First programs between 2009-2016, contributing to a 43% reduction in individuals counted in the 2008 and 2016 Homeless Counts. These divergent numbers reflect the changing nature of homelessness in our community over time and reinforce the importance of a sector-wide Homeless Management Information System (HMIS) and ongoing, real-time system planning and modeling efforts.²⁶

The model draws upon multiple data sources to assess Edmonton's supply of affordable housing, homeless-serving program spaces, and demand for services. The table below summarizes the data sources that were incorporated:

>> SUPPLY

Capital Region Board housing inventory



City of Edmonton non-market housing inventory



Indigenous Housing Strategy housing inventory



Capital Region Housing Corporation project data



Homeward Trust contracting and program allocation data



Self-reported capacity from shelter and housing providers

>> DEMAND

By-Names List



Emergency shelter utilization data
(*Hope Mission, WEAC, and George Spady*)



Homeless Counts



Homeless Connect events



VI-SPDATs from Coordinated Access

Data from comparable Canadian cities was used in the model where Edmonton-based data was lacking (e.g. cost of implementing new program types, such as diversion and scattered-site permanent supportive housing).

CATEGORIES OF HOMELESSNESS

The model categorizes individuals by the duration of their homelessness:



CHRONIC/EPISTODIC

Chronic homelessness refers to an individual who is experiencing sustained homelessness for one year or longer, or who has had 4 or more episodes of homelessness within the last 3 years (i.e., attained and lost housing). Episodic homelessness refers to an individual who has experienced homelessness for less than a year, and has fewer than 4 episodes of homelessness in the past 3 years.

TRANSITIONAL

Transitional homelessness refers to a person who is experiencing homelessness for the first time (usually for less than 3 months), or has had less than two episodes in the past three years.

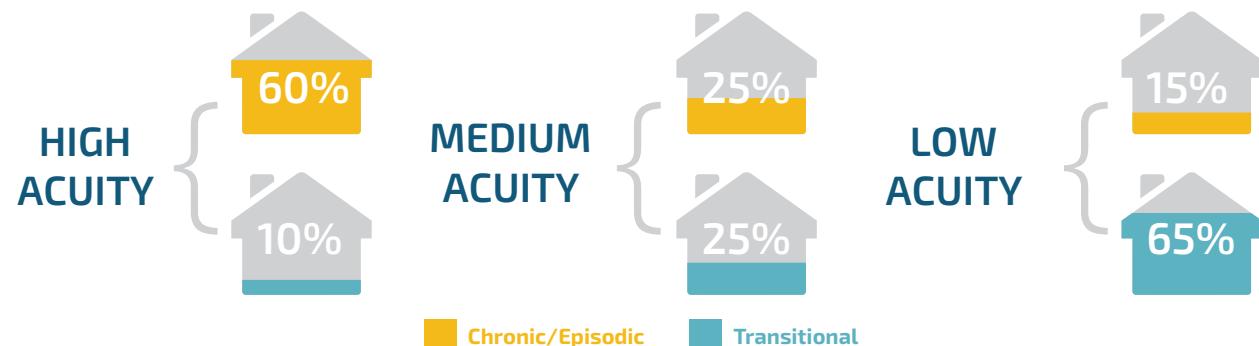
AT RISK OF HOMELESSNESS

Individuals in households that spend more than 50% of their income on shelter costs and have an annual income below the low-income cutoff (as per the 2011 National Household Survey).

MATCHING NEED TO PROGRAM TYPE

A system-planning model provides a bird's-eye view of the homeless-serving system by [using the best available information to interpret housing supply, demand for homeless-serving services, and program suitability based on need/acute and duration or frequency of homelessness](#). To develop a system planning model, a 'map' of services and housing that are considered to be part of the local or regional homeless-serving system is first developed, along with a number of assumptions with respect to needs, demand, capacity, and outcomes. Using this information, a model is built to assess intervention impacts on the level of need in the system; this helps guide courses of action against Plan objectives.

ESTIMATED DISTRIBUTION OF ACUITY LEVELS BY HOMELESSNESS DURATION



Level of Need (Acuity)

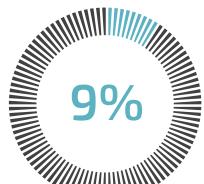
The graphs below outline the chronic/episodic and transitional homelessness acuity levels among the target population served by the Plan according to estimated matching among diverse program types.



Chronic or episodic homelessness



Permanent Supportive Housing (PSH)



Assertive Community Treatment (ACT)



Intensive Case Management (ICM)



Permanent ICM



Chronic or episodic homelessness



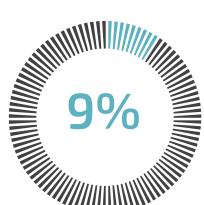
Rapid Rehousing (RRH)



Intensive Case Management (ICM)



Transitional homelessness



Rapid Rehousing (RRH)



Intensive Case Management (ICM)



Diversion, existing programs or no support required



Diversion, new programs

Permanent supportive housing is further segmented into three levels of intensity:

- PSH 3, similar to Ambrose Place in the availability of on-site clinical supports;
- PSH 2, similar to Christopher's Place in the availability of on-site non-clinical supports and in-reached clinical services;
- PSH 1, similar to Canora Place in the availability of limited on-site non-clinical supports.

These proportions account for individuals who may re-enter the homeless-serving system multiple times or require a transition to a higher-intensity program to maintain their housing long-term.

MODEL LIMITATIONS

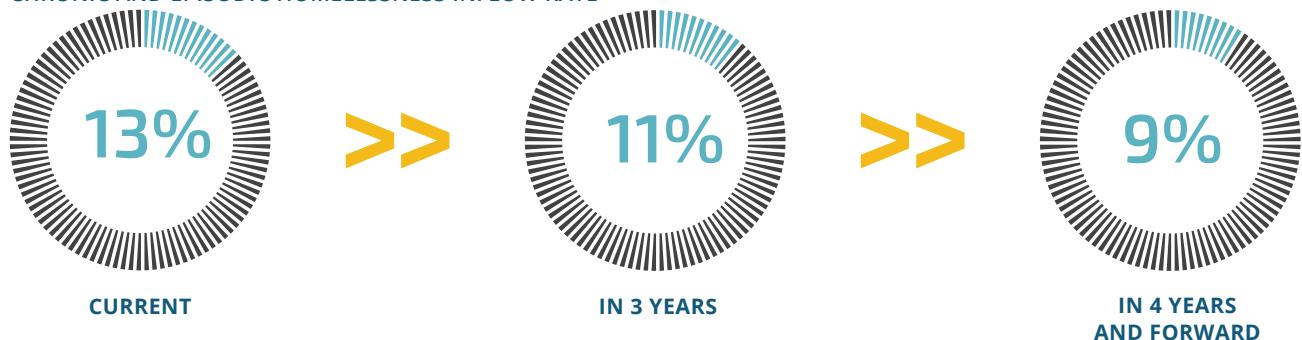
There are several significant limitations to this model. The model uses Edmonton's **population growth rate averaged** over the past 15 years of **2.15% annually** rate to predict how the number of people experiencing transitional homelessness in Edmonton will change over time. While a population growth **rate reflects demography and migration**, it **does not reflect external factors** that may uniquely impact homelessness (e.g., increases to the minimum wage or to average rents).

This rate can change significantly as a result of **shifts in the economy impacting lower income populations**, as well as public policy at the federal and provincial levels in particular. For instance, **poverty rates are related to Core Housing Need** and homelessness risk, thus **poverty reduction measures can mitigate homelessness risk**. An economic downturn can result in new groups entering the at-risk for homelessness group, while an economic boom can lead to increased transitional homelessness from new arrivals seeking work.

Again, this is an estimation that assumes that such measures are put into place and are effective. Without diversion and supported referrals proposed in the Plan Update, as well as the new affordable housing and rent supplements called for in the COE Affordable Housing Strategy and the measures advanced by EndPoverty Edmonton, we cannot assume current rates of homelessness risk to change for this group.

The **growth in the number of people experiencing chronic and episodic homelessness** that we would expect without any intervention is built on data from VI-SPDATs and the Homeless Count about how many people had entered those categories within the last year. Here, we assume that the efforts identified in the Plan Update to prevent chronic and episodic homelessness will **reduce inflow from 13% to 11% in the next three years and to 9% thereafter**. Again, this is an estimation that assumes that Plan Update measures are put into place and are effective.

CHRONIC AND EPISODIC HOMELESSNESS INFLOW RATE



Without consistent data sharing among Housing First programs, shelter providers, and outreach teams, we continue to have limited data on the number of unsheltered homeless or provisionally accommodated individuals, particularly those sleeping rough in the river valley/parkland areas. This model makes assumptions that a significant portion of individuals who sleep outdoors do not interface with the emergency shelter system.

Our supply-side figures are limited, largely due to uncertainty about the future. Predicting the number of housing units and homeless-serving program spaces over a 10-year period is challenging for a number of reasons: political priorities and funding allocations will change, the local economy will shift, and new program types will be introduced based on research, evidence and best practice. Our model identifies the "known knowns" (e.g. confirmed affordable housing developments) and makes informed assumptions about how housing units and homeless-serving program spaces will change over time.

APPENDIX 3 – POLICY SUMMARY

This table is a summary of the full policy review available on our website, www.endhomelessnessyeg.ca.

INDIGENOUS POLICY			
>> AFN National First Nations Housing Strategy	2012	This strategy has provided a framework of options for new management and delivery structures for First Nation housing. This strategy also sets out a series of general principles and objectives, as well as specific commitments to provide direction and a transparent mechanism for measuring success. This includes tackling all aspects of housing, from social housing and the care and control of band-owned housing assets to individual and private homeownership.	
>> Truth and Reconciliation Commission	2015	This commission called upon the federal, provincial, and municipal governments to incorporate a reconciliation mandate in their work on Indigenous relations and identifying appropriate policy responses. The work carried out has helped in the identification and closing the gap in health, education, and social outcomes between Indigenous and non-Indigenous communities.	
>> Implementation of UN Declaration on the Rights of Indigenous Peoples	2015	The implementation of this declaration increased support from the federal government through a commitment to fostering a renewed nation-to-nation relationship with Indigenous peoples and the implementation of UNDRIP.	
>> Urban Aboriginal Strategy - Engagement	2016	This strategy provides project funding for programs that help connect Indigenous peoples in urban centres to services tailored to their particular needs.	



More communities need to open their minds and hearts towards the homeless in our city.

- Survey Respondent

MUNICIPAL POLICY

>> Aboriginal Aging Population Policy Framework	2010	This framework is designed to foster a coordinated and aligned approach across the Government of Alberta in developing policies, programs, and services that meet the changing needs of an aging population. This includes developing age-friendly environments through municipal land-use, public spaces, infrastructure, housing, and transportation. It also looks to support and foster the development of sufficient affordable housing units for those seniors most in need.
>> Systemic Barriers to Housing Initiative	2011	This initiative exposed a wide range of practices, procedures, policies, and service gaps that create unintended but often serious consequences for people who are experiencing homelessness or at risk of becoming homeless.
>> A Profile of Poverty in Edmonton	2015	This profile gathered the latest federal, provincial, and municipal data on income, employment, poverty by family size, housing, homelessness, and food bank use. Policy recommendations were made to all three orders of government to raise the living wage and produce more affordable housing to house low-income individuals and people experiencing homelessness.
>> EndPoverty Edmonton Strategy	2015	The strategy has stimulated the renewal and reinvestment in affordable housing options. It has also made progress in advocating for a living wage while seeking changes to help those in poverty avoid criminal activity.
>> Edmonton Affordable Housing Strategy	2015	The strategy uses a full toolbox comprised of funding, land, regulations, partnerships, and policies to meet a wide range of affordable housing needs in all areas of the city. This includes: <ol style="list-style-type: none">1. Increase the supply of affordable housing in all areas of the city;2. Maintain the supply of affordable and market rental housing;3. Enable stable residential tenancies and transition people out of homelessness; and4. Anticipate, recognize, and coordinate action to respond to housing and homeless needs.
>> Social Housing Regeneration Advisory Group Report	2015	This report increased support from the federal government through a commitment to fostering a renewed nation-to-nation relationship with Indigenous peoples and the implementation of UNDRIP.
>> Living Wage Calculations	2016 2017	These living wage calculations are released periodically by the Edmonton Social Planning Council to reflect social and economic changes.

PROVINCIAL POLICY

- > Change to AISH, Alberta Works and CHRC Benefit Amounts 2009** Increases to AISH have made housing affordable to more individuals who are living with a severe disability.
- > Aboriginal Aging Population Policy Framework 2010** This framework is designed to foster a coordinated and aligned approach across the Government of Alberta in developing policies, programs, and services that meet the changing needs of an aging population. This includes developing age-friendly environments through municipal land-use, public spaces, infrastructure, housing and transportation. It also looks to support and foster the development of sufficient affordable housing units for those seniors most in need.
- > Homeless ID Initiative 2010** This initiative has created an alternative process for community agencies to verify an individual's identity and temporary residence, so that they can be granted an Alberta Identification Card. This has made it easier for individuals experiencing homelessness to access certain community services and programs in order for them to obtain a permanent home.
- > Creating Connections - Alberta's Addiction and Mental Health Strategy 2011** The strategy focuses on enhancing prevention and promoting primary health care and community-based services as well as improving the effectiveness of acute and specialized tertiary services. The strategy also focuses on children, youth and families, seniors, First Nations, Métis and Inuit peoples, and at-risk populations.
- > Alberta Information Sharing Strategy 2012** This strategy has been developed as information sharing system among government and partners who work together for Albertans' health, education, and safety. This has enabled less duplication when gathering information about an individual's needs and a common understanding about an individuals' situation to make better, faster decisions that achieve better outcomes.
- > Social Policy Framework 2013** This framework directs the future of Alberta's social policy and programs, and it will guide how we come together to ensure that all Albertans have an opportunity for fulfillment and well-being. The framework informs laws, actions, regulations, principles, and guidelines designed and used to protect vulnerable people, reduce inequality, and create a system of supports for individuals and communities for the good of society.
- > A Framework to End Family Violence in Alberta 2013** This framework led to the creation of the Family Violence Death Review Committee in 2015.
- > Supporting Healthy and Successful Transitions to Adulthood: A Plan to Prevent and Reduce Youth Homelessness (Youth Plan) 2015** This plan aims to reduce the number of youth experiencing homelessness in Alberta and prevent further youth from becoming homeless by ensuring that youth and their families have the services and supports they need.

provincial policy continued on next page

PROVINCIAL POLICY

continued

- >> **Valuing Mental Health: Report of the Alberta Mental Health Review Committee** **2015** The goal of this report is to help strengthen addiction and mental health care for Albertans by identifying the need for and creating access to multiple entry points (healthcare, criminal justice, housing) to mental health services.
- >> **Introduction of Low-Income Monthly Transit Pass** **2016** Once introduced, this initiative will make transit more affordable and will make it easier for lower-income families to get around the city to access jobs, education, healthcare, community resources, and government services regardless of whether they qualify for one of the province's social benefit programs.
- >> **Alberta Child Benefit and Family Employment Tax Credit** **2016** This tax credit provides financial benefits to working families in Alberta while encouraging self-reliance and stability in their lives. It also assists lower-income families with children to get financial aid to help provide a better quality of life for their children.

FEDERAL POLICY

- >> **Changing Directions, Changing Lives: Canada's Mental Health Strategy** **2012** This strategy has helped to illuminate the challenges faced by people experiencing mental health issues and calls on people living with mental health problems and illnesses and their families to become more engaged in the planning, organization, delivery, and evaluation of mental health services, treatments, and supports.
- >> **Canada Child Benefit** **2016** This benefit makes monthly payments to eligible families to help them with the cost of raising children under 18 years of age. This has made it easier for lower income families to have extra money, helping to maintain and stabilize their housing situations.
- >> **National Housing Strategy** **2017** The strategy, when released, will address the full spectrum of housing needs (homelessness to private market homeownership/rental housing), focusing on four key themes, which are: sustainability, affordability, inclusivity, and flexibility. It will set targets to reduce poverty, report publicly on its progress, and align closely with existing municipal and provincial poverty reduction strategies.
- >> **Canadian Poverty Reduction Strategy** **2017** This strategy, when released, will look to reduce poverty and improve the economic well-being of all Canadian families, so that they can have a real and fair chance to succeed.

APPENDIX 4 – CONSULTATION SUMMARY

The full consultation report is available on our website, www.endhomelessnessyeg.ca.

PLAN LABS & LIVED EXPERIENCE FOCUS GROUPS

- Participants indicated in the plan labs that Housing First is a critical pillar of the Plan, and has demonstrated significant success in Edmonton.
- Participants expressed concern about follow-up supports to assist with housing retention and the desire for more data regarding the long-term impact of Housing First.
- Participants also noted that significant progress has been made in the coordination of the homeless-serving sector – in particular, the establishment of Coordinated Access.
- Participants indicated that increased investment in permanent supportive housing, coordinated discharge planning, increased mental health and addictions supports and adequate income supports were a high priority for ending homelessness.
- Individuals with lived experience expressed the importance of basic needs resources and additional supports for housing retention, particularly supports specific to trauma, mental health and addictions.

SURVEYS

- Edmontonians indicated in the Omnibus and Plan Update Survey that priorities for the Plan Update were more permanent affordable housing with supports, prevention, coordination of services, and moving people sleeping rough into permanent housing.
- The most common things identified by individuals with lived experience who participated in the Homeless Connect survey that they believe would help end homelessness in Edmonton were: more affordable housing, higher income supports and improved access to income supports, more funding, and different public attitudes. Services that respondents thought would help include: employment services, supportive housing, more Housing First programs, and support services, including addiction and mental health services.

KEY STAKEHOLDER CONSULTATION SESSIONS

- Organizational representatives at the first key stakeholder roundtable emphasized the importance of collaboration, clear accountability mechanisms, improved case coordination (streamlined transitions between systems), and increased data-sharing in a central Homeless Management Information System (HMIS) across Edmonton's homeless-serving sector.
- Organizational representatives at the second key stakeholder roundtable had an opportunity to review and provide feedback on the draft modeling assumptions related to closing the housing and support gaps in Edmonton, and the draft strategic directions for the Plan Update. Participants shared a positive reception to the system planning approach taken.
- Stakeholders emphasized an appreciation for the level of detail and comprehensiveness of data collected to inform the system map and recommended actions. Stakeholders also highlighted that they liked that the document was a 'living' document able to respond and change over time based on need.
- Participants acknowledged that there are still many challenges in achieving the goals of the Plan Update including: greater income and rent supports, enhanced system navigation, strong political support, and continued efforts for greater coordination among agencies, housing providers, and all levels of government.

APPENDIX 5 – 2009 PLAN GOALS, TARGETS & STATUS

The table below summarizes the status of the goals and targets included in the 2009 Plan against community trends.

2009 PLAN GOAL	TARGET(S)	CURRENT STATUS
GOAL 1: Provide permanent housing options for all people living on the street or in public places.	By 2011, all people living on the street or in public places will have been given the option of permanent, supported housing.	The number of unsheltered and provisionally accommodated individuals in Edmonton declined by 61% between 2008-2016.
GOAL 2: Ensure an adequate supply of permanent, affordable housing with appropriate supports for people who are homeless.	<p>By 2012, secure 800 supported housing units, in partnership with private landlords. Another 300 units will come on-line in subsequent years (total of 1100).</p> <p>—</p> <p>By 2014, develop 1000 units of permanent supportive housing.</p> <p>—</p> <p>By 2019, secure 1650 modestly sized units, the first 200 coming on-line in 2011.</p>	<p>As of 2017, 1263 private units are accessed to provide supported housing.</p> <p>—</p> <p>By 2014, at least 175 units of permanent supportive housing came on-line. The addition of Christopher's Place in 2015 brings the total to 201 units.</p> <p>—</p> <p>The number of affordable bachelor and 1-bedroom units in the private market increased by 34% (a gain of 1,009 units) between 2009 and 2016.</p>
GOAL 3: Ensure emergency accommodation is available when needed, but transition people quickly into permanent housing.	<p>By 2012, decrease the number of sheltered homeless to 2006 levels.</p> <p>—</p> <p>By 2014, decrease the average length of stay at an emergency shelter to less than 7 days.</p>	<p>The number of sheltered homeless individuals has returned to approximately 2006 levels (1072 individuals counted in 2006; 1104 counted in 2012).</p> <p>—</p> <p>The average emergency shelter length of stay at Hope Mission and WEAC in 2016 was 29 days – far exceeding the 7 day target.</p>

2009 PLAN GOAL	TARGET(S)	CURRENT STATUS
GOAL 4: Prevent people from becoming homeless.	By 2014, reduce the need for emergency shelter capacity by 50%.	In 2016, emergency shelters were, on average, at 68% of total occupancy (compared to 73% in 2009).
GOAL 5: Establish a governance structure and implementation process for the Plan that builds on the strengths of the community; develops capacity; promotes collaboration, innovation and cost-effectiveness; and measure progress.	The Homeless Commission will produce an annual report card, documenting the progress on implementing Edmonton's 10 Year Plan to End Homelessness. The report card will be submitted to all orders of government.	<p>As system planner, Homeward Trust continues to provide regular reports to the public and key stakeholders on progress against Plan priorities.</p> <p>Several cross-system initiatives have emerged since the start of the Plan, including:</p> <ul style="list-style-type: none"> • Heavy Users of Service • Pregnancy Pathways • Homeless ID Initiative • Homeless on Public Lands



Our community of housing and service providers has a long history of working closely together with all orders of government. This provides a strong foundation and a ready network of relationships to advocate for sound housing policy, development, and service delivery, including Housing First.

- Joan Baker, YMCA of Northern Alberta

APPENDIX 6 – DEFINING AN END TO HOMELESSNESS

The Plan Update will expand on the concept of “functional zero” as the measurement for ending homelessness. A functional zero end to homelessness means that communities have a systematic response in place to ensure that homelessness (including sheltered, unsheltered, provisionally accommodated, and an imminent risk of homelessness) is prevented whenever possible or is otherwise a rare, brief, and non-recurring experience.

The following indicators²⁷ of functional zero are outlined below; these will need to be refined during implementation and aligned with system planning activities, particularly HMIS and performance management.

LIVED EXPERIENCE

- High satisfaction among program participants (including emergency shelters, transitional housing and Housing First programs) with the following indicators
- Housing/shelter quality, security of tenure, affordability and safety
- Case management services received
- Access to appropriate supports to address diverse needs within the homeless system and mainstream public systems (e.g. addiction, employment, education)
- Process of referral and intake into programs, shelters, and housing
- Housing placement, stabilization, and aftercare supports
- Perception of quality of life, including sense of belonging, participation in community activities, connection with friends and family
- Evidence of systematic, effective, and meaningful inclusion of individuals with lived experience in community coordination and decision-making across the homeless-serving system

HOMELESS-SERVING SYSTEM

- A steady decline in the number of sheltered and unsheltered individuals experiencing homelessness (approaching 0)
- A steady decrease in the length of emergency shelter stay (approaching 0)
- A high percentage of positive exits in the homelessness prevention system (above 90%)
- All unsheltered individuals are engaged with services and have been offered low-barrier shelter and housing at least every two weeks
- No more than 10% of those who exit homelessness return to homelessness within 12 months

SYSTEMS INTEGRATION

- Government commitment that no one should be forced to live on the streets, and provision of sufficient resources to meet emergency shelter demand
- Adequate affordable housing supply is in place and accessible to meet demand
- Adequate systems and supports for youth experiencing homelessness to reunite with family or move into their accommodation in a safe, supported, and planned way
- Formalized coordination efforts are in place with public systems to ensure appropriate referrals and timely access to services/supports – this includes public systems conducting standardized housing screenings and having standardized protocols for supporting clients experiencing or facing homelessness
- Diverse public and private funding sources are committed to maintain the service delivery levels needed to create a high-functioning system
- Evidence of high levels of funding and policy coordination across government
- City laws do not criminalize individuals who are unsheltered

APPENDIX 7 – PLAN UPDATE MEASUREMENT & EVALUATION FRAMEWORK

The table below summarizes the status of the goals and targets included in the 2009 Plan against community trends.

GOAL 1: END CHRONIC AND EPISODIC HOMELESSNESS

TARGET	INDICATOR	DATA SOURCE(S)	REPORTING FREQUENCY
By 2018, all rough sleepers will be engaged through assertive outreach to Coordinated Access with appropriate housing and supports.	<ul style="list-style-type: none"> • # of rough sleepers not supported by a housing worker 	<ul style="list-style-type: none"> • By-Names List 	- Monthly
By 2020, no one staying in shelter or sleeping rough will become chronically homeless.	<ul style="list-style-type: none"> • # of chronically homeless individuals staying in shelter or sleeping rough 	<ul style="list-style-type: none"> • Shelter and Outreach Providers • By-Names List 	- Monthly
Between April 1, 2017 and March 31, 2020, an additional 4,000 people experiencing homelessness will be housed through Housing First programs.	<ul style="list-style-type: none"> • # of individuals housed in Housing First 	<ul style="list-style-type: none"> • HMIS 	- Monthly
By 2022, 100% of those entering the homeless-serving system will be connected to housing and supports within 21 days.	<ul style="list-style-type: none"> • % of individuals who are connected to housing & supports or exit the homeless-serving system within 21 days 	<ul style="list-style-type: none"> • Shelter and Outreach Providers 	- Monthly



Ending homelessness is necessary for our city to tackle. It is resource-intensive in the short-term, but I think the long-term benefits will be a source of pride for the entire city.

- Survey Respondent

GOAL 2: PREVENT FUTURE HOMELESSNESS

TARGET	INDICATOR	DATA SOURCE(S)	REPORTING FREQUENCY
By 2019, people will be diverted from entering the homeless-serving system with an immediate link to community-based prevention supports within five days wherever possible and appropriate.	<ul style="list-style-type: none"> % of individuals connected to prevention supports within 5 days 	<ul style="list-style-type: none"> Coordinated Access Shelter and Outreach Providers HMIS 	- Monthly
By 2018, corrections, health, and child intervention will report on the number of people discharged into homelessness from public systems on a biennial basis at minimum. Based on figures reported, annual targets will be introduced to achieve zero discharge into homelessness by 2023.	<ul style="list-style-type: none"> Availability of reports on discharges to homelessness # of individuals discharged into homelessness from corrections, health and child intervention 	<ul style="list-style-type: none"> Justice and Solicitor General Alberta Health Services Children's Services 	- Annually/Biennially

GOAL 3: DEVELOP AN INTEGRATED SYSTEMS RESPONSE

TARGET	INDICATOR	DATA SOURCE(S)	REPORTING FREQUENCY
By 2018, complete the shared Plan Accountability Framework which identifies resource and funding coordination processes, roles and accountabilities to support Plan strategies.	<ul style="list-style-type: none"> Completion of Plan Accountability Framework 	<ul style="list-style-type: none"> Homeward Trust 	- One-time
By 2020, Homeless Management Information System coverage and Coordinated Access participation will include 75% of all beds in emergency shelters, interim and short-term supportive and permanent supportive housing. Full HMIS coverage and Coordinated Access participation of all homeless-serving system components is achieved by 2027.	<ul style="list-style-type: none"> % of emergency shelter, interim, short-term supportive and permanent supportive housing beds included in HMIS % of all system components (<i>beds, program spaces</i>) included in HMIS 	<ul style="list-style-type: none"> Inventory of Service Providers HMIS 	- Annually

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The Plan is needed and keeps us moving forward as a community. We need to continue the collaboration and investment in housing programs. We need to listen to those who have experienced homelessness and precarious housing if we are going to truly end homelessness in Edmonton.

- Roundtable Participant

