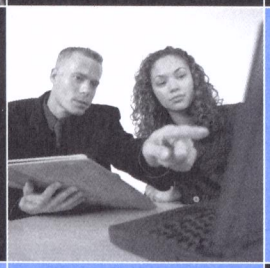
POLICY & PLANNING

Background Research for the 10-Year Plan to End Homelessness in Calgary

market research

data analysis

social research



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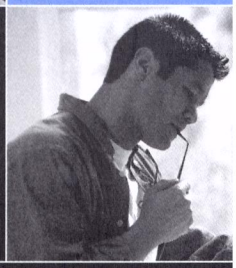

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THE CITY OF CALGARY
COMMUNITY STRATEGIES

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COMMUNITY AND NEIGHBOURHOOD SERVICES
SOCIAL RESEARCH UNIT

Background Research for the 10-Year Plan to End Homelessness in Calgary

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Executive Summary

This report has been prepared to provide those seeking to end homelessness in Calgary with an overview of the research available to support their decision making. Since this report provides high level summary information only, links to specific reports and websites are provided wherever possible.

A great deal of research on affordable housing and homelessness has already been conducted about Calgary. This report marks the first time it has been synthesized to provide a comprehensive picture of "what we know" about homelessness and housing vulnerability in our city. Data are drawn from a variety of sources: The City of Calgary (Community and Neighbourhood Services, and Corporate Properties and Buildings), Canada Mortgage and Housing Corporation, Government of Alberta, Calgary Health Region, Calgary Homeless Foundation, Canadian Mental Health Association, and Vibrant Communities Calgary. The summary information presented includes:

- A 10-Year Plan to End Homelessness in Calgary
- Baseline Data with Future Evaluation Potential, and
- Trend Data for Calgary.

To provide an understanding of the complexity of homelessness, the report summarizes key research findings from the National Alliance to End Homelessness in the United States; the *2002 Calgary Homelessness Study*; the *Results of the 2006 Count of Homeless Persons in Calgary*; and the 10-year plan reports *Ending Homelessness in the City of Red Deer* and *The Blueprint to End Homelessness in Toronto*. Additional local, national and international research findings are presented, especially as they relate to the costs of homelessness and poverty. As well, three local solution focused reports are profiled: (1) *Solutions: Strategic Initiatives to Create an Organized Path Out of Homelessness in Calgary*; (2) *Seeking Sanctuary: An Exploration of the Realities of Youth Homelessness in Calgary*; and (3) *Responding to the Needs of Calgary's Chronic Homeless and Inebriate Population in the City Core*. Together, these reports explore:

- Who are the Homeless?
- Routes into Homelessness
- Costs of Homelessness, and
- Paths Out of Homelessness.

The targets for ending homelessness that are presented in the Toronto Blueprint are compared to targets set by The City of Calgary and in *The Calgary Community Plan 2004-2008: Building Paths Out of Homelessness* (Red Deer has not set specific targets). Also presented are examples of the use of research in 10-year plans.

A more detailed examination of the Toronto Blueprint is found in Appendix D of this report. It outlines who is responsible for the target, the capital and operating costs, proposed funding options, and the method used to create the target. Comparable data for Calgary are included, wherever possible.

All of the appendices included in this report provide more detailed information, although still in summary form:

- Appendix A – Past Efforts to Address Homelessness in Calgary
- Appendix B – City of Calgary Research on Affordable Housing and Homelessness
- Appendix C – United Way Research on Affordable Housing and Related Topics
- Appendix D – Annotated Bibliography of Select Research Papers
- Appendix E – Innovative Approaches to Ending Homelessness, and
- Appendix F – Quick Links to Affordable Housing and Homelessness Resources.

Also included throughout the appendices are links to local, national, and international resources on affordable housing and homelessness.

Related Reports

The main body of this report (i.e., excluding all appendices) is available as a separate Research Summary.

RS-06 – Research Supporting the 10-Year Plan to End Homelessness

Research Summaries on Affordable Housing and Homelessness

Appendix E and Appendix F are also available separately, as Fast Facts documents:

FF-05 – Innovative Approaches to Ending Homelessness

FF-06 – Quick Links to Affordable Housing and Homelessness Resources

Fast Facts on Affordable Housing and Homelessness

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THE CITY OF CALGARY

COMMUNITY AND NEIGHBOURHOOD SERVICES
SOCIAL RESEARCH UNIT

Background Research for the 10-Year Plan to End Homelessness in Calgary

This report has been prepared to provide those seeking to end homelessness in Calgary with an overview of the research available to support their decision making. Links to specific reports and websites are provided wherever possible. The information is divided into the following categories:

- A 10-Year Plan to End Homelessness in Calgary
- Baseline Data with Future Evaluation Potential
- Trend Data for Calgary
- Who are the Homeless?
- Routes into Homelessness
- Costs of Homelessness
- Paths Out of Homelessness
- Targets for Ending Homelessness, and
- Successful Reporting and Controversies.

More detailed information and links to local, national, and international resources on affordable housing and homelessness can be found in the appendices of this report:

- Appendix A – Past Efforts to Address Homelessness in Calgary
- Appendix B – City of Calgary Research on Affordable Housing and Homelessness
- Appendix C – United Way Research on Affordable Housing and Related Topics
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A 10-Year Plan to End Homelessness in Calgary

In January 2007, the Calgary Committee to End Homelessness (2007) was established by 24 corporate, government and community leaders to develop a 10-year plan to end homelessness in the city. The committee will be building on a planning model developed by the National Alliance to End Homelessness and promoted by the U.S. Interagency Council on Homelessness (2006), which is being implemented in over 230 American cities and counties.

The plan designed for Calgary will be delivered by mid-2008. At the press conference announcing this initiative, Calgary Mayor Dave Bronconnier stated that "bringing together all sectors of our community, along with all three orders of government, offers an excellent opportunity to develop a long-term strategy for tackling homelessness in Calgary. The City of Calgary fully supports this initiative."

Background Summary (2006): Ending Homelessness in Calgary Summary

Background Report (2006): Ending Homelessness in Calgary Report

U.S. Interagency Council on Homelessness website: www.usich.gov/slocal/index.html

Appendix A highlights several initiatives to address homelessness that have taken place in Calgary since 1992.

The Biennial Count of Homeless Persons in Calgary

This "point in time" census has been conducted every two years since 1992. Homeless people are enumerated:

- ***In facilities*** – that provide emergency or transitional shelter for homeless persons
- ***By service agencies*** – all hospital emergency departments in the city, emergency social services and children's services, the Calgary Police Service's Arrest Processing Unit, the Calgary Remand Centre, and Calgary Transit, and
- ***On the streets*** – by teams of trained volunteers who canvass designated city streets, parks and pathways.

The formal definition of *homelessness* that has been used for every count of homeless persons conducted by The City of Calgary since 1996 is:

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

As well, for every count since 1996, families have been defined as:

A couple, a couple with one or more children, or a lone adult with one or more children.

Baseline Data with Future Evaluation Potential

A range of data on homelessness, affordable housing need, market rental housing, and non-market (social or subsidized) rental housing in Calgary is collected periodically. Most of this information is published, although data on the supply of non-market housing is only reported in aggregate form. Data on income and expenses for low-income Calgary households are also reported at various intervals.

Some surveys have been conducted for many years and can provide long-term trend data on how the situation in Calgary has changed over time. Examples include the *Biennial Count of Homeless Persons in Calgary* conducted every two years by The City of Calgary and the annual (and, as of 2007, semi-annual) *Rental Market Report* for Calgary produced by Canada Mortgage and Housing Corporation (CMHC). Ongoing use of these surveys for long-term trend analysis could be considered.

In contrast, the *Research Briefs* on housing need produced by The City in 2004 are based on Canada Census data reported at 5-year intervals. These 17 reports contain previously unknown baseline data on housing need in Calgary. Some or all of them could be produced for subsequent census cycles as a way of evaluating changes in household need over time. Non-market housing supply data are also collected and reported, albeit sporadically, but this is one area where a regular survey and published report may be very useful.

Highlights from Available Data

This section provides summary data on homelessness in Calgary; emergency and transitional shelter beds; non-market rental housing; market rental housing; average market rent in Calgary; affordable rent for low-income Calgary households; housing need among low-income renter households; minimum housing wage for Calgary; and income and expenses. It also lists some activities or reports aimed at homelessness prevention and intervention.

Homelessness in Calgary

All Homeless Persons Enumerated in Calgary, by Location and Observed Sex, 2006 May 10

Location Enumerated	Observed Sex				Total Persons Enumerated	
	Male		Female			
	Number	Percent	Number	Percent	Number	Percent
Facilities	2,168	76.8%	655	23.2%	2,823	82.2%
Service Agencies	155	84.2%	29	15.8%	184	5.4%
On the Streets	347	80.9%	82	19.1%	429	12.5%
Total – All Locations	2,670	77.7%	766	22.3%	3,436	100.0%

Full Report: 2006 Count of Homeless Persons in Calgary

Integrated Data on Homelessness	Number	Organization	Last Reported in:
Number of different homeless persons served at least once during the year by five operators of nine emergency shelters in Calgary, 2000	11,000	Interagency Committee	*Interagency Shelter User Count for 2002* (2003) Link: Interagency Shelter Count, 2002
Number of different homeless persons served at least once during the year by five operators of nine emergency shelters in Calgary, 2002 (6,000 individuals who were sheltered in 2002 were also sheltered in 2000)	14,181		
Homeless Persons Counted on 2000 May 17 vs. Full-Year Shelter Users, 2000 (1,296 vs. 11,000)	11.8%	Note: This calculation was made for interest's sake only. However, there are *insufficient time series data to generalize the findings*.	n/a
Homeless Persons Counted on 2002 May 15 vs. Full-Year Shelter Users, 2002 (1,737 vs. 14,181)	12.2%		
Growth Rate for Homelessness in Calgary, 2000 to 2002	29%	City of Calgary, Community and Neighbourhood Services	Link: 2006 Count of Homeless Persons in Calgary
Growth Rate for Calgary's Population, 2000 to 2002	5%		
Prevalence Rate for Homelessness in Calgary, 2000 (homeless population vs. resident population)	1.3%	Findings for Calgary are comparable to prevalence rates reported for Toronto (which had an estimated prevalence rate for homelessness of 1.3 percent in 1998), and for Philadelphia and New York (Mars, *et al*., 2001).	Link: 2006 Count of Homeless Persons in Calgary Source: Mars, J., M. Eberle, T. Zizys, and J. Johnson. 2001. *Methods for Estimating the Costs of Homelessness: A Review of Options*. Ottawa: National Secretariat on Homelessness, HRDC.
Prevalence Rate for Homelessness in Calgary, 2002 (homeless population vs. resident population)	1.6%		
Full-year shelter utilization data have not been collected in Calgary since 2002 due to the enormous time commitment required that takes shelter staff away from their core business of serving the homeless. Homeless Management Information Systems (HMIS) are critical to most American plans to end homelessness. Fully 91% of the plans completed to the end of June 2006 outline strategies to create them.	n/a	Value of an Integrated Data Management System: • Uses standardized intake forms • Eliminates the need for "point in time" counts • Registers street homeless persons receiving non-shelter services (assuming all providers participate) • Permits integrated case management for clients • Provides full year shelter utilization data (assuming all providers participate) • Permits a detailed local understanding of the root causes of homelessness	The national standard used in Canada is the *Homeless Individuals and Families Information System* (HIFIS), which is again under consideration for use in Calgary. Link: HIFIS Website HUD, the U.S. Department of Housing & Urban Development provides examples of centres that have planned and implemented Homeless Management Information Systems. Link: HMIS Implementation (HUD)

Emergency and Transitional Shelter Beds

Emergency and Transitional Shelter Beds – Supply and Demand, 2006		Beds	Organization	Last Reported in:
Emergency Shelter Beds	Available	1,442	City of Calgary, Community and Neighbourhood Services (even numbered years in May)	*Biennial Count of Homeless Persons in Calgary* (2006) Link: Count of Homeless Persons (2006)
	Occupied	1,383		
Transitional Shelter Beds	Available	1,635		
	Occupied	1,440		

> Homelessness is not *only* a housing problem, but it is *always* a housing problem. The central observation about the diverse group of Canadians known as 'the homeless' is that they are people who once had housing but are now unhoused. Canada's housing system once had room for virtually everyone; now it does not.
>
> *– David Hulchanski, 2002*

Non-Market Rental Housing, Market Rental Housing, and All Rental Housing

Non-Market Rental Housing Units	Units	Organization	Last Reported in:
Non-Market Rental Housing (i.e., social, subsidized, or public housing) – *only those facilities with no supportive care*	n/a	Canada Mortgage and Housing Corporation	*Survey of Public Housing – No Care Provided* Unpublished
Non-Market Rental Housing, 2005 (i.e., social, subsidized, or public housing) – *all facilities* (with and without supportive care) Note: Includes data for Private Landlord Rent Supplements (PLRS) managed by Calgary Housing Company	13,875	Calgary Homeless Foundation	*The Calgary Community Plan 2004-2008: Building Paths Out of Homelessness* (2003) Link: Community Plan (2003)
	13,596	City of Calgary, Corporate Properties and Buildings	*City of Calgary Survey of Non-Market Housing, January 2005* (2005) Unpublished
Non-Market Units vs. All Dwelling Units, 2005 (13,596 vs. 395,779)	3.4%		

Market Rental Housing Units, 2006	Units	Organization	Last Reported in:
Primary Rental Market – Apartments	39,893	Canada Mortgage and Housing Corporation (CMHC)	*Rental Market Report: Calgary CMA* (2006) Available by subscription Link: CMHC Forecasts and Analysis
Primary Rental Market – Row Homes	4,500		
Total – Primary Rental Market Units	44,393		
Vacancy Rate (primary housing market)	0.5%		
Secondary Rental Market Units – Condos (rented in non-rental buildings)	2,927		
Total – Known Rental Market Units	47,320		

All Rental Housing Units	Units	Organization	Last Reported in:
Non-Market Rental Units, 2005	13,596	City of Calgary, Corporate Properties and Buildings	*City of Calgary Survey of Non-Market Housing, January 2005* (2005) Unpublished
All Market Rental Units, 2006 (primary and secondary market units)	47,320	Canada Mortgage and Housing Corporation (CMHC)	*Rental Market Report: Calgary CMA* (2006) Available by subscription Link: CMHC Forecasts and Analysis
Total – All Known Rental Units	60,916	n/a	n/a
Non-Market Units, 2005 vs. All Known Rental Units (13,596 vs. 60,916)	22%		

Market Rental Housing Lost, 2006	Units	Organization	Last Reported in:
All Apartments Lost	1,083	Canada Mortgage and Housing Corporation (CMHC) Units are removed from the rental market due to demolition or conversion to owner occupied condominiums. A total of 4,794 market rental units were lost from 2001-2006.	*Rental Market Report: Calgary CMA* (2006) Available by subscription Link: CMHC Forecasts and Analysis
All Row Homes Lost	246		
Total Market Rental Units Lost	1,329		
Apartments Lost to Condo Conversion	767		
Row Homes Lost to Condo Conversion	179		
Total Units Lost to Condo Conversion	946		
Units Converted vs. All Units Lost (946 vs. 1,329)	71%		

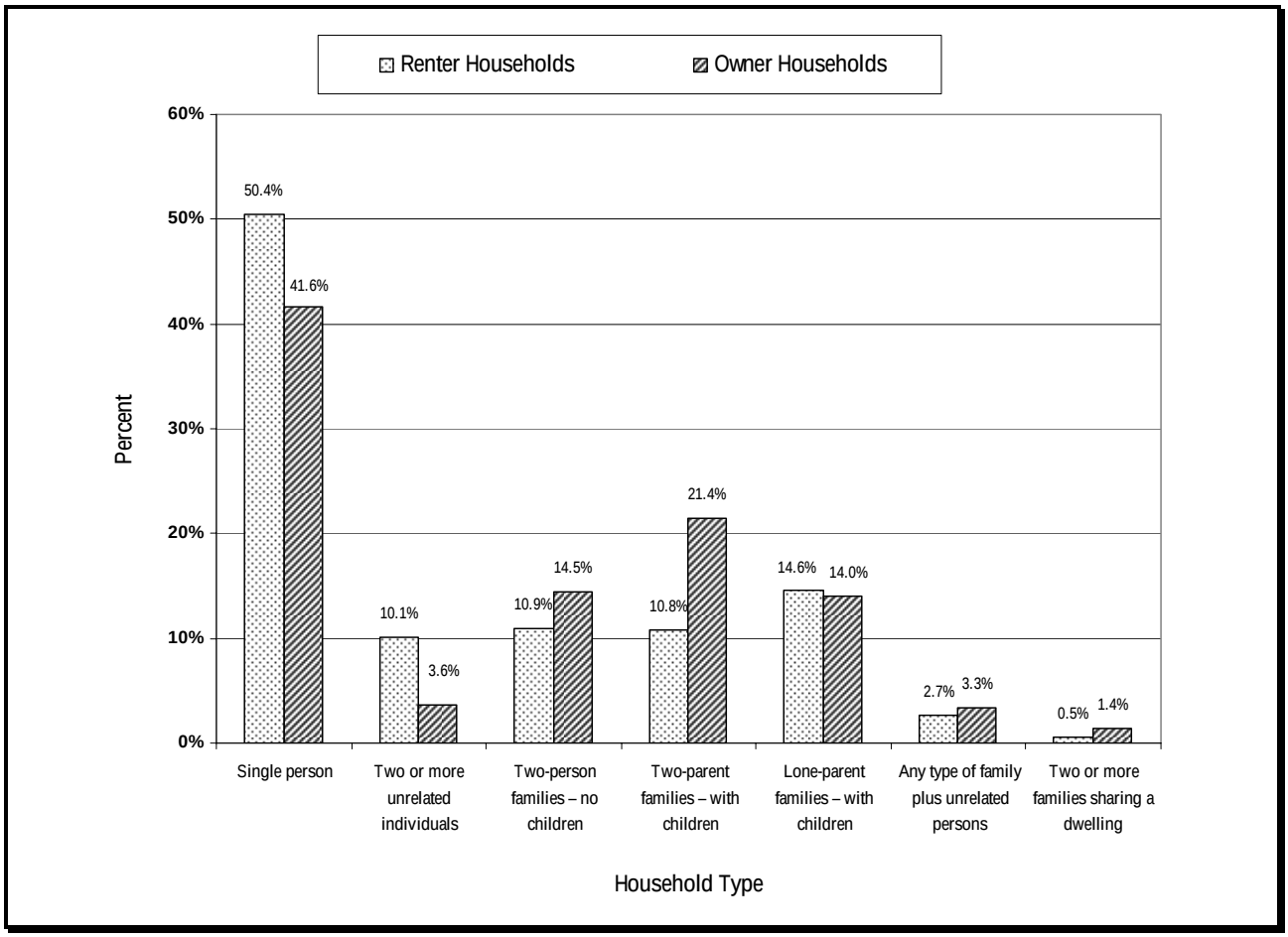
Average Market Rent and Affordable Rent

Average Monthly Rent, 2006 and Change from Previous Year	Monthly Rent and Change	Organization	Last Reported in:
Bachelor Apartments	$618 (↑ $94)	Canada Mortgage and Housing Corporation (CMHC)	*Rental Market Report: Calgary CMA* (2006) Available by subscription Link: CMHC Forecasts and Analysis
1 Bedroom Apartments	$781 (↑ $115)		
2 Bedroom Apartments	$962 (↑ $153)		
3+ Bedroom Apartments	$887 (↑ $111)		
Bachelor Row Homes	n/a		
1 Bedroom Row Homes	$705 (↑ $62)		
2 Bedroom Row Homes	$907 (↑ $118)		
3+ Bedroom Row Homes	$971 (↑ $130)		

Affordable Rent (< 30% of Gross income) for Low-Income Households	Monthly Rent Range	Organization	Last Reported in:
Annual Household Income of < $10,000 (e.g., disabled single individual living alone receiving Income Supports in the "Not Expected to Work" category)	$0 – $250	City of Calgary, Community and Neighbourhood Services (could potentially update every 5 years – data can be custom ordered two years after the Canada Census is conducted) Results are for all Calgary households with a gross annual income of ≤ 65% of median income in Calgary in 2000 (< $38,000 per year). Note that for profiled families with children, units with more than one bedroom are required in order to meet National Occupancy Standards. For these families, housing that is affordable may not be suitable for family size and composition. Similarly, suitable housing may not be affordable.	*Research Summary #RS-04 – Affordability Challenges for Calgary Renter Households* (2007) Link: RS-04 – Affordability Challenges for Calgary Renter Households
Annual Household Income of $10,000-$19,999 (e.g., two-person family, no children; both are university students who work part-time – one as a childcare worker, one as a service station attendant)	$250 – $500		
Annual Household Income of $20,000-$29,999 (e.g., lone-parent family with two young children; mom is a full-time secretary)	$500 – $750		
Annual Household Income of $30,000-$37,999 (e.g., two-parent family with three young children; dad works full-time as a painter, mom is a full-time homemaker)	$750 – $941		

Housing Need in Calgary among Low-income Renter Households Overspending on Shelter	Number of Households	Organization	Last Reported in:
Renter households with income of < $20,000 spending > 50% on shelter	14,695	City of Calgary, Community and Neighbourhood Services (could potentially update every 5 years – data can be custom ordered two years after the Canada Census is conducted) Results are for Calgary renter households with a gross annual income of ≤ 65% of median income in Calgary in 2000 (< $38,000 per year) who spent > 30% of gross household income on shelter in 2001. Parallel data available for low-income owner households.	*Research Briefs on Housing Need* (2004) Link: Research Briefs on Housing Need All data also available for low-income households overspending on shelter: (1) with an Aboriginal head of household, or (2) with the presence of disability in the household. Research Briefs address: • Definitions • Affordability • Adequacy (need for major repairs), and • Suitability (crowding).
Renter households with income of $20,000-$29,999 spending > 50%	1,380		
Renter households with income of $30,000-$37,999 spending > 50%	155		
Renter households with income of < $20,000 spending 30-49% on shelter	7,015		
Renter households with income of $20,000-$29,999 spending 30-49%	7,935		
Renter households with income of $30,000-$37,999 spending 30-49%	3,470		
Total Renter Households with Income < $38,000 Who Spend > 30% of Gross Household Income on Shelter	34,650		
Low-income Renter Households Overspending on Shelter vs. All Calgary Renter Households (34,650 vs. 101,565)	34.1%		

Housing Need in Calgary, 2001 (Canada Census Data)



Another way of thinking about housing affordability is by examining the "minimum housing wage" for Calgary, which is the full-time, full-year minimum wage required in order to rent housing in the city without spending more than 30 percent of gross income on shelter. A related calculation shows the number of full-time, full-year minimum wage workers (earning the current Alberta minimum wage of $7.00 per hour) required in order to rent apartments of various sizes in Calgary without spending more than 30 percent of gross household income.

See Fast Facts #04 (2007): FF-04 – Affordable Housing and Homelessness

Apartment Unit Type	Average Monthly Apartment Rent, by Unit Type ($)		Minimum Housing Wage for Calgary CMA, by Unit Type	Number of Full-Time, Full-Year Minimum Wage Workers Required to Afford Average Market Rent, by Unit Type
	Calgary	Calgary CMA		
Bachelor	$618	$617	$11.87 per hour	1.7 workers earning $7.00/hour
1 Bedroom	$781	$780	$15.00 per hour	2.1 workers earning $7.00/hour
2 Bedroom	$962	$960	$18.46 per hour	2.6 workers earning $7.00/hour
3 + Bedroom	$887	$884	$17.00 per hour	2.4 workers earning $7.00/hour

Increasing the supply of non-market (social or subsidized) housing is one approach to dealing with the lack of affordable housing in Calgary. Another is to ensure that Calgarians receive an income that enables them to live in this city within their means. This includes employed citizens who may be working for minimum wage or slightly above, and other Calgarians whose income comes from government benefits such as Income Supports, the National Child Benefit, or Assured Income for the Severely Handicapped (AISH). The effects of income on the general cost of living are illustrated below. Where monthly income data are provided, affordable rent (30 percent of gross household income) is also shown.

Income and Expenses

Income from Social Supports	Monthly Income and 30% of Income	Organization	Last Reported in:
Income Supports – Not Expected to Work Example: Single individual with no dependents	$635 30% = $190	Government of Alberta (2005)	*Alberta Works Income Support Program for Expected to Work and Not Expected to Work Clients – Your Guide* (2004) Link: Provincial Income Supports
Income Supports – Expected to Work Example: Lone-parent family with two children aged 6 and 14 – $880 from Income Supports plus $220 from the National Child Benefit	$1,100 30% = $330		
AISH – Maximum monthly living allowance for a single individual	$1,000 30% = $300	Government of Alberta (2005)	*New and Enhanced Benefits Available to AISH Clients* (2005) Link: Provincial AISH Benefits

Income from Employment	Monthly Wage and 30% of Wage	Organization	Last Reported in:
Alberta Minimum Wage – $7.00 per hour	$1,213 30% = $364	Government of Alberta (2005)	*Employment Standards Fact Sheet: Minimum Wage* (2005) Link: Provincial Minimum Wage
Proposed Living Wage for Calgary with Benefits – $10.00 per hour	$1,733 30% = $520	Vibrant Communities Calgary (VCC)	*Cost of Living Fact Sheet* (2006). Link: VCC Living Wage Fact Sheet (2006) Benefits Fact Sheet (2006) Link: VCC Benefits Fact Sheet
Proposed Living Wage for Calgary without Benefits – $11.25 per hour	$1,950 30% = $585		

Average Basic Monthly Expenses for Calgary Households	Monthly Expenses	Organization	Last Reported in:
Rent – 2 Bedroom Apartment in the Calgary CMA, 2005 (Rent – 2 Bedroom Apartment in the Calgary CMA, 2006 = $960 per month)	$808	Vibrant Communities Calgary (VCC)	*Cost of Living Fact Sheet* (2006). Link: VCC Cost of Living Fact Sheet (2006)
Food – Family of 3 with 2 School-Aged Children (2005) (Food – Individual Male, 25-49 years = $208 per month; Family of 4 with 2 School-Aged Children = $677)	$396		
Utilities (2006) – (includes telephone, power, water, sewage, garbage collection, drainage services, and natural gas)	$190		
Transportation – Low-income Transit Pass (2006) (Regular Adult Transit Pass = $70 per month; Average Cost of Automobile Use = $350 per month)	$35		
Alberta Health Care Premiums – Family (Alberta Health Care Premiums – Individual = $44 per month)	$88		
Total Basic Monthly Expenses	$1,517		

Additional Monthly Expenses for Families with Children, Canadian Average, 2006	Monthly Expenses	Organization	Last Reported in:
Infant Child Care ($800-$900 per month) less subsidy ($575 per month)	$225 – $325	Vibrant Communities Calgary (VCC)	*Cost of Living Fact Sheet* (2006). Link: VCC Cost of Living Fact Sheet (2006)
Toddler Child Care ($600-$750 per month) less subsidy ($500 per month)	$100 – $150		
Basic School Supplies – Average Annual Cost per Student = $337 (excluding clothing, school resource fees, transportation fees, music and extracurricular fees, computer lab fees, field trips, athletic fees, locker rentals, yearbooks, and graduation fees)	$28		

Homelessness Prevention and Intervention – A Small Selection of Interventions

Homelessness Intervention – Street Outreach and Shelters	Clients	Organization	Last Reported in:
Street Outreach Programs	n/a	Various providers – 11 programs listed on Inform Alberta site: • Brown Bag Program • CUPS Outreach • Downtown Addictions Outreach Partnership • Emergency Shelter Services • Exit Community Outreach Resource Centre • Mobile Urban Street Team • Outreach Services • Resource Centre Services • Street Outreach and Stabilization Program • Street Teams / Side Door • Street Teams Outreach	Inform Alberta Link: Street Outreach Programs
Facilities Sheltering the Homeless	51	City of Calgary, Community and Neighbourhood Services	Link: 2006 Count of Homeless Persons in Calgary

Homelessness Prevention – In-Home Supports	Clients	Organization	Last Reported in:
Independent Living Supports and Community Extension Team – Clients with mental illness are supported in their own homes in the community (2005) Note: Some staff and program components were transferred to the Calgary Health Region (CHR) in 2006 to better reflect the mandates of CHR and CMHA. While all 750 clients are likely still being served, the CMHA portion in 2006 was 557.	750	Canadian Mental Health Association (CMHA), Calgary Region	*Helping. Leading. Advancing. 2004/2005 Report to the Community* (2006) Link: CMHA Annual Report
Approved Home Program – Family homes provide room, board, assistance and support to adults with severe and persistent mental health problems.	n/a	Calgary Health Region, Mental Health and Addictions Services	Calgary Health Region Link: Approved Home Programs
Personal Care Homes – Personal assistance, supportive services, lodging and meals for unrelated adults who need 24-hour support and help with daily activities (vs. medical conditions).	110 (in 24 homes)	Calgary Health Region	Calgary Health Region Link: Personal Care Homes

Homelessness Prevention – Rental Assistance and Housing Support	Clients	Organization	Last Reported in:
Calgary Rent Bank – clients provided with: (1) rent payment assistance, (2) rental deposit assistance, and (3) utility assistance	n/a	Momentum	Inform Alberta Link: Calgary Rent Bank
Community Housing Support Program – offers referrals, support, advocacy and/or financial assistance for those who are facing homelessness	n/a	Canadian Red Cross Society	Inform Alberta Link: Community Housing Support Program
Yahoo = Youth Assistance in Housing and Other Opportunities – Program for youth between 15 and 17 not living at home; includes financial support for housing	n/a		Inform Alberta Link: Youth Assistance in Housing (Yahoo)
Rental Arrears and Security Deposit Program – In-house client financial assistance for rent and security deposits	n/a	Inn from the Cold Society	Inform Alberta Link: Rental Arrears and Security Deposit Program
Instrumental Housing Support – Funds are available for people who are homeless or at risk of eviction or utility disconnection.	n/a	Along with Momentum, Red Cross and Inn from the Cold, programs are also offered by CUPS, Salvation Army, and the Distress Centre.	Integrated Intake Form, 2007.

Homelessness Prevention – Utility Assistance	Clients	Organization	Last Reported in:
Utility Assistance – Programs provide financial assistance for people who are at risk for having their utilities shut off; offer discounted utility services; provide disconnection protection; arrange for notification of pending disconnection; or provide special services such as large print utility bills which support people's ability to make their payments (Utility assistance programs may have age, income, disability, need or other eligibility requirements)	n/a	• Momentum – Calgary Rent Bank) • Salvation Army – Community Support Services • Enmax Energy • Neighbour Link Calgary – Help Line • Alberta Human Resources and Employment – Public Assistance and Social Insurance Programs • Society of St. Vincent de Paul – Support Services • Canadian Red Cross Society – Yahoo (Youth Assistance in Housing and Other Opportunities)	Inform Alberta Link: Utility Assistance

Homelessness Prevention – Affordable Housing Strategies	Units	Organization	Last Reported in:
Housing units kept in the Calgary market each year by maximizing the use of CMHC's Residential Rehabilitation Assistance Program (RRAP)	100-150	City of Calgary, Development and Building Approvals	*Affordable Housing: Residential Rehabilitation Assistance Program* (2004) Link: Affordable Housing and RRAP
Strategy to increase the amount of affordable housing in Calgary and address related issues (including homelessness)	n/a	City of Calgary, Corporate Properties and Community Strategies	*Corporate Affordable Housing Strategy* (2002) Link: Affordable Housing Strategy
Short-term strategy to develop affordable housing in Calgary	n/a	City of Calgary, Corporate Properties and Buildings	*Affordable Housing Sustainable Resource Management Plan Phase 1: Short Term Development Strategy (2004)* Link: Sustainable Resource Management Plan – Phase 1
Mid-term strategy to develop affordable housing in Calgary	n/a		*Affordable Housing Development Action Plan* (2005) Link: Affordable Housing Development Action Plan
The City of Calgary's affordable housing strategy, developments, and successes	n/a		*Affordable Housing* Link: Affordable Housing

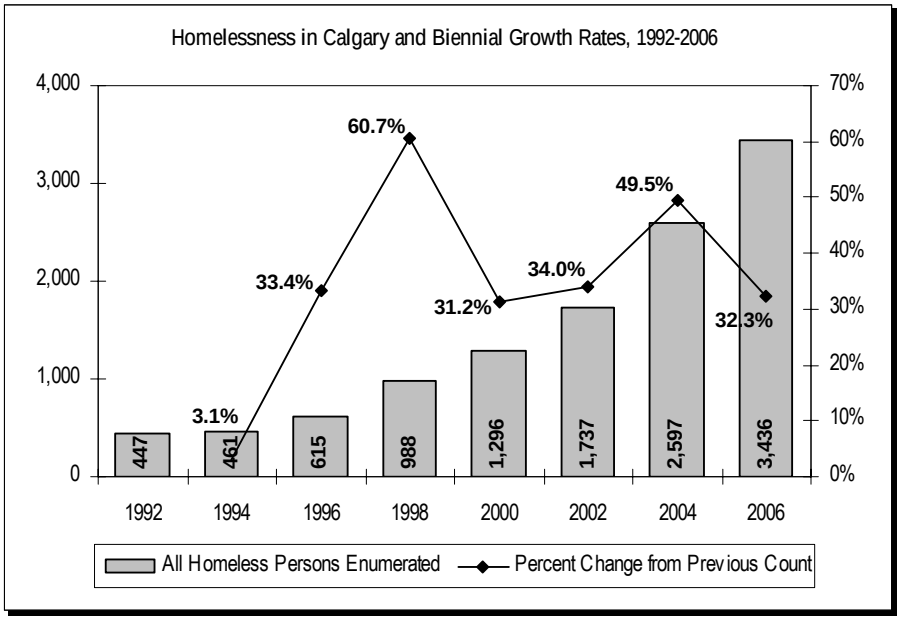
Homelessness Prevention – Planning for Affordable Housing	Units	Organization	Last Reported in:
Various strategies related to affordable housing and homelessness have been researched by The City of Calgary. Key examples include: • Thresholds for Locating Affordable Housing: Applying the Literature to the Local Context (2005) • Affordable Housing Options: Rent and Income Supplements (2005) • Affordable Housing Land Use Policy Review: Working Paper (2004)		The City of Calgary, Community and Neighbourhood Services	*Major Research Papers on Affordable Housing and Homelessness* Link: Major Research Papers on Affordable Housing and Homelessness

Trend Data for Calgary

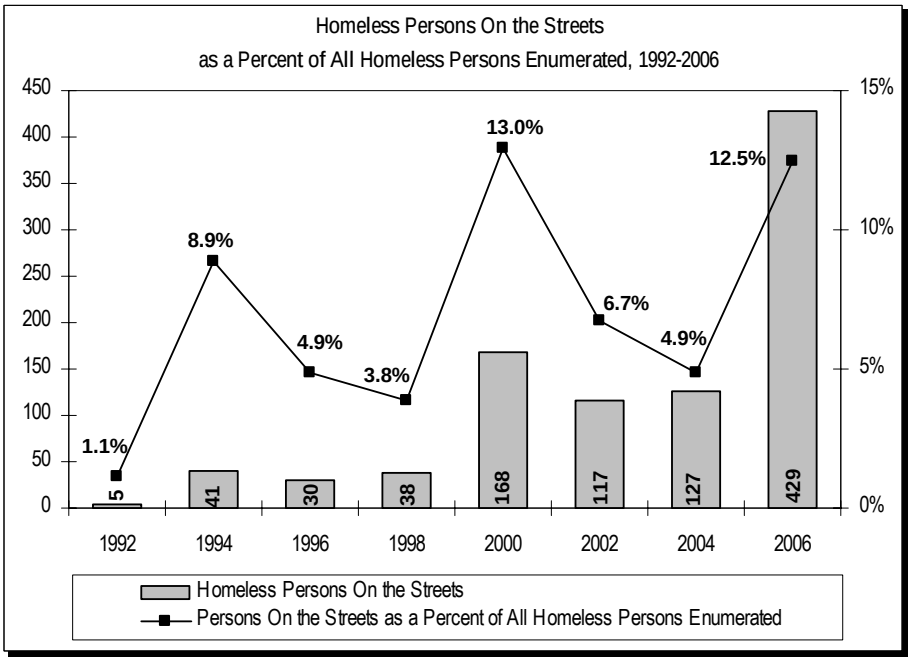
This section provides a summary of some trend data that is available for Calgary.

Homelessness

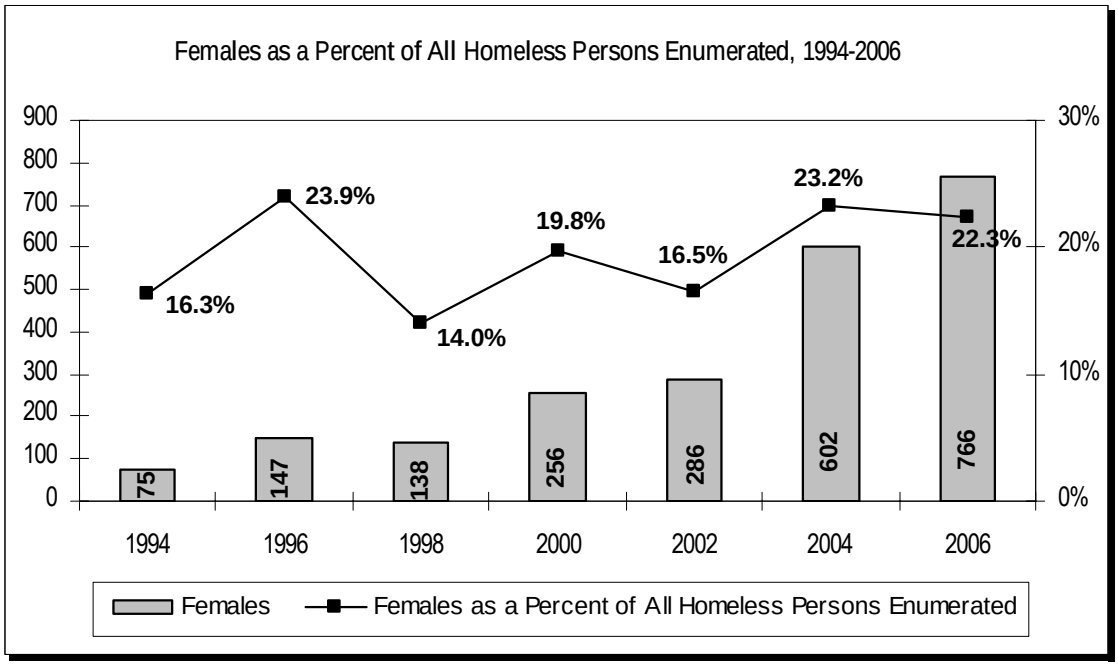
Homelessness in Calgary and Biennial Growth Rates, 1992-2006



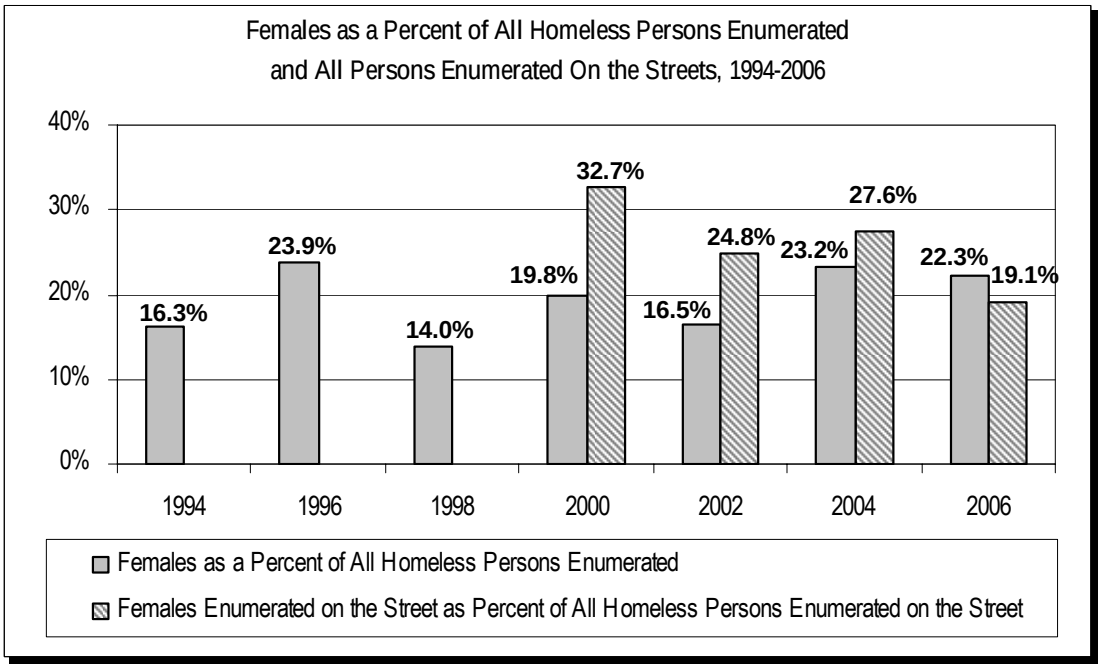
Street Homelessness in Calgary, 1992-2006



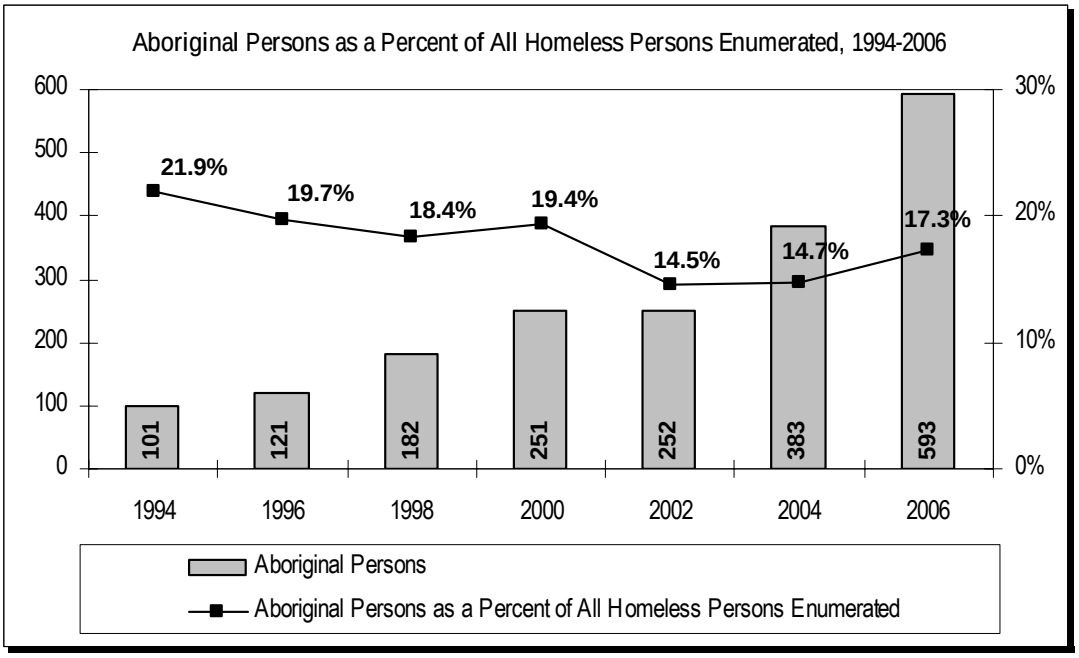
Homeless Females in Calgary, 1994-2006



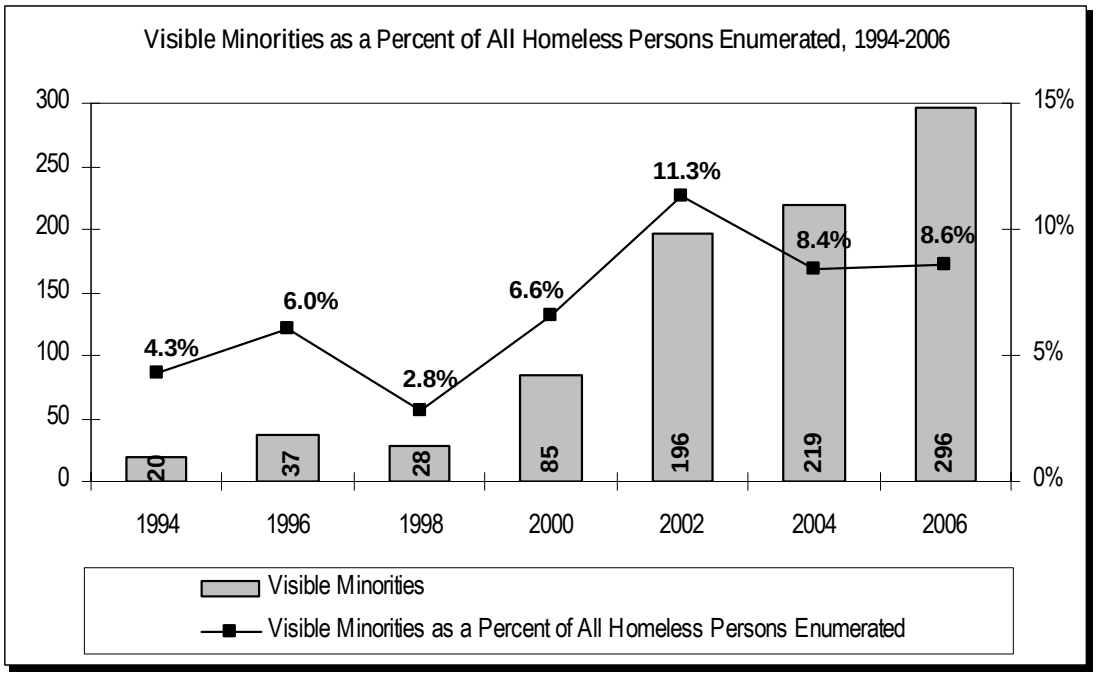
Homeless Females on the Streets in Calgary, 2000-2006



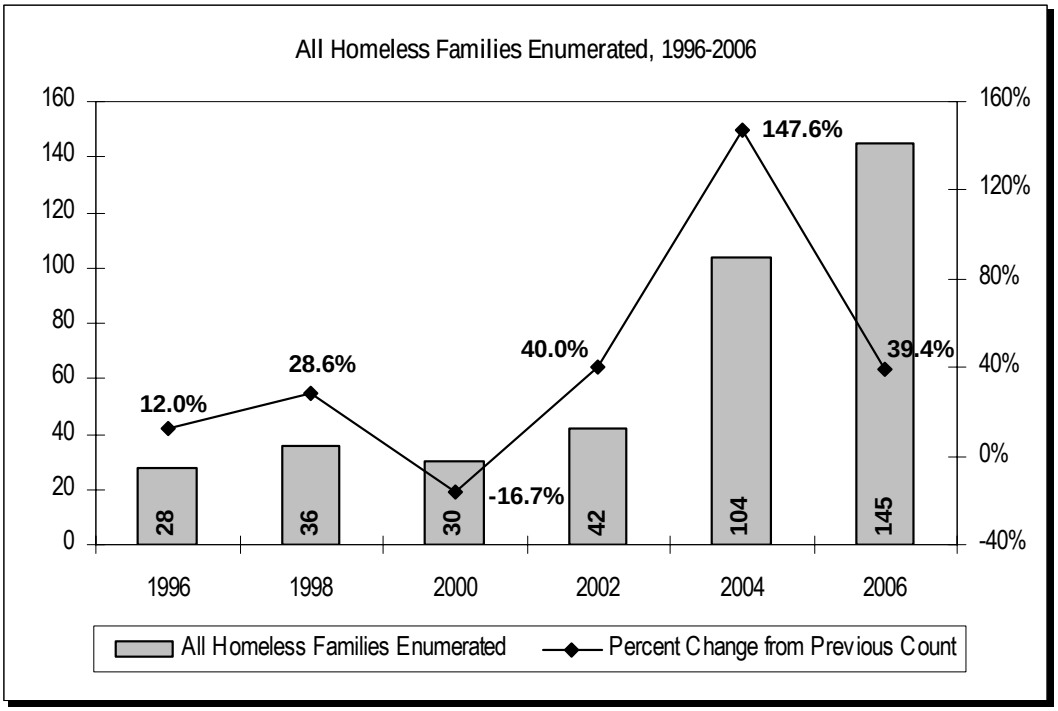
Homeless Aboriginal People in Calgary, 1994-2006



Homeless Visible Minorities in Calgary, 1994-2006

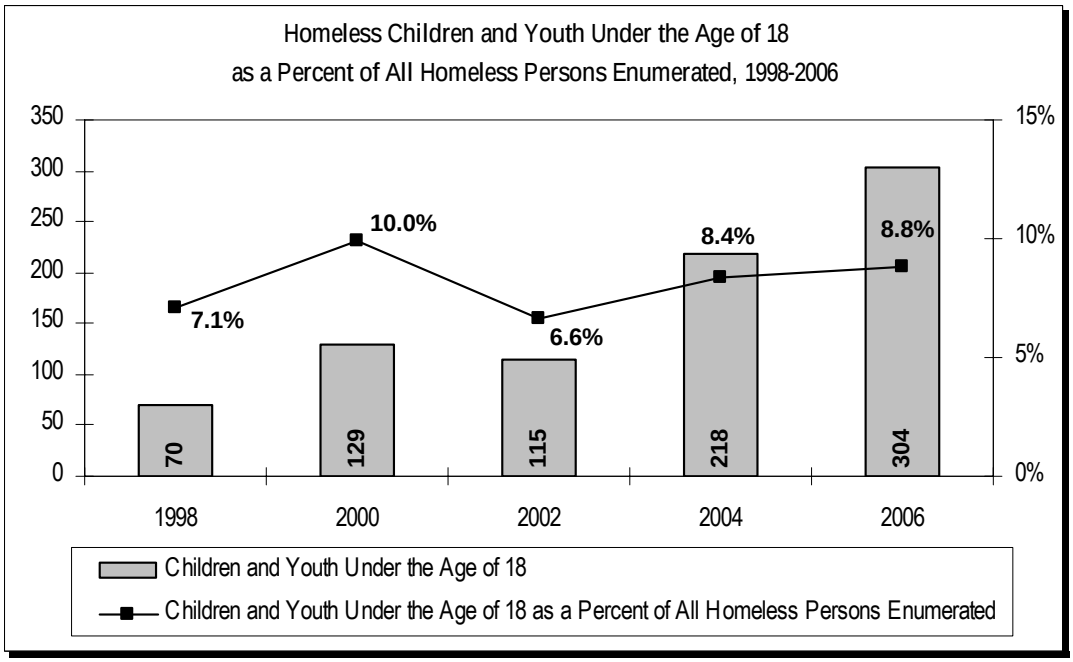


Homeless Families in Calgary, 1996-2006



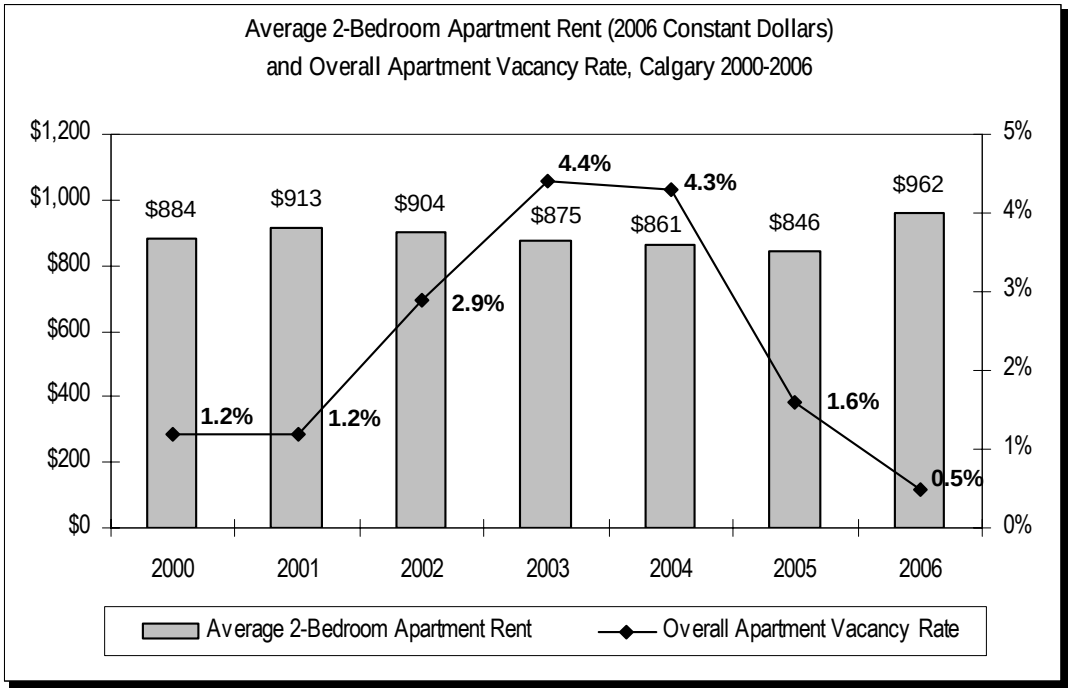
Families are defined "as a couple, a couple with one or more children, or a lone adult with one or more children."

Homeless Children and Youth in Calgary, 1998-2006

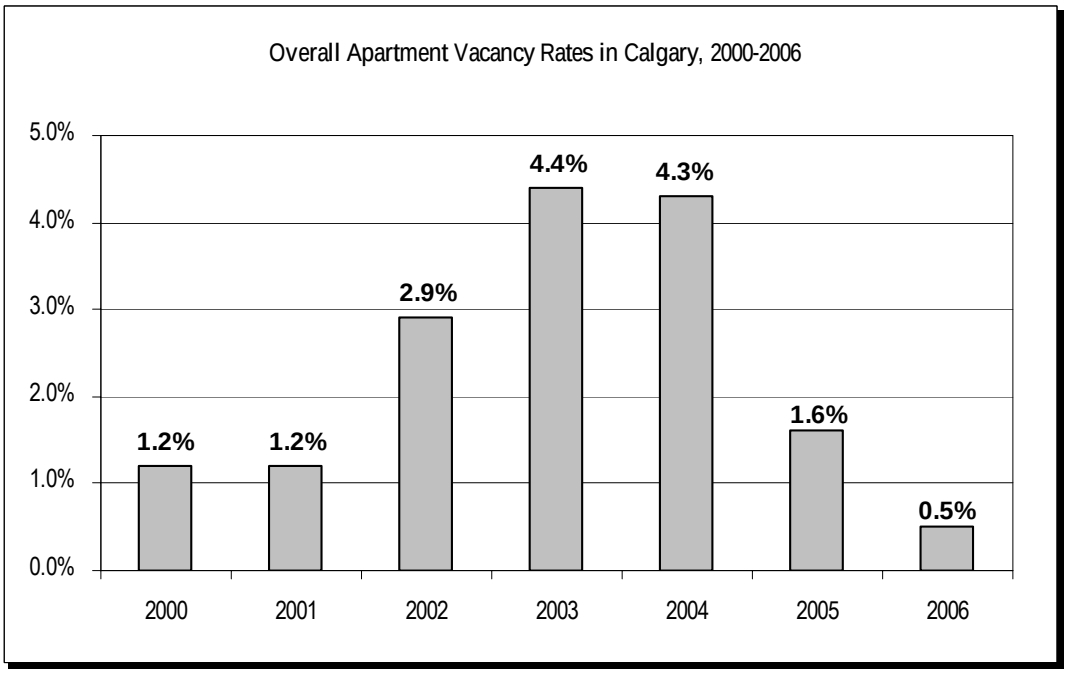


Market Rental Housing

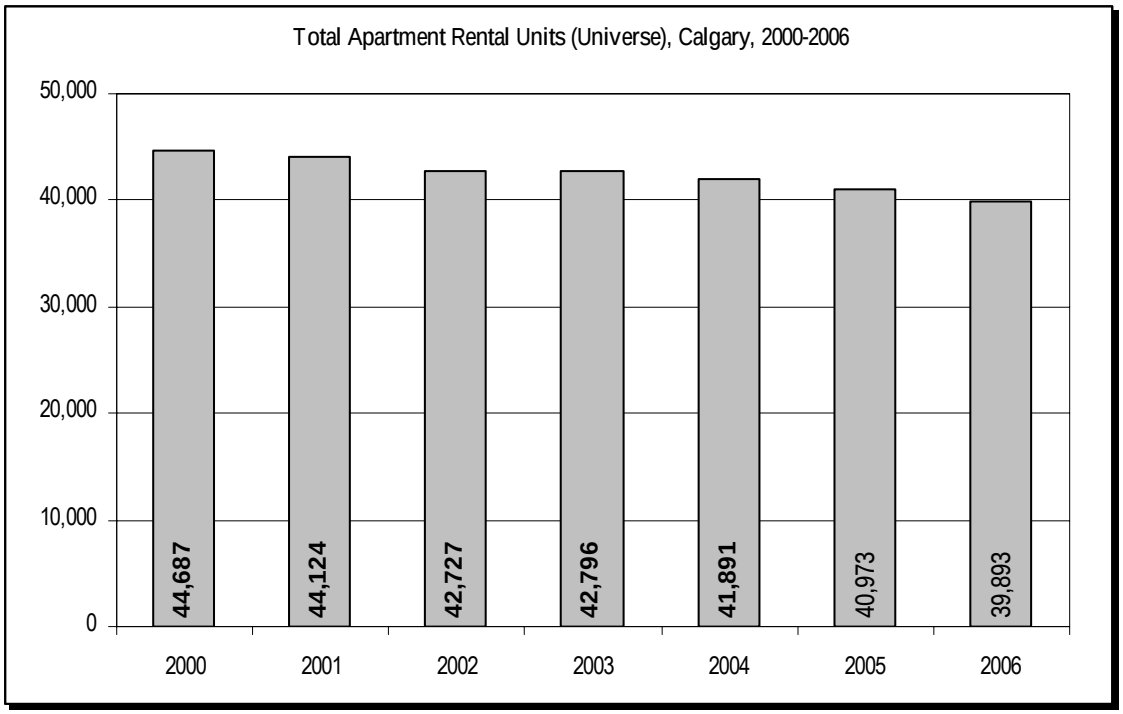
Average Apartment Rents for Two-Bedroom Units in Calgary and Overall Vacancy Rates, 2000-2006



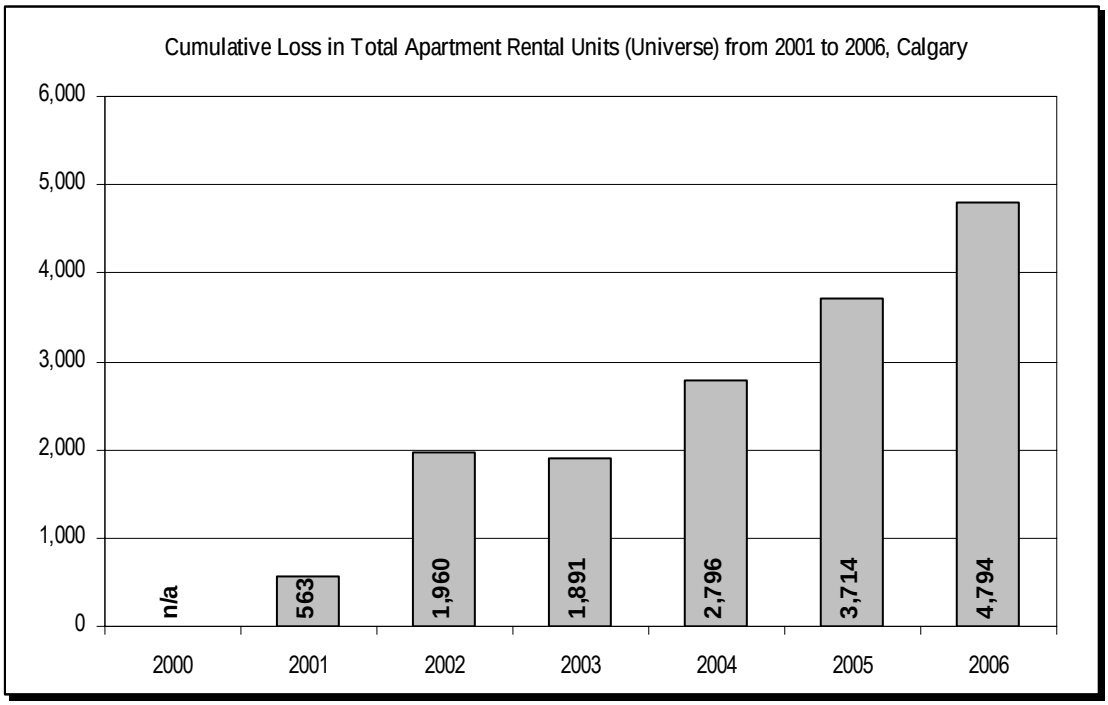
Apartment Vacancy Rates in Calgary, 2000-2006



Total Number of Apartments in Calgary, 2000-2006



Total Number of Apartments Lost in Calgary, 2001-2006



Successes – Investments in Affordable Housing Initiatives

Funding Leveraged through the Affordable Housing Partnerships Initiative (AHPI) in Calgary, 2002-2006

Fiscal Year	AHPI Funding	City Contribution	Other Contributions	Total Funding	Non-Market Units
2002-2003	$9,150,000	$5,517,000	-	$14,667,000	202
2003-2004	$2,464,700	$516,000	-	$2,980,700	52
2004-2005	$13,156,500	$6,329,000	$8,438,757	$27,924,257	280
2005-2006	$12,068,000	$4,700,000	$7,968,000	$24,736,000	124
Totals	$36,839,200	$17,062,000	$16,406,757	$70,307,957	658

Source: Corporate Properties and Buildings (2007).

New Non-Market (Social) Rental Housing Units, 2002-2006

Description	Total Units	Status
Total – City of Calgary Initiated Projects	*339*	
Manchester (2002/03 AHPI funds) (along with 70 Trinity Place community-initiated transitional units)	132	Completed
The Bridges (2003/04 AHPI funds)	16	6 Completed 10 Construction
Crestwood (2004/05 AHPI funds)	50	Construction
Vista Grande (2005/06 AHPI funds)	41	Construction
Rundle Manor, acquired by Calgary Housing Company in 2004	75	Completed
Transfers within the Calgary Housing Company portfolio from market to non-market	25	Completed
Total – Private and Non-Profit Initiated Projects	*349*	
Glamorgan Christian Housing Society (2003/04 AHPI funds)	36	Planning
Holy Cross Centre (2004/05 AHPI funds)	230	Construction
Brenda Strafford Foundation (2005/06 AHPI funds)	83	Planning
Total – Non-Market (Social) Rental Housing Units, 2002-2006 (includes units funded through AHPI *and* units funded from other sources)	688	

Source: Alberta Seniors, News Releases 2003-2006.

New Emergency and Transitional Units and Beds, 2002-2006

Description	Total Units	Total Beds	Sector
Aventa Addictions – Renovations	3	3	Addictions
Calgary Alpha House Society (under construction)	50	50	Addictions
Calgary Catholic Immigration Society I	6	22	Families
Calgary Catholic Immigration Society II	10	16	Families
Calgary Community Land Trust	1	10	Aboriginal
Calgary Drop-In Centre Society	30	30	Singles
Calgary Dream Centre	65	65	Singles
Fresh Start Addictions I	5	5	Addictions
Fresh Start Addictions II	5	5	Addictions
Horizon Housing Society I	8	8	Mental Health
Horizon Housing Society II (under development)	25	25	Mental Health, Family, Seniors
John Howard Society	1	10	Youth
Métis Family Services Society	32	96	Aboriginal
Oxford House I	5	5	Addictions
Oxford House II	5	5	Addictions
Potential Place I	9	11	Mental Health
Potential Place II	16	16	Mental Health
Recovery Acres	12	12	Addictions
Salvation Army – Renovations	44	44	Singles
Simon House Residence Society	29	29	Addictions
Sonshine Centre (under renovations)	24	24	Family Violence
Trinity Place Foundation, Manchester (along with 132 City-initiated non-market units)	70	70	Seniors
Youville Women's Residence	8	16	Women
Total – Emergency and Transitional Units and Beds, 2002-2006	463	577	

Source: Calgary Homeless Foundation (2007).

New Affordable Home Ownership Units, 2002-2006

Description	Total Units	Status
Habitat for Humanity – 2002	7	Completed
Habitat for Humanity – 2003	7	Completed
Habitat for Humanity – 2004	8	Completed
Habitat for Humanity – 2005 – Sun Court (City -facilitated) and Stampede House	14	Completed
Habitat for Humanity – 2006 – Sun Court (City facilitated) and Stampede House	15	Completed
Habitat for Humanity – 2007 – Projected completion of 12 in Capitol Hill (City facilitated), 4 duplex units (8), and 1 Stampede House	21	Construction
The Home Program – Calgary, 2002-2006 (Project partners include the Alberta Real Estate Foundation, Alberta Real Estate Association, Canada Mortgage and Housing Corporation, and CTD Housing Solutions)	39	104 Active 105 Closed 39 Successes
Owen Hart Foundation Home Owners Program – 2005 (Administered by Momentum)	11	Completed
Owen Hart Foundation Home Owners Program – 2006 (Administered by Momentum)	8	Completed
Total – Affordable Home Ownership Projects, 2002-2006	130	
Source: Corporate Properties and Buildings (2007).		

Temporary Emergency Housing Units Provided, 2002-2006

Description	Total Units	Status
Westgate Hotel / Inn from the Cold	21	Tenants Moved into Permanent Housing
King Edward Hotel – Resident Relocation (City facilitated)	24	Tenants Moved into Permanent Housing
The Brick Temporary Emergency Shelter – Mustard Seed Street Ministry (City-facilitated)	300	Emergency Winter Response Plan for 2006/07
Total – Temporary Emergency Housing Units Provided, 2002-2006	345	
Source: Corporate Properties and Buildings (2007).		

Who are the Homeless?

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

- About half of those who experience homelessness each year live in a family unit.
- Only 20% of homeless families reported that they received help in finding housing.
- Half of all people who experience homelessness are single adults, and most enter and exit the system fairly quickly.
- A portion of these single adults essentially live in the homeless assistance system or in a combination of shelters, hospitals, jails, prisons, and on the streets.
- About 9% of single adult shelter users enter the system nearly five times a year and stay nearly two months each time. This group utilizes about 18% of the system's resources.
- A further 10% of single adult shelter users enter the system just over twice per year, spending an average of 280 days per stay – essentially living in the system – and using almost 50% of the system's resources
- Only 7% of single adult shelter users reported receiving assistance finding housing.

Gardiner, Helen P., and Kathleen V. Cairns. 2002. *2002 Calgary Homelessness Study. Final Report, October 2002.* Calgary: Calgary Homeless Foundation.

www.calgaryhomeless.com/files/pdf/Calgary%20Homelessness%20Study%202002.pdf

While the demographic composition of the survey sample cannot be generalized to Calgary's homeless population overall (due to the stratified sampling method used), ***some characteristics of the sample can be generalized*** (e.g., mental illness and addictions issues) since these were allowed to emerge out of the random sample.

In general:

- 26% of all homeless individuals surveyed had a ***mental health problem*** (vs. 25% reported in the literature reviewed for the study)
- 69% of all homeless individuals surveyed had a ***history of substance abuse*** (vs. 50% reported in the literature reviewed for the study)
- 32% of the absolutely homeless population surveyed had been ***homeless for more than one year but less than five years***, and
- 8% of the absolutely homeless population surveyed had been continuously homeless for more than five years and were considered to be ***chronically homeless*** by the study team.

Absolute Homelessness – "Individuals living in the street with no physical shelter of their own, including those who spend their nights in emergency shelters."

Relative Homelessness – "People living in spaces that do not meet the basic health and safety standards" including protection from the elements; access to safe water and sanitation; security of tenure and personal safety; affordability; access to employment, education and health care; and the provision of minimum space to avoid overcrowding. Often referred to as 'couch surfers.'

Source: United Nations, cited in Gardiner and Cairns (2002).

Among the *absolutely homeless* surveyed:

- 50% were working full-time, part-time, or occasionally
- 16% had been born in Calgary and had lived in the city all their lives
- 73% had lived in Calgary for less than 15 years
- 10% had been in Calgary for less than one month
- 28% had been in the city for more than one month but one year or less
- 12% had lived in Calgary for more than 15 years but were not born in the city, and
- 22% were from British Columbia, the most frequently reported province of origin for those not born in Calgary.

Among the *relatively homeless* surveyed:

- 28% were working full-time, part-time, or occasionally
- 24% had been born in Calgary and had lived in the city all their lives
- 59% had lived in Calgary for less than 15 years
- 6% had been in Calgary for less than one month
- 20% had been in the city for more than one month but one year or less
- 17% had lived in Calgary for more than 15 years but were not born in the city, and
- 20% were from British Columbia, the most frequently reported province of origin for those not born in Calgary.

Among the *absolutely homeless* individuals surveyed, the most frequently cited reasons for coming to Calgary were:

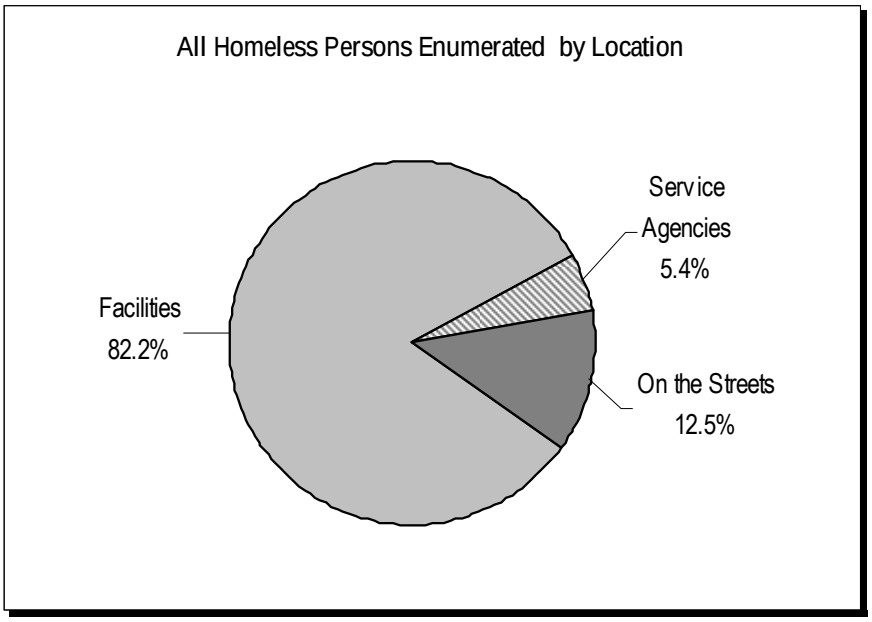
- 62% – economic reasons including work
- 20% – looking for a better life (including fleeing difficult situations)
- 16% – social connections (relatives, friends or families lived here or moved here)
- 7% – better access to services (health or social services, including schools)
- 6% – more / better shelter accommodations
- 5% – transient (traveling though Calgary and stopped), and
- 2% – seasonal patterns (respondent always comes here for part of the year).

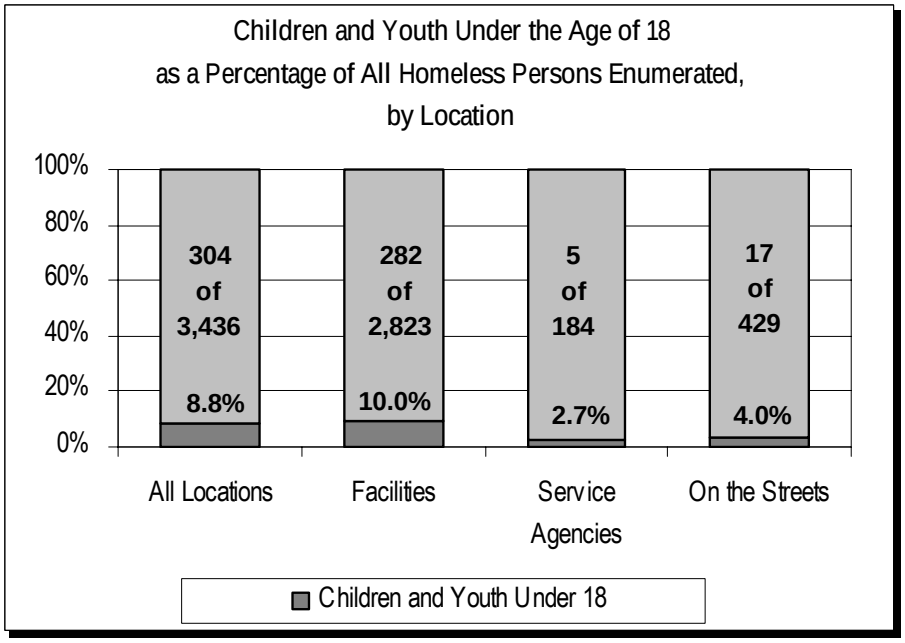
Among the *relatively homeless* individuals surveyed, the most frequently cited reasons for coming to Calgary were:

- 39% – social connections (relatives, friends or family lived here or moved here)
- 25% – looking for a better life (including fleeing difficult situations)
- 16% – economic reasons including work
- 14% – better access to services (health or social services, including schools), and
- 2% – more / better shelter accommodations.

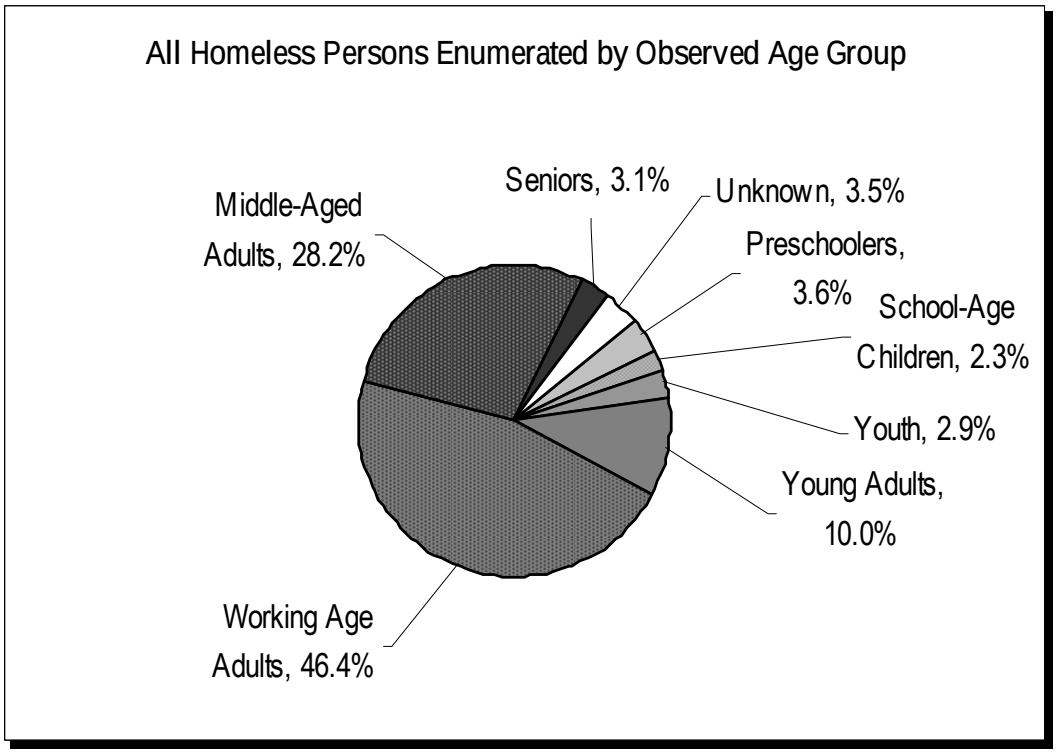
City of Calgary. 2006. *Results of the 2006 Count of Homeless Persons in Calgary: Enumerated in Emergency and Transitional Facilities, by Service Agencies,*[1] *and On the Streets – 2006 May 10*. Calgary: City of Calgary, Community and Neighbourhood Services, Policy and Planning Division.

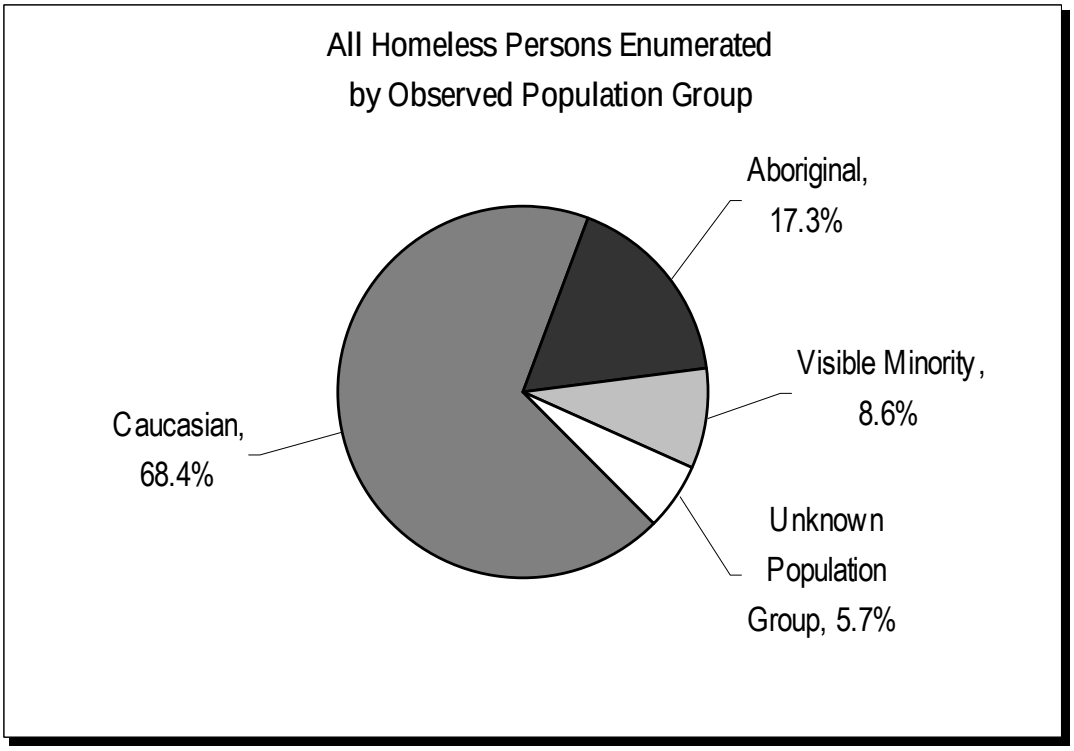
2006 Count of Homeless Persons in Calgary

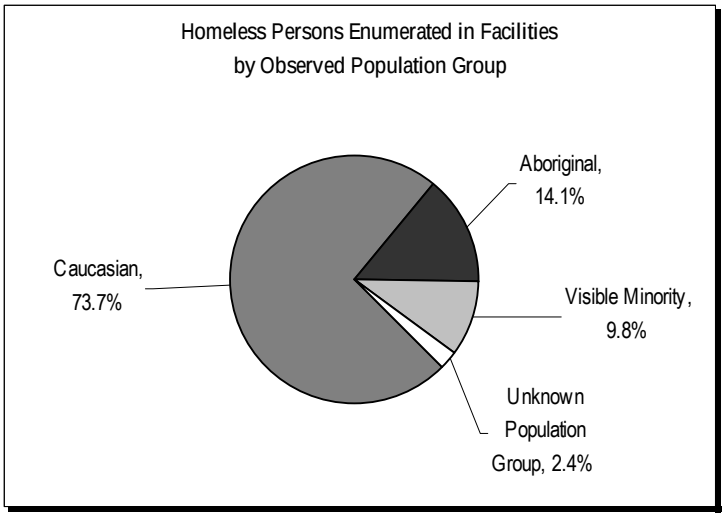


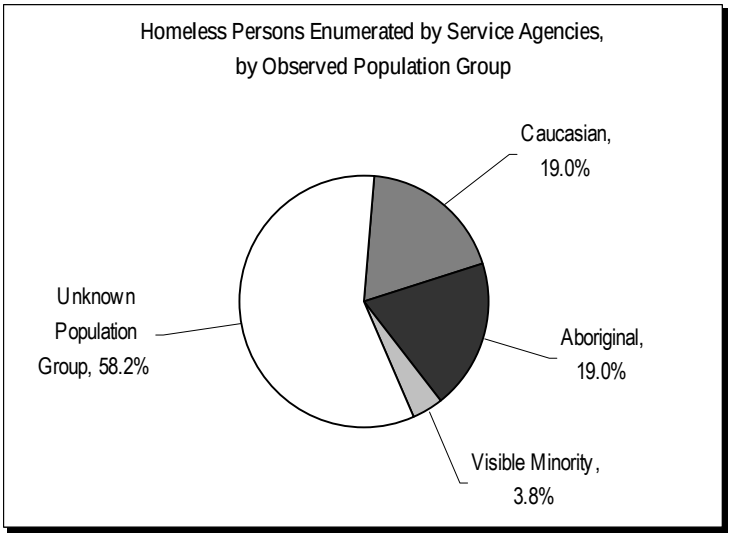


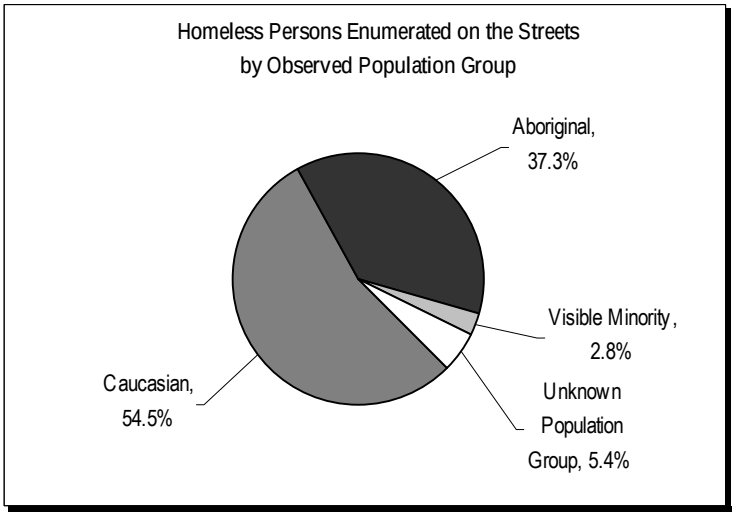
[1] The *services agencies* that participated in the 2006 Count of Homeless Persons were all hospital emergency departments in the city, emergency social services and children's services, the Calgary Police Service's Arrest Processing Unit, the Calgary Remand Centre, and Calgary Transit.


All Homeless Persons Enumerated by Observed Age Group
Seniors, 3.1%
Unknown, 3.5%
Middle-Aged Adults, 28.2%
Preschoolers, 3.6%
School-Age Children, 2.3%
Youth, 2.9%
Young Adults, 10.0%
Working Age Adults, 46.4%


All Homeless Persons Enumerated by Observed Population Group
Aboriginal, 17.3%
Visible Minority, 8.6%
Caucasian, 68.4%
Unknown Population Group, 5.7%


Homeless Persons Enumerated in Facilities
by Observed Population Group
Aboriginal, 14.1%
Visible Minority, 9.8%
Unknown Population Group, 2.4%
Caucasian, 73.7%


Homeless Persons Enumerated by Service Agencies,
by Observed Population Group
Caucasian, 19.0%
Aboriginal, 19.0%
Visible Minority, 3.8%
Unknown Population Group, 58.2%


Homeless Persons Enumerated on the Streets
by Observed Population Group
Aboriginal, 37.3%
Visible Minority, 2.8%
Unknown Population Group, 5.4%
Caucasian, 54.5%

de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

The survey sample of 148 currently homeless individuals cannot be generalized to the entire homeless population in Red Deer, as this number was not known at the time and the research design stipulated that the sample be comprised of a *representative number* of individuals registered with the local women's emergency shelter (which may have led to over-representation of females in the overall sample). However, the study reports that a good representation of the currently homeless population was achieved. At Red Deer's main shelter for sober homeless persons, 85% of clients (35 of 40) served over a one-month period were surveyed. Interviews with formerly homeless persons are not as representative due to the small sample size and sampling method used.

Among the *currently homeless* population surveyed:

- 65% were male and 35% were female
- 55% were between the ages of 25 and 44 years
- 52% were single and 28% were separated or divorced, and
- One-third self-identified as Aboriginal.

Almost three-quarters of the currently homeless population surveyed had arrived in Red Deer within the past five years:

- 29% had been homeless for two weeks or less
- 10% had been homeless for one year or longer
- 78% had used an emergency shelter previously
- 43% had slept on the streets at lease once, and
- 57% had experienced more than one homeless episode.

Almost one-third had spent time in foster care as a child or youth (compared to an estimated 1.1% of the provincial child/youth population). In addition:

- 32% reported having a current substance addiction, while 33% reported having a previous substance addiction
- One-third reported a suspected or diagnosed mental illness
- 18% reported having both a substance addiction and poor mental health
- 38% reported having a major medical condition, and
- 51% reported at least one prior period of incarceration.

Routes into Homelessness

A number of ***root causes*** are known to contribute to homelessness and marginalization.

Individual Circumstances

- ***Poverty*** (and its intergenerational effects on educational attainment, employment, parenting, and so on)
- ***Mental illness*** (26% in *2002 Calgary Homelessness Study*, 25% in literature reviewed for the study)
- A range of ***addictions*** – substance abuse, gambling, and so on (69% in *2002 Calgary Homelessness Study*, 50% in literature reviewed for the study)
- The so-called ***"dual diagnosis" of mental illness* and *addictions***
- Persons ***fleeing violence***
- ***Relocating to seek employment*** – For single individuals, usually males, as well as for entire families, many of whom are recent immigrants who move from elsewhere in Canada and who have atypical kinship patterns (e.g., large number of children and/or extended family, therefore requiring accommodation that is larger than that typically found in the Calgary rental market), and
- ***Population group*** – Visible minorities are thought to be underrepresented among the absolutely homeless, whereas Aboriginal persons are generally overrepresented compared to their relative proportion in the resident population of the city.

Systemic Issues

- ***Federal and provincial withdrawal from non-market (social or subsidized) housing initiatives*** starting in the mid-1980s, followed by new funding in 1999 for community-based initiatives to address the burgeoning problem of homelessness seen nationally, and new cost-shared affordable housing programs in 2002 (slow uptake due to loss of community capacity in the intervening years)

  Note: Canada's housing system is now the most private-sector market-based of any Western nation.
- Provincial ***deinstitutionalization of psychiatric patients*** who were housed in specialized facilities up until the early 1990s, without the transfer of comparable funding levels to community-based mental health service providers
- ***Low-income due to: low earned income*** (minimum wage versus living wage); ***scaled-back and clawed-back federal and provincial social support benefits*** such as Income Supports, Assured Income for the Severely Handicapped (AISH), Employment Insurance, and child and family benefits (National Child Benefits and Supplements, child care subsidies, etc.); or ***lack of income for those leaving the foster care or child welfare systems*** (e.g., youth aged 16 to 17) ***and those exiting prison***, and

- The ***high cost of housing*** (owned and rented) compounded by ***low vacancy rates***.

  Note: Canada Mortgage and Housing's 2006 *Rental Market Report* for Calgary states that for a two-bedroom apartment in an existing structure in Calgary, the average rent increased by 19.5% in October 2006 over the previous year. Vacancy rates plummeted to an all-time low of 0.5%. The drop in rental vacancies is attributed to Calgary's robust economy in which jobs were being created, the unemployment rate remained near record lows, and rising wages attracted many newcomers to the city. Net migration to Calgary in 2006 reached 25,794, a staggering 89% gain over 2005 "and the strongest performance on record." A contributing factor leading to a reduction in rental vacancies was the shortage of "resale active listings" early in the year, "prolonged construction periods for new units, and escalating prices in both the new and resale markets" (CMHC, 2006: 3).

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

Public social support programs (e.g., welfare, health, mental health, and substance abuse programs) must be more accountable for the outcomes of their most vulnerable clients. Many homeless people are clients of more than one public social support system, or wards of the criminal justice or child welfare systems. These systems are often oversubscribed and underfunded relative to their responsibilities and are forced to shift responsibilities and costs elsewhere. The homeless assistance system has provided such an opportunity.

Gardiner, Helen P., and Kathleen V. Cairns. 2002. *2002 Calgary Homelessness Study: Final Report, October 2002.* Calgary: Calgary Homeless Foundation.

www.calgaryhomeless.com/files/pdf/Calgary%20Homelessness%20Study%202002.pdf

Respondents surveyed as part of the *2002 Calgary Homelessness Study* were asked to report the general cause(s) of their homelessness. The most frequently reported causes among all respondents were: health problems, rent was too high, family problems (including abuse), lack of supported housing, and landlord problems/eviction. When asked what specifically caused their current homelessness, having insufficient funds for rent was key for all respondent groups.

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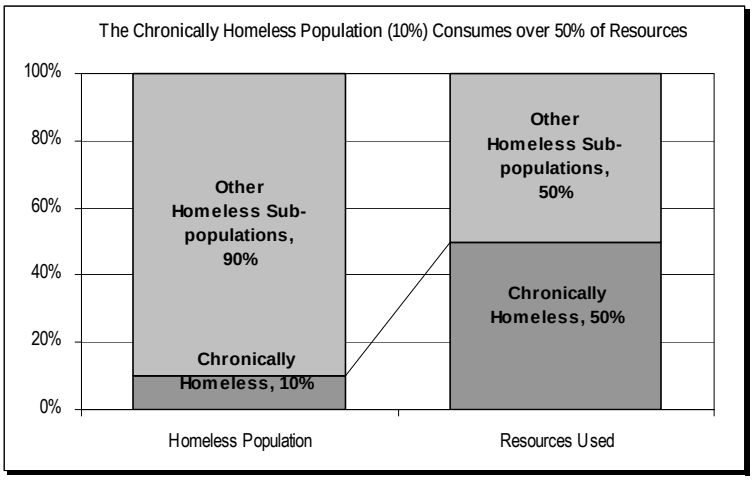
de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer.* Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

Fully 94% of *currently homeless* respondents cited not being able to afford a damage deposit for housing as the main reason or part of the reason they were homeless. Other factors were financial circumstances including unemployment (52%), substance addiction (23%), and domestic violence (11%).

Costs of Homelessness

Estimated Cost of Chronic Homelessness among Singles in Two Cities (1997)



Source: United States Interagency Council on Homelessness (2006), *The 10-Year Planning Process to End Chronic Homelessness in Your Community: A Step-by-Step Guide*. ppt. Washington, DC: United States Interagency Council on Homelessness [www.usich.gov].[2]

Note: This statistic is based on a 1997 study of single adults who used publicly funded shelters in two major metropolitan areas. It did not examine resource use by families with children, unaccompanied youth, or rural or suburban homeless populations. Moreover, the study did not measure the use of any "service" other than publicly-funded, centrally-administered emergency shelter days (SPRI, 2007).

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

- Homeless individuals in New York City spent an average of four days longer per hospital visit than did comparable non-homeless people, and cost an additional $2,414 per hospitalization (*New England Journal of Medicine*, 1998).
- 1,751 homeless adults in Honolulu were responsible for 564 hospitalizations, $4 million in admissions costs, had a rate of psychiatric hospitalization over 100 times their non-homeless counterparts costing an additional $3.5 million or about $2,000 per person (*Annals of Internal Medicine*, 1992).

[2] The Interagency Council on Homelessness cites the following sources for this chart: Burt, Martha R., Laudan Y. Aron, and Edgar Lee (2001), *Helping America's Homeless: Emergency Shelter or Affordable Housing?* (Washington, DC: Urban Institute Press); and Kuhn, R., and D.P. Culhane (1998), "Applying cluster analysis to a test of a typology of homelessness: Results from the analysis of administrative data" (*The American Journal of Community Psychology* 17(1): 23-43); Community Shelter Board (n.d.), *Rebuilding Lives: A New Strategy to House Homeless Men* (Columbus, OH: Emergency Food and Shelter Board).

- $14,480 was spent per homeless person over two years, primarily for overnight jail costs (University of Texas, 1991).
- The cost of an emergency shelter bed funded by the U.S. Department of Housing and Urban Development (HUD) through its Emergency Shelter Grants program was approximately $8,067 *more* than the average annual cost of a HUD federal housing subsidy (HUD, 1994).
- 43% of children in homeless families were not attending school and test scores were below that of the general population. The future productivity and career prospects of homeless children may suffer due to poor education experiences, making the effects of homelessness far longer lasting than just the time spent in shelters (Pace University, 1995, synthesis of research on the education of homeless children).

Pomeroy, Steve. 2005. *The Cost of Homelessness: Analysis of Alternate Responses in Four Canadian Cities*. Prepared for the National Secretariat on Homelessness. Ottawa: Focus Consulting Inc.

http://www.homelessness.gc.ca/research/toolkit/docs/cost_four_cities_e.pdf

Supportive housing can be more cost effective than an array of emergency services (confirming findings from earlier research undertaken in 1998 and 2000). The current average costs per person per year (based on existing facilities) across the four cities (Toronto, Vancouver, Montreal and Halifax) were:

- $66,000 to $120,000 for ***institutional responses*** (prison, detention, and psychiatric hospitals)
- $13,000 to $42,000 for ***emergency shelters*** (cross section of youth, men's facilities, women's facilities, family facilities, and shelters for victims of violence)
- $13,000 to $18,000 for ***supportive and transitional housing***, and
- $5,000 to $8,000 for ***affordable housing without supports*** (singles and family).

While costs are separately identified for each of the four cities examined, the analysis is not intended to provide comparisons *between* cities. Rather, the objective is to illustrate the order of magnitude of costs across the continuum of responses. While significant variations within each category were found across cities, the pattern of the relative cost *across response categories* was found to be the same in each city. Some additional highlights across the four cities include:

- The cost gradient is highest for institutional uses, moderately high for emergency services, and lowest for supportive and permanent housing – even when support costs are factored in.

- Overall costs tend to be significantly higher for institutional responses than for community/residentially based options – even when a fairly high level of service is provided by the latter. The cost of institutional responses is often well in excess of $200 per day.

- The cost of emergency shelters also tends to be higher than community/residentially based options. Emergency shelter costs are approximately $25 to 110 per day (costs vary significantly by client type).

- Cost estimates for transitional and supportive housing, while including a wide range of options due to the diversity of client types, are lower than both institutional and emergency shelter costs – even at the high end of about $60 per day.

Also discussed in this report are the findings of recent literature reviews:

- For homeless individuals with severe mental illness who are placed in supportive housing, there was a cost savings of 40% due to a reduction in shelter use, hospitalization, and time incarcerated (*Housing Policy Debate*, 2002).

- Service and shelter costs for homeless individuals ranged from $30,000 to $40,000 per person over a one-year period but cost savings of 30% could accrue from providing stable housing (British Columbia, 2001).

- Public and private providers spent over $20 million annually to provide service to 4,000 homeless in Dallas. In addition, $4.1 million in tax revenue was lost due to depressed land prices in areas with a higher concentration of visible homelessness and shelters (Dallas, 2000).

- Toronto's Emergency Homelessness Pilot Project (EHPP) costs were lower than for City-operated emergency shelters or private rooming houses, despite EHPP tenants' receiving larger and fully self-contained units. Support costs were about half those for comparable levels of support in shelters. EHPP participants were more likely to have health cards and have seen a doctor in the past year than those in the comparison group. They also were less likely to have used emergency wards or be hospitalized for medical or psychiatric services (Toronto, 2004).

- For Atlanta, Boston, Chicago, Columbus, Los Angeles, New York, Phoenix, San Francisco, and Seattle, jail and prison costs were at least double that of supportive housing, mental health facilities were at least 10 times higher, and emergency hospital treatment costs were substantially higher still (*Costs of Serving Homeless Individuals in Nine Cities*, 2004).

Carlucci, Paul. 2004. "A Fix for Homelessness." *EyeWeekly.com*. July 8, 2004.

http://www.eyeweekly.com/eye/issue/issue_07.08.04/city/homelessness.php.

There are 4,598 shelter beds in Toronto and each bed costs taxpayers $53.88 per night, or $19,666 per year. In comparison, the average rent for a one-bedroom apartment in the city is $800 per month, or $9,600 per year. Adding to that the supports necessary at a cost of about $2,031 per year, the cost of housing a homeless person in Toronto's Emergency Homelessness Pilot Project was $11,631 – an annual savings of $8,035 over the emergency shelter option. Non-monetary outcomes included improved eating habits, mental health status, and quality of life, as well as stable housing.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

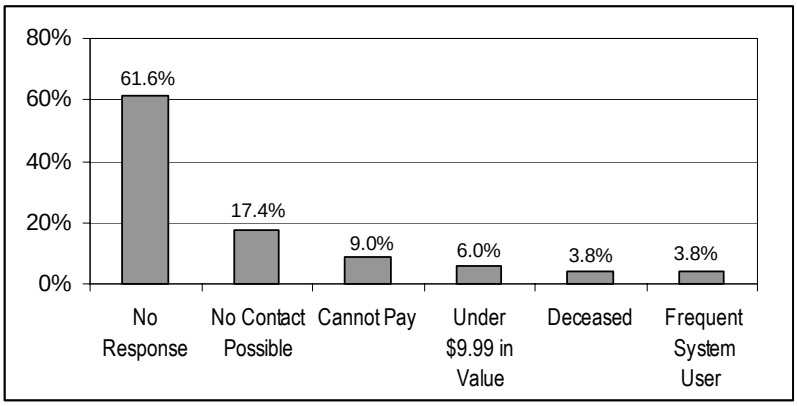
The Red Deer Plan does not include an analysis of the costs of homelessness.

City of Calgary. 2005. *Centre City Asset and Event Mapping*. Calgary: The City of Calgary, Community and Neighbourhood Services, Policy and Planning, Social Research Unit.

Centre City Asset and Event Mapping

A random sample of Calgary EMS responses in the Centre City (all of downtown and the Beltline) showed that 24% of calls in 2004 (23 of 96 cases) resulted in bad debt. While there is no way of knowing if patients whose cases resulted in bad debt were homeless, it is likely that given the downtown location and the reasons cited for bad debt, some of the cases were homeless persons. Between 1,067 and 2,250 patients in the Centre City in 2004 accrued bad debt. When this interval is multiplied by the "mean bad debt per individual patient call" for 2004, the bad debt arising from EMS responses in the Centre City in 2004 was between $278,764 and $587,835 (Calgary EMS, 2005).

Reasons for EMS Bad Debt Responses in the Centre City, 2004



City of Calgary. 2007. *Cost of Operating Roads' Centre City Clean-Up Crews.* Calgary: The City of Calgary, Roads. Personal communication with District 1 Manager (02-05-07).

The Centre City boundaries for the Mayor's "Clean to the Core" initiative extend from the Bow River to 17 Avenue SW and from 14 Street SW to Fort Calgary. In 2006, Roads' clean-up crews tracked the costs of Homeless Cleanups, Graffiti Removal, Sidewalk Litter Cleanup, Waste Receptacle Emptying, and Additional Street Sweeping. They placed additional emphasis on litter cleaning at *homeless hotspots* around "Crack Alley," The Drop-In Centre, The Salvation Army, along Riverfront Avenue, and through the 9th Avenue underpasses. In addition to the homeless camp cleanups done by Parks, Bylaw and Corporate Properties, the crews from Roads also cleaned up about a dozen camps in 2006. Some of those were just outside the downtown core. The expenditure for this work in 2006 was almost $250,000. The cleaning activities related to homelessness account for about $75,000 of that total. Graffiti cleanup around the hotspots accounts for another $10,000. Roads has already had its first call in 2007 to clean up a group of homeless camps just outside the downtown core. The problem area is quite large and will cost about $10,000 to clean up.

Sustained Poverty Reduction Initiative. 2005. *Sustained Poverty Reduction: The Case for Community Action*. Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

SPRI – The Case for Community Action

- Poor children are almost twice as likely as non-poor children to die in childhood, more likely to have physical and mental health problems, perform poorly or drop out of school, and engage in dangerous behaviours in their teens.
- Poverty results in increased costs to the health and education systems, to the criminal justice system, and to the local economy through lower spending on goods and services.
- The Centre for Health and Policy Studies (2004) estimated that, in purely economic terms, poverty costs upwards of $500 million per year in Calgary and that upwards of $400 million is spent annually on income supports for Calgarians living in poverty.

Sustained Poverty Reduction Initiative. *The Costs of Poverty – A Report to the United Way of Calgary and Area*. Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

SPRI – The External Costs of Poverty

Poverty in Calgary results in:

- Increased health care costs in Calgary of at least $3.35 million per year and possibly as much as $16.3 million
- Increased costs associated with the school system of at least $4.9 million and perhaps as much as $7.9 million
- Costs elsewhere in the economy could amount to as much as $20.6 million per year (i.e., $2 million for criminal justice, $600,000 for social supports and services, and $18 million for income supports), and
- The annual costs of socioeconomic deprivation could range from $1.2 to $12 million.

Paths Out of Homelessness

Sustained Poverty Reduction Initiative. 2006. *Affordable Housing and Homelessness, Year 1 Government Asks: Funds, Land, Incentives*. Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

Not available online. E-Mail: homelessreasearch@calgaryunitedway.org

Calgary's Sustained Poverty Reduction Initiative (SPRI) has set out recommendations in the area of affordable housing and homelessness for all levels of government. Broadly, the SPRI calls for commitments to better *intragovernmental* policy integration and coordination, along with enhanced *intergovernmental* collaboration. Specific recommendations from the Sustained Poverty Reduction Initiative for all three levels of government include:

Recommendations for the Government of Canada

- Sustain current levels of funding and implement sustainable and predictable funding for affordable and supported housing
- Institute tax incentives to support the development of affordable housing, and
- Identify and dedicate surplus federal land and buildings for affordable and supported housing.

Recommendations for the Government of Alberta

- Establish a provincial Commission on Affordable Housing and Homelessness
- Match federal funding dedicated to affordable housing
- Institute legislative changes to permit: (1) enhanced use of municipal and reserve land for affordable housing, and (2) secondary suites
- Institute tax incentives to engage the private sector in developing affordable housing, and
- Identify and dedicate surplus provincial land and buildings for affordable and supported housing.

Recommendations for Alberta Municipalities

- Work with the provincial government on necessary legislative changes
- Create guidelines in local land use regulations that require or encourage residential developments to include a certain percentage of affordable housing units, and
- Identify and dedicate surplus municipal land and buildings for affordable and supported housing initiatives.

Cairns, Kathleen V., and Helen P. Gardiner. 2003. *Solutions: Strategic Initiatives to Create an Organized Path Out of Homelessness in Calgary*. Calgary: Calgary Homeless Foundation.

Solutions Report (2003)

Proposed initiatives focus on the longer-term goal of decreasing homelessness and reducing dependence on emergency responses. **It is important to note that the solutions proposed are based on the way the problems were defined in the *2002 Calgary Homelessness Study*** (Gardiner and Cairns, 2002). The following five main strategic initiatives are proposed:

1. For those with ***no addictions and no mental illness***, including the working poor (24% of the sample in the *2002 Calgary Homelessness Study*), provide for instrumental needs, develop single-room hostel facilities, provide daycare, and assist the "first time" homeless with eviction prevention.
2. For ***at-risk and homeless children and youth***, provide a street-youth health centre with outreach support, assistance for independent living, and a family shelter and program.
3. For the ***mentally ill homeless***, implement an Assertive Community Treatment (ACT) team, use an outreach mental health team to assist those with less severe but still substantial mental illness, increase residential "dual diagnosis" [addictions and mental health] treatment programs, develop a "harm avoidance" facility for treatment-resistant dual-diagnosis individuals, and develop second-stage supported housing for those who complete addiction treatment and do not have severe and persistent mental illness, and those who are mentally ill but being effectively managed in the community by other programs.
4. For those with the ***"dual diagnosis" of personality disorders and addictions*** (who are disproportionately represented in the core or chronic homeless population), develop a Calgary drug court, develop long-term, supported transitional housing for those leaving completed substance abuse treatment programs, and develop a detoxification program.
5. To ***prevent homelessness***, provide primary and secondary prevention programs for at-risk children and youth, including additional resources for schools, and create a task force on primary prevention.

McLean, Linda. 2005. *Seeking Sanctuary: An Exploration of the Realities of Youth Homelessness in Calgary: Summary Report*. Calgary: Broadview Applied Research Group Inc.

Youth Homelessness Report

The study finds that an effective response to youth homelessness will require the participation of a range of services, agencies and institutions working collaboratively within and across sectors. In addition, the solutions will be found in a comprehensive approach that incorporates prevention, early intervention, crisis and transitional supports, and harm reduction initiatives.

Downie, Raymond, Randy Thornhill, and Keith Stewart. 2006. *Responding to the Needs of Calgary's Chronic Homeless and Inebriate Population in the City Core: Developing a "Call for Action."* Prepared for City Core Solution Project Working Group. Calgary: Broadview Applied Research Group Inc.

Not available online.

The recommendations offered by this report aim to guide a more effective and humane response to the needs of chronically homeless and inebriated individuals, as well as a more effective response to the needs of the broader community. The following recommendations are set out:

1. ***Prepare a Winter Response for emergency shelter for homeless public inebriates***, given lack of capacity to shelter this population.
2. ***Develop a safe haven for chronically homeless and inebriated individuals*** to move them off the street, at least temporarily, and provide a compassionate environment in which to "sober up" and access support and treatment services. Target Calgary's inner city as a starting point.
3. ***Provide supportive housing for chronically homeless and inebriated individuals***. Develop a Housing First model for Calgary for the chronically homeless inebriate population, linking housing with support services.
4. ***Improve data bases and programs*** for measuring homelessness and evaluating the effectiveness of intervention methods.
5. ***Adopt a case management approach*** for responding to the service needs of chronically homeless and inebriated individuals. Use a cross-agency collaborative and organized approach to service delivery.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

The most common responses from ***currently homeless persons*** when asked what would be needed to maintain stable housing included: subsidized rent (75%), access to emergency funds (56%), and being permitted to use drugs/alcohol in the house (45%). In interviews with 19 ***formerly homeless individuals***, four key "turning points" emerged as most influential in exiting homelessness: increased income, access to affordable housing, flexibility in damage deposit and rent payment, and accessing services and support for addictions and mental health challenges.

Targets for Ending Homelessness

Wellesley Institute. 2006. ***The Blueprint to End Homelessness in Toronto: A Two-Part Action Plan*****. Toronto: The Wellesley Institute.** (see p. 43)

Summary Report: http://wellesleyinstitute.com/theblueprint

Detailed Policy Framework: The Framework for the Toronto Blueprint

- Create ***9,800 new housing units*** comprised of 4,500 affordable housing units (1,200 for current need and 3,300 annually for population growth), 2,000 supportive housing units, and 3,300 new low- and moderate-income homes developed through inclusive planning
- ***Renovate 8,600 homes*** per year in need of repair (i.e., retention of existing housing stock)
- Provide ***9,750 new rent supplement subsidies*** (added to the current 4,000 subsidies for a total of 13,750 rent supplement subsidies per year)
- Support ***emergency shelters and services*** with ongoing funding (City of Toronto annual budget is $159 M for operating and $13.5 M for capital improvements), and
- Promote homelessness prevention through ***rent and energy banks***.

Note: A more detailed examination of the Toronto Blueprint can be found in Appendix D. It outlines who is responsible for the target, the capital and operating costs, proposed funding options, and the method used to create the target. Comparable data for Calgary are included, wherever possible.

Calgary Homeless Foundation. 2003. ***The Calgary Community Plan 2004-2008: Building Paths Out of Homelessness.*** **Calgary: Calgary Homeless Foundation.**

Community Plan (2003)

- ***1,000 new transitional units*** and ***2,000 non-market units*** for 2004-2008, which should include units for persons with persistent mental illness or dual diagnosis, for seniors, and for those with physical and cognitive disabilities, and
- ***Expand the current Private Landlord Rent Supplement (PLRS) program***, and ***increase the private donor program*** currently associated with homeless families (as of January 2005, there were 929 PLRS units in Calgary administered by the Calgary Housing Company).

City of Calgary. 2002. *City of Calgary: Corporate Affordable Housing Strategy*. Approved 2002 July 17 (CPS2002-57). Calgary: The City of Calgary, Corporate Properties and Community Strategies.

Affordable Housing Strategy

- ***200 new non-market units*** per year.
- The City of Calgary is also working to ***maximize the number of housing units that can be repaired each year*** under RRAP, Canada Mortgage and Housing Corporation's Residential Rehabilitation Assistance Program (Note: 4,990 low-income Calgary households overspend on shelter and live in housing in need of major repairs).

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

Specific ***targets are not identified***, although the plan sets out a number of planning considerations for the development of a 10-year plan to end homeless in Red Deer.

Innovative Solutions – Some Examples

Appendix E provides examples of cities, states, and programs that demonstrate innovative approaches to ending homelessness. These include:

- Innovations from the Kitchener Downtown Association
- Innovations from 10-Year Plans to End Homelessness in American Cities
- Innovative Solutions to End Homelessness in American States, and
- Best Practices in the 10 Planning Categories Proposed by the National Association to End Homelessness.

This information is also available in a separate document, Fast Facts #FF-05:

FF-05 – Innovative Approaches to Ending Homelessness

See: Fast Facts on Affordable Housing and Homelessness

Successful Reporting and Controversies

It is extremely important to maintain credibility by accurately reporting the results of ongoing counts of homeless persons and of program evaluations of specific interventions.

Successful Reporting

Chicago, Denver, and San Francisco are model cities in for producing meaningful and accurate research that measures their progress towards ending homelessness.

City: **Denver, Colorado**
Population: 575,927 (2006)
Program: **Denver's 10-Year Plan to End Homelessness – Evaluation Plan**

> *"It costs the City and County of Denver approximately $40,000 a year to maintain the health and safety of a chronically homeless person. Once a person is housed, the average cost is about $17,000. It is the goal of Denver's Road Home to end homelessness in 10 years and reduce this annual public cost."*

Denver 10-Year Plan

Denver has hired nationally recognized consultants Dennis Culhane, Ph.D. and Steve Metraux, Ph.D. to implement its evaluation system. When complete, Denver's evaluation system will monitor the overriding indicator: *How many people in Denver are no longer homeless?* The evaluation will also measure other indicators such as rates of employment, emergency room burdens, jail burdens, and other indirect impacts that homelessness is having on the City and County of Denver.

Denver Research Logic Model

The Metropolitan Denver Homeless Initiative (MDHI) provides the leadership necessary to plan, organize, analyze and release the annual Point in Time report that provides the only comprehensive data on the size, scope and demographics of their homeless community. The May 2006 Point in Time Report, which documented over 9,000 homeless people, is crucial to front line agencies and local, state and federal governments to plan programs, secure funding, and document outcomes. Continued implementation of a Homeless Management Information System (HMIS) will enable the metropolitan Denver area to track where and what services are being provided to people experiencing homelessness. Developed in partnership with Mile High United Way, the HMIS is currently being piloted and should be fully operational in 2007.

Metropolitan Denver Homeless Initiative

The most recent Denver survey showed a decline in homelessness of 11.4% from January, 2005 to January, 2006.

Denver Results 2006

City: **Chicago, Illinois**
Population: 2,873,518 (2005)
Program: **Chicago's 10-Year Plan to End Homelessness – Evaluation Plan**

Chicago's 10-Year Plan to End Homelessness calls for a shift from temporary shelter to permanent supportive housing. The conversion is underway and will proceed gradually over several years. Evaluation is an important part of plan implementation. Each action plan will delineate specific benchmarks and outcome measures to gauge progress and report to policymakers and funders. Key to the evaluation effort will be the development of the homeless information management system, which will provide a way of understanding how people who are homeless use the system of services, and the impact of these services in promoting housing stability and self-sufficiency. The homeless information system will collect data that can be used to generate point-in-time and longitudinal counts of homelessness in Chicago.

Chicago Continuum of Care Plan

The Chicago Homeless System Mapping Project is a tool to assist individual service agencies and system planners. The Mapping Project provides an overall view of the homeless service system and allows for a planned conversion process based on system needs and agency strengths.

Chicago Homeless System Mapping Project

In January of 2005, the City and the Chicago Continuum of Care conducted a point-in-time assessment of the homeless population in Chicago. The research indicates that 6,715 people are homeless in Chicago at a given time. This includes individuals residing in shelter and housing programs, as well as those living on the street.

Chicago Homeless Count 2005

The December 2005 *State of the Plan* report found that providers had:

- Nearly doubled the number of people served with *homeless prevention assistance* (5,775 households in 2005), and
- Phased out approximately 1,948 beds of emergency and transitional shelter.

Chicago State of the Plan Report (2005)

City: **San Francisco, California**
Population: 739,426 (2005)
Program: ***San Francisco*'s 10-Year Plan to End Homelessness – Evaluation Plan**

The City of San Francisco established a 10-Year Council to End Chronic Homelessness in 2004, which is developing *The San Francisco Plan to Abolish Chronic Homelessness*.

http://www.endhomelessness.org/content/article/detail/617

With documented outcomes that demonstrate that two-thirds of chronically homeless people placed just in its units are still successfully housed two years later – with reduced use of expensive acute public systems – the City and County of San Francisco's Department of Public Health's Direct Access to Housing (DAH) program is a model of outcome-oriented public sector investment in housing resources for the most costly homeless people in communities. The high users of public systems who are housed in DAH units are persons who have experienced chronic homelessness, generally have complex medical and behavioral health disorders, a history of institutional care, and have not successfully been housed. Retention rates are even higher when moves to other housing are included.

http://www.ich.gov/innovations/index.html#sanfrancisco

In October 2004, the City recruited 278 volunteers to engage in a survey of the downtown homeless population in a 60-square block area where 85% of the City's social services currently exist. Project Homeless Connect is a new and successful bimonthly event that encourages both the experienced volunteer and the concerned citizen to work directly with people experiencing homelessness in San Francisco and to help link them to needed services. Volunteers, trained and paired with more experienced workers, encourage homeless people to come to a "linkage station" where they can receive medical treatment, substance abuse and mental health counseling, legal services, sign up for food stamps and income support benefits, learn more about housing options, and get food and other giveaways. Street Outreach workers go out in groups of two or three to engage clients and help bring them inside to connect with the City's web of social services. To date, over 2,000 homeless people have been helped since the first bimonthly event.

http://www.ich.gov/innovations/index.html#sfchronic

According to data from the annual point-in-time estimates, from 2002 to 2005 the number of homeless people dropped from 8,640 to 6,248, a decline of 28%. Over one year, the city's Housing First initiative housed over 900 people. This is also proving to be cost effective since an analysis of system expenditures showed that the city spends $61,000 per year for emergency room services and incarceration for each chronically homeless person.

http://www.endhomelessness.org/files/942_file_naeh_sanfrancisco_july05.pdf

Controversies

Sustained Policy Reduction Initiative. 2007. *Learnings from U.S. Initiatives to End Homelessness: Avoiding the Pitfalls of Implementation* (Draft). Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

Not available online. E-Mail: homelessreasearch@calgaryunitedway.org

Misrepresentations of homeless count data: Some controversies that have arisen in the United States about misrepresenting research findings, and the consequences that can have, are profiled below:

- The Mayor's Plan to End Homelessness in New York is touted as a major success, reporting a decrease in homelessness. However, New York homelessness remains at record high levels, hovering in the high 30,000s. The city is seeing increases in family homelessness and general shelter use. The reported decrease is contested by advocates who argue that U.S. Census data and City data are also showing increases in the street population and note that the closing of a 1,000 bed shelter in 2006 was the result of community pressure (NIMBY) rather than decreased demand.

- The presentation Philip Mangano gave in Calgary became the source of many assumptions about the results of the U.S. models. However, the homeless statistics presented do not necessarily report on results achieved following the implementation of 10-year plan strategies. For example, Miami and San Francisco were reported to have had decreases in homelessness of about 30%. However, these changes are not as a result of their 10-year plans since both were still in the planning phase as of December 2006. These are a result of actions taken during plan development.

Focusing on the Chronically Homeless: Criticisms have arisen from targeting the hard-core homeless population based on a widely circulated cost-savings argument that the chronically homeless make up 10% of the homeless but are using 90% of services. The argument is that focusing on this group will free up resources for other homeless subpopulations. However, this statistic is based on a 1997 study that only included data for *single adults who used publicly funded shelters in two major metropolitan areas*. It did not examine resource use by families with children, unaccompanied youth, or rural or suburban homeless populations. Moreover, the study did not measure the use of any "service" other than publicly-funded, centrally-administered emergency shelter days. Based on this very limited study, which cannot be generalized to the entire homeless population, many cities are making significant planning decisions for their 10-year plans. One consequence of the diversion of resources to the single male population is an upsurge in the number of homeless families and children in the United States.

This provides a caution to create a comprehensive plan for Calgary that includes a range of approaches, as well as strategies aimed at a variety of subpopulations. By addressing the root causes of poverty and creating affordable housing, for example, we could ensure that those at risk would be diverted from homelessness, while those placed in housing would have the supports and opportunities needed to maintain it.

Philadelphia's 10-year Plan to End Homelessness

http://www.phillyfuture.org/node/4477

Philadelphia's 10-Year Plan to End Homelessness was launched by the city's Mayor in the fall of 2005. Philadelphia is claiming a 60% decrease in homelessness when count data showed that the street population increased by 7% last year. In an article written in November 2006, Phyllis R. Ryan Jackson, Executive Director of the Philadelphia Committee to End Homelessness, expresses dismay that a story of the success of the plan to date – as evidenced by a reported decrease in homelessness of 50 to 60% – is circulating across the country. In reality, she reports that claims of decreased numbers are not at all valid, stating: "I have never heard any presentation on how the street counts are made that give me any confidence in their validity. They were created for political reasons and are manipulated for political reasons. … I cannot see how such misrepresentation benefits the thousands of ill-housed and homeless Philadelphians."

Seattle's 10-year Plan to End Homelessness

http://www.seattleweekly.com/news/0616/homelessness.php

In March of 2005, a 10-year plan to end homelessness in Seattle was launched. Since then, conflict arose between The City of Seattle and SHARE (a self-managed shelter program serving about 300 homeless people) over SHARE's refusal to participate in the now-required Safe Harbors data collection system. The conflict has been resolved, with SHARE agreeing to participate only if individual homeless clients have the right refuse to provide personal data without the threat of loss of City funding to the organization.

In addition, City funding decisions about where to allocate resources for the homeless have also caused controversy. A number of emergency shelters lost funding when the City's budget moved $325,000 from programs offering basic survival services to those providing transitional housing. This discontinuation of funds for emergency services was rationalized under strategies contained in the 10-year plan for moving away from emergency shelter to providing more permanent homes.

Related Reports

The main body of this report (i.e., excluding all appendices) is available as a separate Research Summary.

RS-06 – Research Supporting the 10-Year Plan to End Homelessness

Research Summaries on Affordable Housing and Homelessness

Appendix E and Appendix F are also available separately, as Fast Facts documents:

FF-05 – Innovative Approaches to Ending Homelessness

FF-06 – Quick Links to Affordable Housing and Homelessness Resources

Fast Facts on Affordable Housing and Homelessness

Appendix A
Past Efforts to Address Homelessness in Calgary

This appendix lists several initiatives to understand and address homelessness that have taken place in Calgary since 1992. The focus is mainly on research activities that have added to the knowledge base about this issue.

1992 Calgary's first *Count of Homeless Persons* was conducted – 447 people were identified as homeless, including 5 people identified in a street count.

1994 Calgary's second *Count of Homeless Persons* was undertaken – 461 people were enumerated, including 41 who were living "on the streets." The increase in homelessness over the previous count was 3.1 percent.

Report: 1994 Count of Homeless Persons in Calgary

1996 Calgary's third *Biennial Count of Homeless Persons* was undertaken – 615 people were enumerated, including 30 who were living "on the streets." The increase in homelessness over the previous count was 33.4 percent.

Report: 1996 Count of Homeless Persons in Calgary

A survey of homeless persons was undertaken by people who had previously been homeless themselves – *Street Speaks*.

The first community forum took place to discuss issues and possible solutions to homelessness. Since then, the Calgary community has worked together to create and refine its understanding of and responses to homelessness.

1997 The first comprehensive study on homelessness in Calgary was published by the Homeless Initiative Ad Hoc Steering Committee – *Calgary Homelessness Study: Final Report* (Arboleda-Flórez and Holley, 1997).

1998 Calgary's fourth *Biennial Count of Homeless Persons* was undertaken – 988 people were enumerated, including 38 who were living "on the streets." The increase in homelessness over the previous count was 60.7 percent.

Report: 1998 Count of Homeless Persons in Calgary

The Homeless Initiative Ad Hoc Steering Committee produced and published the first community plan to address homelessness – *Community Action Plan: Reducing Homelessness in Calgary.*

The Calgary Homeless Foundation was established to bring the public, private, and non-profit sectors together to collaborate to overcome homelessness.

Website: www.calgaryhomeless.com/main/page.php?page_id=1

1999 Funding programs were established by the federal government through the National Homelessness Initiative.

National Homelessness Initiative website: www.homelessness.gc.ca/home/index_e.asp
Provincial Homelessness website: www.seniors.gov.ab.ca/housing/homeless/index.asp

2000 Calgary's fifth *Biennial Count of Homeless Persons* was undertaken – 1,296 people were enumerated, including 168 who were living "on the streets." The increase in homelessness over the previous count was 31.2 percent.

Report: 2000 Count of Homeless Persons in Calgary

The first *Interagency Shelter User Count* was undertaken, during which several operators of key emergency shelters tracked full-year shelter utilization.

2001 A range of emergency and transitional facilities were opened, including the Calgary Drop-In Centre (Riverfront) and the Salvation Army Centre of Hope.

Drop-In Centre website: www.cdics.com/
Salvation Army website: http://ab.salvationarmy.ca/calgary/
Other Homeless Shelter links: www.calgaryhomeless.com/main/page.php?page_id=86\

2002 Calgary's sixth *Biennial Count of Homeless Persons* was undertaken – 1,737 people were enumerated, including 117 who were living "on the streets." The increase in homelessness over the previous count was 34.0 percent.

Report: 2002 Count of Homeless Persons in Calgary

The second major study on homelessness in Calgary was published by the Calgary Homeless Foundation – *2002 Calgary Homelessness Study: Final Report* (Gardiner and Cairns, 2002).

Report: www.calgaryhomeless.com/files/pdf/Calgary%20Homelessness%20Study%202002.pdf

The second *Interagency Shelter User Count* was undertaken, during which five operators of nine emergency shelters tracked full-year shelter utilization, and compared the 2002 findings to the data collected in 2000.

Report: www.theseed.ca/about/researchreports/InteragencyShelterCount2002.pdf

The Canada-Alberta Affordable Housing Partnership Initiative was established.

Note: The provincial website is still linked to Alberta Seniors and Community Supports, although responsibility is now under the new ministry of Alberta Municipal Affairs and Housing:

www.seniors.gov.ab.ca/housing/affordable_housing/affordablehsg_initiatives/index.asp

With an understanding that the cost of shelter is one factor that can place people at risk of becoming homeless, affordable housing was identified as a priority by Calgary City Council and a *Corporate Affordable Housing Strategy* was developed.

Report: Affordable Housing Strategy

2003 The Calgary Homeless Foundation produced the second community plan to address homelessness – *The Calgary Community Plan 2004-2008: Building Paths Out of Homelessness*.

Website: www.calgaryhomeless.com/files/pdf/2004-2008%20Community%20Plan.pdf

Calgary City Council unanimously endorsed a *Corporate Affordable Housing Implementation Plan* to guide City efforts through 2004. One stream involved developing a homelessness strategy.

City of Calgary Framework: City of Calgary Homelessness Strategy

2004 Calgary's seventh *Biennial Count of Homeless Persons* was conducted – 2,597 people were enumerated, including 127 who were living "on the streets." The increase in homelessness over the previous count was 49.5 percent. The 2004 Report established a new baseline by presenting its findings in the context of 12 years of historical data, correcting an error in historical street count findings, and providing a more complete understanding of the range of housing available for homeless people, based on supply data in the 2003 community plan.

Full Report: 2004 Count of Homeless Persons in Calgary (Full Report)
Summary: 2004 Count of Homeless Persons in Calgary: Executive Summary
Subsequent Analysis: RS-03 – Homeless Families (October 26, 2004)

The City of Calgary produced a series of 17 *Research Briefs* on housing need, along with 5 *Feature Articles* and several *Research Summaries* and *Fast Facts* documents on affordable housing and homelessness. Beginning in 2004, The City of Calgary also undertook or commissioned several *Major Research Papers* on affordable housing and homelessness.

Website: www.calgary.ca/affordablehousing
→ Click on the link to "Research on Affordable Housing and Homelessness"
→ Select the desired home page from the list on the left hand side of the page

2006 Calgary's eighth *Biennial Count of Homeless Persons* was undertaken – 3,436 people were enumerated, including 429 who were living "on the streets." The increase in homelessness over the previous count was 32.3 percent.

Full Report: 2006 Count of Homeless Persons in Calgary
Summary: 2006 Count of Homeless Persons in Calgary: Executive Summary
Frequently Asked Questions: FAQ about the 2006 Count of Homeless Persons

2007 The Calgary Committee to End Homelessness was formed with the intention of developing a 10-year plan to end homelessness in the city. The plan is expected to be released by mid-2008.

Appendix B
City of Calgary Research on Affordable Housing and Homelessness

The City of Calgary produces a variety of research products related to affordable housing and homelessness, which are described below.

Biennial Count of Homeless Persons in Calgary

Every two years since 1992, The City of Calgary has conducted a count of homeless persons in Calgary on one night in May. This "point in time" census is conducted by facilities that provide emergency or transitional shelter for homeless persons, by service agencies (all hospital emergency departments in the city, emergency social services and children's services, the Calgary Police Service's Arrest Processing Unit, the Calgary Remand Centre, and Calgary Transit), as well as by teams of trained volunteers who canvass designated city streets, parks and pathways. Summary reports are posted for the 1994 count onwards, along with comprehensive reports produced in 2004 and 2006.

2006 Count of Homeless Persons

- 2006 Count of Homeless Persons in Calgary (Full Report)
- 2006 Count of Homeless Persons in Calgary: Executive Summary
- FAQ about the 2006 Count of Homeless Persons

2004 Count of Homeless Persons

- 2004 Count of Homeless Persons in Calgary (Full Report)
- 2004 Count of Homeless Persons in Calgary: Executive Summary

Biennial Count of Homeless Persons: 1994 to 2002

- 2002 Count of Homeless Persons in Calgary
- 2000 Count of Homeless Persons in Calgary
- 1998 Count of Homeless Persons in Calgary
- 1996 Count of Homeless Persons in Calgary
- 1994 Count of Homeless Persons in Calgary

Fast Facts on Affordable Housing and Homelessness

The City of Calgary has produced several *Fast Facts* documents that highlight key information about affordable housing and homelessness in Calgary. To ensure you are using the most current report available, please check the revision date, which is shown in the upper right hand corner of the first page of each report.

- FF-01 – Definition of Affordable Housing
- FF-02 – Definitions Related to Homelessness
- FF-03 – Fast Facts on the 2006 Count of Homeless Persons
- FF-04 – Affordable Housing and Homelessness
- FF-05 – Innovative Approaches to Ending Homelessness
- FF-06 – Quick Links to Affordable Housing and Homelessness Resources

Feature Articles on Affordable Housing and Homelessness

A series of five *Feature Articles* were written in the summer of 2004 to help put a face on people who are struggling with homelessness and to highlight the work of some of the many dedicated service providers in Calgary who are helping to make a difference in their lives.

Released with the results of the 2004 Count of Homeless Persons, *The Many Faces of the Homeless: Experiences of the 2004 Count of Homeless Persons* explores the impact that participating in the street count had on volunteer enumerators.

Feature Article #01 (2004 July 19)

The Mustard Seed: Giving Chances, Saving Lives profiles the work and challenges faced by one organization that provides emergency shelter, transitional housing, meals, education, and other services to a significant number of homeless Calgarians. Additional information on *Homelessness in Calgary* is provided in Research Summary #02.

Feature Article #02 (2004 August 19)

Berkana House: Easing the Transition profiles the important role played by a small facility that provides transitional shelter for women leaving the criminal justice system.

Feature Article #03 (2004 September 16)

The Westgate: Helping Families in from the Cold reports on the impact the Westgate Family Housing Project had on the lives of those families who temporarily lived there in the winter of 2004 while waiting to access subsidized housing.

Feature Article #04 (2004 October 21)

Funding a Future: Helping People Secure Affordable Housing profiles the different niches filled by CUPS (Calgary Urban Project Society), the Housing Registry Network, and MCC Employment Development, all of which assist Calgarians with housing issues.

Feature Article #05 (2004 November 18)

Major Research Papers on Affordable Housing and Homelessness

The City of Calgary periodically produces or commissions *Major Research Papers* on topics related to affordable housing and homelessness. Several studies have been produced with the support of The City's Affordable Housing Research Fund, which is used to help build research capacity in this field among Calgary researchers in the private, non-profit and academic sectors.

City of Calgary Research and Commissioned Papers

Pre-2004

Transitions: Moving from Shelter to Social Housing

2004

Affordable Home Ownership Feasibility Study (2004)

Affordable Housing Land Use Policy Review: Working Paper (2004)

Affordable Housing Residential Rehabilitation Assistance Program (2004)

Affordable Housing Sustainable Resource Management Plan: Short Term Strategy (2004)

2005

Affordable Housing Development Action Plan (2005)

Thresholds for Locating Affordable Housing: Applying the Literature to the Local Context (2005)

2006

Trends in Affordable Home Ownership in Calgary

Studies Supported by the "Affordable Housing Research Fund" (2005)

Technical Papers:

Affordable Housing Options: Rent and Income Supplements (2005)

Literature Reviews:

Affordable Housing in Ottawa, Ontario: A Case Study of Land Use Policy and Transferability (2005)

Planning for Ethnic Diversity in Calgary (2005)

Research Briefs on Housing Need

The City of Calgary has conducted baseline statistical research to help develop a better understanding of the need for affordable housing in Calgary. Using customized 2001 Canada Census data from Statistics Canada, a series of comprehensive *Research Briefs* on housing need examine housing affordability (the cost of shelter), housing adequacy (the need for major repairs), and housing suitability (a measure of crowding) among low-income renter and owner households in Calgary.

The reports identify these needs for all low-income households in Calgary (those with a gross annual household income of less than $38,000) who are spending more than 30 percent of gross household income on shelter and for two low-income sub-groups: households with an Aboriginal primary household maintainer (head of household) and households with the presence of disability (mobility impairment) in the household.

Additional reports provide a breakdown of all low-income households who are overspending on shelter by the age and sex of the primary household maintainer (head of household). These Research Briefs will remain static until after the release and analysis of 2006 Census data, which will be available in 2008.

Introductory Briefs

This Research Brief introduces the Research Brief Series on Housing Needs and explains how to find the latest version of the briefs on The City of Calgary website. An annotated list of available Research Briefs is also provided.

Research Brief #01 – Research Brief Series Summary (April 28, 2004)

Key facts and definitions used by The City of Calgary in its affordable housing research and planning activities are presented. The types of housing that constitute The City's affordable housing continuum, the definitions of housing affordability, adequacy and suitability, and the meaning of core housing need are also explained.

Research Brief #02 – Key Facts and Definitions (May 5, 2004)

Research Briefs on Housing Affordability

Detailed statistical data on housing affordability in Calgary for the three "low-income target groups" identified by City Council are presented. These groups are defined as households in need of affordable housing because they have low income and spend more than 30 percent of gross household income on shelter.

Research Brief #03 – Housing Affordability in Calgary (May 12, 2004)

Data on housing affordability for households in The City's three "low-income target groups" that are identified as having an "Aboriginal primary household maintainer" (i.e., head of household) are presented.

Research Brief #04 – Housing Affordability in Calgary for Households with an Aboriginal Primary Household Maintainer (May 19, 2004)

This Research Brief presents detailed statistical data on housing affordability for households in The City's three "low-income target groups" that are identified as having the "presence of disability in the household" (i.e., among one or more members of the household).

Research Brief #05 – Housing Affordability in Calgary for Households with the Presence of Disability in the Household (May 26, 2004)

Research Briefs on Housing Adequacy

This Research Brief describes housing adequacy among households in The City of Calgary's three "low-income target groups." Adequacy, as defined by Canada Mortgage and Housing Corporation, reports on housing in need of major repair.

Research Brief #06 – Housing Adequacy in Calgary (June 2, 2004)

This Research Brief presents detailed statistical data on housing adequacy for households in The City's three "low-income target groups" that are identified as having an "Aboriginal primary household maintainer" (i.e., head of household).

Research Brief #07 – Housing Adequacy in Calgary for Households with an Aboriginal Primary Household Maintainer (June 9, 2004)

This Research Brief provides detailed statistical data on housing adequacy for households in The City's three "low-income target groups" that are identified as having the "presence of disability in the household" (i.e., among one or more members of the household).

Research Brief #08 – Housing Adequacy in Calgary for Households with the Presence of Disability in the Household (June 16, 2004)

Research Briefs on Housing Suitability

This Research Brief describes housing suitability among households in The City of Calgary's three "low-income target groups." As defined by Canada Mortgage and Housing Corporation, housing suitability is a measure of crowding.

Research Brief #09 – Housing Suitability in Calgary (June 23, 2004)

This Research Brief describes housing suitability among households in The City's three "low-income target groups" that are identified as having an "Aboriginal primary household maintainer" (i.e., head of household).

Research Brief #10 – Housing Suitability in Calgary for Households with an Aboriginal Primary Household Maintainer (June 30, 2004)

This Research Brief describes housing suitability among households in The City's three "low-income target groups" that are identified as having the "presence of disability in the household" (i.e., among one or more members of the household).

Research Brief #11 – Housing Suitability in Calgary for Households with the Presence of Disability in the Household (July 7, 2004)

Research Briefs on Housing Affordability, by Age

This Research Brief presents detailed statistical data on housing affordability in Calgary by the average Age of the Primary Household Maintainer (i.e., head of household) for all households in The City's "low-income target group," meaning those with a gross annual household income of less than $38,000.

Research Brief #12 – Housing Affordability in Calgary, by Age (July 14, 2004)

This Research Brief presents detailed statistical data on housing affordability in Calgary for households with an "Aboriginal primary household maintainer" by the average Age of the Primary Household Maintainer (i.e., head of household) in The City's "low-income target group."

Research Brief #13 – Housing Affordability in Calgary, by Age, for Households with an Aboriginal Primary Household Maintainer (July 21, 2004)

This Research Brief presents detailed statistical data on housing affordability in Calgary for households with the "presence of disability in the household" (i.e., among one or more members of the household) by the average Age of the Primary Household Maintainer (i.e., head of household) in The City's "low-income target group."

Research Brief #14 – Housing Affordability in Calgary, by Age, for Households with the Presence of Disability in the Household (July 28, 2004)

Research Briefs on Housing Affordability, by Sex

This Research Brief presents detailed statistical data on housing affordability in Calgary by the Sex of the Primary Household Maintainer (i.e., head of household) for all households in The City's "low-income target group."

Research Brief #15 – Housing Affordability in Calgary, by Sex (August 4, 2004)

This Research Brief presents detailed statistical data on housing affordability in Calgary by the Sex of the Primary Household Maintainer (i.e., head of household) for households with an "Aboriginal primary household maintainer" in The City's "low-income target group."

Research Brief #16 – Housing Affordability in Calgary, by Sex, for Households with an Aboriginal Primary Household Maintainer (August 11, 2004)

This Research Brief presents detailed statistical data on housing affordability in Calgary by the Sex of the Primary Household Maintainer (i.e., head of household) for households with the "presence of disability in the household" (i.e., among one or more members of the household) in The City's "low-income target group."

Research Brief #17 – Housing Affordability in Calgary, by Sex, for Households with the Presence of Disability in the Household (August 18, 2004)

Research Summaries on Affordable Housing and Homelessness

The City of Calgary produces periodic *Research Summaries* on subjects related to affordable housing and homelessness. Among these short reports, documents that are "data based" are updated when new data become available.

RS-01 – Affordable Rent and Home Ownership Limits for Calgary, 2006 (2007)
RS-02 – Homelessness in Calgary (2007)
RS-03 – Homeless Families (2004)
RS-04 – Affordability Challenges for Calgary Renter Households (2007)
RS-05 – Trends in Affordable Home Ownership in Calgary, 1980-2000 (2006)

Homelessness: From Prevention to Cure

A 10-Year Plan to End Homelessness in Calgary

In January 2007, the Calgary Committee to End Homelessness was established by 24 Calgary corporate, government and community leaders to develop a 10-year plan to end homelessness in the city. The committee will be building on a planning model developed by the National Alliance to End Homelessness and promoted by the U.S. Interagency Council on Homelessness being implemented in over 230 American cities and counties. The plan designed for Calgary will be delivered by mid-2008.

At the press conference announcing this initiative, Calgary Mayor Dave Bronconnier stated that "bringing together all sectors of our community, along with all three orders of government, offers an excellent opportunity to develop a long-term strategy for tackling homelessness in Calgary. The City of Calgary fully supports this initiative."

Ending Homelessness in Calgary Summary
Ending Homelessness in Calgary Report

Building on Past Efforts

Although Calgary's first Count of Homeless Persons was conducted in 1992 (when five people were identified in a street count and a total of 447 people were identified to be homeless), it was 1996 when the first community forum took place to discuss issues and possible solutions to this important social issue. Since then, the Calgary community has worked together to create and refine its understanding of homelessness and its responses.

Many efforts have focused on the care of the homeless, as seen in the following milestones:

- The ongoing *Biennial Counts of Homeless Persons* (with the 2004 Report establishing a new baseline by presenting its findings in the context of 12 years of historical data and a more complete understanding of the range of housing now available for homeless people)
- The establishment of the Calgary Homeless Foundation in 1998 to bring together the private, public and not-for-profit sectors to work together to overcome homelessness
- Community plans to address homelessness in 1998 and 2003 (now within the purview of the Calgary Homeless Foundation)
- Funding programs from the National Homelessness Initiative beginning in 1999 and the Canada-Alberta Affordable Housing Partnership Initiative beginning in 2002
- The opening of a range of emergency and transitional facilities including the Calgary Drop-In Centre and the Salvation Army Centre of Hope in 2001, and
- A range of research and analysis, from the *Street Speaks* survey of homeless persons by individuals who had previously been homeless themselves (1996), to substantial *Calgary Homelessness Studies* in 1997 and 2002, *Interagency Shelter User Counts* in 2000 and 2002 that tracked full-year shelter utilization, and The City of Calgary's extensive research on affordable housing and homelessness.

Since The City of Calgary does not have a mandate to shelter the homeless, but is deeply committed to the range of efforts which create and sustain a vibrant, healthy, safe and caring community, it is focusing its efforts on homelessness prevention through the Family and Community Support Services program, and on affordable housing as a key element in both the prevention and cure of homelessness.

City of Calgary Homelessness Strategy
Paying to Shelter the Homeless
Cost of Housing at a Glance, 2006
Affordable Housing Vignettes (2006)
Straight Talk about Affordable Housing (2006)

Appendix C
United Way Research on Affordable Housing and Related Topics

A range of research and policy work on affordable housing, homelessness, and poverty has been produced by The United Way of Calgary and Area, Sustained Poverty Reduction Initiative (SPRI), as described below. This research is not available online.

For more information on this work, please e-mail the United Way at:

homelessreasearch@calgaryunitedway.org

Reports that are Directly Relevant to Affordable Housing and Homelessness

Research Reports

Sustainable Affordable Housing Literature Review (February 2006)

This paper makes a business case for the sustainability of affordable housing.

Cash Corner and Casual Labor Study (June 2006)

Examines best practices to informal day labour centre and makes recommendations for Calgary's Cash Corner.

Public Transit for Low-Income Populations (January 2006)

Scans Canadian municipalities and provinces on their approaches to affordable transit and makes a case for action in Alberta and Calgary.

Preliminary Research on Public Private Partnerships (PPP) in Affordable Housing (March 2006)

Brief scoping of key learnings from successful PPP in affordable housing.

Scan of Affordable Housing Policy Initiatives Underway (April 2006)

Spring 2006 affordable housing policy developments across Canada.

Promising Policies in Affordable Housing Literature Review (April 2006)

Extensive review of promising policies from major think tanks and academic literature on affordable housing.

Promising Policies in Strong Neighborhoods and Communities (February 2006)

Extensive review of promising policies from major think tanks and academic literature on promoting strong neighborhoods and communities.

Community and Neighborhood Literature Review (March 2006)

Critical analysis of neighborhood literature and recommendations for United Way strategies.

Secondary Suites as a Tool to Address Affordable Housing Needs in Alberta (May 2006)

Scan of secondary suites' initiatives across Canada, local developments, best practices and recommendations.

Promising Practices in Affordable Housing: Homeless Youth Supports (June 2006)

Synthesis of best practices for homeless youth supports for independence.

Calgary Community Engagement in Public Policy focusing on Affordable Housing (September 2006)

Summary of consultations with 60 agencies and groups engaged in policy advocacy, teasing out affordable housing relevant issues and strategies.

Policy Briefs

Meeting the Need for Affordable Housing and Sustainable Employment in Calgary (March 2006)

Describes Calgary context, makes the case and offers recommendations for affordable housing for and sustainable employment as key for continued economic growth.

SPRI Policy Positions to Federal Government on Affordable Housing (June 2006)

Recommendations to federal government on incentives, funds, land and leadership regarding homelessness and affordable housing (e.g., ongoing funding, tax changes to create incentives).

SPRI Policy Positions to Provincial Government on Affordable Housing (June 2006)

Recommendations to provincial government on policy change, leadership, funds, and land regarding homelessness and affordable housing (e.g., MGA to allow inclusionary zoning, secondary suites, development process incentives).

SPRI Policy Positions to Municipal Government on Affordable Housing (June 2006)

Recommendations to City on zoning, land, funding regarding homelessness and affordable housing (e.g., secondary suites, incentives, inclusionary zoning).

Federal Government Housing Commitments and Implications: Analysis of Federal Housing Trusts (September 2006)

Examines 2006 housing trusts and implications locally.

Affordable Housing and Homelessness – Year 1 Government Asks (October 2006)

Key year one asks to three levels of government.

Implementing Inclusionary Zoning in Calgary: Policy Brief (November 2006)

Scan of inclusionary zoning policies across Canada, best practices, recommendations locally.

Legalization of Secondary Suites: Implementation Recommendations Brief (November 2006)

Scan of secondary suites implementation practices and policies across Canada, best practices, recommendations locally.

Statistical Analyses

Relevant statistics and trends on affordable housing and homelessness.

Housing by the Numbers…2007 Calgary Housing Trends (January 2007)

Affordable Housing in Calgary: Current Trends and Implications (July 2006)

Homelessness Trends: 2004 and 2006 Homeless Count Findings (July 2006)

Homelessness Across Alberta: A Synthesis of Recent Homeless Count Data and Next Steps (August 2006)

Homeless Count Methodologies: Differences across Alberta and Next Steps towards Gaining an Accurate Picture of Homelessness in the Province (August 2006)

Mental Health, Addictions, and Working among Calgary's Homeless: Quick Facts (November 2006)

Reports on Topics Related to Affordable Housing and Homelessness

Research Reports

Calgary Family and Sexual Violence Sector Review: Building a New Vision Final Report (June 2004)

Scan of trends in family and sexual violence sector, gaps and recommendation for future work.

Conversations for Change: An Overview of Services for Immigrant Children and Youth in Calgary (May 2004)

Scan of services available for immigrant children and youth, plus trends, gaps and future directions.

Sustained Poverty Reduction: The Case for Community Action (March 2005)

Looks at the trends in Calgary regarding poverty, risk factors, costs of poverty, case for action and recommendations.

The Costs of Poverty – A Report to the United Way of Calgary and Area (June 2004)

Estimates the social and economic costs of poverty in our city.

Vulnerable Youth in Calgary: Environmental Scan (July 2006)

Examines in detail risks faced by Calgary youth, extensive facts on current trends.

Low-Income Worker Investigative Study (April 2006)

Investigates economic well being related issues (low pay, poor working conditions, foreign credentials, need for training), scans relevant policies, and makes recommendations.

Overview of Microloans (September 2005)

Review of microloans programs, best practices and recommendations.

Consideration of Re-Investment Funding of the National Child Benefit Policy in Alberta (January 2006)

Examines issue of National Child Benefit clawback, scans other provinces, and makes case to end reinvestment in Alberta.

Promising Policies for Economic Well-Being (April 2006)

Literature review of promising policies on topics including worker protection and informal labour.

Lone Parent (Mother) Families Exiting Social Assistance to Employment: A Review of Welfare-to-Work Promising Practices (August 2006)

Review of best practices for social assistance to work transition for lone mothers and recommendations for Alberta context.

Promising Policies for Child Poverty (March 2006)

Review of promising policies focusing on reducing child poverty.

Best Practices and Processes: Community Economic Development through a Social Inclusion Lens (September 2006)

Review of best practices for community economic development across Canada and provides recommendations.

Refugees in Calgary: A Preliminary Scan of Current Demographics, ESL and Employment Training Needs (September 2006)

Scan of issues faced by Refugees in Calgary and preliminary recommendations.

Best Practice for Immigrants' Services (October 2006)

Review of best practices for immigrants in Calgary based on literature reviews.

***Learnings from U.S. Initiatives to End Homelessness: Avoiding the Pitfalls of Implementation* (Draft). (January 2007)**

A summary of implementation successes and issues for 10-year plans to end homelessness.

Policy Briefs

SPRI Policy Positions to Provincial Government on NCB [National Child Benefit] (June 2006)

SPRI recommendation to end clawback of NCB to the Province.

SPRI Policy Positions to Provincial Government on Informal Day Labour (June 2006)

SPRI recommendation to strengthen legislation and implementation for informal day labour in Alberta.

SPRI Policy Positions to Provincial Government on Employment Standards (June 2006)

SPRI recommendation to strengthen legislation and implementation for employment standards in Alberta.

SPRI Policy Positions to Provincial Government on Social Assistance Fast Tracking Application Process (June 2006)

SPRI recommendation to streamline and expedite social assistance applications in Alberta.

Welfare Policy Brief (October 2006)

Comparison of social assistance in Alberta with other jurisdictions.

Federal Policy Recommendations Regarding Employability in Canada: Brief to the Standing Committee on Human Resources, Social Developments and the Status of Persons with Disabilities (October 2006)

Recommendations to federal government regarding creation of working income tax credit, employment for people with disabilities, employment training for Aboriginal people.

House of Commons Standing Committee on Finance Pre-Budget Consultations on Canada's Place in the Competitive World: Submission by Sustained Poverty Reduction Initiative (October 2006)

Recommendations to federal government regarding creation of working income tax credit, employment for people with disabilities, employment training for Aboriginal people.

Statistical Analyses

Relevant statistics and trends on poverty, social assistance, and employment in Calgary and Alberta.

Poverty Facts: Statistics on Current Trends (May 2006)

Poverty in Alberta: Facts, Analysis and Implications (July 2006)

Employment Facts: Did you Know? A Federal, Provincial and Municipal Look (September 2006)

Welfare Facts: Did You Know? (September 2006)

Refugees in Calgary: A Preliminary Scan of Current Demographics, as well as ESL and Employment Training Needs (September 2006)

Aboriginal People in Calgary: Key Facts (December 2006)

Immigrants in Calgary (August 2006)

Policy Updates

Syntheses of key developments for three levels of government.

Federal Government Policies and Priorities 2007 (January 2007)

Federal Government Policies and Priorities 2006 (March 2006)

2006 Policy Scan: 3 Levels of Government, and Federal Opposition Parties (March 2006)

Analysis of 2006 Federal Speech from the Throne (March 2006)

Analysis of 2006 Federal Budget (March 2006)

$1B in Federal Cuts (October 2006)

Premier Ed Stelmach: Leadership Priorities, Cabinet and Commitments (January 2007)

Alberta Provincial Leadership Candidates' Policy Positions (November 2006)

2006 Province of Alberta Priorities and Policy Directions (March 2006)

Analysis of 2006 Provincial Budget (March 2006)

Government of Alberta 2006-09 Priorities for All Ministries (May 2006)

Government of Alberta Ministry Contacts and Key Responsibilities (May 2006)

2006 City of Calgary Priorities and Policy Directions (March 2006)

Appendix D
Annotated Bibliography of Select Research Papers

This appendix presents key findings from a selection of significant research reports on homelessness. Links to the full reports are provided wherever possible. The information presented is organized into the following categories:

- Who are the Homeless?
- Routes into Homelessness
- Costs of Homelessness
- Paths Out of Homelessness, and
- Targets for Ending Homelessness.

Some reports are citied more than once because they provide valuable information relevant to more than one of the categories listed above.

Who are the Homeless?

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

This report details the National Alliance to End Homelessness' framework for developing 10-year plans to end homelessness. Its plan is built on the premise that the current homeless assistance system "can neither prevent people from becoming homeless, nor change the overall availability of housing, income and services that will truly end homelessness." While mainstream social programs (e.g., welfare, mental health care, substance abuse treatment, and so on) do have the ability to prevent and end homelessness, "the very existence of the homeless assistance system encourages these mainstream systems to shift the cost and responsibility … to the homeless assistance system." This report sets out a framework for developing a 10-year plan to end homelessness, including four key steps and background information on who is homeless and the cost of homelessness.

General Snapshot of the Homeless Population

The National Alliance to End Homelessness recommends that in order to embark on a 10-year plan to end homelessness, it is necessary to understand the needs and characteristics of various sub-populations within the homeless population. It finds that the most significant sub-groups are families and single adults. A national survey of homeless assistance providers and clients found that about half of the individuals who experience homelessness over the course of a year live in a family unit.

- About 38% of those homeless in the course of a year are children
- Homeless families reported their major needs were for assistance finding a job, assistance finding affordable housing, and financial help for housing
- The services homeless families were most often provided with were clothing, transportation assistance, and help in getting public benefits, and
- Only 20% of homeless families reported that they received help in finding housing.

Half of all people who experience homelessness are single adults, and most enter and exit the system fairly quickly. However, a portion of these individuals essentially live in the homeless assistance system or in a combination of shelters, hospitals, jails, prisons, and on the streets.

- About 9% of single adult shelter users enter the system nearly five times a year and stay nearly two months each time
- This homeless sub-group utilizes about 18% of the system's resources
- A further 10% of single adult shelter users enter the system just over twice per year, spending an average of 280 days per stay – essentially living in the system – and using almost half of the system's resources
- Their main needs were assistance finding a job, assistance finding affordable housing, and financial help for housing
- The most common services single adult shelter users reported receiving were clothing, transportation assistance, and help accessing public benefits, and
- Only 7% reported receiving assistance finding housing.

Gardiner, Helen P., and Kathleen V. Cairns. 2002. *2002 Calgary Homelessness Study: Final Report, October 2002.* Calgary: Calgary Homeless Foundation.

www.calgaryhomeless.com/files/pdf/Calgary%20Homelessness%20Study%202002.pdf

The *2002 Calgary Homelessness Study* built upon the findings of the *Calgary Homelessness Study* of 1997. Carried out between April and September 2002, the 2002 study had three goals:

1. To update information about the characteristics of the homeless population in Calgary
2. To map the current homelessness system, identify how individuals and families move through the system, and identify gaps in the system, and
3. To develop a profile of the population at risk of becoming homeless by identifying the factors that may precipitate homelessness for individuals and families.

A core research team from the Centre for Community Services at the University of Calgary (Division of Applied Psychology) worked with community stakeholders to structure a randomized and stratified survey sample of the homeless population in Calgary (from a wide variety of facilities and street locations). The stratified sampling process was possible only for the *absolutely homeless* population as community partners were most knowledgeable about this group and the relative proportions of demographic sub-groups could be verified against baselines in other jurisdictions. Due to a lack of information about the *relatively homeless* population, the research group simply ensured that each demographic sub-group of relatively homeless persons included at least five individuals. This sampling process was not ideal by research standards; however, the intention was to begin the process of understanding this group, rather than to obtain a statistically verifiable representative sample.

The stratified survey sample ensured that perspectives from homeless individuals in all sectors were heard (e.g., youth, seniors, families, Aboriginal, and so on). It should be noted that due to the stratified sampling method used, ***the demographics of the sample group cannot be generalized to create a demographic profile of the entire homeless population*** in Calgary, as those criteria were selected in advance and not obtained through a randomized procedure. However, the proportions were supported by the consensus opinion of community stakeholders working with the homeless population in Calgary and by recent literature.

The survey involved:

- 309 homeless individuals – 238 ***absolutely homeless*** and 71 ***relatively homeless***
- 61 individuals who had been ***homeless in the city more than once*** participated in a follow-up clinical interview
- A sample size of 275 was needed for sampling error to be +/- 5% at the 95% confidence interval
- The stratified sample (for which demographic subgroups were identified by providers) found that 85% of survey participants were single, 35% were Aboriginal, and 10% were women fleeing violence
- Since data collected were used to make recommendations about how to prevent homelessness and/or shorten its duration, solutions proposed may be based on method of problem definition.

While the demographic composition of the survey sample cannot be generalized to Calgary's homeless population overall (due to the stratified sampling method used), ***some characteristics of the sample can be generalized*** (e.g., mental illness and addictions issues) since these were allowed to emerge out of the random sample.

Characteristics that emerged from the survey participants:

- 26% of all homeless individuals surveyed had a ***mental health problem*** (vs. 25% reported in the literature reviewed for the study)
- 69% of all homeless individuals surveyed had a history of ***substance abuse*** (vs. 50% reported in the literature reviewed for the study)
- 32% of the absolutely homeless population surveyed had been h***omeless for more than one year but less than five years***, and
- 8% of the absolutely homeless population surveyed had been continuously homeless for more than five years and were considered to be ***chronically homeless*** by the study team.

Among the *absolutely homeless* surveyed:

- 50% were working full-time, part-time, or occasionally
- 16% had been born in Calgary and had lived in the city all their lives
- 73% had lived in Calgary for less than 15 years
- 10% had been in Calgary for less than one month
- 28% had been in the city for more than one month but one year or less
- 12% had lived in Calgary for more than 15 years but were not born in the city, and
- 22% were from British Columbia, the most frequently reported province of origin for those not born in Calgary.

Among the *relatively homeless* surveyed:

- 28% were working full-time, part-time, or occasionally
- 24% had been born in Calgary and had lived in the city all their lives
- 59% had lived in Calgary for less than 15 years
- 6% had been in Calgary for less than one month
- 20% had been in the city for more than one month but one year or less
- 17% had lived in Calgary for more than 15 years but were not born in the city, and
- 20% were from British Columbia, the most frequently reported province of origin for those not born in Calgary.

Among the *absolutely homeless* individuals surveyed, the most frequently cited reasons for coming to Calgary were:

- 62% – economic reasons including work
- 20% – looking for a better life (including fleeing difficult situations)
- 16% – social connections (relatives, friends or families lived here or moved here)
- 7% – better access to services (health or social services, including schools)
- 6% – more / better shelter accommodations
- 5% – transient (traveling though Calgary and stopped), and
- 2% – seasonal patterns (respondent always comes here for part of the year).

Among the *relatively homeless* individuals surveyed, the most frequently cited reasons for coming to Calgary were:

- 39% – social connections (relatives, friends or family lived here or moved here)
- 25% – looking for a better life (including fleeing difficult situations)
- 16% – economic reasons including work
- 14% – better access to services health or social services, including schools), and
- 2% – more / better shelter accommodations.

City of Calgary. 2006. *Results of the 2006 Count of Homeless Persons in Calgary: Enumerated in Emergency and Transitional Facilities, by Service Agencies, and On the Streets, 2006 May 10*. Calgary: The City of Calgary, Community and Neighbourhood Services.

2006 Count of Homeless Persons in Calgary (Full Report)

- The 2006 Count of Homeless Persons in Calgary was the eighth biennial count of homeless persons undertaken by The City of Calgary and homeless service providers in the city. A total of 3,436 homeless individuals were enumerated on the night of May 10, 2006. The number of homeless persons indicates that homelessness continues to grow in the city, as it has for each subsequent count since the first in 1992. There were 32% more homeless persons counted in 2006 than in 2004.
- On the night of the 2006 count, 82% (2,823) of homeless persons enumerated were staying in facilities, 5% (184) were counted by service agencies (all hospital emergency departments in the city, emergency social services and children's services, the Calgary Police Service's Arrest Processing Unit, the Calgary Remand Centre, and Calgary Transit), and 12% (429) were staying on the streets. Of those in facilities, 49% were staying in emergency beds and 51% were staying in transitional beds.
- More male than female homeless persons were counted. Male homeless persons represented over three-quarters of those counted (78%), though differences were seen depending on the location where they were enumerated. In facilities, 77% of those counted were male and 23% were female. Of those enumerated by service agencies, 84% were male and 16% were female. On the streets, 81% were male and 19% were female.
- Overall, the most common age group for homeless persons enumerated was 25 to 44, with 46% of all homeless persons counted observed to be in this age group. While the age distribution of those enumerated by service agencies is difficult to analyze due to the high percentage of those who could not be assessed by age, a comparison of persons enumerated in facilities and on the streets shows some notable differences. Though the majority of persons staying in facilities were working age adults aged 25 to 44, all age groups were represented.

- Among those counted on the streets, an even greater majority were working age adults aged 25 to 44, while the rest of the homeless population staying on the streets was mainly in the young adult (ages 18 to 24) and middle-aged adult (ages 45 to 64) categories. Few children (3), youth (14), or seniors (8) were counted on the streets.
- Over two-thirds of all persons counted were observed to be Caucasian. However, Aboriginal persons were disproportionately represented among the homeless population compared to Calgary's Aboriginal population overall (3%). Of the 3,436 homeless persons enumerated, 68% were Caucasian, 17% were Aboriginal, and 9% were members of a visible minority group. The remaining 6% could not be assessed by population group.
- Families are defined "as a couple, a couple with one or more children, or a lone adult with one or more children." A total of 145 homeless families were enumerated on the night of the count, with 83% of these staying in facilities, 1% counted by service agencies, and 16% counted on the streets.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

Between May and December 2005, interviews were conducted with 148 individuals who were currently homeless. Of these, 111 people participated in a quantitative survey and 37 people were engaged in a longer qualitative interview. In addition, 19 formerly homeless individuals were interviewed to investigate routes out of homelessness. Finally, representatives of homeless-serving agencies and currently and formerly homeless individuals were interviewed to examine the services and supports available in the city. The study was designed to address three major objectives:

1. ***Routes into homelessness*** – identifying barriers to accessing housing and supports that result in and prolong homelessness
2. ***Routes out of homelessnes***s – identifying successful routes out of homelessness, and
3. ***Examination of services and supports*** (including making recommendations for improvements to the system and identifying barriers to creating change) – examining homelessness-related supports and services from the perspectives of currently and formerly homeless people, as well as from the perspective of a sample of individuals working in mainstream and not-for-profit agencies.

The survey sample of 148 currently homeless individuals cannot be generalized to the entire homeless population in Red Deer, as this number was not known at the time and the research design stipulated that the sample be comprised of a *representative number* of individuals registered with the local women's emergency shelter (which may have led to over-representation of females in the overall sample). However, the study does report that a good representation of the currently homeless population was achieved. At Red Deer's main shelter for sober homeless persons, 85% of clients (35 of 40) served over a one-month period were surveyed. Interviews with formerly homeless persons are not as representative due to the small sample size and sampling method used.

Among the *currently homeless* population surveyed:

- 65% were male and 35% were female
- 55% were between the ages of 25 and 44 years
- 52% were single and 28% were separated or divorced, and
- One-third self-identified as Aboriginal.

Almost three-quarters of the currently homeless population surveyed had arrived in Red Deer within the past five years:

- 29% had been homeless for two weeks or less
- 10% had been homeless for one year or longer
- 78% had used an emergency shelter previously
- 43% had slept on the streets at lease once, and
- 57% had experienced more than one homeless episode.

Almost one-third had spent time in foster care as a child or youth (compared to an estimated 1.1% of the provincial child/youth population). In addition:

- 32% reported having a current substance addiction, while 33% reported having a previous substance addiction
- One-third reported a suspected or diagnosed mental illness
- 18% reported having both a substance addiction and poor mental health
- 38% reported having a major medical condition, and
- 51% reported at least one prior period of incarceration.

Routes into Homelessness

There are a number of ***root causes*** that are known to contribute to homelessness and marginalization.

Individual Circumstances

- ***Poverty*** (and the intergenerational effects of poverty on educational attainment, employment, parenting, and so on)
- ***Mental illness*** (26% in *2002 Calgary Homelessness Study*, 25% in literature reviewed for the study)
- A range of ***addictions*** – substance abuse, gambling, and so on (69% in *2002 Calgary Homelessness Study*, 50% in literature reviewed for the study)
- The so-called ***"dual diagnosis" of mental illness*** **and** ***addictions***
- Persons ***fleeing violence***
- ***Relocating to seek employment*** – for single individuals, usually males, as well as for entire families, many of whom are recent immigrants who move from elsewhere in Canada and who have atypical kinship patterns (e.g., large number of children and/or extended family, therefore requiring accommodation that is larger than that typically found in the Calgary rental market), and
- ***Population group*** – visible minorities are thought to be underrepresented among the absolutely homeless, whereas Aboriginal persons are generally over-represented compared to their relative proportion in the resident population of the city.

Systemic Issues

- ***Federal and provincial withdrawal from non-market (social or subsidized) housing initiatives*** starting in the mid-1980s, followed by new funding in 1999 directed to community-based initiatives to address the burgeoning problem of homelessness seen nationally. and new affordable housing programs in 2002 (slow uptake due to loss of community capacity in the intervening years)

  Note: Canada's housing system is now the most private-sector market-based of any Western nation.

- Provincial ***deinstitutionalization of psychiatric patients*** who were housed in specialized facilities up until the early 1990s, without the concomitant transfer of comparable funding levels to community-based service providers

  Note: In the *2002 Calgary Homelessness Study*, Gardiner and Cairns (2002: 40-41) report that 26% of all homeless individuals surveyed in Calgary had a mental health problem and 69% of all homeless individuals surveyed had a history of substance abuse. The literature they reviewed found that about 25% of homeless individuals had a serious mental illness and that about 50% have a history of substance abuse.

- ***Low-income due to: low earned income*** (minimum wage versus living wage); ***scaled-back and clawed-back federal and provincial social support benefits*** such as Income Supports, Assured Income for the Severely Handicapped (AISH), Employment Insurance, and child and family benefits (National Child Benefits and Supplements, child care subsidies, etc.); or ***lack of income for those leaving the foster care or child welfare systems*** (e.g., youth aged 16 to 17) ***and those exiting prison***, and

- The ***high cost of housing*** (owned and rented) compounded by ***low vacancy rates***.

  Note: Canada Mortgage and Housing's 2006 *Rental Market Report* for Calgary states that for a two-bedroom apartment in an existing structure in Calgary, the average rent increased by 19.5% in October 2006 over the previous year. Vacancy rates plummeted to an all-time low of 0.5%. The drop in rental vacancies is attributed to Calgary's robust economy in which jobs were being created, the unemployment rate remained near record lows, and rising wages attracted many newcomers to the city. Net migration to Calgary in 2006 reached 25,794, a staggering 89% gain over 2005 "and the strongest performance on record." A contributing factor leading to a reduction in rental vacancies was the shortage of "resale active listings" early in the year, "prolonged construction periods for new units, and escalating prices in both the new and resale markets" (CMHC, 2006: 3).

Hulchanski, J. David. 2002. "Housing Policy for Tomorrow's Cities." In Seidle, F. Leslie (ed.). *The Federal Role in Canada's Cities: Four Policy Perspectives*. Family Network Discussion Paper No. F|27. Ottawa: Canadian Policy Research Networks Inc. Section C.

CPRN Publications Search

Changing federal government policies on affordable housing have played a major role in the affordable housing shortage and extent of homelessness seen today:

- **1938-1949** – The *National Housing Act* was established in 1938 but not implemented until amendments were made in 1949.

- **1949-1963** – the federal government was not significantly involved in the provision of social housing. During this period, only 12,000 public housing units were built, largely to offset public criticism regarding the lack of housing for low-income Canadians.

- **1964-1984** – The federal government built 200,000 public housing units and established a variety of housing initiatives, including non-profit and co-op housing programs, as well as a native housing program.

- **1984-1993** – A withdrawal of the federal government from providing housing assistance for low-income Canadians.

- **1993** – All funds for social housing were cut from the federal budget. Most provinces, including Alberta, followed suit.

Since the early 1990s, the need to address homelessness and provide affordable housing in Canada has become increasingly acute. The federal government responded as follows:

- **1999** – A National Homelessness Initiative was established as a cross-departmental program to provide funding to assist communities in addressing homelessness at the local level through the Supporting Community Partnerships Initiative (SCPI).[3]

National Homelessness Initiative Website

Provincial Homelessness Website

- **2002** – An Affordable Housing Partnerships Initiative (AHPI) agreement was signed by Canada Mortgage and Housing Corporation and Alberta Seniors, Housing Division. This federal-provincial agreement provides funding over five years to help increase the supply of affordable housing in the province.

Provincial Affordable Housing Website

- **2006** – The SCPI initiative was renewed for the period 2003 to 2006.

- **2006** – A new Homelessness Partnering Strategy (HPS) [replacing SCPI] has been created under the auspices of the National Homelessness Initiative, and will be funded at $270 million over two years.

Homelessness Partnering Strategy Press Release Website

One result of changes in housing policy over the past two decades is that "Canada's housing system is now the most private-sector market-based of any Western nation, including the United States, where intervention on behalf of homeowners is extensive." A 1996 Cambridge University study that compared the housing systems and policies of 12 Western nations found that, compared to all other countries, "Canada has an essentially free market approach to housing finance. Owner-occupation has the advantage of not paying capital gains tax, whilst there is very little support for investment in the private rental sector, and tenants receive very little support in paying rents." As Hulchanski (2002: 7) concludes:

> The growing gap between the rich and poor Canadians has increasingly manifested itself in the housing system. There is a great deal of *social need* for housing, but the households in need lack the money to generate effective *market demand*. Public policy decisions since the mid-1980s have exacerbated the problem and have failed to respond to several harmful trends. The most extreme manifestation of the housing and income inequity problem in Canada is homelessness. **Homelessness is not *only* a housing problem, but it is *always* a housing problem.** The central observation about the diverse group of Canadians known as 'the homeless' is that they are people who once had housing but are now unhoused. Canada's housing system once had room for virtually everyone; now it does not.

Jackson, Andrew. 2004. *Home Truths: Why the Housing System Matters to All Canadians.* Ottawa: Canadian Centre for Policy Alternatives and the Canadian Housing and Renewal Association.

CHRA Website

Canada's "housing system" is comprised of both home owners and renters, and there is a growing gap between the median incomes and wealth of these two groups (Jackson, 2004: 1). The housing system in Canada cannot be left to the market because the market cannot provide enough affordable supply to meet demand. If left to the market, the housing system can create segregation based on income polarization. As Jackson explains (2004: 13):

[3] Federal partners at the outset of the National Homelessness Initiative were Human Resources and Skills Development Canada, the Department of National Defense, Health Canada, Indian and Northern Affairs Canada, Citizenship and Immigration Canada, and Justice Canada.

Housing markets largely determine where households are located in relation to other socioeconomic groups, social networks, and community resources, and this spatial sorting by income will be greatest when the housing system is most market-driven, and when the distribution of income and wealth is most unequal. At the extreme, sorting can become segregation and isolation from the mainstream in ghettos for the very poor on the one hand, and secession of the affluent from the social mainstream on the other.

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

One of the four key steps in developing and implementing a plan to end homelessness is to "close the front door." This means to prevent homelessness by making public social support programs such as welfare, health, mental health, and substance abuse programs more accountable for the outcomes of their most vulnerable clients. Many homeless people are clients of more than one public social support system, or wards of the criminal justice system or child welfare system. These systems are often oversubscribed and underfunded relative to their responsibilities and are forced to shift responsibilities and costs elsewhere. The homeless assistance system has provided such an opportunity.

To prevent routes into homelessness, mainstream public social programs must be more effective in "closing the front door" to homelessness. The National Alliance to End Homelessness finds that there are two strategies that can address this issue:

1. Demonstrate that although shifting responsibility for homeless people to the homeless assistance system may seem to be cost efficient, it is actually more costly overall for the public social support systems.
2. Reward systems for improving their outcomes as measure by homelessness by, for example, providing incentives to programs which reduce the number of their clients or wards who become homeless.

Gardiner, Helen P., and Kathleen V. Cairns. 2002. *2002 Calgary Homelessness Study: Final Report, October 2002.* Calgary: Calgary Homeless Foundation.

www.calgaryhomeless.com/files/pdf/Calgary%20Homelessness%20Study%202002.pdf

Respondents were asked to report the general cause(s) of their homelessness. The most frequently reported causes among all respondents were: health problems, rent was too high, family problems (including abuse), lack of supported housing, and landlord problems/eviction. When asked what specifically caused their current homelessness, having ***insufficient funds for rent was key for all respondent groups***.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

A number of reasons were cited by *currently homeless* respondents for their current homeless episode. Fully ***94% of respondents cited not being able to afford a damage deposit for housing*** as the main reason or part of the reason they were homeless. Other factors contributing to the current homeless episode were financial circumstances including unemployment (52%), substance addiction (23%), and domestic violence (11%), as well as disability, mental health problems, and physical health issues.

Costs of Homelessness

National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years.* Washington, DC: National Alliance to End Homelessness.

www.mycommunityinformation.com/housing/10yearplan.pdf

The National Alliance to End Homelessness reports that there is a misconception that placing homeless people in shelters is the least expensive way of meeting basic needs since people who are homeless often use a variety of public systems (e.g., heath, prisons and jails, emergency shelters, and so on) in an inefficient and costly way. This report gives a number of examples of the costs of homelessness to these public systems, as well as examples of the lost opportunity costs of homelessness. The table below summarizes these examples.

Type of Cost	Organization Reporting	Explanation of Costs
Public Health	New England Journal of Medicine (1998)	A study of hospitalization and medical treatment costs among the homeless population in New York City found that homeless individuals spent an average of four days longer per hospital visit than did comparable non-homeless people, and cost an additional $2,414 per hospitalization.
	Annals of Internal Medicine (1992)	The Honolulu Urban Homeless Project found 1,751 homeless adults were responsible for 564 hospitalizations and $4 million in admissions costs. Their rate of psychiatric hospitalization was over 100 times their non-homeless counterparts. An estimated additional $3.5 million or about $2,000 per person was spent.
Justice System	University of Texas (1991)	A two-year study of homeless individuals found $14,480 was spent per person, primarily for overnight jail costs.
Emergency Shelter	U.S. Department of Housing and Urban Development (1994)	The cost of an emergency shelter bed funded by the department's Emergency Shelter Grants program was approximately $8,067 *more* than the average annual cost of a federal housing subsidy.
Lost Opportunity Costs	Pace University (1995) (Dr. Yvonne Rafferty)	Dr. Rafferty compiled earlier research on the education of homeless children and found that: • 43% of children in homeless families were not attending school • Test scores were below the general population • The future productivity and career prospects of homeless children may suffer due to poor education experiences, making the effects of homelessness far longer lasting than just the time spent in shelters.

Pomeroy, Steve. 2005. *The Cost of Homelessness: Analysis of Alternate Responses in Four Canadian Cities*. Prepared for the National Secretariat on Homelessness. Ottawa: Focus Consulting Inc.

http://www.homelessness.gc.ca/research/toolkit/docs/cost_four_cities_e.pdf

The primary research question is the relative cost of addressing homelessness through institutional and emergency response systems (e.g., hospitals, treatment centres, emergency shelters) compared to purposefully designed community based support and affordable housing. The study analyzed data from four Canadian cities – Toronto, Vancouver, Montreal and Halifax. Cost estimates were developed for a variety of responses to homelessness, based on current practices and case studies of existing service providers in those cities. The cost analysis includes both existing responses – from institutional through emergency, supportive, and independent living – and potential new developments.

Two approaches were used to analyze costs. The first examined a cross section of existing institutional, emergency, transitional, independent living, and supportive housing options in each city, with costs extracted from recent financial statements or obtained directly from operators. An issue was identified in utilizing this approach that resulted in the development of a second step to this approach. It was found that existing providers typically operate in premises that are either owned outright by the operator or are funded and receive ongoing subsidies based on historic building costs that are no longer realistic. Consequently, the second step in analyzing the costs of these existing responses was to develop cost estimates assuming the premises were built at today's costs.

The second approach estimated the cost of creating new residential facilities, which were assumed to carry ongoing subsides to fully amortize the capital cost of this new development. This was based on the assumption that any rent payments used to support operating and mortgage financing were derived from income assistance and are thus an indirect additional public cost.

In both approaches, support service costs were added to the property's operating and debt servicing costs to determine total ongoing cost estimates. More than one sample project for each response was used to generate cost estimates so that a range of service levels and operating experiences were represented. Consultation with provider experts helped ensure that the range was cross-sectional. The current costs derived were then compared to a range of institutional and emergency operations on a per day and annualized basis.

Findings

Pomeroy's analysis found that supportive housing can be more cost effective than an array of emergency services (confirming findings from earlier research undertaken in 1998 and 2000). The current average costs per person per year (based on existing facilities) across the four cities were:

- $66,000 to $120,000 for ***institutional responses*** (prison, detention, and psychiatric hospitals)
- $13,000 to $42,000 for ***emergency shelters*** (cross section of youth, men's facilities, women's facilities, family facilities, and shelters for victims of violence)
- $13,000 to $18,000 for ***supportive and transitional housin***g, and
- $5,000 to $8,000 for ***affordable housing without supports*** (singles and family).

While costs are separately identified for each of the four cities examined, the analysis is not intended to provide comparisons between cities. Rather, the objective is to illustrate the order of magnitude of costs across the continuum of responses. While significant variations within each category were found across cities, the pattern of the relative cost *across response categories* was found to be the same in each city. Some additional highlights across the four cities include:

- The cost gradient is highest for institutional uses, moderately high for emergency services, and lowest for supportive and permanent housing – even when support costs are factored in.
- Overall costs tend to be significantly higher for institutional responses than for community/residentially based options – even when a fairly high level of service is provided by the latter. The cost of institutional responses is often well in excess of $200 per day.
- The cost of emergency shelters also tends to be higher than community/residentially based options. Emergency shelter costs are approximately $25 to 110 per day (costs vary significantly by client type).
- Cost estimates for transitional and supportive housing, while including a wide range of options due to the diversity of client types, are lower than both institutional and emergency shelter costs – even at the high end of about $60 per day.

Also discussed in this report are the findings of a recent Australian literature review which examined research on the cost of homelessness. The Australian review covers research – primarily from North America – published up to the end of 2002.

Pomeroy also reviews a number of studies undertaken more recently. Selected examples of the studies reviewed are summarized in the following table. While a number of Canadian studies were also reviewed, analysis revealed methodological concerns in some of them (e.g., accurate data limited to only a small portion of the study sample, difficulty accessing cost data). Those studies are not profiled here. For more detailed information, see Pomeroy's full report and:

Berry, Mike, *et al*., 2003. *Counting the Cost of Homelessness: A Systematic Review of Cost Effectiveness and Cost Benefit Studies of Homelessness*. Melbourne: Australian Housing and Urban Research Institute, RMIT Research Centre.

AHURI Publications Search

Study	Findings on the Costs of Homelessness
Culhane, D., S. Metrauz, *et al*. 2002. "Public Service Reductions Associated with the Placement of Homeless Person with Severe Mental Illness in Supportive Housing." *Housing Policy Debate* 13(1): 107-163.	Homeless individuals placed in supportive housing experienced marked reductions in shelter use, hospitalization, and time incarcerated, with a total cost reduction of 40% in the cost of services utilized as compared to that used in the period before placement.
Eberle, M., D. Kraus, D. Hulchanski, and S. Pomeroy. 2001. *Homelessness: Causes and Effects*. Volume 3. The Costs of Homelessness in British Columbia. Vancouver, BC: Ministry of Community, Aboriginal and Women's Services.	Service and shelter costs for homeless individuals in the study sample ranged from $30,000 to $40,000 per person over a one-year period. It was found that cost savings of about 30% could accrue from providing stable housing to homeless persons.
Weinstein, B., and T. Clower. 2000. *The Cost of Homelessness in Dallas: An Economic and Fiscal Perspective*. Denton, TX: University of North Texas, Centre for Economic Development and Research.	Public and private providers spent over $20 million annually to provide service to 4,000 homeless in Dallas. The study also linked homelessness to decreased land values. It found that $4.1 million in tax revenue was lost due to depressed land prices in the southern sector, where there is a higher concentration of visible homelessness and shelters.
City of Toronto. 2004. *City of Toronto Hostel Operations Review.* Report of the City Auditor General, June 20, 2004. Toronto: City of Toronto, Community and Neighbourhood Services.	It was found that shelters continue to house many homeless individuals at high costs for extended periods of time when these individuals could be better served at a lower cost if they were more effectively transitioned from shelters into supportive and affordable housing.
Gallant, Gloria, Joyce Brown, and Jacques Tremblay. 2004. *From Tent City to Housing: An Evaluation of The City of Toronto's Emergency Homelessness Pilot Project*. Toronto: City of Toronto, Community and Neighbourhood Services.	Toronto's Emergency *Homelessness* Pilot Project (EHPP) provided long-term homeless individuals with access to private rental housing, together with appropriate support services. Housing costs associated with the EHPP were lower that those in either City-operated emergency shelters or private rooming house accommodations, despite EHPP tenants' receiving larger and fully self-contained units. Support costs were about half those for comparable levels of support in shelters. Other benefits (for which cost estimates were not determined) were that EHPP participants were more likely to have health cards and have seen a doctor in the past year than those in the comparison group. At the same time, the EHPP group was less likely to have used emergency wards or be hospitalized for medical or psychiatric services.
The Lewin Group. 2004. *Costs of Serving Homeless Individuals in Nine Cities*. Prepared for the Partnership to End Long-Term Homelessness. New York: Corporation for Supportive Housing.	The cities examined in this study were Atlanta, Boston, Chicago, Columbus, Los Angeles, New York, Phoenix, San Francisco, and Seattle. Cost differences between supportive housing and institutional options (e.g., jail, prisons, mental health facilities, etc.) were found to be dramatic. In most cities studied, jail and prison costs were at least double that of supportive housing, mental health facilities were at least 10 times higher than supportive housing, and emergency hospital treatment costs were substantially higher still. The study concluded that, overall, supportive housing is a cost-effective alternative to chronic homelessness.

Wellesley Institute. 2006. *The Blueprint to End Homelessness in Toronto: A Two-Part Action Plan*. Toronto: The Wellesley Institute.

Summary Report: http://wellesleyinstitute.com/theblueprint

Detailed Policy Framework: The Framework for the Toronto Blueprint

The Blueprint to End Homelessness in Toronto is a two-part plan to move thousands from homelessness into homes, to meet the growing need for affordable homes over the next decade, to create thousands of new homes annually, and to provide rent subsides to tens of thousands of low- and moderate-income households. The plan engages all levels of government, along with partners from the community and business sectors.

The first part of the plan is to move half the homeless population who use emergency shelters into homes, which would require about 1,850 rent supplements at a cost of $15.5 million annually. However, this cost would be easily offset by the expected $43 million in annual shelter savings. The second part of the plan is a 10-year strategy involving seven steps to create affordable housing. A target of 4,500 new homes, 2,000 supportive housing units, 8,600 renovated homes, and 9,750 rent supplements is set. Also targeted are emergency relief options, eviction prevention, and an effective inclusive planning strategy. The combined capital and operating cost would be $837 million to be cost-shared among all levels of government. These costs would be significantly offset by the return on investment in reduced program spending and increased property, income, sales and payroll taxes. The following table lists the baseline data used to set targets in the Toronto *Blueprint*.

Data Source	Data and Methods Used for Establishing Costs
City of Toronto's Shelter, Housing and Support Administration, April 2006	Number of people in Toronto's homeless shelter system = 3,700 Note: This includes only those in the shelter system. The number of homeless persons counted in The City's official homeless count undertaken in 2006 was 5,052.
Ontario Ministry of Finance, Ontario Population Projections Update, April 2006	Number of affordable homes needed = 1,200 to meet existing need plus 3,300 annually for projected population growth
Statistics Canada, Census of Canada, 2001	Number of rental dwellings in need of major or minor repairs = 173,000
City of Toronto's Shelter, Housing and Support Administration, April 2006	Number of rent subsidies offered annually to new households on Toronto's social housing waiting list = 4,000
City of Toronto's Shelter, Housing and Support Administration, 2006 budget	City budgets $159 million annually for homeless shelters and services, of which $105 million comes from the province. The City also budgets $13.5 million for capital improvements.
(1) Ontario Rental Housing Tribunal, 2005 (2) Linda Lapointe, *Analysis of Evictions Under the Tenant Protection Act*, City of Toronto, 2004	Number of households that faced eviction in Toronto (in 2005) = >30,000 (As many as two-thirds end up in shelters or among the "hidden homeless.")
City of Toronto's Shelter, Housing and Support Administration, 2006 budget	Estimated annual emergency shelter costs, per person = $23,185
From Tent City to Housing: An Evaluation of The City of Toronto's Emergency Homelessness Pilot Project, June 2004	Estimated annual rent supplement costs, per person (to secure private rental accommodation) = $8,415
City of Toronto's Shelter, Housing and Support Administration, 2006 budget	Estimated annual social (subsidized) housing costs, per person = $2,399
Source not cited.	Approximate cost of a typical modest new affordable home in Toronto = $140,000 (The single biggest operating cost is financing. A capital grant of $75,000 on a home would cut financing costs and create new homes at or near the average market rents. Rent supplements would also be required to make these homes truly affordable.)

Carlucci, Paul. 2004. "A Fix for Homelessness." *EyeWeekly.com*. July 8, 2004.

http://www.eyeweekly.com/eye/issue/issue_07.08.04/city/homelessness.php.

This article details the cost savings and non-monetary outcomes of Toronto's Emergency Homelessness Pilot Project (EHPP), a provincially-funded, city-run program begun in the fall of 2002 to move homeless persons living in the city's "Tent City" to market-rate apartments through the use of rent supplements. Evidence from the program indicates that this approach can benefit the drug-addicted, mentally ill, and otherwise "hard to house" homeless persons, that rent supplements are more cost-effective than the shelter system, and that this type of approach has better outcomes for participants.

The article reports that there are 4,598 shelter beds in Toronto and that each bed costs taxpayers $53.88 per night, or $19,666 per year. In comparison, the average rent for a one-bedroom apartment in the city is $800 per month, or $9,600 per year. Adding to that the supports necessary at a cost of about $2,031 per year, the cost of housing a homeless person in the EHPP program was $11,631, an annual savings of $8,035 over the emergency shelter option. Expanding the EHPP program from a pilot project to a permanent program, as recommended, would result in considerable savings.

Non-monetary outcomes from the EHPP include improved eating habits, mental health status, and quality of life, as well as stable housing.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

The Red Deer Plan does not include an analysis of the costs of homelessness.

City of Calgary. 2005. *Centre City Asset and Event Mapping*. Calgary: The City of Calgary, Community and Neighbourhood Services, Policy and Planning, Social Research Unit.

Centre City Asset and Event Mapping

A random sample of Calgary EMS responses in the Centre City showed that 24% of calls (23 of 96 cases) resulted in bad debt. The reasons for bad debt for patients served in the study area were:

- No Response – 61.6%
- No Contact Possible – 17.4%
- Cannot Pay – 9.0%
- Under $9.99 in Value – 6.0%
- Deceased – 3.8%, and
- Frequent System User – 3.8%.

The most common reason for accruing bad debt in the Centre City study area appears to be *no response* (61.6%). Patients are placed in the 'no response' category when attempts to establish contact have failed, but the address is valid (i.e., not returned to sender). The second most common reason is *no contact possible* (i.e., all attempts at contact have failed, invalid address), followed by *cannot pay* (i.e., patient would like to pay, but cannot afford to because of their low-income situation). While there is no way of knowing if patients whose cases resulted in bad debt were homeless, it is likely given the downtown location and the reasons cited that some of the bad debt cases were homeless persons.

In 2004, the "mean bad debt per individual patient call" for all bad debt patients in Calgary (n=6,920) was $261.26. Based on the randomized sample of bad debt cases arising from the Centre City, it can be estimated (using a 95% confidence interval with a 10% margin of error) that between 1,067 and 2,250 patients in the Centre City study area in 2004 accrued bad debt. When this interval is multiplied by the "mean bad debt per individual patient call" for 2004, the approximate bad debt arising from EMS responses in the Centre City in 2004 was between $278,764 and $587,835 (Calgary EMS, 2005).

Sustained Poverty Reduction Initiative. 2005. *Sustained Poverty Reduction: The Case for Community Action*. Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

SPRI – The Case for Community Action

Reduced health, demeaning life experiences and isolation mean that people who struggle in poverty are not able to contribute to society to their fullest potential. Poor children are almost twice as likely as non-poor children to die in childhood. They are also more likely to have physical and mental health problems, perform poorly or drop out of school, and engage in dangerous behaviours in their teens. Poverty results in increased costs to the health and education systems, to the criminal justice system, and to the local economy through lower spending on goods and services.

In a report on *The External Costs of Poverty: A Conservative Assessment*, authors Shiell and Zhang (2004) of the Centre for Health and Policy Studies, University of Calgary and the Institute of Health Economics estimated that, in purely economic terms, poverty costs upwards of $500 million per year in Calgary. In addition, upwards of $400 million is spent annually on income supports for Calgarians living in poverty. Significant cost savings could be realized by reducing poverty in our city:

- Healthcare savings of at least $3.35 million per year and possibly up to $16.3 million
- Savings of at least $4.9 million per year and perhaps as much as $7.9 million associated with the education system, and
- Savings elsewhere in the economy that could amount to as much as $32.6 million per year.

Sustained Poverty Reduction Initiative. *The Costs of Poverty – A Report to the United Way of Calgary and Area*. Calgary: United Way of Calgary and Area, Sustained Poverty Reduction Initiative.

SPRI – The External Costs of Poverty

- Increased costs of health care in Calgary of at least $3.35 million per year and possibly as much as $16.3 million
- Increased costs associated with the school system of at least $4.9 million and perhaps as much as $7.9 million, and
- Costs elsewhere in the economy could amount to as much as $32.6 million per year.

Paths Out of Homelessness

Arizona Housing Commission. 2000. *The State of Housing in Arizona, 2000*. Phoenix: Arizona Department of Commerce.

www.housingaz.com/UPLOAD/HsgReprt.pdf

The Arizona Housing Commission (2000: 36) lists the top 35 barriers to housing affordability identified by stakeholders. The top five are: (1) the lack of and high cost of private land; (2) the lack of rehabilitation and infill construction subsidies; (3) the lack of both a coordinated response to problems and effective partnerships; (4) the lack of and high cost of rural infrastructure; and (5) economic development / low wages [which acknowledges the importance of household income rather than focusing only on issues related to housing supply].

Berry, Mike. 2001. *New Approaches to Expanding the Supply of Affordable Housing in Australia: An Increasing Role for the Private Sector*. Melbourne: Australian Housing and Urban Research Institute, RMIT Research Centre.

Berry (2001: 27-28) discusses the barriers to investment in the rental market, which include low returns, high risk, high management costs, illiquidity, poor market information, and no track record. The way for government to ameliorate this situation, he suggests, is to find ways of reducing the gap between the required and actual rate of return facing potential investors in rental housing.

AHURI Publications Search

Cairns, Kathleen V., and Helen P. Gardiner. 2003. *Solutions: Strategic Initiatives to Create an Organized Path Out of Homelessness in Calgary*. Calgary: Calgary Homeless Foundation.

Solutions Report (2003)

This report is the culmination of the secondary analysis of sector-specific data gathered during the 2002 Calgary Homelessness Study, and focuses on identifying and prioritizing strategic initiatives to reduce or eliminate homelessness in Calgary. These initiatives focus on the longer-term goal of removing people from homelessness and reducing dependence on emergency responses. It is important to note that **the solutions proposed are based on the way the problems were defined in the *2002 Calgary Homelessness Study*** (Gardiner and Cairns, 2002). The following five strategic initiatives are proposed:

1. ***A "scholarship" program for those with no addictions and no mental illness, including the working poor:*** This would be directed toward homeless individuals who are most likely to transition successfully to stable housing if provided with short-term instrumental assistance and other supports (24% of the sample in the *2002 Calgary Homelessness Study*) and includes four levels of service:
    - Providing for instrumental needs
    - Developing single-room hostel facilities
    - Providing daycare, and
    - Assisting the "first time" homeless with eviction prevention.

2. ***Strategies for at-risk and homeless children and youth:*** This initiative is similar to the first but is targeted to homeless and at-risk children and youth. It includes the following components:
    - A street-youth health centre with outreach support
    - Assistance for independent living, and
    - A family shelter and program.
3. ***Strategies for the mentally ill homeless population:*** This includes the following components:
    - Meet with the Calgary Health Region and the provincial government to implement an Assertive Community Treatment (ACT) team specific to the mentally ill homeless
    - Use an outreach mental health team to assist those with less severe, but still substantial mental illness with accessing appropriate treatment and housing facilities
    - Increase residential "dual diagnosis" [addictions and mental health] treatment programs
    - Develop a "harm avoidance" facility for treatment-resistant dual-diagnosis individuals, structured around an "efficiency apartment" model, and providing 24-hour security and 18-hour support staffing, and
    - Develop second-stage supported housing for those who complete addiction treatment and do not have severe and persistent mental illness, and those who are mentally ill but being effectively managed in the community by the ACT and/or Community Extension Team (CET) programs.
4. ***Strategies for those with the "dual diagnosis" of personality disorders and addictions:*** This initiative is designed to address the needs of the remaining group of homeless individuals who have personality disorders plus addictions. These individuals are disproportionately represented in the core or chronic homeless population and need more complex interventions. Specific components of this initiative include:
    - Develop a Calgary drug court, modeled on the programs developed in Vancouver and Toronto
    - Develop long-term, supported transitional housing for those leaving completed substance abuse treatment programs, and
    - Develop a program for detoxification that can be used as a complementary service to the drug court and transitional housing (e.g., a facility/service similar to Winnipeg's Mainstreet program).
5. ***Prevention of homelessness:*** Primary and secondary prevention programs must be in place to ensure that at-risk children and youth do no continue to join the homeless population. Components include:
    - Additional resources for schools (e.g., early identification and assistance for children with mental health and/or addictions precursors), and
    - Create a task force on primary prevention to work on the implications of the homelessness model and on other supporting research for early childhood interventions to prevent child and family homelessness.

McLean, Linda. 2005. *Seeking Sanctuary: An Exploration of the Realities of Youth Homelessness in Calgary: Summary Report*. Calgary: Broadview Applied Research Group Inc.

Youth Homelessness Report

The study finds that an effective response to youth homelessness will require the participation of a range of services, agencies and institutions working collaboratively within and across sectors. In addition, the solutions will be found in a comprehensive approach that incorporates prevention, early intervention, crisis and transitional supports, and harm reduction initiatives. Specifically, the report makes the following 37 recommendations (McLean, 2005: 7-12):

Philosophical Recommendations

1. Extend the same rights to protection, access to the necessities of life, and opportunities for optimal development to all children ages 0-18. Given the developmental delays (e.g., emotional, psychological, social, intellectual and physical) that in-care and homeless children and youth present with, the prevailing discourse imposes unrealistic expectations of maturity, independence, and capacity on young people ages 12-18.
2. Emphasize strength and asset-based philosophies that recognize the adaptive nature of behaviours among street-involved youth in the context of their reality, as well as their innate strengths and potential resiliency. (Delivery of services to street-involved youth is frequently deficit-based and focuses on presenting behaviours as pathological or destructive.)
3. Children and youth who experience homelessness are survivors of various forms of abuse and/or trauma (e.g., emotional, physical, sexual, economic). Recognize the impacts by offering models of service that situate opportunities for healing at the core of service delivery.
4. Reject artificial chronological definitions of maturity in order to effectively serve the youth population. Children and youth mature and develop at an individual pace and many homeless youth experience delays in their development. Extend protection, supports and services to youth beyond the age of 18 where indicated by need.
5. View youth homelessness as an indicator of chronic homelessness and street-involvement in adulthood where adequate intervention is absent or ineffective. Without effective intervention, homeless youth become homeless adults.
6. Homeless youth were once part of a family and their current situation often stems from family conflict. Assist families of homeless youth in accessing support and opportunities for respite, parent education, counseling, relief from poverty and non-punitive in-home intervention. Helping families is central to reducing the incidence of youth homelessness.
7. Create a broad initiative modeled on the "Senior's Connect" program to serve families and youth at risk. A "Youth Connect" program would focus specifically on raising awareness and enhancing skill levels among community members and staff in sites where youth are present about the issue of youth homelessness, risk factors, "what to look for," available resources, and strategies to approach and engage youth. Target audiences for awareness-raising could include teachers, librarians, transit staff, community centre staff, convenience store staff, Parks and Recreation staff, and so on.

Programmatic Recommendations

8. Programs serving homeless youth must be based on compassion and acceptance, as homeless youth report high degrees of alienation. Programs ideally should offer services based on the following order of priority: *Safety* (physically, emotionally, spiritually); *Basic Needs* (food, shelter, clothing, medical and dental care, transportation); *Opportunities for Healing* (counseling, prayer, rest, supportive dialogue, addictions treatment, holistic health); and *Opportunities for Growth and Development* (life skills, education, employment, volunteering, hobbies).
9. Existing programs offer a range of services and supports. However, there are notable gaps in accessibility and relevance to the needs of homeless youth. Agencies and programs should examine their policies and mandates relative to access, flexibility, relevance, client needs and abilities, and alignment with successful practice models.
10. Evidence from literature, research, and practice indicates that there must be an increased emphasis on prevention and early intervention among youth at-risk of homelessness and street-involvement.
11. Increase programming that utilizes harm reduction models and approaches to effectively engage youth who have been street-involved and homeless on a long-term basis.
12. Improve effective coordination and "case-management" for individual youth using services across the sector.

13. Programs are frequently under-resourced and unable to meet the range of complex needs that homeless youth present with. In particular, adequately fund residential programs for non-status homeless youth in order to offer 24-hour support to youth residents. Specialized supports, including psychological counseling, assessments, mental health services, and addictions treatment should be readily available to clients.

14. Offer more programs and services in geographic locations outside the downtown core. Evidence from service providers and youth indicates that many homeless youth remain in their home communities for long periods of time, sleeping at friend's homes or in familiar public locations. Consequently, these youth may not access *any* services until they have exhausted local and informal supports. By the time a young person appears in the core to access existing services, they may have been unstably housed for months and opportunities for early intervention will have been missed, increasing risks and vulnerabilities.

15. Homeless youth could be better served through more opportunities for "one-stop shopping" in program service models. Wherever possible, offer a range of services and supports at the point of engagement for a homeless youth.

16. Recommendations from the Province of Alberta's "Youth in Transition Policy Framework" (2001) should be implemented and incorporated into programming addressing the needs of status and non-status homeless youth.

17. Potentially expand on existing programs and services to allow access to youth up to the age of 24.

Funding Recommendations

18. Make funding flexible in order to allow programs to meet the diverse and complex needs of homeless youth. Highly prescriptive funding, which prevents the use of funds in response to changing needs, is a barrier to effective programming.

19. Fund programs for homeless youth on an ongoing basis. Both capital and operational funding are required. Annual, short-term and pilot funding does not support the development of effective service models.

20. Funding limits and amounts must allow for adequate resourcing of programs. Existing funding does not allow for salary levels necessary to attract and retain qualified, experienced staff in front-line positions within youth-serving agencies.

21. Consider the potential positive impact of discretionary dollars for the provision of non-essential goods and services to homeless youth in residential programs. Available funding is not sufficient to realistically provide for the survival and development of homeless youth, particularly those in residential programming. In most settings, funding allows for provision of very basic needs but does not provide for less essential items such as clothing, recreation, or small amounts of discretionary allowances. This perpetuates the impact of poverty.

Accountability Recommendations

22. Expectations and measures of success should be highly individual and developed in accordance with a sensitivity to the complexity of issues that homeless youth face. Existing expectations and measures of success for homeless youth and the agencies who serve this population are frequently unrealistic and unattainable.

23. Youth serving agencies should give consideration to theory of change models in determining access policies and measures of success. Homeless youth frequently engage with and leave programs multiple times before making significant progress in their transition away from street life. In the context of theory of change literature and models, repeated engagement and "relapse" in the change process has been shown to increase chances of successful transition. Repeated engagement should be regarded as a positive indicator.

24. Measures of success that are reflective of middle-class, mainstream values, beliefs, definitions and experiences are inappropriate to working with homeless youth. Government and non-profit agencies should adapt indicators, measures, and expectations to better reflect alternative definitions of progress and success appropriate to marginalized populations, and to promote sensitivity to the strengths and assets of homeless youth along a continuum of developmental capacity and ability.

25. Assessment instruments utilized with at-risk youth will incorporate homelessness as a key indicator of ongoing risk in the transition to adulthood. This should include children and youth who have been homeless with their family and those who have been homeless alone.

26. Continued research and tracking of the societal costs related to homeless youth who become homeless adults should be supported and used to further develop a business case for addressing youth homelessness.

Human Resource Recommendations

27. Staff working with homeless youth need internal agency models of support and professional development that help them manage stress, deal with boundary issues, and avoid burnout.

28. Front-line staff working with homeless children and youth must be adequately trained, supported ,and supervised by experienced, highly qualified, and accessible senior staff members.

29. Specialized training that sensitizes front-line staff to the realities of youth homelessness should be mandatory.

30. Administrators and staff within agencies serving children and youth should be provided with training related to asset-based practice models.

31. Specific expertise in the area of training and sensitization to the issue of trauma and post-traumatic stress should be incorporated in all staff training.

32. Decision-making policies and criteria related to a child or youth's request for services are inconsistently applied and highly dependent on individual staff discretion and judgment across non-profit and government agencies. Clarity and consistency with respect to the application of policies, procedures, rights, obligations and mandates is essential. Homeless youth who experience inconsistency in staff decision-making and the application of policies and procedures perceive this as prejudicial, and frequently disengage entirely from services rather than cope with what they define as "judgmental" service philosophies.

Sectoral Recommendations

33. Access to services across systems (e.g., health, education, social services, children's services, public housing, justice) must be coordinated. Homeless children and youth frequently must attend to the demands of multiple systems in order to access the full component of services necessary for their well-being. Without this coordination, many children and youth do not receive the benefits and supports they are entitled to, and many simply disengage because they are frustrated and overwhelmed.

34. Sub-populations within the population of homeless youth appear to have been overlooked because of the lack of coordination or partnership within and across sectors. Sub-populations of note include youth with mental health and/or addictions issues, youth with developmental disabilities, Aboriginal youth, and immigrant youth. Increased attention to inter-sectoral partnerships and collaborative service provision would have a positive impact on reaching these individuals.

35. Joint planning between agencies serving homeless adults and agencies serving homeless youth should be implemented.

36. The Community Action Committee (Calgary Homeless Foundation) can build upon the strengths of its Sector Committees by engaging in multi-sector planning and research that examines homeless issues along an age continuum.

37. Inter-sectoral policy analysis and advocacy should play a central role in planning, funding and decision-making related to youth homelessness services.

Downie, Raymond, Randy Thornhill, and Keith Stewart. 2006. *Responding to the Needs of Calgary's Chronic Homeless and Inebriate Population in the City Core: Developing a "Call for Action."* Prepared for City Core Solution Project Working Group. Calgary: Broadview Applied Research Group Inc.

Not available online.

The recommendations offered by this report aim to guide a more effective and humane response to the needs of chronically homeless and inebriated individuals, as well as a more effective response to the needs of the broader community. The following recommendations are set out:

1. ***Prepare a Winter Response for emergency shelter for homeless public inebriates***, given lack of capacity to shelter this population.

2. ***Develop a safe haven for chronically homeless and inebriated individuals*** to move them off the street, at least temporarily, and provide a compassionate environment in which to "sober up" and access support and treatment services. Target Calgary's inner city as a starting point.

3. ***Provide supportive housing for chronically homeless and inebriated individuals***. Develop a Housing First model for Calgary for the chronically homeless inebriate population, linking housing with support services.

4. ***Improve data bases and programs*** for measuring homelessness and evaluating the effectiveness of intervention methods.

5. ***Adopt a case management approach*** for responding to the service needs of chronically homeless and inebriated individuals. Use a cross-agency collaborative and organized approach to service delivery.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

The most common responses from ***currently homeless persons*** when asked what would be needed to maintain stable housing included: subsidized rent (75%), access to emergency funds (56%), and being permitted to use drugs/alcohol in the house (45%).

In interviews with 19 ***formerly homeless individuals***, four key "turning points" emerged as most influential in exiting homelessness:

- ***Increased income*** – successful application for income support benefits or an increase to existing benefits, gaining employment, etc.

- ***Access to affordable housing*** – receiving help from not-for-profit organizations in locating and applying for social housing, invitation from a friend to share accommodation, etc.

- ***Flexibility in damage deposit and rent payment*** – paying what they could afford for damage deposit, paying in installment or delaying rent payment until they got paid, etc.
- ***Accessing services and support for addictions and mental health challenges***.

Targets for Ending Homelessness

Wellesley Institute. 2006. *The Blueprint to End Homelessness in Toronto: A Two-Part Action Plan*. Toronto: The Wellesley Institute. (see p. 43)

Summary Report: http://wellesleyinstitute.com/theblueprint

Detailed Policy Framework: The Framework for the Toronto Blueprint

Sources for Comparative Targets for Calgary:

Calgary Homeless Foundation. 2003. *The Calgary Community Plan 2004-2008: Building Paths Out of Homelessness.* Calgary: Calgary Homeless Foundation.

Community Plan (2003)

City of Calgary. 2002. *City of Calgary: Corporate Affordable Housing Strategy*. Approved 2002 July 17 (CPS2002-57). Calgary: The City of Calgary, Corporate Properties and Community Strategies.

Affordable Housing Strategy

Total Target: A total of 9,800 new housing units comprised of 4,500 *affordable housing units* (1,200 for current need and 3,300 annually for population growth), 2,000 *supportive housing units*, and 3,300 new *low- and moderate-income homes* developed through inclusive planning; as well as 8,600 renovated homes per year; 9,750 new rent supplements per year; ongoing emergency relief; and homelessness prevention through the use of rent and energy banks

Who is Responsible: Partnerships between The City of Toronto, community and private sectors, and the federal and provincial governments

Capital Costs: $585 million – $335.5 million already committed; $249.5 million in new funding

Operating Costs: $252 million – $160 million already committed; $92 million in new funding

Funding Options: $837 in combined capital and operating dollars – federal share is $316.75 million, provincial share is $417.25 million, and municipal share is $103 million

Method Used to Create Target: Described below for each program

Similar Data for Calgary: Described below for each program

Target: 4,500 affordable housing units (1,200 for current need and 3,300 annually for population growth)

Who is Responsible: City of Toronto to administer funding for community-based non-profit and co-op housing

Capital Costs: $337.5 million (see method below for how this figure was derived)

Operating Costs: Covered by rents

Funding Options: Current unallocated commitments: $120 million from C-48 funds; $200 million from AHP [or AHPI, Affordable Housing Partnerships Initiative]. Other options include reinvestment of part of federal housing surplus; federal and Ontario governments to cost-share, with municipal contribution.

Method Used to Create Target: Population projections show Toronto will need 3,300 new affordable homes annually; another 1,200 new homes are needed now to meet the existing need. Current target = 4,500 units. The approximate cost of a typical modest new affordable home in Toronto = $140,000. The single biggest operating cost is the financing. A capital grant of $75,000 on a home would cut financing costs and create new homes at or near average market rent. Rent supplements [not included in per unit cost estimate – see below] would also be required to make these homes affordable. $75,000 x 4,500 homes = $337.5 million.

Similar Data for Calgary: The Calgary Community Plan (2003) sets a target of 1,000 new transitional units and 2,000 non-market units for 2004-2008. The City of Calgary (2002) sets a target of 200 units of non-market housing per year by allocating some municipal funds and facilitating the development of partnerships between private and non-profit housing stakeholders that would enable them to leverage federal-provincial AHPI funds. A limited response from the private and non-profit sectors in taking up AHPI funding meant that Council's goal to create 200 affordable housing units per year was not achieved in 2003. In July 2004, Council approved a short-term affordable housing development strategy as the first phase of a five-year *Affordable Housing Sustainable Resource Management Plan*. Council directed City administration to: (1) take a leadership role in the development of non-market housing; (2) solicit development proposals from the private sector to create new non-market housing units; and (3) identify City owned surplus sites to support the development of City led social housing initiatives. With a target of increasing the non-market rental housing supply by 600 units from 2006 to 2008, The City has committed $20 million over that period.

Affordable Housing Sustainable Resource Management Plan: Short Term Strategy (2004)

Note: With Calgary's current economic climate, the capital grants required would far exceed the $75,000 per unit costs estimated by Toronto. Parai, *et al*. (2005) discuss *comparative investment costs* (capital build, capital acquisition and renovation, rent supplements, and income supplements).

Affordable Housing Options: Rent and Income Supplements (2005)

Target: 2,000 supportive housing units

Who is Responsible: City of Toronto and Local Health Integration Networks to coordinate with community-based providers

Capital Costs: $150 million

Operating Costs: $10 million for support plus rents

Funding Options: For capital costs, funding is to come from the overall all capital building fund, with City dollars coming in part from existing reserves and the rest from new spending. For operating costs, the proposal is to expand supportive housing funding from the Ontario Ministry of Health.

Method Used to Create Target: A capital grant of $75,000 is assumed for each home [as part of the overall capital building fund]. In addition, $10 million is assumed for support services (at an average of $5,000 per unit annually).

Similar Data for Calgary: The Calgary Community Plan (2003) recommends that the new housing units developed include supports for persons with persistent mental illness or dual diagnosis, for seniors, and for those with physical and cognitive disabilities. Targets for new transitional housing units – 1,000 over five years – are set for each sector based on the relative size of each sub-group within the homeless community (see p. 17). The City of Calgary has committed $20 million from 2006 to 2008 for its target of increasing the non-market rental housing supply by 600 units over that period.

Target: Renovation of 8,600 homes per year in need of repair (i.e., retention of existing housing stock)

Who is Responsible: City of Toronto to administer housing repair initiatives

Capital Costs: $84 million

Operating Costs: none

Funding Options: Renew and expand federal Residential Rehabilitation Assistance Program (RRAP)

Method Used to Create Target: Toronto has 173,000 homes that need *major* or *minor* repairs. Over 10 years, 8,600 renovations annually would meet the needs of half the homes by targeting low- and moderate-income households.

Similar Data for Calgary: There are 4,990 low-income Calgary households who are overspending on shelter (gross household income of less than $38,000 per year and spending more than 30% on shelter) and live in housing that is in need of major repairs. In this group are 3,355 renter households and 1,635 owner households.

Research Brief #06 – Housing Adequacy in Calgary (2004)

The City of Calgary is also working to maximize the number of housing units that can be repaired each year under Canada Mortgage and Housing Corporation's Residential Rehabilitation Assistance Program (RRAP).

Affordable Housing and RRAP (2004)

Target: 9,750 new rent supplement subsidies (added to the current 4,000 subsidies for a total of 13,750 rent supplement subsidies per year)

Who is Responsible: City of Toronto and social housing providers to administer new subsidies

Capital Costs: none

Operating Costs: $60.5 million

Funding Options: Government of Ontario to expand its rent supplement block grant to Toronto, and offset costs with savings from reduced shelter, hospital and jails spending.

Method Used to Create Target: About half the new supplements would subsidize occupants of new homes to ensure mixed-income neighbourhoods. The rest would go to households in existing housing who cannot afford their rent. Toronto's social housing waiting list offers rent subsidies to about 4,000 households. Added to the annual target of 9,750 new supplements, 13,750 households would be helped every year.

Similar Data for Calgary: The Calgary Community Plan (2003) recommends expanding the current Private Landlord Rent Supplement (PLRS) program and increasing the private donor program currently associated with homeless families to increase the number of individuals and families who are able to access non-market housing. The *City of Calgary Survey of Non-Market Housing* (2005) determined there were 929 PLRS units in Calgary administered by the Calgary Housing Company in January 2005.

For details on the relative costs of rent supplements, see:

Affordable Housing Options: Rent and Income Supplements (2005)

Target: Emergency relief shelters and services – ongoing funding and eventual reallocation of resources

Who is Responsible: City of Toronto and community-based agencies

Capital Costs: $13.5 million

Operating Costs: $159 million

Funding Options: Existing operating funding of $159 million is already allocated. As the shelter population declines, savings can be directed to housing-related initiatives.

Method Used to Create Target: The City of Toronto budgets $159 million annually for homeless shelters and services, of which $105 million comes from the provincial government. The City also budgets $13.5 million per year for capital improvements.

Similar Data for Calgary: The City of Calgary's response to homelessness is three-fold: (1) funding preventive programs through Family and Community Support Services (FCSS), (2) a commitment to increasing the supply of safe and affordable housing, which is a key element in both the prevention and cure of homelessness, and (3) research and advocacy. The FCSS program is a joint provincial/municipal funding partnership, which is administered by The City of Calgary. FCSS funding in support of local agencies and organizations that serve homeless persons is over $1 million dollars annually.

Target: Homelessness prevention through the use of rent and energy banks

Who is Responsible: City of Toronto and community-based agencies

Capital Costs: none

Operating Costs: $22.5 million

Funding Options: Increase existing provincial rent and energy banks to prevent evictions

Method Used to Create Target: More than 30,000 Toronto households faced eviction in 2005

Similar Data for Calgary: FCSS funding in support of local agencies and organizations that serve homeless persons is over $1 million dollars annually.

City of Calgary – FCSS Webpage

A variety of rental assistance, housing support, and utility assistance programs are offered in Calgary.

Inform Alberta Link: Calgary Rent Bank

Inform Alberta Link: Community Housing Support Program

Inform Alberta Link: Youth Assistance in Housing (Yahoo)

Inform Alberta Link: Rental Arrears and Security Deposit Program

Inform Alberta Link: Rental Deposit Assistance

Inform Alberta Link: Utility Assistance

Target: 3,300 new low- and moderate-income homes developed through inclusive planning

Who is Responsible: New planning and zoning tools from City of Toronto to regulate new housing development

Capital Costs: none

Operating Costs: none

Funding Options: Inclusive planning and zoning tools to make sure that 20% of new homes are targeted to the lowest income; next 20% targeted to moderate-income.

Method Used to Create Target: Not stated

Similar Data for Calgary: None.

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de Peuter, Jennifer, and Marianne Sorensen. 2006. *Ending Homelessness in the City of Red Deer*. Prepared for the Red Deer Housing Committee. Edmonton: Tandem Social Research Consulting.

Red Deer 10-Year Plan

Target: No specific targets are identified.

Specific ***targets are not identified***, although the plan sets out a number of planning considerations for the development of a 10-year plan to end homeless in Red Deer, as described below.

Housing Considerations:

- Increase the stock of and access to affordable permanent housing
- Ensure appropriate and affordable housing for active substance users

- Ensure appropriate and affordable housing for women and families
- Review adequacy and supply of transitional housing
- Ensure appropriate and affordable housing for individuals leaving institutional settings, and
- Ensure adequate support for individuals choosing to share accommodations.

Income, Employment and Emergency Assistance Considerations:

- Lobby for enhanced access to, and higher rates of, benefits provided by Alberta Works (social assistance program delivered by the Government of Alberta), and
- Enhance access to health care to facilitate employability.

Improvements to the System of Services and Supports:

- Review access to mainstream services and supports to identify and address barriers
- Enhance inter-agency collaboration and case management
- Enhance provision of ongoing services and supports
- Ensure provision of culturally-appropriate services and supports, and
- Enhance service outcomes measurement and evaluation.

Additional Planning Considerations:

- Provide community stakeholders (i.e., the homeless, service providers) with ongoing updates on the efforts / progress made by the City of Red Deer in the reduction of homelessness
- Increase corporate participation in planning and addressing community needs, and
- Consider further research on specific service needs of individuals with single and multiple episodes of homelessness, on the quantity and type of housing stock required to re-house the city's entire homeless population, and on best practices for the prevention of homelessness.

Appendix E
Innovative Approaches to Ending Homelessness

This information is also provided as a separate document, Fast Facts #FF-05:

FF-05 – Innovative Approaches to Ending Homelessness

Fast Facts on Affordable Housing and Homelessness

This report provides examples of innovative approaches to ending homelessness:

- Innovations from the Kitchener Downtown Association
- Innovations from 10-Year Plans to End Homelessness in American Cities
- Innovative Solutions to End Homelessness in American States, and
- Best Practices in the Planning Categories Proposed by the National Association to End Homelessness.

Innovations from the Kitchener Downtown Association

City: **Kitchener, Ontario**
Population: 190,399 (2001)
Program: **Kitchener Downtown Street Outreach Project**
See Page: n/a
Links: Not available online.

The Working Centre for the Downtown Street Outreach Worker Coordinating Committee. 2006. *Funding for the Kitchener Downtown Community Collaborative "Downtown Street Outreach Project" from the Safe & Healthy Community Advisory Committee Budget.* Report to the Safe & Healthy Community Advisory Committee, October 2, 2006.

The Kitchener Downtown Business Association operates an outreach program for street people. The project is one component of a plan to address six major issues that were identified as creating a negative public perception and fear of the downtown area. The program employs two full-time outreach workers to make contacts with those in the downtown area, who assist people through general support, referrals, crisis intervention, accessing public services (e.g., health, mental health, substance abuse treatment, social assistance, and so on), accessing safe and affordable housing (including supportive housing), connecting with legal services, and searching for employment. The outreach program has proven successful in assisting those most vulnerable in the downtown area to meet their basic needs and move from the street into permanent housing. Program funding is provided in part by The City of Kitchener's Safe and Healthy Community Advisory Committee and Ontario's Trillium Foundation, as well as through in-kind contributions from local agencies and organizations.

City: **Portland, Oregon**
Population: 556,000 (2005)
Program: **Housing Connections – Find Permanent, Affordable Housing Fast**
See Page: 25
Links: www.endhomelessness.org/files/624_file_Portland_OR.pdf
http://www.portlandonline.com/bhcd/index.cfm?c=35250

Housing Connections offers Portland area medium- and low-income residents a listing service that currently includes 52,000 houses and apartments for sale and for rent, owned or managed by more than 1,300 property managers or owners, including public housing agencies and private landlords. Telephone assistance is provided by staff of 211-info, a nonprofit information and referral agency serving the Portland Metro Area, which works in partnership with The City of Portland Bureau of Housing and Community Development to staff the operations of Housing Connections.

City: **Palo Alto, California**
Population: 57,223 (2006)
Program: **Palo Alto Downtown Streets Team, Santa Clara County**
See Pages: 27 and 32
Links: www.collabscc.org/Keys_to_Housing_10_Year_Plan.pdf
www.springboardforward.org/documents/PADFinal.pdf

Create volunteer opportunities, leading to jobs, for unhoused people in Palo Alto. The Palo Alto Downtown Streets Team is a pilot program from the Palo Alto Downtown Business and Professional Association. For the first three to six months of their involvement, members will participate in beautification projects like sweeping sidewalks and planting flowers. While contributing to a better downtown Palo Alto, they will build self-esteem and practice long-term habits necessary for successful re-entry into the workforce. As part of their ongoing involvement, Downtown Streets Team members will also be paired with mentors from Palo Alto businesses and will benefit from professional one-on-one career coaching from Springboard.

City: **Philadelphia, Pennsylvania**
Population: 1,463,281 (2005)
Program: **Bausman Street Independent Living**
See Page: 10
Links: www.phila.gov/oess/homelessness/Final_Plan__Layout__10-06.pdf

www.10000friends.org/designawards/winners/bausman

Increase the stock of high quality permanent affordable and supportive homes, and ensure accessibility to residents and visitors with physical disabilities. Bausman Street Independent Living is a newly constructed supportive housing development designed to complement an existing urban, residential context. It was co-developed by two Pittsburgh-based non-profits, ACTION-Housing, Inc. and Neighborhood Development Ventures, Inc., a supporting organization of South Side Local Development Company. The project was made possible primarily through funding from the U.S. Department of Housing and Urban Development's Section-811 Program. Housing referrals and on-site services for residents are provided in cooperation with three Pittsburgh-based agencies: Mercy Behavioral Health, Residential Care Services, and United Cerebral Palsy of Pittsburgh. Project Merits: Diverse residents – This was HUD-Pittsburgh's first Section-811 project to engage multiple service providers to encourage diversity within one development.

City: **Denver, Colorado**
Population: 575,927 (2006)
Program: **Model Website, Costs of Inaction on Homelessness, Research and Awareness, Track Deaths among People who are Homeless**
See Pages: 5 and 49
Links: www.denversroadhome.org/the_problem.php

www.denversroadhome.org/document/AccomplishmentsToDateJan2006.pdf

www.denversroadhome.org/document/Tenyearplan.pdf

http://mdhi.org/download/files/Final%20DHFC%20Cost%20Study.pdf

The 10 Year plan has a model website to increase awareness, which also profiles the cost of inaction on homelessness. There is also reference to their annual Metropolitan Denver Homeless Initiative Point In Time Count. Staff have developed a coordinated process with the Coroner's Office and Denver Police Department to identify, track and map deaths among people who are homeless. Date, time location, cause of death and co-morbidity factors will be included in this tracking, as well as basic demographic information. Staff are working with several other cities on pilot projects to identify people who live on the streets and are at high-risk of dying. This information will be shared with the Outreach teams in an effort to prevent deaths.

City: **San Jose, California**
Population: 953,679 (2006)
Program: **Accessing Mainstream Benefits & Employment, Santa Clara County**
See Pages: 10-13
Links: www.sanjoseca.gov/purchasing/livwage.asp

www.collabscc.org/Keys_to_Housing_10_Year_Plan.pdf

Living Wage Policy Resolution Number 68900 was adopted in San Jose in June 1999. The city's May 2005 10-year plan builds on the following targets:

- The number of chronically unhoused people earning a living wage will increase by 10% annually in years 1-5, and then by 50% annually between years 6-10.
- Use a Customized Employment model to increase the number of public and private employers who hire unhoused people into jobs that pay, or promote to, a wage sufficient to afford housing. Specifically target efforts to promote the hiring of people who are/have been chronically homeless and those aged 50 and older.

City: **San Diego, California**
Population: 1,311,162 (2006)
Program: **Serial Inebriate Program**
See Pages: 7-12
Links: www.endhomelessness.org/files/618_file_SanDiego_CA.pdf

www.sandiego.gov/cpci/press/040914.shtml

www.aemj.org/cgi/content/abstract/13/5_suppl_1/S105-b

The Serial Inebriate Program strategy offers treatment in a joint City/County-funded program in lieu of custody time obtained from a guilty verdict for public intoxication. Once in treatment, clients are provided with wraparound services designed to help their recovery from alcoholism and begin moving them toward re-entering society as a sober community member. Since its inception, the Serial Inebriate Program (SIP) has secured tangible results that have improved the lives of program participants, while reducing the burden taxpayers incur through police, hospital and emergency costs: 32% of clients entering SIP complete the program. Moreover, a study by the San Diego Police Department's Western Division showed that individual arrests were down 12%, total arrests were down 33%, and arrests per person were down 25% for SIP clients. A sample study on the impact the Serial Inebriate Program had on hospital emergency departments and Emergency Medical Services showed that hospital and EMS contacts were reduced 80% to 90%, while hospital costs were reduced 80%.

City: **Seattle, Washington**
Population: 578,700 (2006)
Program: **DESC Housing Includes Case Management and Support Services**
See Page: 37
Links: www.uwkc.org/newsevents/researchreports/10YPlanPhotos.pdf

www.desc.org/supportive_housing.html

www.desc.org/documents/Jan_2006_Aff_Housing_Financing_MetLife.pdf

This homeless service provider in Seattle has found that simply placing people in housing is unlikely to be effective as a long-term strategy. In response, the Downtown Emergency Service Center (DESC) has developed a variety of housing options, all of which include case management and/or on-site coordination of support services. With these services, DESC clients are much more likely to successfully maintain long-term tenancy. As part of the DESC funding award, The City is requiring the creation of a Good Neighbor Agreement between DESC and the neighborhood. The Office of Housing will lead this effort to identify what both DESC and the neighborhood can do to ensure success of the proposed development.

City: **San Diego, California**
Population: 1,311,162 (2006)
Program: **Partnership – Affordable Housing**
See Page: n/a
Links: www.ich.gov/innovations/index.html#cabuilder

In some parts of San Diego County, there's a new requirement when buying a house: a mandatory charitable contribution by the buyer to assist in meeting the housing needs of homeless people. Lennar Corp., one of the nation's largest builders, now requires homebuyers to make a payment that will be given to local housing organizations chosen by a foundation set up by the builder. Lennar Corp. requires the fee (amounting to 1/20th of 1 percent of the sales price of its new houses) under a program started three years ago in Orange County. Lennar Corp. brought the program to San Diego County two years ago. For a $500,000 house, the amount collected from a buyer would be $250, which is added to the purchase price. Making the required contribution even more unusual is that legal documents recorded with the county require future buyers to fund the trust over the lifetime of the homes.

City: **New York City, New York**
Population: 8,143,197 (2005)
Program: **Pathways to Housing**
See Page: n/a
Links: http://www.endhomelessness.org/content/article/detail/1128

http://www.pathwaystohousing.org/html/overview.html

Pathways to Housing offers scattered site permanent housing to homeless individuals with psychiatric disabilities and addictions. Despite the challenges this population presents, Pathways is unique in that it does not require its residents: to have "graduated" from other transitional programs, have sobriety, or accept supportive services. The vast majority of clients are moved directly from the streets into permanent, private market housing. The program then uses Assertive Community Treatment (ACT) teams to deliver services to clients in their homes. The ACT teams help clients to meet basic needs, enhance quality of life, increase social skills, and increase employment opportunities. The program currently serves over 400 people. Data from 2000 showed that 88% of the program's tenants remained housed after five years. Further, Pathways staff contends that its residents have greater satisfaction with their housing, and greater psychological well-being because they were given a choice as to where to live, and what activities to engage in.

Innovative Solutions to End Homelessness in American States

State: **California**
Program: **Proposition 63**
Links: http://www.endhomelessness.org/content/article/detail/1437

http://en.wikipedia.org/wiki/California_Proposition_63_(2004)

http://www.healthvote.org/index.php/checkup/C26#5

Proposition 63 was a proposition in the state of California on the November 2, 2004, ballot. The ballot measure was officially known as the *Mental Health Services Act*. It passed with 6,191,691 votes in favor (53.8%) and 5,337,216 against (46.2%). It was an initiative statute that levied an additional 1% tax on incomes of $1,000,000 or greater to fund mental health service programs beginning January 1, 2005. Approximately 25,000 to 30,000 taxpayers were to be directly affected by the tax, generating an estimated $750 million in revenue during fiscal year 2005/06. At the time of the election, California income tax rates ranged from 1% to 9.3%, depending on a taxpayer's income level.

State: **Massachusetts**
Program: **Reaching Permanent Housing**
Links: http://www.ich.gov/innovations/index.html#massachusetts

http://www.ncsha.org/uploads/06AW_MA_Home_Encourage.pdf

Friday, August 13, 2004 marked the last day a homeless family was placed in a state-funded motel used as shelter, and demonstrated the results of several state initiatives and investments that brought in new partners and new expectations to its family shelter system. While just one year before the state was spending in excess of $20 million for hotel placements for 599 families, the pilot projects and incentives instituted to change outcomes for homeless families demonstrate partnerships and investments applicable beyond Massachusetts.

For decades, there has been a simmering conflict between municipal officials in Massachusetts and the secondary mortgage market. In a number of instances, this conflict and the associated litigation has delayed or even halted the development of new, affordable for-sale housing in Massachusetts. Specifically, Fannie Mae changed its seller and servicer guidelines effective May 1, 2006 to allow deed restrictions on single-family purchase money mortgages to survive foreclosure.

State: **Georgia**
Program: **$26.8 Million for Homeless Georgia Individuals and Families**
Links: http://www.hud.gov/local/ga/news/pr2005-03-03.cfm

The focus of much of the State's efforts has been on housing for the chronically homeless. Over the last few years, these efforts have included 600 units of permanent housing with 500 units in production, 456 new units underway for the chronically homeless, and more than $7 million in resources other than HUD funds leveraged to address the needs of homeless individuals.

State: **North Carolina**
Program: **Produced a *Field Guide* for the Development Community**
Links: http://www.ncsha.org/uploads/06AW_NC_Rent_Multifamily.pdf

In the *Field Guide to Multifamily Construction*, the North Carolina Housing Finance Agency condensed pages and pages of regulations, requirements, and building codes into a short, user-friendly, illustrated booklet to assist project designers and construction management staff.

The guide helps to ensure that apartments financed with Agency programs are built right the first time and adhere to mandated standards for design, accessibility, and energy efficiency. After an apartment is framed, it is costly to correct errors such as inadequate turning space in a handicap unit. By helping builders understand up front what is required, the *Field Guide* has reduced the need for costly tear-outs and repairs, made inspections by Agency construction supervisors easier, and encouraged cooperation between Agency staff and development teams.

State: **Rhode Island**
Program: **Encouraging New Production**
Links: http://www.ncsha.org/uploads/06AW_RI_Rent_Encourage.pdf

Embracing the concepts of compact development and smart growth, the Housing Finance Agency has undertaken the development of mixed use projects combining commercial and affordable residential. In communities that have not seen any commercial investment in years, these developments combine badly needed new commercial rental and ownership units on the ground floor with new residential above. The impact is immediate as affordable rental units are brought on line on land previously not available for residential development. New commercial opportunities are also created for local merchants and residents of the neighborhoods. The concept is particularly effective within the urban core where disinvestment in arterial commercial development has occurred for decades with the expansion of mall based shopping.

State: **Wisconsin**
Program: **Wisconsin HMIS Implementation Plan**
Links: http://www.endhomelessness.org/files/1397_file_10168_NAEH_ANewVision.pdf
http://www.hud.gov/offices/cpd/homeless/hmis/implementation/models/wi-hmis.cfm

The Division of Housing and Intergovernmental Relations (DHIR) recognized that the data collected about homeless persons in Wisconsin were woefully inadequate. The methodology used to count homeless persons was based primarily on point-in-time monthly census reports from 36 shelter programs, and the quarterly reports submitted by the U.S. Department of Housing and Urban Development (HUD) through its Emergency Shelter Grants program funded agencies. In this methodology, data were collected from about half of the shelter programs. The DHIR acknowledged its need for empirical data about homeless families and individuals, including, to the greatest extent possible, an unduplicated count and tracking of client outcomes to measure program efficacy. The DHIR and local agencies needed quantifiable data in order to better target funds and document the need for additional funds. Wisconsin's efforts to plan and implement a Homeless Management Information Systems (HMIS) are considered a model by HUD.

Best Practices in the 10 Planning Categories Proposed by the National Association to End Homelessness

Key Reference: **National Association to End Homelessness**
http://www.endhomelessness.org/section/tools/communityplans

Plan Essential: **PLAN**

What's Recommended: Your community needs clear strategies focused on ending homelessness.

Who Did It Well: Chicago, Illinois (entire plan + addendum after year 2)
http://www.endhomelessness.org/files/667_file_chicago.pdf

Indianapolis, Indiana (entire plan)
http://www.endhomelessness.org/content/article/detail/650

Plan Essential: **DATA**

What's Recommended: Good data (e.g., Homelessness Management Information System, Point in Time Count, and other demographics and characteristics) is essential for communities to plan to end homelessness, to evaluate programs, and to properly allocate resources.

Who Did It Well: Hartford, Connecticut (page 24)
http://www.endhomelessness.org/content/article/detail/651

Broward County, Florida (pages 29-34)
http://www.endhomelessness.org/content/article/detail/674

Plan Essential: **EMERGENCY PREVENTION**

What's Recommended: Prevention programs like rent, mortgage, utility assistance, case management, landlord and lender intervention, and other strategies can prevent eviction and homelessness in the first place.

Who Did It Well: DuPage County, Illinois (component 2)
http://www.endhomelessness.org/content/article/detail/658

Atlanta, GA (pages 22-26)
http://www.endhomelessness.org/content/article/detail/678

Plan Essential:	**SYSTEMS PREVENTION**
What's Recommended:	Mainstream programs (mental health, substance abuse, TANF [Temporary Assistance for Needy Families], child welfare, etc.) that provide care and services to low-income people and discharge planning from public institutions can prevent homelessness.
Who Did It Well:	Denver, Colorado (pages 2-8) http://www.endhomelessness.org/content/article/detail/659 Quincy, Massachusetts (pages 4-5) http://www.endhomelessness.org/content/article/detail/623

Plan Essential:	**OUTREACH**
What's Recommended:	Outreach can play an important role in reducing barriers to ending homelessness by engaging people who are living on the streets and getting them into housing.
Who Did It Well:	Dallas, Texas (pages 48-49) http://www.endhomelessness.org/content/article/detail/661 Colorado (pages 35-39) http://www.endhomelessness.org/content/article/detail/609

Plan Essential:	**SHORTEN HOMELESSNESS**
What's Recommended:	The shelter and transitional housing system in your community should be organized to reduce or minimize the length of time people remain homeless, and the number of times they become homeless. This requires an alignment of resources to reduce the duration of each spell of homelessness and prevent recurrence.
Who Did It Well:	Broward County, Florida (pages 52-54) http://www.endhomelessness.org/content/article/detail/674 Columbus/Franklin County, Ohio (matrix of goals) http://www.endhomelessness.org/content/article/detail/664

Plan Essential:	**RAPID RE-HOUSING**
What's Recommended:	Housing placement services can address many of the barriers homeless people face like navigating landlord-tenant relationships and dealing with affordable housing shortages.
Who Did It Well:	Broward County, Florida (pages 52-54) http://www.endhomelessness.org/content/article/detail/674 Norman, Oklahoma (pages 21-22) http://www.endhomelessness.org/content/article/detail/634

Plan Essential:	**SERVICES**
What's Recommended:	Services can help individuals and families stabilize following a successful housing placement and provide the supports necessary to ensure that they are able to sustain their housing and access other community-based services.
Who Did It Well:	Atlanta, Georgia (pages 55-70) http://www.endhomelessness.org/content/article/detail/678 Minnesota (page 42) http://www.endhomelessness.org/content/article/detail/605

Plan Essential:	**PERMANENT HOUSING**
What's Recommended:	Preventing a homeless episode or ensuring a speedy transition into stable, permanent housing can result in significant cost savings, especially for chronically homeless people. You must also address the permanent housing needs of extremely low-income people for whom a simple lack of housing is keeping them homeless.
Who Did It Well:	Norfolk, Virginia (page 19) http://www.endhomelessness.org/content/article/detail/635 Indianapolis, Indiana (entire plan) http://www.endhomelessness.org/content/article/detail/650 Cape Cod, Massachusetts (pages 31-34) http://www.endhomelessness.org/content/article/detail/671

Plan Essential:	**INCOME**
What's Recommended:	When necessary in order to obtain housing, your community must assist homeless people to secure enough income to afford rent, by rapidly linking them with employment and/or benefits, and help them to maintain that housing through some form of income.
Who Did It Well:	Austin, Texas (pages 37-40) http://www.endhomelessness.org/content/article/detail/677 Alexandria, Virginia (page 20) http://www.endhomelessness.org/content/article/detail/682

Appendix F
Quick Links to Affordable Housing and Homelessness Resources

This information is also available in a separate document, Fast Facts #FF-06:

FF-06 – Quick Links to Affordable Housing and Homelessness Resources

Fast Facts on Affordable Housing and Homelessness

This document provides a list of organizations with research information on affordable housing and homelessness. Although not exhaustive, this information is intended to provide those seeking to end homelessness in Calgary with access to research to support their decision making. The information is divided into the following categories:

- Calgary Resources
- Alberta Resources
- Other Canadian Resources
- American Resources
- Other International Resources, and
- Sample "Affordable Housing" Communications Sites.

Calgary Resources

Calgary Community Land Trust
http://versalt.com/cclt/

Calgary Homeless Foundation
www.calgaryhomeless.com

City of Calgary, Community and Neighbourhood Services, Research on Affordable Housing and Homelessness
Research on Affordable Housing and Homelessness

City of Calgary, Corporate Properties and Buildings, Affordable Housing
www.calgary.ca/affordablehousing

Homeless Awareness Calgary
www.homelessawareness.ca/

Housing Registry Network
www.lowcostrent.org

United Way of Calgary and Area
www.calgaryunitedway.org/

Vibrant Calgary Communities (VCC), Living Wage Information
www.vibrantcalgary.com/initiatives/living.asp

Alberta Resources

Alberta Housing Coalition
www.albertahousingcoalition.ca/

Alberta Municipal Affairs and Housing, Alberta Affordable Housing Task Force
www.municipalaffairs.gov.ab.ca/ma_1409.htm

Alberta Seniors & Community Supports, Canada-Alberta Affordable Housing Program, Affordable Housing Partnerships Initiative (AHPI)
AHPI Program

Other Canadian Resources

Canada Mortgage and Housing Corporation (CMHC)
www.cmhc-schl.gc.ca

Canadian Housing and Renewal Association (CHRA)
www.chra-achru.ca

Canadian Social Research Links, Homelessness and Housing (CSRL)
www.canadiansocialresearch.net/homeless.htm

Centre for Urban and Community Studies (CUCS), University of Toronto
www.urbancenter.utoronto.ca/

Federation of Canadian Municipalities (FCM)
www.fcm.ca/

Homeless Individuals and Families Information System (HIFIS)
www.hifis.ca

Housing Again
www.housingagain.web.ca/index.html

National Council of Welfare
www.ncwcnbes.net/index.htm

National Homelessness Initiative (NHI)
www.homelessness.gc.ca

National Homelessness Initiative, Homelessness Partnering Strategy (HPS)
Access from NHI homepage: www.homelessness.gc.ca

National Housing Research Committee
National Housing Research Committee

Raising the Roof
www.raisingtheroof.org

Statistics Canada
www.statcan.ca

Wellesley Institute – *The Blueprint to End Homelessness in Toronto*
www.wellesleyinstitute.com/theblueprint

American Resources

Affordable Housing Institute
www.affordablehousinginstitute.org/

Brookings Institution
www.brookings.edu/data/brookings_taxonomy.xml?taxonomy=Cities%20and%20Suburbs

Corporation for Supportive Housing
www.csh.org

National Alliance to End Homelessness (NAEH)
www.naeh.org

National Healthcare for the Homeless Council
www.nhchc.org

National Low-Income Housing Coalition
www.nlihc.org/template/index.cfm

National Policy and Advocacy Council on Homelessness
www.npach.org

Projects for Assistance in Transition from Homelessness (PATH)
www.pathprogram.samhsa.gov

Technical Assistance Collaborative
www.tacinc.org

U.S. Department of Housing and Urban Development (HUD)
www.hud.gov

U.S. Interagency Council on Homelessness (USICH)
www.usich.gov

Other International Resources

Australian Housing and Urban Research Institute (AHURI)
www.ahuri.edu.au/

Infoxchange Australia
www.infoxchange.net.au/index.shtml

Joseph Rowntree Foundation (UK)
www.jrf.org.uk/

Sample "Affordable Housing" Communications Sites

City of Fort Collins, Colorado, Faces & Places of Affordable Housing
www.ci.fort-collins.co.us/affordablehousing/faces-places-posters.php

City of Phoenix, Arizona, Affordable Housing
www.phoenix.gov/HOUSING/affd.html