



STONY PLAIN | SPRUCE GROVE
**Short-Term Non-Market
Housing Study**



TRI-REGION SHORT-TERM NON-MARKET HOUSING STUDY

CITY OF SPRUCE GROVE | TOWN OF STONY PLAIN

MAY 2022





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Table of Contents

EXECUTIVE SUMMARY	i
Study Overview	ii
Housing and Support Services Needed	ii
Recommended Strategies	iii
Implementation	iv
1.0 INTRODUCTION	1
1.1 Project Purpose	2
1.2 Background	2
1.3 Spectrum of Non-Market Housing and Residents Served	3
1.4 Policy Context	6
1.5 Approach and Methods	7
1.6 Report Overview	10
2.0 EXAMPLES FROM THE LITERATURE	11
2.1 Short-Term Non-Market Housing Approaches and Types	12
2.2 Housing Locations	14
2.3 Implementing a Systems Approach	14
2.4 Funding and Cost-Sharing Strategies and Approaches	16
2.5 Current Short-Term Non-Market Housing Examples	18
2.6 Key Guiding Principles to Address Short-Term Non-Market Housing Needs	23
3.0 EXISTING ASSETS	24
3.1 Short-Term Non-Market Housing Profile	25
3.2 Long-Term Non-Market Housing Profile	25
4.0 CURRENT DEMAND AND ANTICIPATED NEED	27
4.1 Demographic and Economic Profile	28
4.2 Current Housing Demand	34
4.3 Current Services and Supports Demand	43
4.4 Anticipated Needs	46
5.0 RECOMMENDED STRATEGIES FOR ADDRESSING NEEDS	50
5.1 Recommended Housing Types and Number of Spaces and Fit and Role within the Tri-Region	51
5.2 Recommended Locations	58
5.3 Recommended Elements for Implementing a Systems Approach	58
5.4 Plans and Policies Required to Support the Provision of Short-Term Non-Market Housing	59
6.0 IMPLEMENTATION PLAN	61
6.1 Implementation Plan	62

APPENDICES

Appendix A	Glossary of Terms
Appendix B	Sources Cited
Appendix C	Municipal Policy Review

TABLES

Table 1.1	Spectrum of Non-Market Housing	4
Table 1.2	Non-Market Housing and Support Type by Target Group	5
Table 2.1	Overview of Three Intervention Approaches	13
Table 2.2	Examples of Funding Approaches for Short-Term Non-Market Housing.....	16
Table 2.3	Examples of Short-Term Non-Market Housing Types	18
Table 3.1	Stony Plain Non-Market Housing	25
Table 3.2	Spruce Grove Non-Market Housing	26
Table 3.3	Parkland County (Wabamun) Non-Market Housing	26
Table 4.1	Current Living Situation in the Past Month	36
Table 4.2	Reasons Why Shelter Was Not Accessed.....	37
Table 4.3	Housing/Shelter Needs by Community	39
Table 4.4	Emergency Shelter Needs by Community	40
Table 4.5	Homeless Population by Age Groups by City (Administrative Data)	41
Table 4.6	Summary of Spaces Needed by Short-Term Non-Market Housing and Support Type.....	49

FIGURES

Figure 1.1	Housing Continuum	3
Figure 1.2	Healthy Housing Wheelhouse (City of Kelowna)	3
Figure 4.1	Population (2016)	28
Figure 4.2	People Identifying as Indigenous (2016)	29
Figure 4.3	Median Age (2016)	29
Figure 4.4	Mobility Status in the Past Year (2016)	30
Figure 4.5	Immigrant Tax Filers 2017 (Admission Year: 2016)	31
Figure 4.6	Household Composition (2016)	32
Figure 4.7	Median Household Income (2016)	33
Figure 4.8	Households Spending more than 30% on Shelter Costs (2016)	33
Figure 4.9	Gender Identity	34
Figure 4.10	Sexual Orientation	35
Figure 4.11	Respondents Cohabitation Relationships.....	36
Figure 4.12	Eligible Applicants on Priority Waitlist Who Have Not Received a Subsidy or Housing.....	38
Figure 4.13	Total Program Applicants	38
Figure 4.14	Current Rent Supplement Recipients in the Tri-Region.....	39
Figure 4.15	Parkland Food Bank Society Homeless Hamper Program	45
Figure 4.16	Tri-Region Domestic Violence Charges	48



EXECUTIVE SUMMARY

The purpose of the Short-Term Non-Market Housing Study is to provide the Town of Stony Plain (the Town) and City of Spruce Grove (the City) with information on the current needs of Tri-Region residents who may be homeless, living in unsafe situations, or are at risk of losing their homes and potential barriers they may be facing accessing services.

The actions identified by this study are intended to support the Town and City in making informed decisions about next steps on how to collaborate with community partners and to respond to and support residents who have urgent housing needs, while more long-term options are explored.

The Executive Summary provides a brief overview of the study. Additional information on the background research, the estimated future need for housing and support services, and recommended strategies are detailed in the report.

Study Overview

An independent consulting team was procured by the Town of Stony Plain and the City of Spruce Grove to conduct research to learn more about what housing and services are available for Tri-Region residents who need temporary housing and additional support until they can move into a permanent home. This type of short-term housing is commonly referred to as emergency, temporary, or transitional housing.

The study provides an action plan for how the Town and City could go about identifying and securing appropriate housing and services, and what other community organizations and government partners should be involved. The plan also identifies what the costs might be, and where the money might come from.

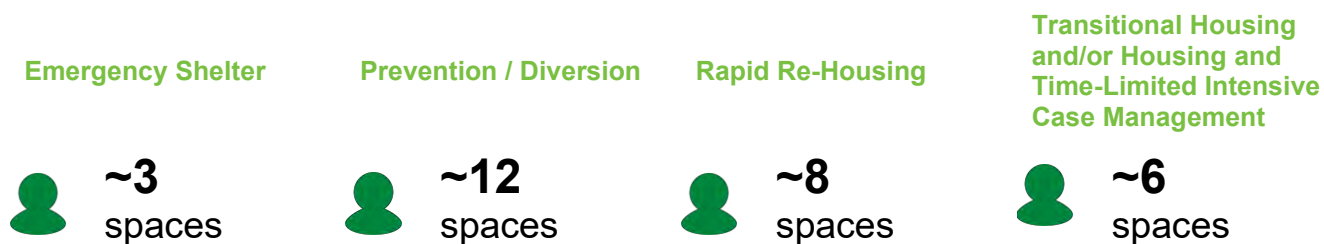
Right now, this type of housing is only provided through emergency funding and organizations most often located in Edmonton. Most residents who are currently experiencing homelessness or who may soon become homeless must leave the Tri-Region for help. Studies show that for residents who are homeless or at risk of becoming homeless, their highest needs are the most basic - food and shelter. Knowing this, the intent of the study was to prepare an action plan that outlines how the Town and City could work together with community partners and other stakeholders to help residents who are in need now, while more long-term solutions are being developed.

Housing and Support Services Needed

There are generally four groups of residents who may need temporary housing and support. They include residents who are unsheltered or who are at risk of losing their housing, survivors of domestic violence, victims of human trafficking, and refugees.

In order to estimate the type and number of homes and social services that will likely be needed in the future, this study reviewed what is currently available in the Tri-Region and considered what is needed now, what is missing in the community, and what other communities are doing. The following shows the approximate number of homes and spaces in different community programs that are likely to be needed in the Tri-Region, broken down by the different groups of residents and their varying needs.

Individuals and Families Experiencing Homelessness



Women and Children Who Have Experienced Violence



Recommended Strategies

The Tri-Region lacks both short-term and long-term affordable housing and supportive housing. While this study focuses on immediate and short-term needs, temporary housing is only one step in a larger housing solution. More long-term solutions are needed alongside these recommendations to truly address the issue of homelessness in the region. Long-term solutions such as additional affordable housing, permanent supportive housing, and rent subsidies would allow residents to move from these short-term solutions into more permanent housing and ensure everyone has a safe, appropriate home to live within the region.

The recommended strategies to address short-term non-market housing need in the Tri-Region, including things that need to be in place to support, are described below.

Addressing Specific Need

AFFORDABLE AND LONG-TERM HOUSING

1. Pursue a range of strategies aimed at developing new affordable housing and permanent supportive housing

HOUSING STABILITY INTERVENTIONS

2. Establish protocols with agencies involved in prevention and diversion to formalize systematic access to consistent prevention and diversion services
3. Continue to support the Regional Housing Program leading diversion supports
4. Work collaboratively and with community organizations towards solutions that support housing stability
5. Pursue funding opportunities for Case Management supports for diversion, rapid re-housing, and Intensive Case Management
6. Pursue funding opportunities for rental subsidies for residents in receipt of Rapid Re-Housing (short-term subsidies) and Intensive Case Management supports (long-term subsidies)

EMERGENCY ACCOMMODATION

7. Work towards 21 program spaces for emergency accommodations for people experiencing homelessness and emergency to longer term for survivors of domestic violence

INDIGENOUS HOUSING

8. Collaborate with Indigenous organizations to ensure a proportion of spaces are culturally appropriate for Indigenous people, and led by an Indigenous organization
9. Engage with local Indigenous leaders based on a relationship of trust and inclusiveness and support Indigenous organizations in implementing the housing and supports

In order to adopt the above strategies that address the specific housing and support needs in the Tri-Region, it is important that the following three strategies are also in place in each respective municipality:

Housing Locations

- 10. Secure housing based on access to amenities, transit, and resident input on neighbourhood preference**

Implementing a Systems Approach

- 11. Establish the infrastructure and processes that will allow the Tri-Region to take a systems approach to addressing short-term non-market housing needs**

Plans and Policies Required to Support

- 12. Update municipal Land Use Bylaws to allow short-term non-market housing options as permitted uses**

Implementation

Putting the recommended strategies into action is not the responsibility of any one organization; instead, everyone must work together. Also, the recommended strategies work together as a system. This means that if not all the recommended strategies are put into action, additional resources and funding would be required to ensure that the ones that are carried out have the necessary support.



1.0 INTRODUCTION

This study is intended to support regional decision-making related to the housing needs of residents experiencing homelessness or at-risk of homelessness, while also recognizing the importance of long-term solutions.

The section provides an overview of the project background and purpose, while detailing a high-level summary of the traditional housing continuum. A description of short-term non-market housing types and support and the residents typically served is also described in this section.

1.1 Project Purpose

To gain a better understanding of housing and support services gaps and needs for short-term non-market housing (i.e., emergency shelters, temporary and transitional housing) in the Tri-Region, the Town of Stony Plain (the Town) and City of Spruce Grove (the City) partnered to secure an independent consulting team to conduct research of the current state in the region and prepare recommendations to address. While not a partner in the study, relevant data on Parkland County residents' housing needs was collected and reviewed to provide a comprehensive picture of the need in the larger region. A need was identified to investigate the extent of short-term non-market housing needs, options to address the needs, scope of support services required, and effective strategies to strengthen this segment of the housing continuum.

The purpose of the Short-Term Non-Market Housing Study is to provide the Town and City with evidence-based research and recommendations on improvements to better meet the short-term housing needs for residents who are homeless or at risk of homelessness. This study is intended to be used by the Town and City, as appropriate, to inform future regional decision-making as it relates to meeting the short-term non-market housing needs of residents for emergency, temporary, and transitional housing, while also recognizing the importance of moving towards long-term solutions for housing and support needs. The outcome of this research is a framework that provides evidence-based strategies and an implementation plan that includes proposed timelines, roles, and responsibilities for recommendations, including supporting stakeholder roles, anticipated financial commitments required, and potential funding sources.

1.2 Background

The Town of Stony Plain, City of Spruce Grove and Parkland County, as member municipalities in the Tri-Municipal Region, are working collaboratively on a Tri-Municipal Regional Plan (TMRP) to improve governance, service delivery, fiscal capacity, and economic prosperity to benefit residents in the region. A Housing Needs Assessment (2021), a component of the TMRP, was completed and focused on permanent affordable, non-market and market housing needs. However, the TMRP Housing Needs Assessment did not address short-term non-market housing needs, including emergency or transitional housing. The Tri-Region is increasingly impacted by issues of poverty and homelessness and there are limited options available for short-term non-market housing, including emergency or transitional housing.

At present, temporary housing options are only provided through emergency funding and non-profit organizations located outside of the Tri-Region. Supportive housing is also limited and catered towards seniors and residents with disabilities. With these limitations, most residents experiencing homelessness or at risk of homelessness are referred out of region to access short-term non-market housing supports. The 2018 and 2020 Rural Homelessness Estimation Project for the Tri-Region provides data on housing instability and homelessness, identifying that the most sought after support services are related to basic needs, such as food and shelter, reinforcing the need to respond and address short-term non-market housing and support service needs, and proactively seeking longer term solutions in the Tri-Region. Factors contributing to the increased demand for short-term non-market housing include exponential population growth that is expected to continue in the future and significant changes to industries that have historically driven economic growth and provided jobs in the Tri-Region, such as the federal government's decision to phase out coal-fired electricity by 2030, and a declining oil and gas sector that has resulted in higher than usual unemployment rates.

1.3 Spectrum of Non-Market Housing and Residents Served

The traditional housing continuum, as shown below, identifies various housing types that can be available in a community to meet the varying needs of its residents. It ranges from persons experiencing homelessness and emergency accommodations to housing with support services and market rental and homeownership housing.

Figure 1.1 Housing Continuum



Source: Adapted from Canada Mortgage and Housing Corporation

ALTERNATIVE APPROACH TO THE HOUSING CONTINUUM

Traditionally, the housing continuum describes a linear progression from homelessness or housing with subsidies and supports to homeownership. The linear model implies that the end goal is for one to progress along the continuum to homeownership. However, one does not necessarily move through the continuum in a linear fashion as changes in housing need could move someone in different directions, and homeownership may not be the end goal for all individuals.

For example, the City of Kelowna recognized that the traditional housing continuum was not the best model to fit the community's needs and developed a new Wheelhouse approach. "The new Wheelhouse is circular and promotes equity and inclusion, recognizing that people may move across categories of the Wheelhouse throughout their lives and that home ownership is not the end goal for all residents" (City of Kelowna, Healthy Housing Strategy).



Figure 1.2 Healthy Housing Wheelhouse (City of Kelowna)

SHORT-TERM NON-MARKET HOUSING

Short-term non-market housing represents a component of the housing continuum that responds to specific immediate housing needs.

Table 1.1 below shows the spectrum of short-term non-market housing to the left of the black dividing line. Long-term, or permanent, non-market housing is shown on the right. These terms are defined in the glossary located in [Appendix A](#). In many instances, non-market housing programs are delivered to clients in non-profit or market housing and supports follow the client rather than being place-based.

Health services providing short stays are outside of the scope of what is considered to be short-term non-market housing, and as such, were not included within this study. This includes crisis beds (also referred to as safe/acute beds), respite beds, convalescent care beds, palliative care beds, and addiction and mental health treatment beds.

There are generally four population groups who may be in need of short-term-non-market housing:

- individuals and families experiencing homelessness, including men, women, youth, and families who have lost their housing, homeless high-risk pregnant women and mothers, people leaving correctional or hospital systems, and members of First Nation communities migrating from a reserve;
- survivors of domestic violence;
- victims of human trafficking; and,
- refugee claimants.

Table 1.1 Spectrum of Non-Market Housing

Population Group	Short-Term Non-Market Housing		Long-Term Non-Market Housing
	Duration of Stay / Supports ----->		
Any Population Group			INDEPENDENT NON-MARKET HOUSING
	EMERGENCY HOUSING	PREVENTION / DIVERSION	HOUSING AND PERMANENT INTENSIVE CASE MANAGEMENT
		RAPID RE-HOUSING	HOUSING AND ASSERTIVE COMMUNITY TREATMENT
Individuals and Families Experiencing Homelessness		TRANSITIONAL HOUSING	PERMANENT SUPPORTIVE HOUSING
		HOUSING AND TIME-LIMITED INTENSIVE CASE MANAGEMENT	
Women and Children Who Have Experienced Violence	WOMEN'S EMERGENCY HOUSING	SECOND STAGE HOUSING	
Victims of Human Trafficking	SAFE	HOUSING	
Refugee Claimants	TEMPORARY HOUSING		

Intensity of Supports ----->

Population groups, other than those described above, who may be in need of non-market housing are generally better served in long-term non-market housing. This includes adults with disabilities (physical, developmental, mental illness, chronic health conditions), low-income individuals and families (including those at risk of homelessness), at-risk seniors, Indigenous people, and recent immigrants.

The type of non-market housing that is most appropriate may depend on the individual or family's most recent form of housing and the range of barriers they face. The following table describes the target groups for each form of non-market housing.

Table 1.2 Non-Market Housing and Support Type by Target Group

Population Group	Non-Market Housing and Support Type	Target Group
Any Population Group	INDEPENDENT NON-MARKET HOUSING	<ul style="list-style-type: none"> People able to live independently, although they may require a range of support services
Individuals and Families Experiencing Homelessness	EMERGENCY HOUSING	<ul style="list-style-type: none"> People experiencing homelessness who are not able to be accommodated safely in alternative short-term accommodation
	PREVENTION / DIVERSION	<ul style="list-style-type: none"> Individuals and families at risk of becoming homeless People experiencing homelessness who are able to be safely accommodated in alternative short-term accommodation (e.g., with family or friends)
	RAPID RE-HOUSING	<ul style="list-style-type: none"> Individuals and families experiencing transitional homelessness with low to moderate acuity, who have difficulty exiting homelessness on their own but who do not have major barriers
	TRANSITIONAL HOUSING	<ul style="list-style-type: none"> Youth experiencing homelessness needing more intensive, on-site supports Homeless high-risk mothers and mothers-to-be
	HOUSING AND TIME-LIMITED INTENSIVE CASE MANAGEMENT	<ul style="list-style-type: none"> Individuals experiencing episodic or chronic homelessness with moderate to high acuity / higher barriers, including addictions and/or serious mental health issues who are able to move on to independent living after an intensive period of intervention
	PERMANENT INTENSIVE CASE MANAGEMENT	<ul style="list-style-type: none"> Clients experiencing chronic homelessness with complex needs and the highest acuity / higher barriers, including addictions and/or serious mental health issues
	ASSERTIVE COMMUNITY TREATMENT	<ul style="list-style-type: none"> Individuals experiencing chronic homelessness with complex needs and the highest acuity, including addictions and/or serious mental health issues and chronic health conditions
	PERMANENT SUPPORTIVE HOUSING	<ul style="list-style-type: none"> Clients experiencing chronic homelessness with complex needs and the highest acuity, including addictions and/or serious mental health issues and physical disabilities. This differs from permanent intensive case management in the fact that services are delivered in a place-based model rather than scattered site

Population Group	Non-Market Housing and Support Type	Target Group
Women and Children Who Have Experienced Violence	WOMEN'S SHELTERS	<ul style="list-style-type: none"> • Women and their children who have recently left an abusive relationship
	SECOND STAGE HOUSING	<ul style="list-style-type: none"> • Women and their children who have left an abusive relationship and require more supports as they make plans for independent living
Victims of Human Trafficking	SAFE HOUSING	<ul style="list-style-type: none"> • Individuals who have been sexually exploited and trafficked
Refugee Claimants	TEMPORARY HOUSING	<ul style="list-style-type: none"> • Refugees and asylum seekers needing temporary housing

1.4 Policy Context

The Town and City, as Tri-Municipal Region partners with Parkland County, have demonstrated a regional working relationship through their participation in the Tri-Municipal Regional Plan Housing Needs Assessment and Strategy as well as the 2018 and 2020 Tri-Region Housing and Service Needs Estimates, which provides valuable data to inform regional housing projects and raise awareness about poverty and homelessness. In partnership they support Hope & Home, which is a Tri-Region homelessness and poverty initiative and the Hope & Home Champions Table which is working to set a common agenda for addressing homelessness in the Tri-Region. Stony Plain and Spruce Grove also collaborate on a Regional Housing Program which supports moderate acuity residents with housing acquisition or housing breakdown prevention and helps them to gain access to basic needs. Each municipality in the Tri-Region has also made individual efforts to assess the need for housing supports and take action to reduce homelessness.

The Town recently published a Poverty Reduction Strategy (2021) that advocates for a strong healthy and connected community without poverty and homelessness. As part of the Strategy, the Town implemented a Community Action Plan with a significant housing component that monitored homelessness data. These documents emphasize the Town's commitment to provide housing security to its residents, especially those more at risk of homelessness including youth, individuals of domestic violence and seniors. The Town's Municipal Development Plan (MDP) includes policy that encourages a diversity of non-market affordable housing options and its Economic Development Strategic Plan supports the provision of a range of housing choices within close commuting distances to major employment areas. The Town also recently completed a Housing Strategy (2022) that includes actions that primarily respond to long-term housing needs.

The City approved its 5 year 'PathwaysHOME' Strategy to Reduce Poverty and Homelessness in 2019 and is now implementing it. The Strategy highlights several existing assets to build upon and proposes targeted actions such as aligning data collection and usage across service providers and municipalities in the Tri-Region, establishing a coordinated access process to support at risk populations and directly funding units of purpose-built supportive housing within the City for individuals experiencing chronic or episodic homelessness. The City's Social Sustainability Plan includes a recommendation to diversify the supply of housing, considering the needs of students, young adults, young families, and seniors, to create a community that supports every stage of life. The City's MDP contains policies to support a range of housing types, including higher-density and seniors housing, and to increase the supply of affordable housing for both renters and homeowners.

The above efforts the Town of Stony Plain and City of Spruce Grove have undertaken are a start, but more work is needed to address the continuing challenge of a limited supply of temporary housing options located directly within

the Tri-Region. This study builds upon the important steps that have already been taken and focuses specifically on identifying recommendations to address the needs of Tri-Region residents for short-term housing and supports.

1.5 Approach and Methods

The approach to developing the Short-Term Non-Market Housing Study is evidence-based and informed by both primary and secondary data sources.

BACKGROUND DOCUMENT REVIEW

The 2021 Tri-Municipal Regional Plan (TMRP) Housing Needs Assessment and Strategy, 2018 and 2020 Tri-Region Housing and Service Needs Estimate data, and other available documentation related to housing needs were reviewed. The documents reviewed as part of this process included:

- 2020 Tri-Region Rural Housing and Service Needs Estimate Report
- 2018 Tri-Region Rural Housing and Service Needs Estimate Report
- 2021 TRMP Housing Needs Assessment
- 2020 Meridian Housing Foundation Housing Needs Assessment
- 2020 Reaching Home Regional Housing Program Annual Report
- Overview of Reaching Home Grant projects (2020-04 Sub Project Agreement)
- Overview of Winter Emergency Plan, Late Night Cafe
- 2021 Hope and Home Champions Table Terms of Reference
- Parkland County Sustainability Plan
- Parkland County Municipal Development Plan
- Parkland County Land Use Bylaw
- Stony Plain Poverty Reduction Strategy
- Stony Plain Municipal Development Plan
- Final Report Stony Plain MDP Policy Review August 28, 2019
- Stony Plain Land Use Bylaw
- Spruce Grove Homelessness and Poverty Reduction Strategy (Pathways Home)
- Spruce Grove Municipal Development Plan
- Spruce Grove Land Use Bylaw
- 2018 Alberta Point-in-Time Homeless Count

STAKEHOLDER DATA COLLECTION AND INTERVIEWS

Organizations in the Tri-Region, as well as in the Edmonton area were contacted to provide additional data related to their clients' housing and support service needs.

Organizations were asked to provide data on number of residents who are currently unsheltered or potentially at risk of homelessness, and where residents are referred to for housing if the organization does not directly provide housing. The following organizations were contacted as part of the data collection process:

- 211
- Alberta Works (did not receive a response)
- Civida (formerly Capital Regional Housing Corporation)
- Homeward Trust
- Parkland Food Bank
- Parkland Wellness Center and Refugee Space
- Spruce Grove FCSS
- Stony Plain FCSS
- Today Centre
- WestView Primary Care Clinic

To gain a more in-depth understanding of residents who may be in need of temporary housing, and particular barriers or challenges they experience in accessing housing, several stakeholder groups that represent a range of population groups were invited to participate in one-on-one interviews. Interview questions included what challenges residents are currently facing in accessing housing and related services, what is needed or what could be done better to improve homelessness and housing support services, identifying groups of people who may not be well-served by the current housing and homelessness system, and what the top priorities would be to better meet short-term needs in the region. Four interviews were completed with the following organizations.

- Native Counselling Services
- RCMP Domestic Violence Unit and Safe Horizon
- WestView Mental Health Clinic
- Winter Emergency Response (Emergency Warming Space)

ANTICIPATED HOUSING NEEDS

A current housing market overview of short-term non-market housing assets and demands in the Tri-Region was completed to identify availability and current deficits specifically focused on emergency, temporary, and transitional housing, and based on current demand and best practices assumptions, identify anticipated needs for multiple population groups.

Estimating the need for short-term non-market housing for people experiencing homelessness

It is recognized that communities need estimates of both the number of people experiencing homelessness at a point in time and annual estimates of homelessness to estimate the need for short-term non-market housing for people who have experienced homelessness¹. Communities with a comprehensive list of every person experiencing homelessness in their community, with information on their homeless history, health and housing needed, that is updated in real time, have the ideal source of information for this. In the absence of that, homelessness Point-in-Time count data can be used to develop projections of the number of people experiencing homelessness.

As such, this study relied on data from the 2018 and 2020 Tri-Region Rural Housing and Service Needs Estimate Report to develop projections of the number of people experiencing homelessness. Specifically, the study used data on the number of people currently experiencing homelessness, the duration of their current experience of

¹ Burt, M. and Wilkins, C. Corporation for Supportive Housing. (2005). Estimating the Need: Projecting from Point-in-Time to Annual Estimates of the Number of Homeless People in a Community and Using this Information to Plan for Permanent Supportive Housing

homelessness, and the duration of time they have lived within the community to estimate how many people became homeless in the past month, and then that number was multiplied by twelve to estimate the number of people who become homeless over the course of a year. This number was then multiplied by five to estimate the number of people who would experience homelessness over a five-year period, and this was compared to Census data on the number of people in severe housing need (spending more than 50% of their income on shelter) to gauge the appropriateness of the estimation.

Because the community does not have a comprehensive list of everyone experiencing homelessness with information on homeless history, health and housing needed, we relied on data from the City of Edmonton to estimate the proportion of households experiencing chronic or episodic homelessness versus transitional homelessness and their acuity levels. City of Edmonton was chosen because of its proximity to the Tri-Region and its history and volume of data collection. Gathering local data for the Tri-Region will help the Town and City, as well as housing and services providers, better understand the needs in the community in the future.

Estimating the need for shelter and second stage units for women and children who have experienced violence

Limited local data is available on demand for shelter and second stage housing for women and children who have experienced violence. As a result, national data on the number of annual admissions, emergency beds, and second stage units per 10,000 population were used to estimate demand.

Estimating the need for short-term housing for victims of human trafficking

The community was unable to provide quantitative data on the number of human trafficking cases in the Tri-Region. As such, the study relied on information provided during consultations with stakeholders with knowledge of human trafficking in the Tri-Region to determine that there was not sufficient demand to warrant the need for short-term housing targeted specifically at victims of human trafficking.

Estimating the need for temporary housing for refugee claimants

The study relied on Statistics Canada data on immigration by admission category as the primary source of information to determine that there was not sufficient demand to warrant the need for temporary housing for refugees.

RECOMMENDED STRATEGIES

Information gathered as part of the needs assessment, a review of existing strategies, plans, and policies related to short-term non-market housing, feedback shared from stakeholders, and examples from a high-level literature review were considered in the development of recommended actions to address short-term non-market housing needs in the Tri-Region.

1.6 Report Overview

This report is organized into five sections as described below:

Section 2.0 Examples from the Literature describes existing housing plans, policies and strategies from applicable provincial and federal policies and legislation, and examples from other municipalities of comparative size as well as a high-level review of literature to help frame recommendations for the study.

Section 3.0 Existing Assets identifies the short-term and long-term non-market housing stock currently available in the Tri-Region, where it is unavailable, and where residents are referred to for housing.

Section 4.0 Current Demand and Anticipated Need presents the outcome of a housing supply, demand, and gap analysis within the short-term non-market housing sector, including findings from an assessment of the number of units needed by unit size, type of housing along the non-market continuum, and by population groups.

Section 5.0 Recommended Strategies for Addressing Housing Needs recommends a set of strategies focused on the tangible steps the Town of Stony Plain and City of Spruce Grove, along with community organizations, could take to facilitate the provision of short-term non-market housing to meet current and anticipated housing needs.

Section 6.0 Implementation Plan describes the actions across three time intervals (1-2 years, 3-5 years, 6-10 years), and identifies key resources to help the Town, City, and community organizations plan and implement the recommended strategies.



2.0 EXAMPLES FROM THE LITERATURE

The purpose of this section is to provide a high-level overview of approaches in other communities based on information collected from literature and research and current examples being implemented in Alberta and British Columbia.

This section provides an overview of key principles in addressing short-term non-market housing needs, current short-term non-market housing approaches, funding/cost-sharing strategies and approaches, best practices for housing locations, and key elements in Implementing a systems approach.

2.1 Short-Term Non-Market Housing Approaches and Types

Housing First is an approach that prioritizes providing a permanent home for people experiencing homelessness before addressing other needs². The foundation of the Housing First approach is that housing is a basic need that people should have access to before they address other concerns such as substance use issues. This approach does not require people experiencing homelessness to address any of their existing health problems or proceed through a series of programs before they have access to permanent housing. Housing First principles³ include:

1. Immediate access to housing with no housing readiness conditions,
2. Consumer choice and self-determination,
3. Recovery orientation,
4. Individualized and person-drive supports, and
5. Social and community integration.

THREE INTERVENTION APPROACHES

Prevention is an approach where outreach and assistance are targeted towards at-risk individuals and families to prevent them from becoming homeless and entering the emergency shelter system. The Canadian Observatory on Homelessness' Framework for Homelessness Prevention⁴ defines three prevention interventions that should occur simultaneously: primary, secondary, and tertiary. Primary prevention refers to structural-level initiatives to reduce the risk of homelessness. Secondary prevention is aimed at those who are at imminent risk of homelessness or those who have recently become homeless to help them regain housing as quickly as possible. Tertiary prevention includes supporting individuals and families who have previously experienced homelessness to ensure it does not happen again.

Diversion is an approach that helps prevent homelessness by working with individuals and families to find immediate alternative housing options to support them in maintaining housing. This approach helps the individual or household avoid shelter stays, connects them to services as needed and aims to return them to permanent housing as soon as possible. Diversion programs supports can include helping the individual or household identify barriers and solutions to their current housing situation, rental application support, eviction prevention (e.g., legal advice, mediation, and financial supports).

Rapid Re-Housing is an intervention that helps families and individuals who are experiencing homelessness to be quickly re-homed and support them to not become homeless again⁵. As described in the Rapid Re-Housing Toolkit, there is little to no research that identifies specific characteristics of persons who would benefit from a Rapid Re-Housing intervention, with a majority of clients leaving homelessness and finding permanent housing. Using a Housing First approach, Rapid Re-Housing is based on three key components: finding a home immediately for the client(s); providing financial assistance (e.g., damage deposits, utilities, moving expenses, etc.) to support the clients in obtaining and maintaining the home; and providing case management and services in the short-term and supporting the clients in building more long-term relationships and supports.

² National Alliance to End Homelessness (2016). Fact Sheet: Housing First. Retrieved on May 25, 2021 <http://endhomelessness.org/wp-content/uploads/2016/04/housing-first-fact-sheet.pdf>

³ Goering, P., Veldhuizen, S., Watson, A., Adair, C., Kopp, B., Latimer, E., Nelson, G., MacNaughton, E., Streiner, D. and Aubry, T. (2014). National At Home/Chez Soi Final Report. Calgary, AB: Mental Health Commission of Canada. Retrieved on May 27, 2021 <http://www.mentalhealthcommission.ca>

⁴ Dej, E. and Gaetz, S. (2017). Looking Forward: Shifting Towards Homelessness Prevention. Retrieved on June 2, 2021 https://homelesshub.ca/sites/default/files/attachments/COHPreventionFramework_1.pdf

⁵ National Alliance to End Homelessness (2017). Rapid Re-housing Toolkit. Retrieved on May 25, 2021 https://endhomelessness.org/wp-content/uploads/2016/10/NAEH-Rapid-Re-housingToolkit_2017-FINAL.pdf

Table 2.1 Overview of Three Intervention Approaches

Client's Housing Situation	Intervention Used	Services Provided (In All Interventions)
At imminent risk of losing housing (precariously housed and not yet homeless)	Prevention	Housing Search Rental Subsidy Other Financial Assistance Utility Assistance Case Management Mediation Connection to Mainstream Resources Legal Services
Requesting housing (at a coordinated entry point "front door" or another program/system entry point seeking a place to stay)	Diversion	
In shelter (homeless/in the homeless assistance system)	Rapid re-housing	

Table Source: National Alliance to End Homelessness (2011).

INDIGENOUS HOUSING AND HOMELESSNESS

The literature has identified key components and recommendations to better address homelessness and housing needs for Indigenous people. These key components^{6,7,8} include:

- **Culturally appropriate** – provide culturally appropriate housing initiatives and services.
 - Support understanding of cultural competencies.
 - Establish safe, culturally-relevant and sensitive discharge plans.
 - Honour Indigenous desire for self-determination in housing strategies.
- **Indigenous engagement** – involve Indigenous people in every stage of program and policy development.
 - Initiate greater consultation with Indigenous organizations and agencies in the creation of a centralized intake system.
 - Talk to, and learn from, Indigenous people who have been previously or are currently homeless or have faced housing issues.
- **Housing subsidies** – provide subsidies and support services that allow Indigenous people to obtain, retain and maintain safe and culturally appropriate housing.
- **Focus on prevention.**
- **Government collaboration** – collaborate among all levels of government.
 - Advocate for National policies to support Indigenous rental and ownership housing.
- **Expand and support existing organizations** – support agencies currently providing housing to homeless Indigenous youth and children.
 - Create an urban Indigenous cultural support system/centre with culturally specific wraparound programs.
 - Provide more opportunities for urban Indigenous people to earn income and receive education.
- **Collaboration** – allow for more engagement and involvement with stakeholders, leaders, committee members, and First Nations communities.

⁶ Patrick, C. (2014). Aboriginal Homelessness in Canada: A literature review. Toronto: Canadian Homelessness Research Network. Retrieved on May 20, 2021 <https://www.homelesshub.ca/sites/default/files/AboriginalLiteratureReview.pdf>

⁷ Aboriginal Standing Committee on Housing and Homelessness (2012). Plan to End Aboriginal Homelessness in Calgary. Retrieved on May 20, 2021 <http://calgaryhomeless.com/content/uploads/Aboriginal-Plan-2012.pdf>

⁸ Indigenous Housing Caucus Working Group, Canadian Housing and Renewal Association (CHRA) (2018). A For Indigenous by Indigenous National Housing Strategy. Addressing the Housing Needs of Indigenous Families and Individuals in the Urban, Rural and Northern Parts of Canada. Found at: http://www.chra-achru.ca/sites/default/files/documents/2018-06-05_for-indigenous-by-indigenous-nationalhousing-strategy.pdf

- **Community engagement** – educate the non-Indigenous community about Indigenous poverty, homelessness, and history of colonial oppression.
- **For Indigenous by Indigenous** – ensure affordable housing and service support needs for Indigenous families and individuals who are homeless or poorly housed are designed, owned, and operated by Indigenous housing and service providers.

YOUTH HOUSING AND HOMELESSNESS

Gaetz⁹ describes a prevention framework for ending youth homelessness that includes three key elements that can be implemented at the national, provincial or community levels.

- **Prevention** – the investment in supports and the coordination of services to reduce the likelihood that people will become homeless in the first place; “working upstream to identify those at risk of homelessness and develop interventions that reduce the risk that young people will become homeless”. Gaetz¹⁰ further outlines three interconnected domains to youth homelessness prevention: primary prevention, systems prevention, early intervention.
- **Emergency response** – set of interventions available once a youth has become homeless. The goal is to provide emergency supports to address basic and pressing needs for shelter and food.
- **Accommodation and supports** – providing supports (income, health care etc.) to rapidly transition youth into housing.

2.2 Housing Locations

Housing literature^{11,12,13} has highlighted several considerations as it relates to the location of emergency housing and housing with supports:

- Centrally located to ensure easy access to social services, amenities, and community facilities by residents.
- Consideration of residents’ abilities to drive or have access to a personal vehicle due to income constraints and availability of public transportation.
- Using a scattered-site approach where units are located in several properties across a community. This approach allows for residents to live in a home in a neighbourhood they are most familiar with or in which they have existing connections.

2.3 Implementing a Systems Approach

As Turner¹⁴ describes, applying a systems approach to addressing homelessness is guided by the Housing First model; however, implementing the Housing First approach directly in communities is more complex than simply finding housing; and the strategic planning and coordination required must be recognized. Based on lessons

⁹ Gaetz, S. (2013). Ending Youth Homelessness in Canada is Possible: The Role of Prevention. Toronto: Canadian Homelessness Research Network Press. Retrieved May 20, 2021 <https://www.homelesshub.ca/sites/default/files/attachments/27Conclusionweb.pdf>

¹⁰ Gaetz, S. (2014). Coming of Age: Reimagining the Response to Youth Homelessness in Canada. Toronto: The Canadian Homelessness Research Network Press

¹¹ Greenberg, T. (2007). Pathways Into and out of Homelessness in Small BC Communities." Retrieved on June 2, 2021 https://cmha.bc.ca/wp-content/uploads/2017/07/Pathways_Homelessness.pdf

¹² Flock, I. and Benjamin, E.A. (2019). Best Practices in Addressing Homelessness. Retrieved on May 30, 2021 <https://housingresearchcollaborative.scarp.ubc.ca/files/2019/06/Best-practices-in-Addressing-Homelessness-2019PLAN530-BCH.pdf>

¹³ Tsemberis, S. (2010). Housing First. The Pathways Model to End Homelessness for People with Mental Illness and Addiction. Hazelden. Retrieved on May 30, 2021 <https://www.homelesshub.ca/resource/housing-first-pathways-model-end-homelessness-people-mental-illnessand-addiction>

¹⁴ Turner, A. (2014). Beyond Housing First: Essential Elements of a System-Planning Approach to Ending Homelessness. The School of Public Policy, University of Calgary Vol. 7(30).

learned from practical applications, several elements¹⁴ have been identified as being key to setting up and implementing a system planning approach to addressing homelessness:

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

Coordinated access is a community-wide system that streamlines the process for people experiencing homelessness to access housing and support services needed to end their homelessness¹⁴. A coordinated access system follows the principles of Housing First and real-time data sharing. “By standardizing the intake and assessment process, sharing information in real-time within a community, adopting uniform prioritization policies and coordinating referral processes, coordinated access systems connect people to the right housing and supports as efficiently as possible based on their preferences and level of need”¹⁵. There are seven key components of effective coordinated access models:

1. **Access Point(s)** – Designated method(s) or location(s) where an individual or family in need of assistance connects with service providers and accesses the coordinated entry process. This could be a single point of access or multiple points of access. Single point of access may be helpful in urban areas to centralize all aspects of intake. Multiple location access will still use standardized processes and tools and may facilitate client contact in a larger geographic area and/or where services are not well integrated in one area.
2. **Diversion** – A process that uses standardized questions and assistance with problem-solving to determine whether an individual or family seeking homelessness assistance can be safely stabilized in their current situation or alternative housing arrangements can be immediately identified to address their housing situation without entering emergency shelter.
3. **Assessment** – A standardized assessment process to identify a person’s needs.
4. **Prioritization** – Set of criteria to determine a person’s level of vulnerability and how they will be ranked and assigned for openings in housing and intensive supports programs rather than a chronological wait list.
5. **Referral** – Shared referral processes and protocols used to connect an individual to the best service and housing intervention based on prioritization policy.
6. **Data Sharing** – A process to collect and share information, including but not limited to assessments and referrals, in real-time within a community.
7. **Governance** – A governance mechanism to evaluate the impacts of coordinated access and ensure that all programs or service providers who participate in the coordinated access system remain aligned with the system’s overall goals and adhere to shared procedures.

¹⁵ Canadian Alliance to End Homelessness (2018). What is Coordinated Access. Retrieved on May 20, 2021 <http://caeh.ca/cas/>

2.4 Funding and Cost-Sharing Strategies and Approaches

Organizations/municipalities can pursue a variety of funding sources for both capital and operational costs related to short-term non-market housing. The table below describes a mix of funding approaches that a few short-term non-market housing organizations in Alberta and British Columbia have pursued to support the operations of their respective programs. In Section 5.3, recommended funding sources Stony Plain and Spruce Grove and community partners can consider to address the identified short-term non-market housing needs of the Tri-Region are provided. The information below outlines additional examples of funding approaches currently being implemented by other organizations. The intent of this section is to share additional options for what is possible, beyond what is recommended in Section 5.3.

Table 2.2 Examples of Funding Approaches for Short-Term Non-Market Housing

Funding Strategy	Partners	Examples
Non-Profit-Run Program: funding strategy relies on donations, gifts in kind, volunteers, and government grants. Municipalities may provide special concessions such as reduced/waived taxes and fees and may also provide the land/buildings to run the program.	<ul style="list-style-type: none"> • Not-for-profit organization • Federal and Provincial Governments (grants) • Municipality • Private Sector (donations) • General public (donations) 	Alpha House Society (Lethbridge and Calgary)
Centralized Administration of Funds: a single organization administers available funds by directing them to specific projects and programs within the community to advance housing and homelessness-related goals. These programs are usually delivered by community and other partners.	<ul style="list-style-type: none"> • Housing organization with a mandate to implement a housing/homelessness strategy and report on the fulfillment of its goals • Community and non-profit partners that deliver the programs/services • Municipality (generally main source of funding) • Provincial organizations with a vested interest in the organization's mandate (i.e., Alberta Health Services) • Federal and Provincial Government (grants) • Private Sector (donations, sponsorship) 	Medicine Hat Community Housing Society
Social Ventures: housing organizations own and operate social ventures, such as businesses that accept donations of goods and sell them for a profit to be reinvested in housing programs and services.	<ul style="list-style-type: none"> • Housing organization • Social ventures (business) • Other sources of revenue to complement proceeds from social venture include donations and grants 	Cochrane Society for Housing Options

Funding Strategy	Partners	Examples
Provincially Funded Programs: a provincial authority provides funds to a local organization to administer and deliver a program that aligns with the provincial authority's mandate.	<ul style="list-style-type: none"> Provincial authority Local delivery organization (non-profit, charitable organizations, community group) 	<p>Supportive Housing units funded by BC Housing and administered locally in Kamloops by ASK Wellness.</p> <p>Assertive Community Treatment Program funded by Interior Health BC and delivered locally in Kamloops and Kelowna in partnership with non-profit organizations that administer transitional and supportive housing units.</p>

2.5 Current Short-Term Non-Market Housing Examples

The following table describes examples of current short-term non-market housing units operated by non-profit organizations, housing organizations, and local health authorities in communities located in both Alberta and British Columbia; none of the examples are the direct responsibility of the municipality they are located within. These examples were selected to describe the range of housing types and levels of supports and programs provided, variety of funding models used, and different organizational structures, and to provide examples beyond what is currently available in the Edmonton Metropolitan Region. Information is provided, where available, on the types, target population, levels and timeframes of support, and location of housing. The examples do not represent a comprehensive evaluation or best practices reviews of current programs.

Table 2.3 Examples of Short-Term Non-Market Housing Types

Municipality and Name of Program

Housing Type	Target Population Group	Level of Support	Timeframe of support	Housing Location
Lethbridge (AB), Alpha House¹⁶				
Shelter Stabilization Centre (27 beds, 90% avg. occupancy 2020)	People with alcohol and/or drug addictions	Shelter: <ul style="list-style-type: none"> Safe environment to reduce harm and vulnerability due to alcohol/drug dependencies Withdrawal management and monitoring for complications due to substance use Medical and mental health interventions along the recovery continuum Residential services Access to detox and housing program assessments Stabilization Centre: <ul style="list-style-type: none"> Detox assessment Nursing and medical assessment Cultural programming Clinical supports 	Depends on type of support accessed. Exact timeframes unknown.	Shelter and Stabilization Centre: Senator Buchanan area (commercial/industrial), west end of the City, direct access to Highway 3 (Crowsnest Hwy)

¹⁶ <https://alphahouselethbridge.com/who-we-are/>

Housing Type	Target Population Group	Level of Support	Timeframe of support	Housing Location
		<ul style="list-style-type: none"> Referrals to treatment & housing programs 		
Calgary (AB), Alpha House¹⁷				
Detox Centre (42 beds) Transitional Centre (12 beds) Community Housing (190 units) Permanent-Supportive Housing (120 units) Transitional Housing (30 units)	People with alcohol and/or drug addictions, mental health issues, physical disabilities, underserved populations, homeless individuals	Detox Centre: <ul style="list-style-type: none"> Withdrawal management Wellness and professional services (acupuncture, yoga, art classes, haircuts, etc.) Indigenous supports Daily programming on relapse prevention and harm reduction Step program with Indigenous context (AA and Wellbriety Group) Transitional Centre: <ul style="list-style-type: none"> Transitional beds for individuals who have completed their detox program and are awaiting drug-treatment or housing programs Community Housing: <ul style="list-style-type: none"> Independent living opportunities scattered throughout the City Hands-on case management Permanent-Supportive Housing: <ul style="list-style-type: none"> Place-based buildings with units for target populations (Indigenous Peoples, veterans, women, individuals with mental health issues and/or addictions) Intensive case management support 	Detox/Transitional Centre: depends on individual needs to complete detox. Exact timeframes unknown. Transitional Centre/Transitional Housing: depends on waiting time to access drug-treatment or housing programs. Exact timeframes unknown. Community Housing/Permanent Supportive Housing: permanent	Detox and Transitional Centre: Victoria Park neighbourhood (residential/commercial), downtown area, access to Macleod Trail. Community Housing: scattered throughout the City. Permanent-Supportive Housing: houses and residential buildings with multiple rooms/units located in different neighbourhoods.

¹⁷ <https://alphahousecalgary.com/who-we-are/>

Housing Type	Target Population Group	Level of Support	Timeframe of support	Housing Location
		<ul style="list-style-type: none"> One meal per day <p>Transitional Housing:</p> <ul style="list-style-type: none"> Units for individuals currently experiencing homelessness before transitioning them into Community or Long-Term Housing 		
Medicine Hat (AB), Community Based Homelessness Initiatives¹⁸				
<p>Women's Shelter (delivered by Medicine Hat Women's Shelter Society)</p> <p>Roots Youth Shelter and LYNX House (delivered by McMan Youth, Family and Community Services Association)</p> <p>Centralized Support Fund</p>	<p>Women's Shelter: individuals and families who experience chronic and episodic homelessness and who present with higher acuity needs.</p> <p>Youth Shelter: youth aged 12-17 who are homeless or at imminent risk.</p> <p>LYNX House: individuals 18+ who have completed detox and are waitlisted for residential programs.</p> <p>Centralized Support Fund: families with children under 18 experiencing homelessness.</p>	<p>Women's Shelter: provides housing with supports through intensive case management.</p> <p>Youth Shelter: emergency shelter and supports focusing on prevention, early intervention, mediation, and conflict resolution to reunify the youth with their families as quickly as possible.</p> <p>LYNX House: safe and supportive sober and abstinence-based transitional environment.</p> <p>Centralized Support Fund: pays for hotel accommodation when there is no shelter capacity and supports families whose situation falls outside the scope of existing programs.</p>	<p>Women's Shelter: 12 months</p> <p>Youth Shelter: as short as possible – the primary goal is to reunify youth with their families.</p> <p>LYNX House: depends on wait time for more permanent residential programs.</p> <p>Centralized Support Fund: Unknown</p>	<p>Youth Shelter: South Ridge area (residential), south end of the City, access to Highway 1. Location of Women's shelter and LYNX house are not publicly available.</p>

¹⁸ <https://mhchs.ca/homelessness-initiatives/#1566251101648-2412bf76-84b6>

Housing Type	Target Population Group	Level of Support	Timeframe of support	Housing Location
Cochrane (AB), Family and Community Support Services (FCSS) – Housing Supports¹⁹				
Shelter, financial assistance	Individuals and families who are temporarily in need of shelter because of sudden loss of housing due to circumstances beyond their control, or who are struggling to find affordable housing who may not qualify for affordable housing programs or are on a wait list.	Resource Worker performs an assessment and connects the individual/family with local or regional housing supports, including shelters and financial assistance from the municipality and Provincial Government.	Unknown	N/A
Kamloops (BC), ASK Wellness Society's Housing Outreach and Crisis Funding²⁰				
Damage deposit assistance, funding for emergency repairs, funding for security deposits, and rent subsidies (not intended to be ongoing – short-term solution)	Individuals in imminent risk of homelessness, or in a position where they will potentially lose access to food, and/or negatively impact their health.	<p>Financial supports: first point of contact for individuals with substance abuse and/or mental health issues to access</p> <p>Supportive or Transitional Housing: coaching to develop life skills such as budgeting, basic cleanliness, and communication skills to ensure clients have the best chance to succeed in maintaining their housing.</p>	Unknown	N/A

¹⁹ <https://www.cochrane.ca/2188/Housing>

²⁰ <https://askwellness.ca/kamloops/>

Housing Type	Target Population Group	Level of Support	Timeframe of support	Housing Location
Kamloops (BC), ASK Wellness Society's Supportive and Transitional Housing				
Supportive Housing: Residential complex with supportive housing units (162 units in 3 buildings). Transitional Housing: Residential Complex with transitional housing units (28 minimal support housing units and 42 intensive case management with employment related goals).	Supportive Housing: individuals experiencing mental health and substance use issues. Transitional Housing: clients who have reached a level of stability to where they are preparing for a transition out of housing with supports.	Client-focused support on problem solving, safety, documentation, harm reduction, health navigation, and overall life skills Wellness planning with a focus on health, welfare, and safety On-site nurse One meal per day	Unknown	Supportive Housing: City Centre area (commercial/residential), North Shore area (local commercial/residential), and West End area (highway commercial/industrial) Transitional Housing: City Centre area (commercial/residential), and Aberdeen area (commercial/institutional) with direct access to Highway 1.
Kamloops and Kelowna (BC), Assertive Community Treatment Program (funded by Interior Health)²¹				
Various – depends on specific case (shelters, supportive housing, housing supports, etc.).	People with multiple, complex needs and mental illness and/or substance use concerns.	Client-directed care, assertive outreach and comprehensive, continuous service delivery including assistance to find and keep housing, primary care, outreach, money management and employment, psychosocial rehabilitation, and court liaison, plus a series of treatment, support, and recovery services	Unknown	N/A

²¹ <https://www.interiorhealth.ca/FindUs/ layouts/FindUs/info.aspx?type=Service&loc=&svc=Assertive%20Community%20Treatment&ploc=>

2.6 Key Guiding Principles to Address Short-Term Non-Market Housing Needs

Based on a high-level review of the literature as described in the previous sections, several key guiding principles that have emerged as considerations when planning and implementing short-term non-market housing are described below. Short-term non-market housing examples that have applied the key guiding principles in practice are also referenced for information. It is important to note, as described above, that the examples provided were not evaluated for the purposes of this review and are included for information only.

- Provide a continuum of care for people with special needs (see Lethbridge Alpha House example in Table 2.3).
- Provide support to clients transitioning to a more permanent housing program (information, assessments, referrals, etc.).
- Complement residential services with daily programming based on target population.
- Include an Indigenous focus on programming offered for clients having an Indigenous background.
- Use Harm Reduction and Housing First approaches to provide housing and supportive services.
- Implement an outreach program for individuals and families experiencing or at imminent risk of experiencing homelessness, including those who have been discharged from Provincial or Federal programs/facilities, aimed at enabling their access to the most appropriate support available (see Medicine Hat Community Housing Society – Outreach Department).
- Provide intensive case management to prepare individuals and families for more independent living accommodation.
- Use an intersectional approach to service delivery, integrating other issue-specific supports and programs with short-term housing solutions (see Assertive Community Treatment Program in Table 2.3).
- Provide coordinated access to the different solutions offered across the housing continuum to maximize the benefit and ensure complete integration across all programs.
 - A key tool for the implementation of this principle is a By-Name List (BNL), which is a real-time list of all known people experiencing homelessness in the community. BNLs collect a robust set of data points that aid in the understanding of homeless inflow and outflow at a system level, thus supporting triage to services, system performance evaluation and coordinated access to existing housing supports and programs²². They also assist advocacy efforts for the policies and resources needed to address and end homelessness in a community²³. Examples²⁴ of the implementation of BNLs include:
 - The City of Medicine Hat, Alberta, which was recognized by the Canadian Alliance to End Homelessness as the first city in Canada to end chronic homelessness²⁵; and
 - The City of London, Ontario, which has made significant progress in the effort to become the first community in Canada to achieve functional zero veteran homelessness²⁶ as part of the Canadian Alliance to End Homelessness' Built for Zero Canada movement²⁷.
- Convene diverse stakeholders to leverage resources and achieve collective impact.

²² Built for Zero Canada. Retrieved on May 13, 2021 <https://bfzcanada.ca/by-name-lists/>

²³ Canadian Alliance to End Homelessness, Virtual Webinar *By Name Lists: An Essential Tool for Ending Homelessness*, February 9, 2021.

²⁴ Other cities and regions that have implemented or are in the process of implementing BNLs include the City of Kingston (ON), the Guelph-Wellington region (ON), the Stratford-Perth St. Marys region (ON), the Regional Municipality of Durham (ON), the Municipality of Chatham-Kent (ON), the Kawartha-Haliburton region (ON), the City of Peterborough (ON), and the Windsor-Essex region (ON).

²⁵ Canadian Alliance to End Homelessness (2021). Medicine Hat achieves functional zero chronic homelessness. Retrieved on May 13, 2021 <https://caeh.ca/medicine-hat-functional-zero/>

²⁶ City of London (2020). City of London makes important progress toward ending veteran homelessness in London. Retrieved on May 13, 2021 <https://london.ca/newsroom/city-london-makes-important-progress-toward-ending-veteran-homelessness-london>

²⁷ Built for Zero Canada. Retrieved on May 13, 2021 <https://bfzcanada.ca/by-name-lists/>



3.0 EXISTING ASSETS

The purpose of this section is to provide an overview of the existing housing assets available to people experiencing homelessness and people at-risk of homelessness in the Tri-Region.

To provide a more comprehensive overview of the range of all the non-market housing options available, beyond short-term housing, a summary of known spaces for non-market housing that was identified in the 2021 TMRP Housing Needs Assessment are included for information.

3.1 Short-Term Non-Market Housing Profile

The following section outlines the emergency and transitional housing currently available in the Tri-Region, and where not available, what other options or services exist.

3.1.1 Emergency and Temporary Housing

There is currently no permanent emergency housing available in the Tri-Region. Residents of the region in need of emergency housing are directed to accommodations located in Edmonton. Some examples of housing options residents are referred to include e4c, which offers emergency housing for women; Hope Mission, which offers emergency housing, including housing for youth, and an intoxication centre for residents under the influence of drugs and alcohol; and the Mustard Seed, which offers emergency housing.

3.1.2 Transitional Housing

There is currently no transitional housing available in the Tri-Region. Residents of the region in need of this type of housing are typically referred to the Edmonton Metropolitan Region. There are several non-profit organizations in which residents of the Tri-Region have previously been referred to in Edmonton including Chimo, which is a non-profit organization, providing services to children, youth, and families, including transitional housing for youth and young adults.

3.2 Long-Term Non-Market Housing Profile

The following information on non-market housing assets currently available in Stony Plain, Spruce Grove, and Parkland County was collected as part of the Tri-Municipal Housing Assessment and Strategy (2021).

Table 3.1 Stony Plain Non-Market Housing

Organization	Type of Housing/Subsidy	Population Group Served	Number of Spaces
Capital Region Housing Corporation	Rent Supplement	Mixed	20
Meridian Housing Foundation	Lodge (Supportive)	Seniors	99
Meridian Housing Foundation	Apartments (Independent Living) Rent Geared to Income	Seniors	101
Meridian Housing Foundation (under construction)	Affordable Housing	Seniors	63
Affordable Housing	Affordable Housing	Mixed	48
I Have a Chance Support Services	Group Home	Special Needs	23
Rehoboth Christian Ministries	Group Home	Special Needs	2
Habitat for Humanity Edmonton	Non-Market Home Ownership	Families	8
Total			301

Source: Tri-Municipal Housing Assessment and Strategy 2021

Table 3.2 Spruce Grove Non-Market Housing

Organization	Type of Housing/Subsidy	Population Group Served	Number of Spaces
Grove Senior's Village Housing Co-operative	Co-operative Housing	Seniors	89
Capital Region Housing Corporation	Rent Supplement	Mixed	33
Meridian Foundation	Apartments (Independent Living) Rent Geared to Income	Seniors	75
Affordable Housing*	Affordable Housing	Mixed	103
Association for Supported Community Connections	Group Home	Special Needs	6
Rehoboth Christian Ministries	Group Home	Special Needs	6
Habitat for Humanity Edmonton	Non-Market Home Ownership	Families	6
Total			318

Source: Tri-Municipal Housing Assessment and Strategy 2021

*Affordable housing projects include a mix of market and non-market. Market unit rental rates are at least 10% below market. Most private owners of affordable housing use the 10% minimum.

Table 3.3 Parkland County (Wabamun) Non-Market Housing

Organization	Type of Housing/Subsidy	Population Group Served	Number of Spaces
Meridian Housing Foundation	Seniors Apartments	Seniors	4
Meridian Housing Foundation	Affordable Housing	Seniors	6
Total			10

Source: Tri-Municipal Housing Assessment and Strategy 2021



4.0 CURRENT DEMAND AND ANTICIPATED NEED

Section 4 provides a summary of key demographic information for the three communities and describes potential demand for housing, services, and supports based on a compilation of existing data and requests to individual organizations that provide services within the Tri-Region or the City of Edmonton.

Lastly, it details anticipated needs for varying population groups who would most benefit from short-term non-market housing based on an understanding of current demand and gaps.

4.1 Demographic and Economic Profile²⁸

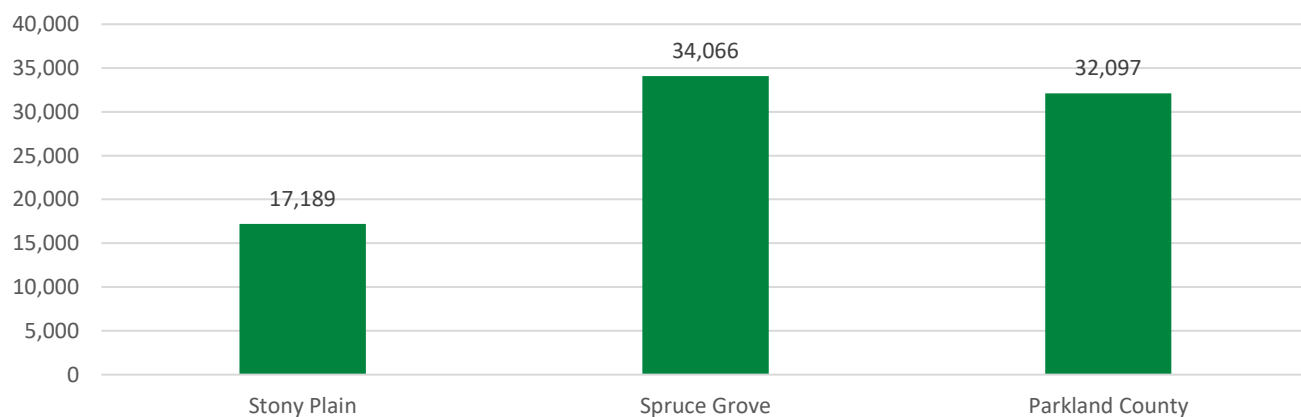
The following section provides a general overview of the key demographic and economic characteristics of the Town of Stony Plain, City of Spruce Grove, and Parkland County.

4.1.1 Population

POPULATION

The 2016 Statistics Canada Census population for all three municipalities is shown on the figure below. Stony Plain, Spruce Grove, and Parkland County all saw population growth from 2011-2016. Spruce Grove's population increased most significantly with a 30.2% increase from 2011 to 2016. Stony Plain's population increased by 14.2% and Parkland County saw an increase of 5%. Both the Town of Stony Plain and City of Spruce Grove completed a municipal census since the 2016 federal census. In 2019, the population of Stony Plain was 17,842, which is an increase of 3.8% from 2016. While, in Spruce Grove's 2018 municipal census, the total population was 35,766, which is a 4.8% increase from 2016.

Figure 4.1 Population (2016)



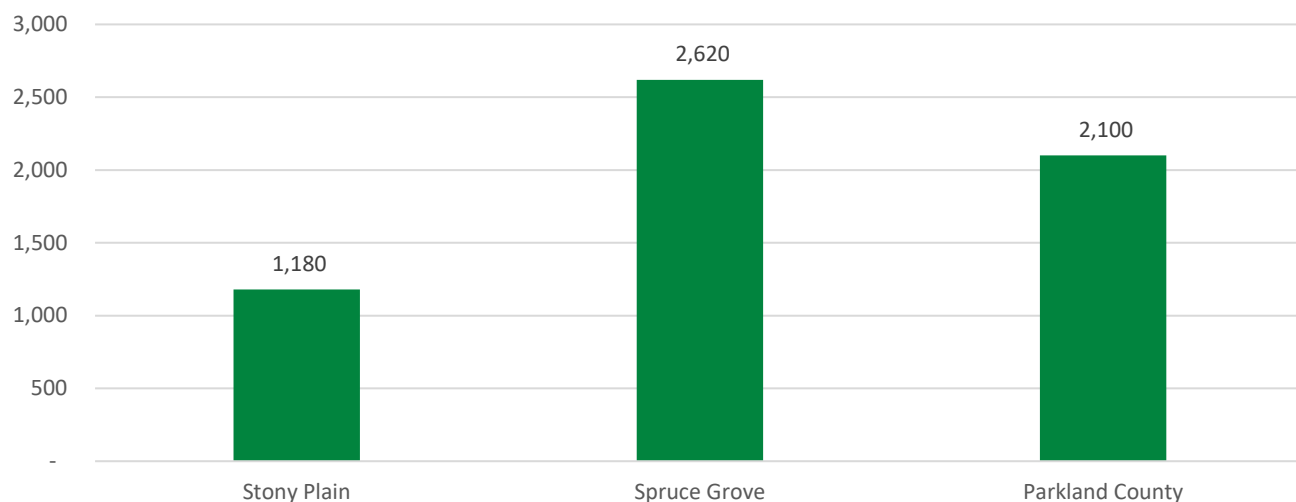
Source: Statistics Canada Census (2016)

²⁸ In the following sections, unless otherwise noted, data from the 2016 Statistics Canada Census is presented for ease of comparison across the three municipalities and limited recent data is available.

INDIGENOUS PEOPLES

Between the three municipalities, in 2016, Spruce Grove had the most people identifying as Indigenous (2,620), which accounts for approximately 8% of its population. Residents identifying as Indigenous in Stony Plain was 6.9% and 6.5% in Parkland County.

Figure 4.2 People Identifying as Indigenous (2016)

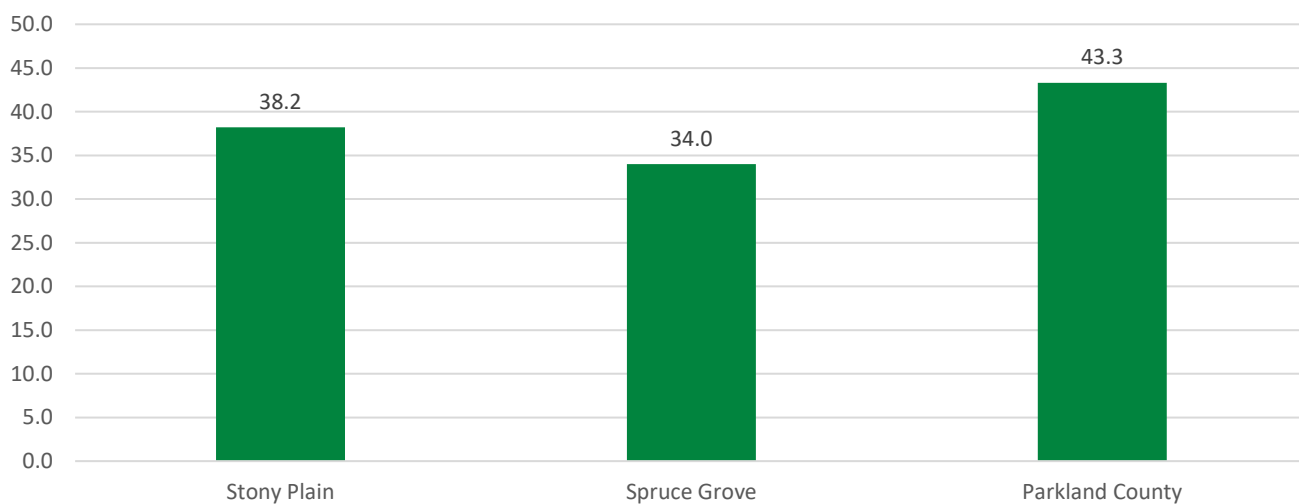


Source: Statistics Canada Census (2016)

MEDIAN AGE

In 2016, residents of Parkland County had the oldest median age at 43.3, while the median age of Spruce Grove was significantly younger at 34 years of age, which is younger than the median age of Alberta (36.4).

Figure 4.3 Median Age (2016)

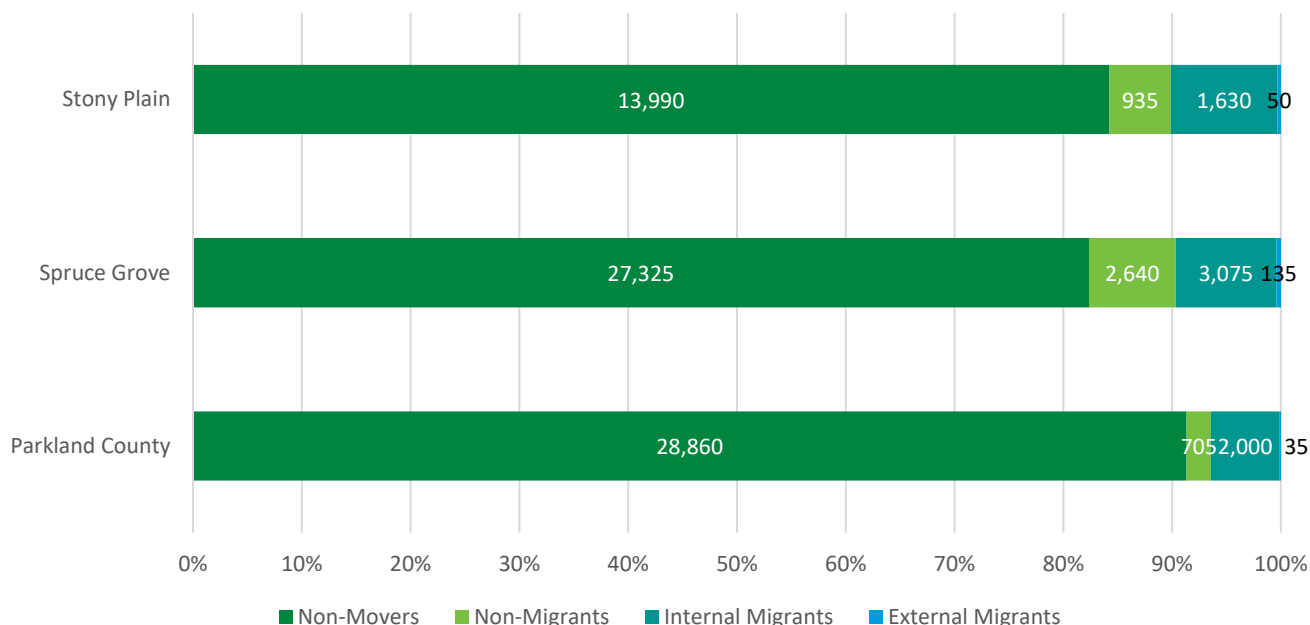


Source: Statistics Canada Census (2016)

MOBILITY STATUS

The mobility status²⁹ of most residents from all three municipalities did not change in the year prior to the 2016 census. Most residents remained at their current residence and had not moved within their municipality. In 2016, Spruce Grove saw the most people (135) move into the community from outside Canada, compared to Stony Plain and Parkland County.

Figure 4.4 Mobility Status in the Past Year (2016)



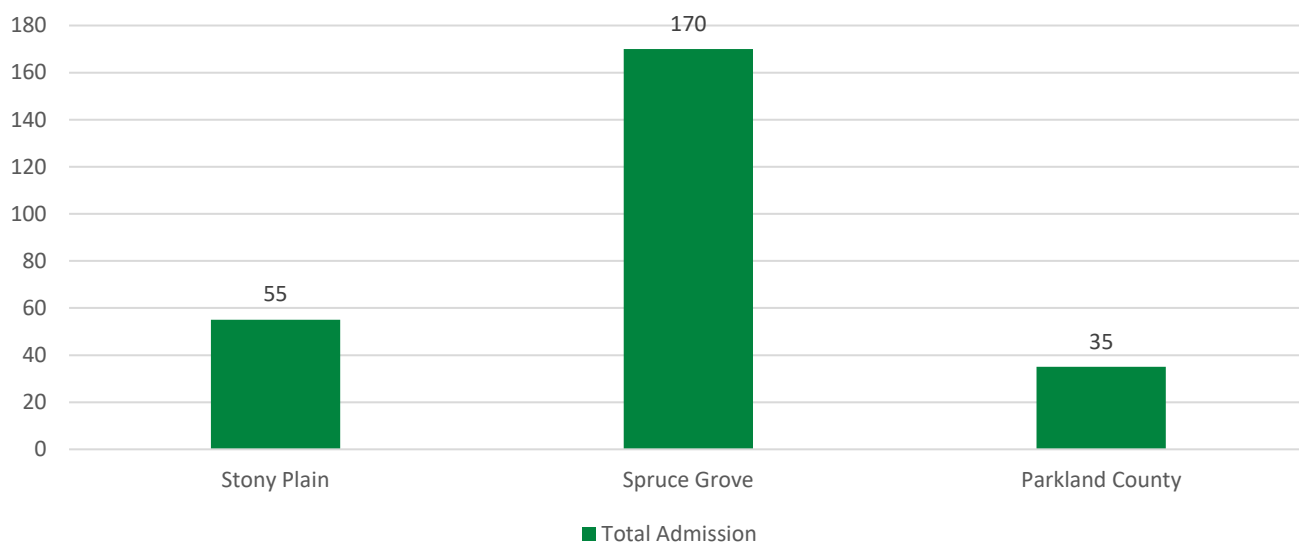
Source: Statistics Canada Census (2016)

²⁹ Mobility status refers to where the person responding to the Census was residing one year prior. Non-movers are those who lived in the same residence; non-migrants are residents who stayed within the municipality but moved to a different residence; internal migrants refers to residents who moved from outside of the municipality, including from other areas in Alberta or Canada; and external migrants refers to those who moved from outside of Canada (Statistics Canada).

IMMIGRATION

There are four classes of admission categories of immigrants used by Statistics Canada: Economic immigrant³⁰, immigrant sponsored by family³¹, refugee³², and 'other' immigrant³³. Of the three municipalities, Spruce Grove had the largest number of immigrants, as captured in the 2017 tax data. Of the 170 total immigrants identified in Spruce Grove, 135 identified as economic immigrants, either the principal applicant or spouse and dependent, and 35 individuals identified as an immigrant sponsored by a family. In Stony Plain, 30 immigrants were identified as economic immigrants. The results for additional categories of immigrants for Stony Plain and for the breakdown for Parkland County were not available as numbers below 10 may have been rounded to zero. These numbers do not include undocumented, or irregular immigration to Canada and there are no accurate figures representing the undocumented immigrants residing in Canada.

Figure 4.5 Immigrant Tax Filers 2017 (Admission Year: 2016)



Statistics Canada, Immigration Database (2018)

³⁰ Immigrants who have been selected for their ability to contribute to Canada's economy through their ability to meet labour market needs, to own and manage or to build a business, to make a substantial investment, to create their own employment or to meet specific provincial or territorial labour market needs (Statistics Canada).

³¹ Immigrants who were sponsored by a Canadian citizen or permanent resident and were granted permanent resident status on the basis of their relationship either as the spouse, partner, parent, grand-parent, child or other relative of this sponsor (Statistics Canada).

³² Immigrants who were granted permanent resident status on the basis of a well-founded fear of returning to their home country (Statistics Canada).

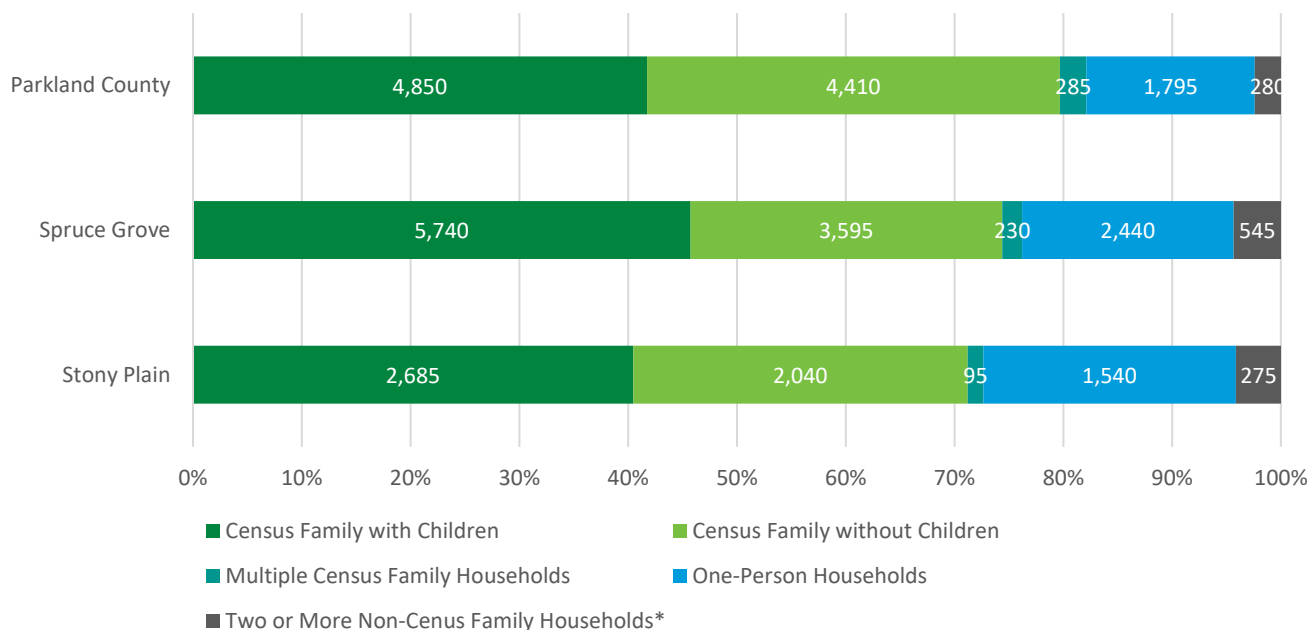
³³ Immigrants who were granted permanent resident status under a program that does not fall in neither the economic immigrants, the immigrants sponsored by family or the refugee categories (Statistics Canada).

4.1.2 Households

SIZE AND COMPOSITION

In 2016, Spruce Grove and Parkland County had the same average household size at 2.7, while the household size in Stony Plain was slightly smaller at 2.5 persons/household.

Figure 4.6 Household Composition (2016)



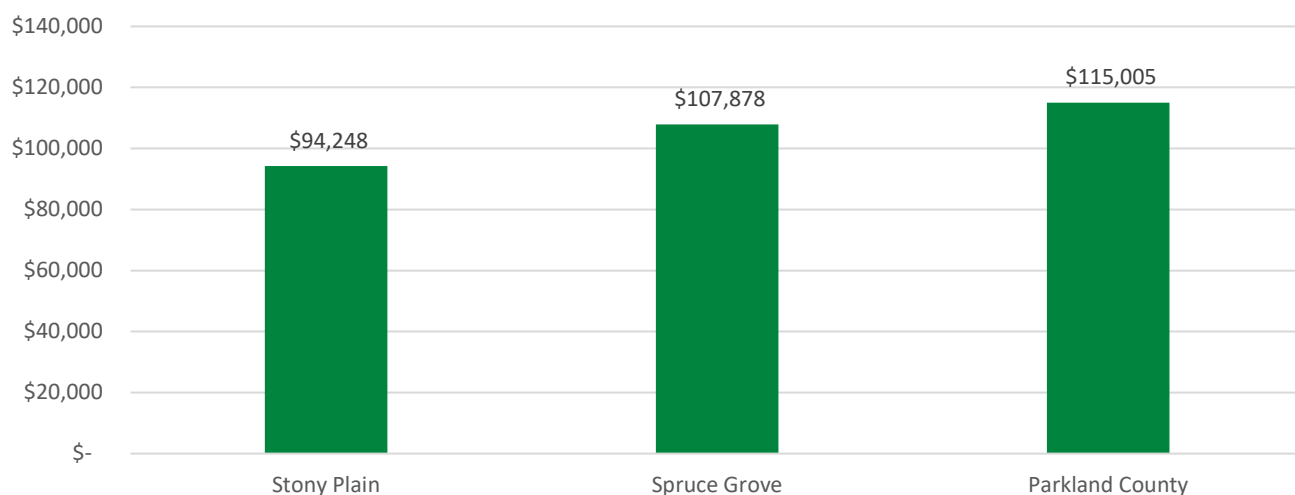
*Non-Census Family Households mean a group of two or more persons who live together but do not constitute a census family (e.g., roommates)

Source: Statistics Canada Census (2016)

MEDIAN INCOME³⁴

In 2016, Parkland County had the highest median household income at \$115,005, followed by Spruce Grove (\$107,878), and Stony Plain (\$94,248). All of which were higher than the provincial median household income at \$93,913.

Figure 4.7 Median Household Income (2016)

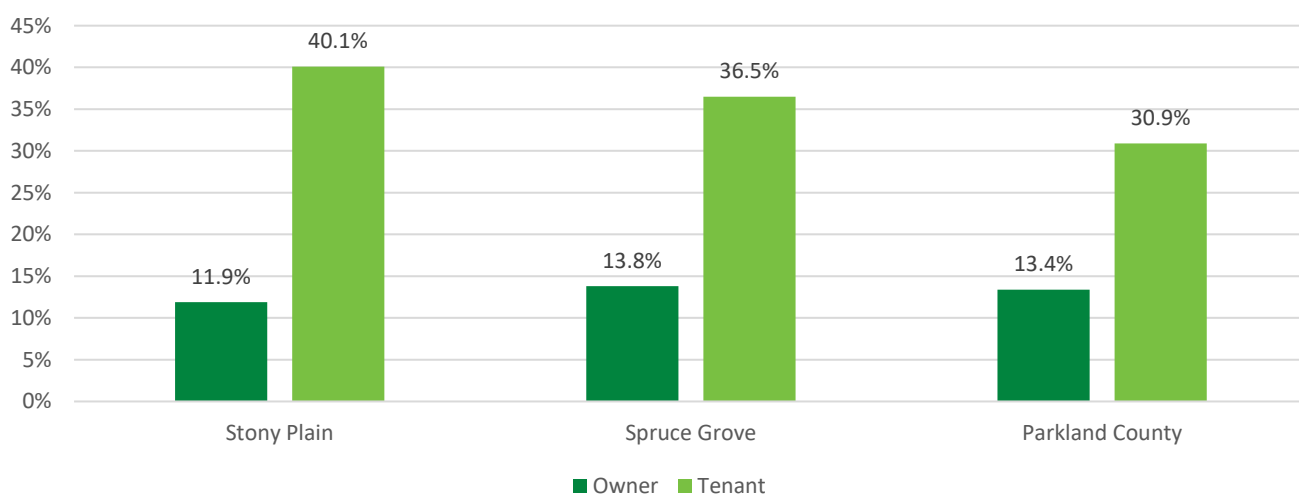


Source: Statistics Canada Census (2016)

4.1.3 Shelter Costs

Of the three municipalities, the highest number of owner households (13.7%) spending more than 30% on shelter costs lived in Spruce Grove, while the highest number of tenant households (40.1%) spending 30% or more on shelter costs were located in Stony Plain.

Figure 4.8 Households Spending more than 30% on Shelter Costs (2016)



Source: Statistics Canada Census (2016)

³⁴ For the 2016 Census, the reference period is the calendar year 2015 for income.

4.2 Current Housing Demand

This section describes the current housing demands in the Tri-Region by residents who are homelessness or are at risk of homelessness.

4.2.1 Tri-Region Rural Housing and Service Needs Estimation (2020)

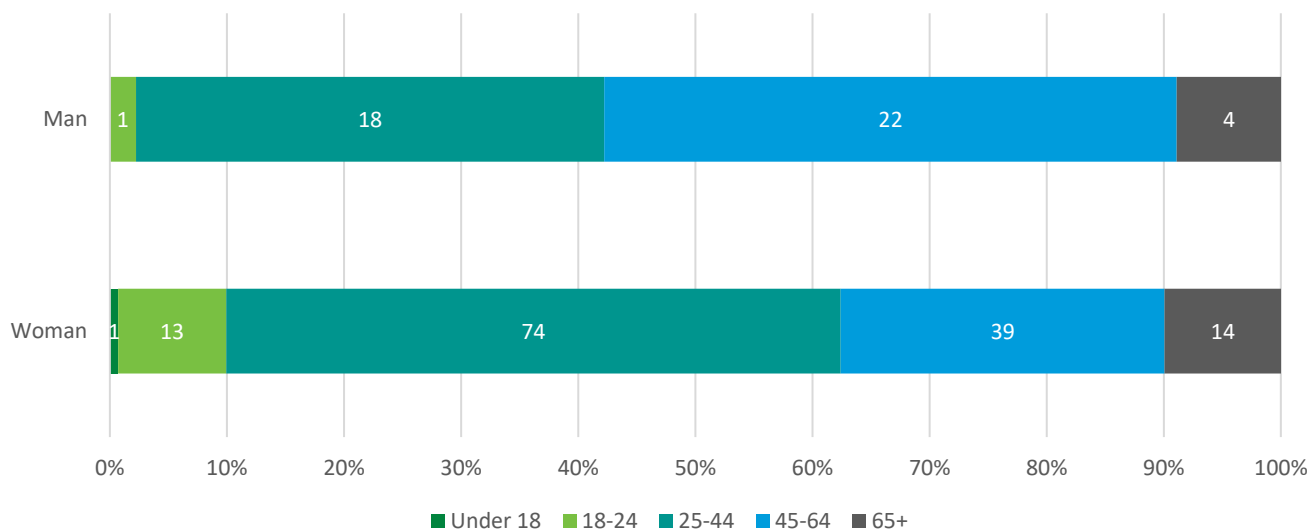
In 2020, the Tri-Region, along with 26 other rural communities in Alberta, participated in the second Rural Housing and Service Needs Estimation project to better understand the needs of residents and improve existing data for the Tri-Region. Service providers were asked to invite individuals who had accessed their services during a 30-day consecutive period (October 1 – 30, 2020) to fill out a questionnaire. The intent of the survey was to gather data on the various needs that impact a person's ability to access and maintain safe, stable, and appropriate housing and related services and resources. The research found that of the 359 participants, 197 or 54.9% were found to be living in situations classified as homeless or housing-insecure³⁵.

Relevant data highlights applicable to the Short-Term Non-Market Housing Study are described in this section. Additional data and a description of the methodology can be found in the full Report³⁶. The findings provided through from the Estimation Report are only a snapshot of potential housing insecurity and homelessness in the Tri-Region. The Report is based on survey data and there are no significance values or inferential statistics provided within the Report.

SURVEY RESPONDENT DEMOGRAPHICS

GENDER IDENTITY

Figure 4.9 Gender Identity



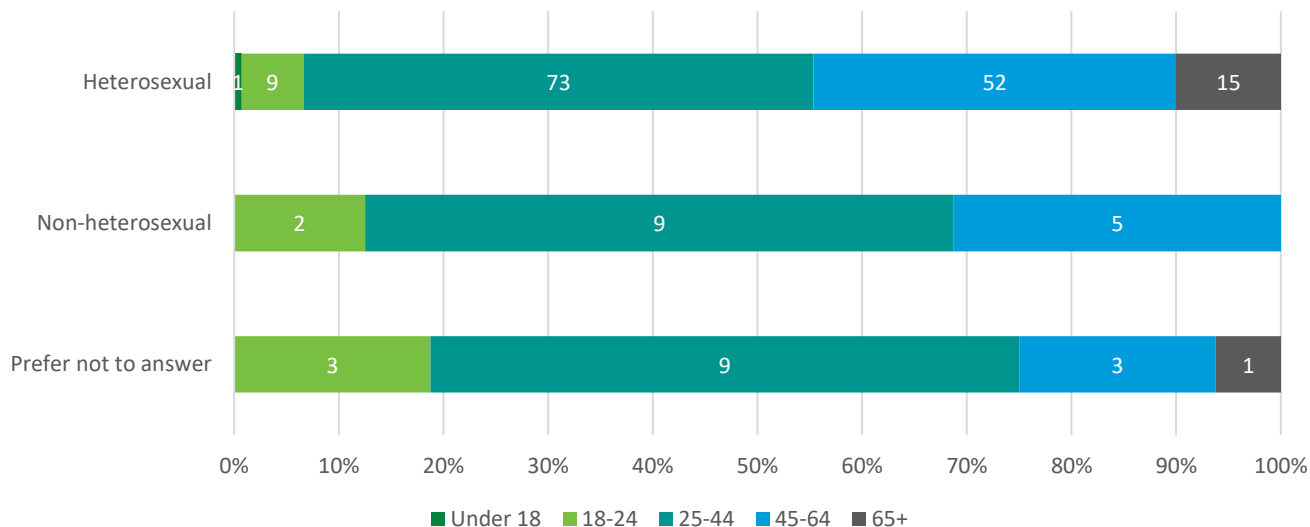
Source: Rural Housing and Service Needs Estimation (2020)

³⁵ Refers to security of tenure; not having to worry about being evicted or having your home or lands taken away

³⁶ Tri-Region Housing and Service Needs Estimate (2020). Retrieved on June 12, <https://www.stonyplain.com/en/live/resources/Documents/2020-Tri-Region-Housing-and-Service-Needs-Estimate.pdf>

SEXUAL ORIENTATION

Figure 4.10 Sexual Orientation



Source: Rural Housing and Service Needs Estimation (2020)

ETHNICITY AND MIGRATION STATUS³⁷

Of those who responded to the question, 146 identified as Caucasian and 35 as Indigenous.

The majority (93.9%) of respondents experiencing housing-insecurity were born in Canada. 10 indicated that they migrated to Canada at some point, including three who came to Canada as Landed Immigrants, seven as Permanent Residents, and two as Temporary Foreign Workers. Most respondents (98.5%) also indicated they are Canadian Citizens.

COMMUNITY³⁷

Roughly 101 of the 197 housing-insecure respondents (51.3%) said they live in Spruce Grove, 21 (10.7%) said they live in Parkland County, and 38 (19.3%) said they live in Stony Plain.

HOUSEHOLD MAKEUP

Seven housing-insecure respondents reported that either they or someone in their household was pregnant.

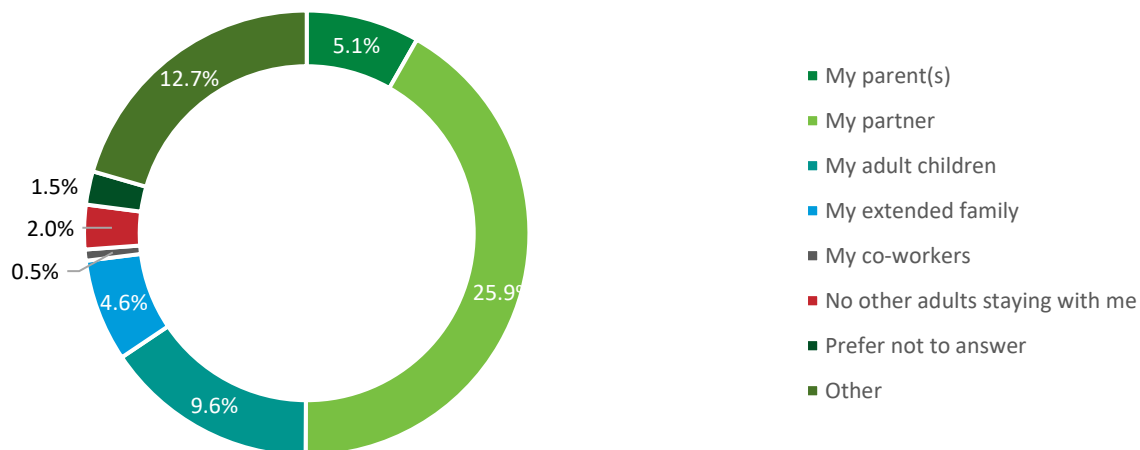
77 said that they were currently a single-parent household.

119 (60.4%) of the total 197 housing-insecure respondents were living with dependents under the age of 18. Of those, 36 had one dependent, 31 had two, 19 had three, and 16 had four or more dependents.

There may be a total of 19 additional adults living in makeshift shelters based on the respondents' living situations.

³⁷ Rural Housing and Service Needs Estimation (2020)

Figure 4.11 Respondents Cohabitation Relationships



Source: Rural Housing and Service Needs Estimation (2020)

CURRENT LIVING SITUATION³⁸

Approximately 197 respondents' (54.9% of total) housing conditions are considered to be insecure and/or absent.

Participants were asked to identify any statements that reflect their current living situation. The following table highlights the current living situations relevant to this study.

Table 4.1 Current Living Situation in the Past Month

	Total	% of Responses ³⁹
I slept in a friend's/family house because I had no other place to stay	19	2.7%
I stayed at a women's/domestic violence shelter	4	1.0%
I stayed with someone I didn't know because I had no other place to stay	7	1.0%
I slept in a shelter	9	1.3%
I slept in a makeshift shelter, vehicle, tent, or shack	20	2.8%
I slept in a public space (sidewalks, park benches, bus shelter, etc.) *	9	1.3%

*All 9 respondents who slept in a public space, also indicated they slept in a makeshift shelter during the past month.

Source: Rural Housing and Service Needs Estimation (2020)

Of all surveyed respondents, 47 (13.1%) indicated that they had once stayed or are currently staying in foster care or a youth group home.

³⁸ Rural Housing and Service Needs Estimation (2020)

³⁹ Does not equal 100% as multiple responses possible and for the purposes of this report, only a select set of response options are shared.

SHELTER SERVICES

Of respondents experiencing housing insecurity, **5.6% reported accessing a shelter within the past year**. Of the 20 unsheltered respondents:

- 11 were men, eight were women, and the remainder did not specify.
- 12 were Caucasian, seven were Indigenous (of which one identified as First Nations and six identified as Métis), and the remainder did not specify.
- Two were employed, 17 were unemployed, and the remainder did not specify.
- 10 said they live around the Spruce Grove area, six live around the Stony Plain area, and the remainder did not specify or left it ambiguous.

Of the respondents who needed a shelter but did not access shelter services within the past year, several reasons were identified, as shown in the Table below.

Table 4.2 Reasons Why Shelter Was Not Accessed

	Total	% of Responses
I didn't need shelter services	103	51.5%
No shelters in my area	24	12.0%
Lack of transportation	15	7.5%
I didn't feel safe	13	6.5%
No pets allowed	9	4.5%
Reason not listed	9	4.5%
Separation from family member/partner	7	3.5%
Prefer not to answer	7	3.5%
The shelter was full	5	2.5%
Lack of disability accommodations	5	2.5%
Health concerns (bed bugs, dirty, etc.)	2	1.0%
Hours of operation	1	0.5%

Source: Rural Housing and Service Needs Estimation (2020)

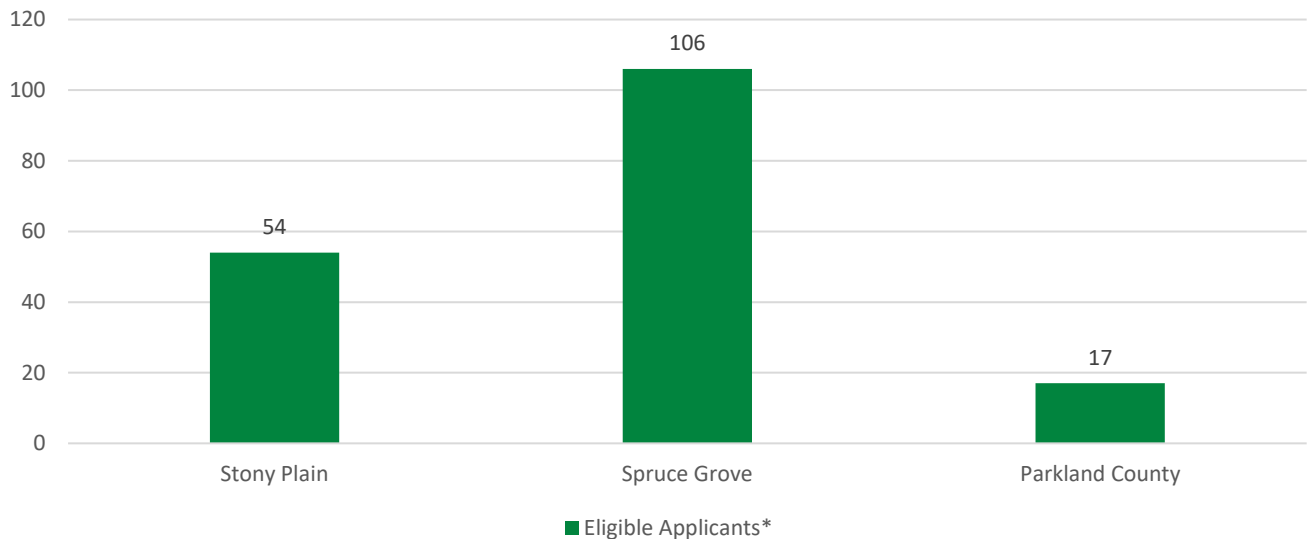
SUMMARY

Of the survey respondents, 197 or 54.9% were found to be living in situations as unsheltered (20) or housing-insecure (177). Of respondents experiencing housing insecurity, 5.6% reported accessing a shelter within the past year. When asked why they did not access shelter, just over 50% of survey respondents indicated they did not need shelter services, while 12% shared there was none in the area and 7.5% said there was a lack of transportation, suggesting that availability and access in the area could be potential barriers to some residents in the Tri-Region.

4.2.2 Housing Subsidies

Civida (formerly known as Capital Region Housing) manages a variety of housing and rent supplement programs for residents in Edmonton, and the larger region, including the Tri-Region. There are currently 177 eligible applicants from the Tri-Region who have applied to at least one program offered by Civida. The majority (60%) live in Spruce Grove.

Figure 4.12 Eligible Applicants on Priority Waitlist Who Have Not Received a Subsidy or Housing

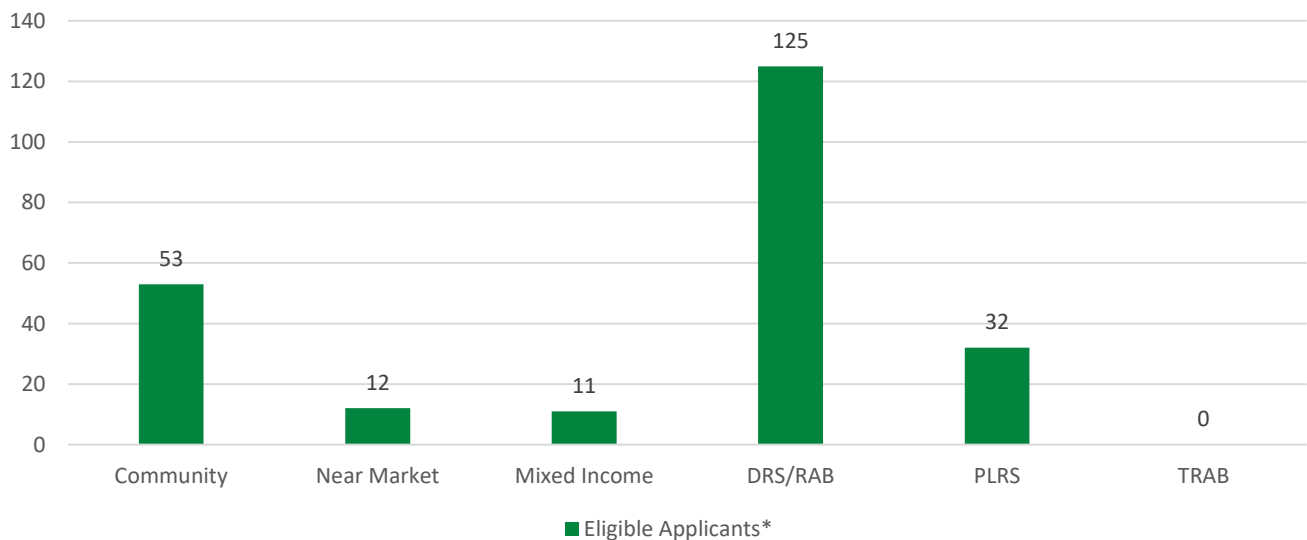


* Eligible applicants who applied between January 1, 2015 and May 31, 2021 who are currently on the priority (wait) list and have not received a subsidy or housing. Applicants can apply to more than one program.

Source: Cvida (May 2021)

The following figure shows a breakdown of the programs that residents have applied to.

Figure 4.13 Total Program Applicants

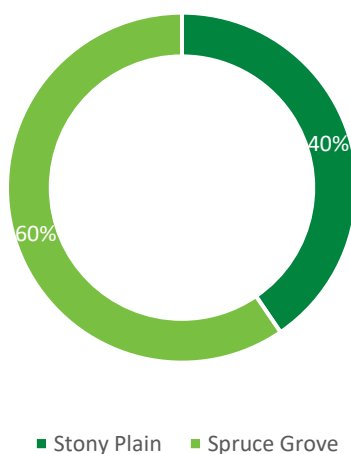


* Eligible applicants who applied between January 1, 2015 and May 31, 2021 who are currently on the priority (wait) list and have not received a subsidy or housing. Applicants can apply to more than one program. RAB refers to Rental Assistance Benefit (previously known as Direct Rent Supplement or DRS); PLRS refers to Private Landlord Rent Supplement.; TRAB refers to Temporary Rent Assistance Benefit.

Source: Cvida (May 2021)

There are currently (as of May 31, 2021) 42 recipients in the Tri-Region who have received a rent supplement. Most of these recipients live in Spruce Grove while none live in Parkland County. This includes both Rental Assistance Benefit (RAB, previously known as Direct Rent Supplement or DRS) and Private Landlord Rent Supplement (PLRS).

Figure 4.14 Current Rent Supplement Recipients in the Tri-Region



Source: Cvida (May 2021)

4.2.3 211 Referrals

According to 211 statistics, a total of 111 housing and shelter requests were received through 211 for the April 1, 2020 – March 31, 2021 period in the Tri-Region. The following table breaks down the number of housing and shelter referral requests by type of need and categorized by Spruce Grove, Stony Plain, and Parkland County.

Table 4.3 Housing/Shelter Needs by Community

	Parkland County	Spruce Grove	Stony Plain	TOTAL Tri-Region	TOTAL Alberta
Housing/Shelter	12	66	33	111	7524
Emergency Shelter	5	27	5	37	2606
Home Purchase/Construction Financing/Refinancing	1			1	309
Housing Counselling		2		2	308
Housing Expense Assistance		3	6	9	1559
Housing Search and Information			1	1	216
Residential Housing Options	1	20	13	34	1662
Subsidized Housing Administrative Organizations	2	1		3	83
Supportive Housing	1	8	3	12	577
Supportive Housing Placement/Referral		4	5	9	122
Transitional Housing/Shelter	2	1		3	219

Source: Canadian Mental Health Association – Edmonton Region (June 2021)

The table shown below indicates the emergency shelter needs by community.

Table 4.4 Emergency Shelter Needs by Community

	Parkland County	Spruce Grove	Stony Plain	TOTAL Tri-Region
Emergency Shelter (Total)	5	27	5	37
Crisis Shelter	1	19	3	23
Emergency Shelter		1		1
Homeless Drop-In Centres	1			1
Homeless Shelter	3	7	2	12

Source: Canadian Mental Health Association – Edmonton Region (June 2021)

Since there are no shelter options directly in Spruce Grove, Stony Plain, or Parkland County, in lieu of referrals in the area, emergency financial assistance to access temporary accommodations through the Emergency Income Support and the Emergency Needs Allowance are often explored.

Options for getting to Edmonton to access a homeless shelter in the city are also considered. Outside of public transit into the city, Emergency Income Support may be explored as a transportation option. In Edmonton, the 24/7 Crisis Diversion program can help with transport, but they are not able to transport outside of Edmonton, so the client would need to get to Edmonton City limits to access that transportation service.

If the need for shelter is related to domestic violence, there are shelter options in Edmonton and some surrounding communities. There is also the Alberta Shelters Lookup program which includes shelters across the province. If space is available at these shelters and a client is eligible, the shelter is often able to arrange safe transport to their location.

SUMMARY

In the Tri-Region, 211 received significantly more calls related to emergency shelter and residential housing options compared to other housing needs. As it relates to total number of calls received for referrals to emergency shelter, and in particular for crisis shelter, residents from Spruce Grove had the highest number of calls for referral requests compared to calls received from Stony Plain and Parkland County residents.

4.2.4 Alberta Point-in-Time Homelessness Count Report (2018)

The following section describes the key findings of the Alberta Point-in-Time Homelessness Count. While the Point-in-Time Count data is not directly comparable to the Tri-Region Rural Housing and Service Needs Estimation Report due to methodology differences, several key findings are noted in this section to provide an understanding of the characteristics of people experiencing homelessness across Alberta for high-level comparison purposes to Edmonton.

Seven communities in Alberta conducted a Point-in-Time count on April 11, 2018, which was the third provincially-coordinated Point-in-Time Count of homelessness to date, using the national methodology. The seven cities that participated included Calgary, Edmonton, Fort McMurray, Grande Prairie, Lethbridge, Medicine Hat, and Red Deer. The information collected in the count complements administrative data and information from service providers.

AGE

The largest age group experiencing homelessness in Alberta, based on the average across the seven cities, was the 45-64 age group at 39%, followed by 25-44 age group at 37%. The median age of individuals experiencing housing insecurity in the Tri-Region was 44, which is generally similar to the average age of people experiencing homelessness in Alberta as identified through the seven cities count.

Table 4.5 Homeless Population by Age Groups by City (Administrative Data⁴⁰)

City	Under 18	18-24	25-44	45-64	65+	Total with unknown removed
Calgary	11.3%	7.2%	35.1%	40.9%	5.5%	2627
Edmonton	8.0%	9.4%	37.7%	39.4%	5.5%	1318
Fort McMurray	18.6%	10.0%	44.3%	23.6%	3.6%	140
Grande Prairie	12.5%	11.9%	44.9%	30.7%	0.0%	176
Lethbridge [^]	37.2%	20.9%	25.6%	16.3%	0.0%	43
Medicine Hat	32.5%	17.5%	35.0%	12.5%	2.5%	40
Red Deer [*]	5.7%	11.4%	47.7%	34.1%	1.1%	88
Alberta (Total of 7 cities)	11.0%	8.4%	36.7%	38.9%	5.0%	4432

[^] Missing one adult shelter demographics

^{*} HYD survey used as admin data

Source: Alberta Point-in-Time Homelessness Count Report (2018)

INDIGENOUS IDENTITY

People identifying as Indigenous continue to be overrepresented among those experiencing homelessness. Across Alberta, people who identify as Indigenous make up 26% in administrative data while making up only 7% of the general population. Indigenous people represented 50% of the Point-in-Time Count survey data and 44% of the corrections data. Holdings cell data showed 62% of people identifying as Indigenous province-wide⁴¹.

HOUSING TYPOLOGY

Almost half of the population counted as experiencing homelessness in Alberta were provisionally accommodated (49%), followed by those staying at an emergency shelter (47%), and unsheltered (3%). The remaining 1% of the counted homeless population did not report where they were staying on the night of the count.

- Provisionally Accommodated⁴²: 49% (2,834)
- Emergency Sheltered: 47% (2,671)
- Unsheltered: 3% (164)
- Unknown Exact Location (likely homeless): 1% (66)

⁴⁰ Administrative data is more comprehensive than survey data; the Point-in-Time Count Report uses both datasets in the full report.

⁴¹ Alberta Point-in-Time Homelessness Count Report (2018)

⁴² Provisionally accommodated describes situations in which people, who are technically homeless and without permanent shelter, access accommodation that offers no prospect of permanence. Those who are provisionally accommodated may be accessing temporary housing provided by the government or the non-profit sector or may have independently made arrangements for short-term accommodation (Alberta Point-in-Time Homelessness Count Report, 2018).

SUMMARY

Across the seven cities that participated in the Point-In-Time Count, on average 39% were between the ages of 45-64 years old, more than a quarter of people experiencing homelessness, identified as Indigenous, and close to half of the population counted as experiencing homelessness were provisionally accommodated. While not directly data from the Tri-Region, this data provides the region with a clearer understanding of the general demographics of people experiencing homelessness.

4.2.5 Stakeholder Perspectives

A total of five stakeholder organizations representing a range of backgrounds and services provided participated in individual interviews to better understand the challenges their clients are facing, specific population groups who are most in need, and top priorities for better meeting the needs of people experiencing homelessness or precarious housing in the Tri-Region. A summary of key themes that emerged from their feedback is provided below.

HOUSING CHALLENGES

Key housing challenges facing residents in the Tri-Region include lack of safe, affordable housing, long wait lists, very limited subsidized housing, having to leave the Tri-Region to access appropriate housing, and no transitional housing in the area. People with significant mental health support requirements, severe addictions issues and low income are struggling the most.

Stakeholders indicated that key challenges Indigenous clients, in particular, are facing in accessing housing and services include lack of affordable housing as most clients are on fixed income, lack of transportation to available services, concerns about leaving personal belongings at camps when accessing services or supports, stigma and stereotypes from landlords, property managers, residents, and existing mental health and addiction challenges.

KEY POPULATION GROUPS IN NEED

Indigenous Peoples such as residents of Paul First Nation and Enoch Cree Nation who access services in Stony Plain and Spruce Grove have particular challenges as there is a lack of culturally appropriate housing and availability of services for Indigenous Peoples in the Tri-Region. While there are Indigenous organizations⁴³ providing services to residents in the Tri-Region, not all their programs are available in the Tri-Region.

Youth aging out of care have also been identified as a key group in need of additional supports and housing, such as life skills training, budget management, landlord relations. Stakeholders expressed that they may not have the life skills to live independently and need additional supports to help them secure and maintain stable and appropriate housing. Recently, the provincial government lowered the maximum age of eligibility for youth aging out of care receiving financial assistance from age 24 to age 22, which will also likely have an impact their ability to find and maintain safe housing.

Stakeholders also identified single parents and single people without children (both men and women) as two other population groups in need of housing. Stakeholders shared that people identifying as LGBTQ2S+ also likely experience discrimination and may choose to leave the area for supports.

⁴³ See Section 4.3 for more information on programs provided by Native Counselling Services of Alberta.

AREAS FOR IMPROVEMENT

Communications and access to current information about what housing and supports are available was identified as an area that could be improved. One stakeholder suggested that there could be a need for more mental health and addictions services. Additional life skills training would benefit Indigenous Peoples who are coming from the reserve as they often lose the supports and connections they had on-reserve and are not familiar with the supports available. A larger systems approach and understanding of reconciliation would also be of value. There is also a need identified for coordinated access and reducing barriers to access services.

TOP PRIORITIES

Generally, more long-term sustainable housing was identified as a top priority. Several stakeholders spoke about the need to provide housing that includes additional wraparound supports and services such as life skills training, mental health and addictions support, parenting, and counselling courses, in particular, appropriate training and counselling related to grief and trauma.

One stakeholder stressed the value of the Direct Rent Supplement program which was replaced by the Rental Assistance Program which still does not provide enough to support residents in maintaining a more secure quality of life. They indicated that a program of that nature provides the biggest impact for housing and basic needs.

Another stakeholder spoke to the desire of focusing more holistically on what is best for the community and moving away from individual mandates or directions of community groups and organizations.

4.3 Current Services and Supports Demand

This section describes the current demands for various community and social support agencies and organizations that operate within the Tri-Region, from residents who need support accessing and maintaining housing; this includes residents who have challenges with food insecurity or have health or mental health needs.

REGIONAL HOUSING PROGRAM

The Town and City, with existing service agreements with Parkland County, have established a Regional Housing Program to address housing gaps in the Tri-Region. The Program provides support to eligible residents from across the Tri-Region to address instances of housing instability. A dedicated housing coordinator supports moderate acuity clients with accessing or maintaining housing and helps them to gain access to other needed support services, including connecting residents to other community service providers to support long-term housing solutions.

The Regional Housing program is targeted at individuals and families currently living within the municipal boundaries of the Tri-Region without stable, safe, permanent, or appropriate housing, or the immediate means or ability to secure housing.

COMMUNITY SOCIAL SERVICES AND SUPPORTS

WINTER EMERGENCY RESPONSE (WER) PROGRAM

For the past two years, a Winter Emergency Response (WER) program has been in place to support predominantly unsheltered persons experiencing homelessness who are at high risk during extreme cold weather

conditions. The cold weather threshold, monitored daily, for activation of the emergency response was set at -25 degrees, including wind-chill, for a 24-hour period from November 1, 2020 until April 1, 2021. The operating hours were 7 days a week between 11pm and 5am as a result of a gap analysis completed by the WER project team that identified the lack of evening and weekend spaces during cold weather events. A community space for a Late Night Café was provided at the Congregational Christian Fellowship Church. A local taxi company provided rides from anywhere within the Tri-Region to the Café and to a designated location the following morning. The purpose of the Late Night Café was to provide a warming space; however, no beds are provided.

2020-2021 WER Response (information provided by WER Committee)

- The Late-Night Café was open for **21 nights and 7 days** during the months of December, January, and February.
- **18 individuals** used the Late-Night Café for a total of **125 times**.
- There was an average of 5 guests using the Late-Night Café when open.
- There were 39 taxi trips with a majority of the trips in February 2021.

There are additional spaces in the Tri-Region that offer residents a warm-up location during periods of cold weather, as well as to cool down during heat waves; however, data is not actively tracked for who is using the spaces for these purposes.

WESTVIEW PRIMARY CARE NETWORK AND MENTAL HEALTH CLINIC

Clients accessing the Westview Primary Care Network are often referred to Edmonton for housing. Families can be referred to Civida⁴⁴ to apply for a subsidy. Client characteristics often include recent family separations, single parents, mental illness, low-income seniors, and disability. Seniors and disability clients are typically chronically low income and housing is a challenge. There are approximately 5 chronically homeless clients accessing services through the Westview Primary Care Network who often never secure stable housing. Generally, people experiencing homelessness in the area are long-term residents and not moving to the community from another area.

FAMILY AND COMMUNITY SUPPORT SERVICES

Family and Community Support Services (FCSS) helps families and individuals access a variety of preventive formal and informal services and programs that support their well-being, health, and housing needs. FCSS is based out of Stony Plain and Spruce Grove, both of which provide support to Parkland County residents. In 2020, based on both Stony Plain⁴⁵ and Spruce Grove FCSS contact data, 5% (72) of the total number of calls had a primary issue of housing/homelessness.

INDIGENOUS SERVICES

NATIVE COUNSELLING SERVICES OF ALBERTA

Native Counselling Services of Alberta (NCSA) provides a variety of programs and support services to Indigenous Peoples across Alberta. Two programs are offered directly within the Tri-Region. The Kiyôhkatowin Home Visitation Program and Wâhkômiwêw Connections Program are offered in the Stony Plain, Spruce Grove, Parkland County and Yellowhead County areas. Kiyôhkatowin Home Visitation Program's purpose is to mentor parents and caregivers in their community to support children's growth and development. The Wâhkômiwêw

⁴⁴ Civida (formerly known as Capital Region Housing) manages a variety of housing and rent supplement programs for residents in Edmonton, and the larger region, including the Tri-Region.

⁴⁵ Data was unavailable from Stony Plain FCSS for the months of May, June, and July due to staffing, COVID-19 and changes in procedures and data collection.

Connections Program provides support to parents and caregivers in development healing and connection plans. The Wapekin Program, available in Stony Plain, provides support and advocacy for families who are referred by Stony Plain Children Services in accessing programs and services such as transportation to court, appointments, financial assistance and connecting families to housing programs or services.

Another program offered by NCSA, but only available in Edmonton, is the Indigenous Housing First Program. This program supports chronically homeless Indigenous People in Edmonton access housing and supports. The intent of the program is “to last no more than 12 months as participants are stabilized and transitioned to a reduced level of support. The final stages of the program involve planning to discharge the participant once self-sufficient.”

Limited data from the programs offered in the Tri-Region are available as they are new, and intake and assessment has been more focused on COVID-19 related issues in the past year. There are approximately seven individuals accessing services who have experienced homelessness at some point in the past year. Some clients accessing services who are in need of housing have been referred to NCSA's Indigenous Housing First Program and have been housed in Edmonton through that program. The youth that NCSA are currently working with are generally living with their parents or grandparents.

FOOD SECURITY SERVICES

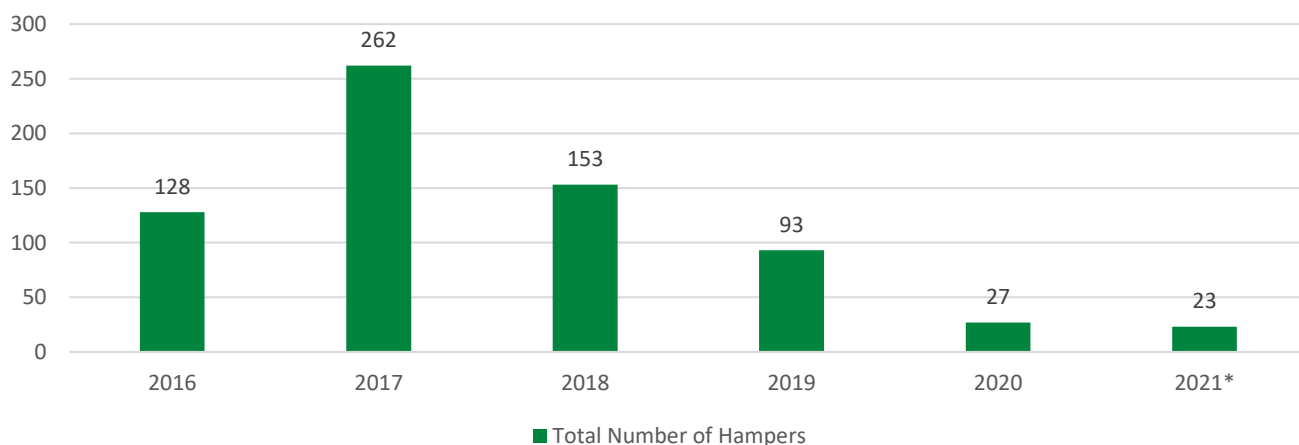
PARKLAND FOOD BANK

The Parkland Food Bank provides food hampers to Stony Plain, Spruce Grove, and Parkland County residents based on need. Generally, the Food Bank has been seeing an increase in demand for food hampers for people experiencing homelessness.

- Historically, 2017 and 2018 had the most Homeless Hampers given out as many clients were living in a local hotel without access to refrigeration or cooking supplies.
- A decrease was seen in the years following as clients were required to relocate out of hotels.
- The need for hampers is starting to rise again in 2021.
- Currently, five clients are accessing the food bank on a regular basis that are completely unsheltered.

The total number of Homeless Hampers prepared each year since 2016 is shown in the following figure.

Figure 4.15 Parkland Food Bank Society Homeless Hamper Program



*Year to Date

Source: Parkland Food Bank Society Date Request (June 2021)

IMMIGRANT AND REFUGEE SERVICES

PARKLAND WELLNESS CENTER AND REFUGEE WELCOME SPACE

People who access the Parkland Wellness Center and Refugee Welcome Space services and do not have access to housing are generally directed to social services, Family and Community Support Services or connected with a social worker to provide direction and support to receive the right care. As of June 2021, the Centre identified two clients at risk of homelessness. For refugee clients the Centre supports, the group would be considered an at-risk group and approximately 1-2 clients are in the Tri-Region area.

DOMESTIC VIOLENCE SERVICES

THE TODAY CENTRE

The Today Centre provides short-term support for people experiencing family violence. They offer safety planning, education, and connections to support services to residents in Edmonton and the surrounding region. Over the last three-four years, approximately 30 clients who accessed services were from the Tri-Region. Most of their challenges regarding housing was the lack of availability of immediate housing within the area that they are in, which would result in them moving to Edmonton. These clients would typically be referred to Civiida, Northern Alberta Co-Operative Housing Association, or Melcor Village. Typically, clients are referred to first stage or second stage housing due to the domestic violence they are experiencing when they access services at the Centre.

RCMP DOMESTIC VIOLENCE UNIT

Based on case data, there is likely a need for a domestic violence emergency shelter in the Tri-Region to address safety concerns. People needing emergency shelter currently must leave the Tri-Region to access shelters in Edmonton, Strathcona County, Morinville and Hinton. The Domestic Violence Unit receives a lot of calls with respect to housing and estimate that approximately 10-15 beds could be needed in the Tri-Region.

4.4 Anticipated Needs

This section describes the estimated anticipated short-term non-market housing needs based on available data and assumptions as described below and in [Section 1](#).

INDIVIDUALS AND FAMILIES EXPERIENCING HOMELESSNESS

The 2018 Estimation Project identified 36 households experiencing homelessness over a 30-day period and the 2020 Estimation Project identified 32 households. This number is an estimate and represents the minimum number of households experiencing homelessness. In addition, because experiences of homelessness are not static, and people become homeless and regain housing on an on-going basis, these are not the only households whose housing needs should be considered. Based on the number of people who had been in their current living arrangements for less than a month (assumed newly homeless), it is estimated that 109 households and 131 households experienced homelessness in 2018 and 2020 respectively.

Over a five-year period, the total number of households who experience homelessness would be even higher. Census data on the number of renters in the lowest quintile of incomes who are spending at least half of their income on rent can serve as an indicator of households that are currently housed but may experience homelessness in the future. In the Tri-Region, this includes 765 households who are at high risk of homelessness because of the severe affordability burden they face. An unforeseen decrease in income or an additional expense

can result in a housing loss. While many of these households will regain housing again on their own, others may become homeless and find themselves in need of assistance to end their experience of homelessness. For the purposes of our analysis, we have assumed, based on assumptions used in Edmonton for planning purposes (given there is no reliable data on which to make assumptions for the Tri-Region), that half of these households will be able to regain housing on their own either with or without assistance.

Based on the 2018 and 2020 Rural Housing and Service Needs Estimation, we estimate that over the next five years, approximately 415 households will require additional assistance to end their experience of homelessness. This is in addition to households who face a high risk of homelessness whose experience of homelessness can be prevented with assistance.

Local data on the proportion of households experiencing chronic or episodic homelessness versus transitional homelessness and the acuity levels of these sub-groups is not available. However, given the City of Edmonton's proximity to the Tri-Region, its history and volume of data collection, its data has been used as a basis for estimating the proportion of households with chronic or episodic homelessness versus transitional homelessness, and the acuity levels of these sub-groups. Additional details on these estimates can be found in [Section 1](#).

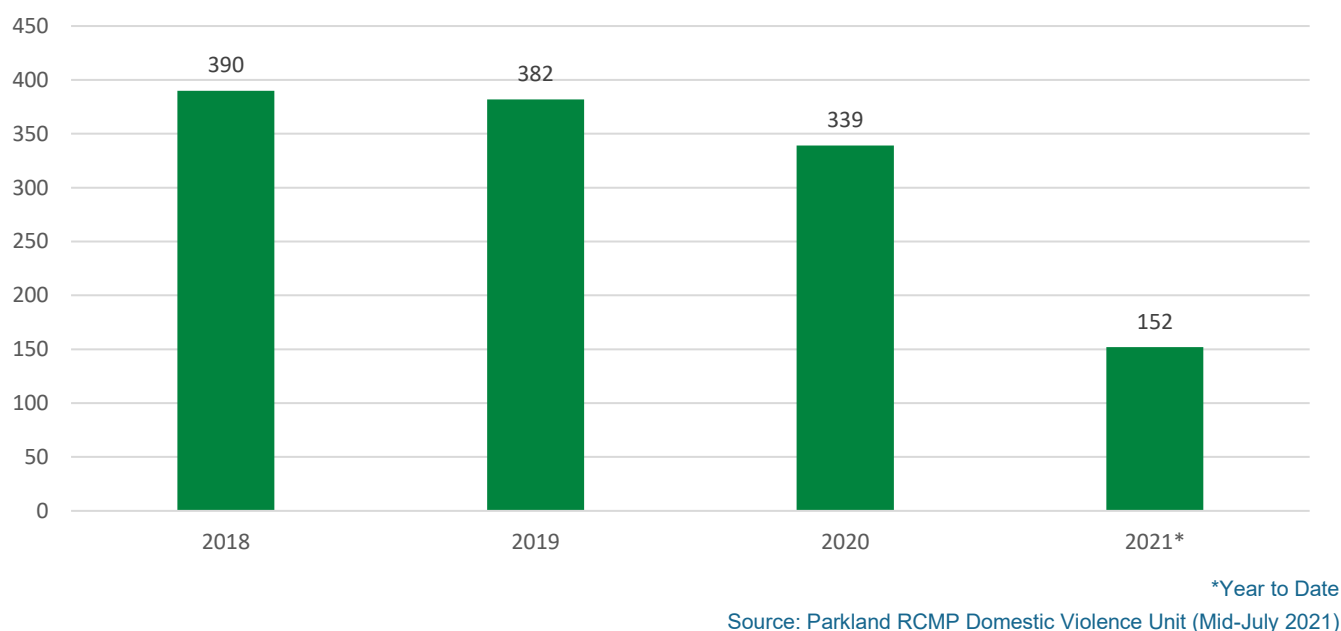
Assumptions related to the type(s) of non-market housing and/or supports required for each sub-group have been based on the target groups shown in Table 1.2 (Section 1). Further details can be found in [Section 1](#). Based on these assumptions, we estimate that:

- Approximately 180 households from the Tri-Region have low barriers and could be diverted from shelter over a five-year period with appropriate diversion services and supports, never requiring shelter during their experience of homelessness. Assuming an average of four months of support, this would mean an average of 12 spaces is needed to serve 180 households over the next five years.
- Approximately 60 households from the Tri-Region may require shelter in a year and 130 different households may require shelter over the next five years. These households face higher barriers and would not be able to be diverted from shelter. Based on national data showing an average of 13.2 bed nights per household, this would mean an average of 2.1 households would need to stay in shelter per night.
- Approximately 85 households requiring some supports to exit homelessness over the next five years could be served with Rapid Re-housing programs that provide targeted and time limited financial assistance and supportive services, to quickly exit shelter and obtain and retain housing. Assuming an average of six months of support, if eight Rapid Re-housing program spaces were added in the first year, these eight spaces could meet the needs of these 85 households over a five-year period.
- Approximately 30 individuals have moderate to high acuity/higher barriers and require housing structures supports for a time-limited period, typically averaging 12 months. This housing and supports, which could be housing and Intensive Case Management or Transitional housing (for youth, for example), would be designed to facilitate movement to independent living (possibly with some supports). Assuming an average of 12 months of support, if six spaces were added in the first year, these six spaces could meet the needs of these 30 individuals over a five-year period.
- Approximately 15 individuals experiencing chronic homelessness have complex needs and the highest acuity and would best be served by long-term housing with supports such as housing and Intensive Case Management that is not time limited, Assertive Community Treatment, or Permanent Supportive housing. Because of the long-term nature of the stay/supports, 15 spaces would be required to meet the needs of these individuals.

WOMEN AND CHILDREN WHO HAVE EXPERIENCED VIOLENCE

Stakeholders serving victims of domestic violence expressed a need for a shelter for women and children who have experienced violence in the Tri-Region. They estimated that the magnitude of need was for 10-15 beds. Statistics provided by the local RCMP Domestic Violence Unit for the Tri-Region, including Spruce Grove, Stony Plain, Parkland County, Paul First Nation, and Enoch First Nation, indicated that 152 domestic violence occurrences resulted in charges between January to mid-July 2021. Statistics are not tracked on the number of clients referred to shelter, but typically clients are referred to shelters located in Edmonton, Morinville, Hinton, and Strathcona County.

Figure 4.16 Tri-Region Domestic Violence Charges



Given the limited data available on local demand, national data on the number of annual admissions, emergency beds and second stage units per 10,000 population were used to estimate demand.

Based on the population size of the Tri-Region, the community could see demand for approximately 160 emergency admissions per year and a need for 15 emergency beds. It could also see 11 admissions to second stage housing and demand for approximately three second stage units.

VICTIMS OF HUMAN TRAFFICKING

Consultations with stakeholders with knowledge of human trafficking in the Tri-Region indicated that the community has limited identified instances of human trafficking. As such, it was determined that there is not sufficient demand to warrant further analysis of the need for short-term housing targeted specifically at victims of human trafficking at this time.

REFUGEE CLAIMANTS

Data on immigration by admission category, discussed in Section 4.1, showed limited-to-no refugees settle in the Tri-Region. As such, it was determined that there is not sufficient demand to warrant further analysis of the need for temporary housing for refugee claimants at this time.

SUMMARY OF NEED

The following is a summary of need by short-term non-market housing and support type.

Table 4.6 Summary of Spaces Needed by Short-Term Non-Market Housing and Support Type

Population Group	Short-Term Non-Market Housing and Support Type	Spaces Needed
Individuals and Families Experiencing Homelessness	EMERGENCY SHELTER	• Approximately 3 spaces
	PREVENTION / DIVERSION	• Approximately 12 spaces
	RAPID RE-HOUSING	• Approximately 8 spaces
	TRANSITIONAL HOUSING and/or HOUSING AND TIME-LIMITED INTENSIVE CASE MANAGEMENT	• Approximately 6 spaces
Women and Children Who Have Experienced Violence	WOMEN'S SHELTER	• Approximately 15 beds
	SECOND STAGE HOUSING	• Approximately 3 units
Victims of Human Trafficking	SAFE HOUSING	• Insufficient demand to warrant safe housing specific to victims of human trafficking
Refugee Claimants	TEMPORARY HOUSING	• Insufficient demand to warrant temporary housing specific to refugees



5.0 RECOMMENDED STRATEGIES FOR ADDRESSING NEEDS

This section details the recommended strategies proposed to address short-term non-market housing need in the Tri-Region based on examples from the literature and identified needs.

It is important to acknowledge that addressing short-term non-market housing needs cannot be completed without ensuring there are adequate long-term housing solutions in place to support any solutions that are implemented.

Furthermore, the recommended strategies work together as a system. If not all strategies are implemented, additional resources and funding commitments would be required to ensure that the implemented strategies are given the necessary support.

5.1 Recommended Housing Types, Number of Spaces, and Fit and Role within the Tri-Region

Housing Types and Number of Spaces

AFFORDABLE HOUSING AND LONG-TERM HOUSING WITH SUPPORTS

Work to end homelessness and address the short-term accommodation needs of survivors of domestic violence cannot be done alone by just the homeless-serving system and the violence against women sector. Affordable housing, rent supports, and permanent supportive housing will be essential. Addressing short-term non-market housing needs cannot be completed without ensuring there are adequate long-term housing solutions in place in the communities to support any solutions that are implemented.

Affordable housing has not been created in the Tri-Region to the levels that are needed. Permanent supportive housing for people with high levels of need and long-term needs is also underdeveloped. An increase in affordable housing and permanent supportive housing in the Tri-Region is required to successfully address homelessness and other non-market housing needs.

While this report focuses on short-term non-market housing needs, efforts to provide affordable housing options and permanent supportive housing will be required through the municipalities' respective housing strategies and initiatives. Additional municipal strategies, including considering policy changes, exploring incentives (e.g., grants, low-interest loans, waiving fees and property taxes, etc.), and exploring partnerships between non-profit affordable housing providers and private developers, are needed to support long-term solutions. Rent supports or affordable housing will be required for individuals and families participating in rapid re-housing programs, housing with time-limited Intensive Case Management, and second stage housing. In addition, individuals and families receiving diversion supports or exiting homelessness on their own also need affordable housing to be able to remain housed. It is estimated that over 300 households experiencing homelessness in the Tri-Region will require diversion supports, rapid re-housing, housing with time-limited Intensive Case Management, or housing with long-term supports over the course of the next five years, and all of these households are in need of affordable housing.

RECOMMENDED STRATEGY:

1. Through the preparation of housing strategies and action plans, and implementation of the 2021 Tri-Municipal Regional Housing Needs Assessment and Strategy, each respective municipality should pursue a range of strategies aimed at developing new affordable housing and permanent supportive housing.

HOUSING STABILITY INTERVENTIONS

Diversion

One of the most important strategies to address the short-term non-market housing needs is shelter diversion. Shelter diversion refers to supports and interventions designed to preventively support individuals and families to access alternative temporary housing options and reduce the likelihood of requiring emergency accommodation. There are compelling reasons to implement such a strategy. Accessing emergency accommodation would often require residents to leave their community, which would negatively impact their access to natural resources and supports that might help them move forward and avoid longer term homelessness. From a housing and service system perspective, it saves any emergency accommodation spaces that are available for those who have no

other safe alternatives, is a lower cost intervention than emergency accommodation, and emergency accommodations do not make it more likely for individuals and families to regain housing.

Shelter diversion is a widely recognized best practice in addressing homelessness. Evidence from shelter diversion programs in North America and the UK suggest that between 30% and 50% of people seeking emergency shelter can be diverted⁴⁶. The diversion rate can be even higher for families. Shelter diversion has been found to have excellent outcomes; some programs have resulted in over 90% of households exiting with positive housing outcomes and not becoming homeless later in the year⁴⁷.

Diversion supports involves using standardized protocols and questions, as well as assistance with problem-solving to whether a person or family seeking homelessness assistance can be safely helped to address their housing situation without entering emergency shelter. It can also include providing individuals and families with supports, such as rental application support, eviction prevention (e.g., legal advice and mediation and financial supports), drawing on the resources that exist in the community, and supporting them to access temporary housing options with extended family, friends, religious institutions, etc. This allows time to work through problems that led to homelessness, ideally with short-term case management support.

Rapid Re-Housing Supports

Research has found that most individuals and families are able to exit homelessness on their own or with limited support⁴⁸. However, some individuals and families experiencing transitional homelessness with low to moderate acuity, who do not have major barriers, still experience difficulty exiting homelessness on their own. It is considered best practice for these households to be targeted with rapid re-housing supports. Rapid re-housing supports often includes time-limited housing subsidies, as well as shorter term (generally up to six months) of case management or community supports.

Rapid re-housing differs from diversion in terms of when the interventions are applied. Diversion is intended to be applied at the time individuals and families are seeking shelter, whereas rapid re-housing is intended to be applied after the individual or family has been experiencing homelessness and (generally has been) accessing emergency accommodation for approximately two-weeks and has shown that they have been unsuccessful in addressing their housing needs during that time. Rapid re-housing supports can be similar to diversion supports, but often include time-limited housing subsidies which are not typically part of diversion supports. Also, case management supports in rapid re-housing programs may be somewhat longer, for example up to six months rather than up to four months.

Housing with Time-Limited Intensive Supports

Some individuals experiencing episodic or chronic homelessness with moderate to high acuity and higher barriers, including addictions and/or serious mental health issues, require more intensive supports to exit homelessness and maintain housing stability. Many of these individuals are able to move on to independent living after a period of intensive supports. This group is best targeted with a housing subsidy along with time-limited Intensive Case Management. Time-limited Intensive Case Management is typically for approximately one year, but individuals may often participate for up to two years on an as needed basis.

Individuals participating in a time-limited Intensive Case Management program are often supported with a housing subsidy in scattered-site market rental housing rather placed-based supportive housing (i.e., multiple units located

⁴⁶ OrgCode Consulting (2013). Diversion 101 Training. Retrieved on July 14, 2021 <https://www.youtube.com/watch?v=disVhPPUm2c>

⁴⁷ Strategies to End Homelessness, Shelter Diversion: A best practice to prevent homelessness. Retrieved on July 15, 2021

<https://www.strategiestoendhomelessness.org>

⁴⁸ Homeless Hub. How many people are homeless in Canada? Retrieved on July 12, 2021 <https://www.homelesshub.ca/about-homelessness/homelessness-101/how-many-people-are-homeless-canada>

together); this allows for greater housing choice for the individual and eliminates the need for the individual to move once they no longer require intensive supports. However, some population groups such as youth in need of more intensive, on-site supports, or homeless high-risk mothers and mothers-to-be, may benefit from a place-based setting where staff are on-site more frequently.

RECOMMENDED STRATEGIES:

2. The municipalities should work together with service providers to establish protocols with agencies involved in prevention and diversion to formalize systematic access to consistent prevention and diversion services.
3. The municipalities should continue to support the Regional Housing Program taking a lead role in diversion supports.
4. The municipalities should work collaboratively with community organizations to support the provision or creation of:
 - a. Approximately 12 spaces for prevention/diversion follow-up supports (i.e., case management). Approximately two spaces in Stony Plain, and five spaces each in Spruce Grove and Parkland County.
 - b. Approximately eight rapid re-housing program spaces (i.e., short-term rental subsidies and rapid re-housing supports) in scattered-site private rental housing. Approximately two spaces in Stony Plain, and three spaces each in Spruce Grove and Parkland County.
 - c. Approximately six housing with intensive supports spaces (i.e., rental subsidy and Intensive Case Management supports) in scattered-site private rental housing. Approximately one space in Stony Plain, three spaces in Spruce Grove, and two spaces in Parkland County.
5. The municipalities should support community organizations through in-kind, financial, or other commitments, in pursuing funding opportunities for Case Management supports for diversion, rapid re-housing, and Intensive Case Management.
6. Together with community organizations, the municipalities should pursue funding opportunities for rental subsidies for residents in receipt of Rapid Re-Housing (short-term subsidies) and Intensive Case Management supports (ideally longer-term subsidies), including exploring opportunities to designate some existing rental subsidies for residents in need of time-limited Intensive Case Management. Opportunities for the municipalities to work collaboratively to pursue funding should be explored.

EMERGENCY ACCOMMODATION

Responding to Emergency Needs

Diversion should be attempted with everyone who is experiencing homelessness to determine whether there are viable, safe, and appropriate alternatives to a more formal emergency accommodation, such as traditional crisis shelter⁴⁹. If more appropriate alternatives are available, these should be pursued first. However, evidence from communities that have implemented strong diversion programs suggests that not everyone can be safely diverted, and there is still a need for emergency accommodation for some individuals and families^{50,51}. Individuals and families who do not have safe alternatives will require more formal emergency accommodation. Any emergency accommodation spaces that are provided should be housing-focused and support people to become

⁴⁹ OrgCode Consulting (2019). Housing-Focused Shelter. Retrieved on July 12, 2021

<https://app.box.com/s/g3ldt4f6vymeh94myfk9yt5ykh2hala>

⁵⁰ Region of Waterloo, Family Shelter Diversion Pilot: Developing a New Approach to Serving Families in the Housing Stability System

⁵¹ Lethby, M. (2021). Two Years of Shelter Diversion: Learnings and Lessons. Niagara: Niagara Resource Service for Youth.

re-housed as quickly as possible after accessing emergency accommodation. Given the context of the Tri-Region, including the size of its homeless population, the geographic dispersion of residents, and the broader shift away from traditional emergency accommodation within the homelessness service system, which is supported by research and considered best practice⁵², it is not recommended that a purpose-built traditional crisis shelter facility be created. However, it is recommended that the Tri-Region work towards allocating spaces that could accommodate residents on an emergency basis.

The spaces that accommodate people on an emergency basis could be host homes, arrangements with hotels, and/or arrangements with existing service providers or landlords. Two organizations that have implemented host home programs include the Boys and Girls Club of Calgary and 360 Kids in York Region, Ontario. Raising the Roof has prepared a toolkit that can be used to learn more about the host homes model⁵³. Windsor-Essex, Ontario and Ottawa are two examples of communities that have arrangements with hotels to provide emergency accommodation. While it is not emergency accommodation, Covenant House Toronto and the Calgary Boys and Girls Club both have scattered site transitional housing programs⁵⁴. Their transitional housing models could be adapted to emergency accommodation. As part of the exploration of emergency accommodation options, policies should be developed to reduce barriers to access, such as transportation, ability to bring pets, ability to accommodate various household compositions, accessibility, safety, and cleanliness.

Responding to Domestic Violence

Shelters for survivors of domestic violence have been created in response to domestic violence. They are intended to support the safety of people fleeing violence and to focus on each person's individual immediate and long-term needs. Many people leaving shelters for survivors of domestic violence move directly to independent living. Some benefit from second stage housing that provides housing and supports as they make plans for independent living, particularly those who are at risk of danger post-separation and need additional time and support to heal from their trauma and rebuild their lives⁵⁵. Research by Women's Shelters Canada found that second stage housing is "an integral aspect of the continuum of supports for survivors of domestic violence"⁵². Survivors have reported that the time, space, staff, programs, and community and support networks they developed during their stay in second stage housing were integral to becoming self-sufficient and leading violence-free lives. Second stage housing programs provide subsidized housing along with a support worker that provides emotional support, safety planning, safe affordable transitional housing, and referrals to support services and long-term housing.

While shelters for survivors of domestic violence and second stage housing have been traditionally developed as standalone buildings owned by organizations serving women who have experienced violence, it is not necessary that this be the case. Of critical importance is ensuring the safety of the survivor and having wraparound supports available to heal, develop independence, establish long-term goals, build community and networks of support, access programming, and transition to a life free of violence.

While some of the needs of women experiencing homelessness in general are similar to the needs of women who have experienced violence, best practice approaches to addressing their needs somewhat differ. For example, it is considered best practice for survivors of domestic violence to receive a broader range of supports while in emergency accommodation and there be less emphasis on rapid transitions to housing and more emphasis on

⁵² OrgCode Consulting (2019). Housing-Focused Shelter. Retrieved on July 12, 2021

<https://app.box.com/s/g3ldt4f6ywyemh94myfk9yt5ykh2hala>

⁵³ Raising the Roof, Host Homes Canada Toolkit. Retrieved on July 12, 2021 <https://www.homelesshub.ca/resource/host-homes-canada-toolkit>

⁵⁴ Homeless Hub, Scattered Site Transitional Housing Program at Covenant House. Retrieved on July 12, 2021

https://www.homelesshub.ca/sites/default/files/H%20Scattered%20Site%20Transitional%20Housing%20Program_0.pdf

⁵⁵ Maki, K. (2020). Breaking the Cycle of Abuse and Closing the Housing Gap: Second Stage Shelters in Canada. Ottawa, ON: Women's Shelters Canada.

having the time and space to heal and plan for the future. Shelters for survivors of domestic violence and second stage housing providers often provide supports from a trauma-informed, and survivor-centred approach. As such, it is recommended that different interventions be developed for individuals experiencing homelessness and survivors of domestic violence. However, there could be opportunities for shared components of the interventions. For example, efforts to secure spaces for emergency accommodation for individuals and families experiencing homelessness could include spaces for survivors of domestic violence, as long as safety considerations are made. Likewise, short-term rental subsidies that are secured for individuals and families participating in a rapid re-housing program could also be used to support individuals accessing second stage housing. It is the supports, and likely the person/organization delivering the supports, that would differ. In summary, housing responses are needed for homelessness due to domestic violence and other emergency reasons.

It is recommended that three spaces be allocated that could accommodate people experiencing homelessness on an emergency basis. It is also recommended that a total of 18 spaces for emergency accommodation (e.g., up to 30 days) and/or second stage (e.g., up to a year) housing for survivors of domestic violence be provided. These spaces could take the form of head-leases of scattered-site private rental housing, or the purchase or development of (a) unit(s) within a multiple unit building, such as a larger affordable housing development. Some of the spaces for survivors of domestic violence can also be in the form of short-term rental subsidies and follow-up supports that are provided to survivors of domestic violence who obtain housing in private rental housing.

However, it should be noted that the number for emergency accommodation and second stage housing is dependent on the implementation of the recommended number of other forms of short-term non-market housing, as well as addressing needs for longer term housing with supports. If these were to not come to fruition, more emergency accommodation spaces would be required. It is crucial to ending homelessness that a comprehensive housing and homelessness service system be put in place, that each part of the system service the most appropriate group for the given service, and that all housing and services work together to address the range of needs.

RECOMMENDED STRATEGY:

7. The municipalities should collaborate and engage with community service providers, including women's organizations and private developers to work towards providing a total of 21 spaces, including:
 - a. Three spaces (approximately one in each municipality) that could accommodate people experiencing homelessness on an emergency basis, and
 - b. 18 spaces that could accommodate survivors of domestic violence, on an emergency basis (e.g., up to 30 days) to longer-term (e.g., up to a year). The recommended distribution is approximately four spaces in Stony Plain, and seven spaces each in Spruce Grove and Parkland County.

SHORT-TERM NON-MARKET HOUSING FOR INDIGENOUS PEOPLES

Indigenous residents in need of short-term non-market housing should be provided with culturally appropriate housing initiatives and services. The core elements of the various types of housing and services are typically similar (i.e., a combination of subsidized housing and supports), with some adaptations to other elements of the housing and services. These solutions should be designed and operated by Indigenous housing and service providers, where possible, to help reduce barriers to accessing housing and services and support the success of the individual or family.

While local Indigenous leaders and knowledge keepers should lead the design and operation of these solutions, municipalities can play a role in engaging with local Indigenous leaders based on a relationship of trust and inclusiveness, co-developing solutions as long as Indigenous leaders and knowledge keepers have greater power

to affect the outcomes, ensuring adequate resources, including pursuing and administering funding, ensuring all decision-makers are culturally informed, and providing supports to Indigenous leaders and staff.

RECOMMENDED STRATEGIES:

8. The municipalities should collaborate with Indigenous organizations to ensure a proportion of spaces are culturally appropriate for Indigenous people and led by an Indigenous organization.
 - a. The proportion of spaces should be based on the proportion of Indigenous households who are requiring the interventions.
9. The municipalities should engage with local Indigenous leaders based on a relationship of trust and inclusiveness and support Indigenous organizations in implementing the housing and supports.
 - a. This may include co-developing solutions as long as Indigenous leaders and knowledge keepers have greater power to affect the outcomes, supporting the pursuit of adequate resources, ensuring all decision-makers are culturally informed, and providing supports to Indigenous leaders and staff.

Required Investments

The estimated costs associated with the recommended housing and support services required to address needs is provided in the table below.

Intervention Type	Approximate Cost Per Program Space	Average Duration of Service	Program Spaces	Annual Support Costs	Annual Housing Subsidy Costs
Diversion Supports	\$500 for supports	4 months	12	\$18,000	
Rapid Re-Housing Supports	\$1,500 for supports	6 months	8	\$24,000	\$24,000
Housing with Time-Limited Intensive Case Management	\$5,000 for supports	12 months	6	\$30,000	\$36,000
Emergency Accommodation for People Experiencing Homelessness and Emergency Accommodation and Second Stage Housing for Survivors of Domestic Violence	\$11,000/space for supports (annually) and \$1,190/space (per month) for accommodation	21 days for people experiencing homelessness Duration will vary for survivors of domestic violence	21 (3 for people who are experiencing homelessness and 18 for survivors of domestic violence)	\$231,000 ⁵⁶	Approximately \$300,000 based on average rent for 2-bedroom apartment

Possible Funding Sources and Approaches

Potential external funding sources and approaches for the recommended short-term non-market housing spaces identified in the previous section are discussed below. In addition, each municipality should consider supporting

⁵⁶ Assumes supports are not on site all day and are provided by off-site workers.

solutions through their own financial or in-kind contributions (i.e., fund solutions through the municipal tax base or rely on existing municipal staff to support some of the solutions). The municipalities may wish to explore opportunities to work in collaboration with Edmonton service providers with specific expertise to extend existing services to the Tri-Region.

DIVERSION SUPPORTS

The municipalities should work with community organizations to explore the possibility of using existing resources to provide diversion supports.

RAPID RE-HOUSING SUPPORTS AND HOUSING WITH TIME-LIMITED INTENSIVE CASE MANAGEMENT

The municipalities should support community organizations to explore and pursue municipal, provincial, and federal funding opportunities to fund the costs of case management services to provide Rapid Re-housing supports and Intensive Case Management. Federal funding through Reaching Home would be an appropriate funding source.

The municipalities should support existing community housing and service providers in exploring opportunities to designate some existing rental subsidies for residents in need of time-limited Intensive Case Management, as well as explore additional federal and provincial funding for this purpose. Funding through the recently announced Canada – Alberta Housing Benefit would be an appropriate source. The Province has indicated that the funding will support Alberta's Rent Supplement program through the Rent Assistance Benefit and Temporary Rent Assistance Benefit. The Temporary Rent Assistance Benefit would be most appropriate for residents participating in Rapid Re-Housing, while the Rent Assistance Benefit would be most appropriate for residents participating in Intensive Case Management.

EMERGENCY ACCOMMODATION FOR PEOPLE EXPERIENCING HOMELESSNESS

The provincial government is responsible for administering funding to most existing shelters. As such, it is recommended that the municipalities support and encourage community organizations to seek funding from the provincial government to support emergency accommodation solutions. Some individuals and families may already be eligible for assistance through Alberta's Income Support program. The municipalities should support community service providers in exploring additional opportunities to tap into faith communities for assistance both with space and with financial resources.

EMERGENCY ACCOMMODATION AND SECOND STAGE HOUSING FOR SURVIVORS OF DOMESTIC VIOLENCE

The provincial government, through the Ministry of Community and Social Services, is responsible for administering funding to the existing shelters and second stage housing for women and children who have experienced violence in Alberta. As such, the municipalities and (a) women's organization(s) should collaboratively seek operational funding and/or funding for support services from Community and Social Services. This could be augmented by community fundraising. For a small-scale initiative, community fundraising could make up a larger share of the required funding.

Capital funding could be sought through federal or federal/provincial programs that are part of the National Housing Strategy. The Co-Investment Fund is one suggested program. This program is intended to provide low-cost loans and capital contribution for repairing/renewing and building new affordable housing, shelters, transitional and supportive housing.

5.2 Recommended Locations

One of the core principles of the Housing First approach is choice and self-determination, where residents are able to choose the location and type of housing desired (e.g., which neighbourhood, and whether it's place-based (i.e., congregate facility with on-site supports) or scattered-site (i.e., individual apartment rental units)).

Smaller and more rural communities may be more limited in the range of housing options available and/or have affordability constraints, but where possible, residents should have choice based on their specific needs. The benefits of scattered-site options include the ability that residents may be able to live in a unit in a neighbourhood they are most familiar with and have connections to. Also, there is reduced stigmatization and isolation experienced by residents living in scattered site units as they are better able to integrate with the local community. Residents living in a place-based location often have immediate access to supports and services that are available on site.

Based on the local context of the Tri-Region, a scattered-site approach is recommended to address the specific short-term non-market housing needs of residents. The scattered-site approach provides the benefits of choice for residents, and ease and cost of implementation. Availability and access to transit, community amenities and services, support programs, etc., should be considered when identifying locations for the provision of homes. These amenity rich communities include City Centre in Spruce Grove, Areas of Transition, including the Old Town Community Plan (OTCP) Area Redevelopment Plan area, in Stony Plain, and the Priority Growth Hamlet of Entwistle, and Growth Hamlets of Duffield and Tomahawk in Parkland County, where a variety of housing forms are supported by local municipal policies. Regardless of community amenities and services available, input from the resident(s) on where they would like to live is key.

RECOMMENDED STRATEGY:

10. The municipalities should secure housing based on transit availability and access, proximity to community amenities and facilities, medical services, grocery and retail stores, social support services and programs, and resident input on neighbourhood preference.
 - a. When housing units are being secured proactively, the municipalities should work with community partners to secure housing units in amenity rich neighbourhoods, including, but not limited to, City Centre in Spruce Grove, Areas of Transition, including the Old Town Community Plan (OTCP) Area Redevelopment Plan area in Stony Plain, and the Priority Growth Hamlet of Entwistle, and Growth Hamlets of Duffield and Tomahawk in Parkland County.
 - b. When securing housing units on an as-needed basis, the municipalities and community partners should work with residents requiring short-term housing to identify where they would like to live.

5.3 Recommended Elements for Implementing a Systems Approach

Section 5.1 outlines recommendations for specific program and housing types. However, to work effectively towards ending homelessness and addressing the full spectrum of short-term non-market housing needs, they need to work together as a system. This means having coordinated programs and services so that residents can easily access the most appropriate intervention and flow through the system. Several system elements should be in place to support coordinated service delivery:

- First, appropriate organizational infrastructure must be in place to coordinate the system to meet common goals; often this takes the form of a lead organization. In the Tri-Region, this may be Stony Plain, Spruce Grove, and Parkland County working together or could take the form of a range of stakeholders working

as a collaborative. The role of the lead organization includes developing and reviewing strategy, making decisions around funding, and working towards continuous improvement of the system.

- System mapping of existing services is also required. While this study provides some information on the number of non-market housing units and clients served per year, a broad range of services should be mapped, including those providing a role in homelessness prevention. Services should be classified according to service type, and information should be recorded on the number of client spaces, target population groups, funding sources, average length of service, eligibility criteria, and intake processes. This would allow the community to have a common understanding of the key components of the system that can contribute to meeting short-term non-market housing needs and reducing homelessness.
- Once services are mapped, there is a need to develop formalized mechanisms to encourage coordination. This includes developing a process to match residents with an appropriate service and housing intervention, and enable coordinated service delivery, where appropriate. A coordinated access and assessment process should be used to help quantify need and prioritization processes should be used to determine appropriate placements in various programs based on availability in the community. Access can be through one or multiple service providers but requires well-defined eligibility and referral processes that facilitate appropriate referrals. There should be a common way of assessing people's level of needs (sometimes referred to as acuity) and a standardized assessment tool can help match clients to interventions using common factors. If residents with lower level of needs are allocated housing with intensive supports, the program will not only fail to meet the residents needs but will also take up valuable and limited program spaces away from someone in need of that form of housing and support.
- To support coordination, there should be a common information management system, such as a database or software solution, to allow the community to collect and share person-level information on those accessing housing and support services.

RECOMMENDED STRATEGY:

11. The municipalities should work collaboratively with existing coordinated community response networks to establish the infrastructure and processes that will allow the Tri-Region to take a systems approach to addressing short-term non-market housing needs, including establishing: a lead organization or collaborative; mapping of existing services; coordinated access, assessment, prioritization, and referral processes; and a common information management system.

5.4 Plans and Policies Required to Support the Provision of Short-Term Non-Market Housing

Several of the Tri-Region's municipal planning documents and policies support developing and implementing a range of housing forms and affordable housing, addressing homelessness and poverty, and providing social programs and services. When it comes to the development of housing, the municipalities' Land Use Bylaws are a key implementation tool that facilitates housing development as it regulates the use of land within a municipality. Non-market housing is currently described by a range of definitions across the municipalities and are most often considered discretionary uses⁵⁷, which can reduce certainty for appropriate site selection and extend timelines for development.

⁵⁷ It is important to recognize that this is not the case for all uses, but often the majority. For example, Stony Plain's most recently updated Land Use Bylaw introduces *Supportive Living Facility* as a new definition and use and has identified it as a permitted use in a few of its higher density/comprehensively planned districts.

The City of Edmonton, in its efforts to address chronic homelessness and affordability concerns, has been working with non-profit housing providers to review the City's Zoning Bylaw and identify challenges and opportunities related to the development of affordable housing. Edmonton is currently undergoing a comprehensive review and re-write of its Zoning Bylaw with a particular focus on social equity and intersectionality. In support of this re-write, several amendments have occurred over the past several years that aim to remove barriers to developing affordable housing. These text amendments have included removing regulations such as restrictions on occupancy limits for group homes; adding new use definitions for supportive housing and limited supportive housing, and increasing the number districts where supportive housing is listed as a use which provides more flexibility in locating these forms of housing.

RECOMMENDED STRATEGY:

12. The municipalities should review and update their Land Use Bylaws accordingly to allow short-term non-market housing options, such as emergency accommodations and housing with supports as permitted uses, to provide opportunities to accommodate these forms of housing in a variety of neighbourhoods. Definitions, regulations, and requirements of the districts should be reviewed to ensure they are not resulting in undue burden in providing these forms of housing.



6.0 IMPLEMENTATION PLAN

A high-level Implementation Plan is provided in this section. It outlines the recommended strategies and identifies current priorities for actions, key partners and stakeholders who are proposed to support the implementation of the various actions, anticipated resources required, potential funding sources and indicators.

The implementation of the recommendation strategies identified through this study are not the sole responsibility of any one organization. Instead, all municipalities and regional partners must work together to move the actions forward; however, flexibility in implementing each of the strategies is needed as each municipality may have varying priorities at any given time.

6.1 Implementation Plan

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
1. Pursue a range of strategies aimed at developing new affordable housing and permanent supportive housing	<p>Implement the strategies of the 2021 TMRP Housing Strategy</p> <p>Each municipality to develop and implement housing strategies that support long-term housing solutions by engaging with the community and stakeholders</p>	<p>Begin implementation of 2021 TMRP Housing Strategy</p> <p>Develop additional housing strategies and begin implementation</p>	Continue to implement strategies	Continue to implement strategies	<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	<p>Developers</p> <p>Non-Profit Housing Providers</p> <p>Service and Support Providers</p> <p>Indigenous Organizations</p>	# of non-market housing units developed resulting from implementation of housing strategies
2. Establish protocols with agencies involved in prevention and diversion to formalize systematic access to consistent prevention and diversion services	<p>Develop standardized protocols and questions</p> <p>Establish a formal process to provide supports to families and individuals</p>	Development and implementation in short term			<p>Hope & Home</p> <p>Regional Housing Program</p>	<p>Service and Support Providers</p> <p>Indigenous Organizations</p> <p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	Diversion protocols established
3. Continue to support the Regional Housing Program leading diversion supports	Housing Coordinator continues to lead prevention/ diversion program in the Tri-Region	Ongoing	Ongoing	Ongoing	<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	<p>Service and Support Providers</p> <p>Indigenous Organizations</p>	Housing coordinator providing prevention/ diversion services

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
4. Work collaboratively and with community organizations towards solutions that support housing stability: Prevention/diversion follow-up supports Stony Plain – 2 Spruce Grove – 5 Parkland County – 5 Rapid re-housing program spaces in scattered-site private rental housing Stony Plain – 2 Spruce Grove – 3 Parkland County – 3 Housing with intensive supports spaces in scattered-site private rental housing Stony Plain – 1 Spruce Grove – 3 Parkland County – 2	<p>Connect with housing providers, private landlords, and developers to identify potential housing units dedicated to being used on a short-term basis</p> <p>Work with service and support providers to ensure appropriate supports are available as needed for individuals and families</p>	<p>Make connections with stakeholders, develop plans, and begin work to implement these strategies</p>	<p>Continue work to implement these strategies</p>	<p>Continue work to implement these strategies</p>	Spruce Grove Stony Plain Parkland County	Hope & Home Regional Housing Coordinator Service and Support Providers Developers Non-Profit Housing Providers Landlords Property Managers	<p># of prevention / diversion follow-up supports spaces</p> <p># of rapid re-housing program spaces</p> <p># of housing with intensive supports spaces</p>

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
5. Pursue funding opportunities for Case Management supports for diversion, rapid re-housing, and Intensive Case Management	Explore provincial and federal funding opportunities, such as Reaching Home	To begin in short-term	Continue over medium-term	Continue over long-term	Spruce Grove Stony Plain Parkland County Service and Support Providers	Others listed in the Lead column that are not leading the pursuit of that specific funding	Funding \$ received for case management supports for rapid re-housing and Intensive Case Management
6. Pursue funding opportunities for rental subsidies for residents in receipt of Rapid Re-Housing (short-term subsidies) and Intensive Case Management supports (long-term subsidies)	Explore Canada – Alberta Housing Benefit, Rental Assistance Benefit and Temporary Rent Assistance Benefit funding programs	To begin in short-term	Continue over medium-term	Continue over long-term	Spruce Grove Stony Plain Parkland County Service and Support Providers	Others listed in the Lead column that are not leading the pursuit of that specific funding	Funding \$ for rental subsidies allocated to rapid re-housing and Intensive Case Management recipients

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
<p>7. Work towards 21 program spaces for emergency accommodations for people experiencing homelessness and emergency to longer term for survivors of domestic violence</p> <p>Emergency accommodation for people experiencing homelessness Stony Plain – 1 Spruce Grove – 1 Parkland County – 1</p> <p>Emergency to longer term accommodation for survivors of domestic violence Stony Plain – 4 Spruce Grove – 7 Parkland County – 7</p>	<p>Work with organizations to identify preferred method of responding to need and determining leads for development and for operation</p> <p>Connect with housing providers to private landlords, and developers to identify potential housing units to use on a short-term basis</p> <p>Work with service and support providers to ensure appropriate supports are available as needed for individuals and families</p> <p>Explore provincial funding for operations</p> <p>Consider community fundraising for smaller initiatives</p> <p>Pursue federal funding for capital costs</p>	<p>Make connections with stakeholders, develop plans, and begin work to implement these strategies</p>	<p>Continue work to implement these strategies</p>	<p>Continue work to implement these strategies</p>	<p>Non-Profit Housing Providers</p> <p>Indigenous organizations</p> <p>Service and Support Providers for survivors of domestic violence (e.g. Safe Horizon, Today Centre, and SAIF)</p> <p>May also include the following as leads for development/ or pursuit of funding:</p> <p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p> <p>Developers</p> <p>Non-Profit Housing Providers</p> <p>Landlords</p> <p>Property Managers</p>	<p># of program spaces for emergency accommodation for people experiencing homelessness</p> <p># of program spaces for emergency to longer term accommodation for survivors of domestic violence</p>

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
8. Collaborate with Indigenous organizations to ensure a proportion of spaces are culturally appropriate for Indigenous people, and led by an Indigenous organization 9. Engage with local Indigenous leaders based on a relationship of trust and inclusiveness and support Indigenous organizations in implementing the housing and supports.	Continue to build relationships between Indigenous organizations, First Nations communities, and the Tri-Region partners				Indigenous Organizations such as Native Counselling Services		# of diversion supports spaces led by Indigenous organizations
	Work with Indigenous partners to identify preferences, capacity and needs of residents				Local Indigenous communities such as Paul First Nation Enoch First Nation	Spruce Grove Stony Plain	
	Provide support as needed, and identified by Indigenous partners	Relationship development, identification of needs and support needs, and begin to identify and pursue funding opportunities	Continue to build relationships, provide support, and pursue funding	Continue to build relationships, provide support, and pursue funding	May also include the following as leads for the pursuit of funding for spaces to be managed by Indigenous organizations:	Parkland County	# of rapid re-housing spaces led by Indigenous organizations
	This may include co-developing solutions as long as Indigenous leaders and knowledge keepers have greater power to affect the outcomes, supporting the pursuit of adequate resources, ensuring all decision-makers are culturally informed, and providing supports to Indigenous leaders and staff					Developers	# of housing with intensive supports spaces led by Indigenous organizations
						Non-Profit Housing Providers	
						Landlords	
						Property Managers	# of emergency accommodation spaces led by Indigenous organizations
					Spruce Grove		
					Stony Plain		
					Parkland County		

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
10. Secure housing based on access to amenities, transit, and resident input on neighbourhood preference	<p>Proactively reach out to developers, landlords, property managers to identify potential units to be used</p> <p>Work closely with residents as part of the intake process when securing units on an as-needed basis to identify preferred locations</p>	To begin in short-term	To continue over medium-term	To continue over long-term	<p>Regional Housing Program</p> <p>And/or</p> <p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	<p>Developers</p> <p>Non-Profit Housing Providers</p> <p>Landlords</p> <p>Property Managers</p>	% of short-term housing spaces secured in City Centre in Spruce Grove, Areas of Transition in Stony Plain, and Entwistle, Duffield, and Tomahawk in Parkland
11. Establish the infrastructure and processes that will allow the Tri-Region to take a systems approach to addressing short-term non-market housing needs	<p>Identify an organization or collaborative such as the Champions Table to take lead</p> <p>Pursue funding opportunities such as United Way or Edmonton Community Foundation to support work</p> <p>Map existing services</p> <p>Work to design and establish coordinated access, assessment, prioritization, and referral processes, and a common information management system</p>	Initiation of work to design processes and establishment of infrastructure and processes			<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p> <p>And/or</p> <p>Hope & Home</p>	<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p> <p>Non-Profit Housing Providers</p> <p>Service and Support Providers</p> <p>Indigenous Organizations</p>	<p>Infrastructure and processes designed for system approach to addressing short-term non-market housing needs</p> <p>Coordinated access, assessment, prioritization, and referral processes implemented</p> <p>Common information management system implemented</p>

Strategy	Actions	Priority			Implementation By		Indicators
		Short-Term (1-3 yrs.)	Medium-Term (4-7 yrs.)	Long-Term (8-10 yrs.)	Lead Responsible	Supporting Stakeholders	
12. Update Municipal Land Use Bylaws	<p>Review Land Use Bylaws with non-profit housing providers and developers to identify potential barriers</p> <p>Engage residents on potential revisions</p> <p>Revise regulations as appropriate</p>	Initiation of Review of Land Use Bylaws	Completion of Updates to Land Use Bylaws		<p>Spruce Grove</p> <p>Stony Plain</p> <p>Parkland County</p>	<p>Non-Profit Housing Providers</p> <p>Developers</p> <p>Residents</p>	# of revisions to municipal land use bylaws

APPENDIX A

GLOSSARY OF TERMS

Glossary of Terms

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

Acuity: Refers to an assessment of the level of complexity of a person's experiences. It is used to determine the appropriate level, intensity, and frequency of case managed supports to sustainably end a person's homelessness (Calgary Homeless Foundation). Often acuity is expressed as a number with a higher number representing more complex and co-occurring issues that are likely to impact overall housing stability (OrgCode Consulting).

Adequate Housing: Dwellings not requiring any major repairs, as reported by residents (Canada Mortgage and Housing Corporation (CMHC)).

Affordable Housing: The term 'affordable housing' encompasses a broad range of housing, including social housing, private market rental units, and ownership housing. Most commonly, affordable housing is defined as housing that does not cost greater than 30% of pre-tax household income (CMHC).

Assisted Living: A type of housing for seniors and people with disabilities that includes on-site hospitality and personal care support services (BC Housing).

At Risk of Homelessness: Refers to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards (Canadian Observatory on Homelessness).

By-Names List: Refers to a real-time list of people experiencing homelessness that includes a robust set of data points that support coordinated access and prioritization at a household level and an understanding of homeless inflow and outflow at a system level. The real-time actionable data supports triage to appropriate supports and services, system performance evaluation, and advocacy (Built For Zero Canada).

Cooperative Housing: A co-op is a type of housing that residents own and operate as part of a membership.

Coordinated Access: A coordinated access system is the process by which individuals and families who are experiencing homelessness or at-risk of homelessness are directed to community-level access points where trained workers use a common assessment tool to evaluate the individual or family's depth of need, prioritize them for housing support services and then help to match them to available housing focused interventions.

Chronic Homelessness: Refers to individuals who are currently experiencing homelessness and who have been homeless for six months over the past year.

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

Cultural Competency: The ability of systems to provide care to people with diverse values, beliefs and behaviours, including tailoring delivery to meet a person's social, cultural and linguistic needs (HomelessHub).

Emergency Housing: Immediate, short-stay housing for people who are homeless or at risk of becoming homeless.

Episodic Homelessness: Refers to individuals who are currently homeless and have experienced three or more episodes of homelessness in the past year (episodes are defined as periods when a person would be in a shelter or place not fit for human habitations, and after at least 30 days, would be back in the shelter or inhabitable location (Built For Zero Canada).

First Stage Housing: Facility offering short- or moderate-term (1 day to 11 weeks) secure housing for abused women with or without children (Statistics Canada).

Homelessness: Describes the situation of an individual, family or community without stable, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it (Canadian Observatory on Homelessness).

Housing First: Is a recovery-oriented approach to ending homelessness that centres on quickly moving people experiencing homelessness into independent and permanent housing and then providing additional supports and services as needed. There are five core principles of Housing First:

- Immediate access to permanent housing with no housing readiness requirements
- Consumer choice and self-determination
- Recovery orientation
- Individuals and client-driven supports, and
- Social and community integration

Housing Secure: Refers to security of tenure; not having to worry about being evicted or having your home or lands taken away (National Women's Association of Canada).

LGBTQ2S+: Lesbian, gay, bisexual, trans, two-spirited, queer, and additional identities.

Rent-Geared-to-Income: A type of subsidized housing where the housing provider matches your rent to how much you earn (BC Housing).

Second Stage Housing: provide safe, transitional housing with client centered, supportive programs for six months or more. They give a woman the necessary time to begin healing from the wounds of an abusive relationship, to find counseling, a job or educational opportunity. They provide wrap---around services and a safe home for her and her children (Alberta Council of Women's Shelters).

Social Housing: Social housing is subsidized housing that generally was developed under federal and provincial programs during the 1950s – 1990s, where ongoing subsidies enable rents to be paid by residents on a 'rent-geared-to-income' (RGI) basis (i.e. 30% of gross household income). Social housing is also called subsidized, RGI, community, or public housing.

Subsidized housing: A type of housing for which government provides financial support or rent assistance.

Suitable Housing: Housing with enough bedrooms for the size and make-up of residential households (CMHC).

Supportive Housing: A type of housing that combines housing with on-site supports and services to help someone achieve and maintain housing stability and live independently.

APPENDIX B

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APPENDIX C

MUNICIPAL POLICY REVIEW

Municipal Policy Review

Parkland County

INTEGRATED COMMUNITY SUSTAINABILITY PLAN

This document does not address short-term non-market housing directly. However, housing is recognized as a pillar in building complete communities and implementing innovative approaches to community development. Under the Community component, the plan calls for increased support to accessible services, programs, and facilities to meet all residents' housing needs, among others, in order to increase the quality of life of the population. In response to the broad objectives identified in the Land Use component, the plan proposes the development and implementation of a Housing Diversity Strategy to identify and address barriers to accessible housing.

MUNICIPAL DEVELOPMENT PLAN

This document does not directly address short-term non-market housing, but it recognizes the role that the County has within the Edmonton Metropolitan Region structure, and as such, identifies supportive housing as one of the primary sub-regional services needed in the community to build a complete region. The MDP also advocates for the provision of a range of housing forms and housing affordability, especially in hamlets and other priority growth areas. It also proposes to foster partnerships with non-profit providers to improve residents' access to affordable housing.

LAND USE BYLAW

DEFINITIONS

GROUP CARE FACILITY means supervised residential Dwelling Unit, licensed or approved under provincial legislation, for the accommodation of persons, excluding staff, referred by hospitals, courts, government agencies or recognized social service agencies or health professionals.

GROUP HOME, LIMITED means development consisting of the use of a building as a facility which is recognized, authorized, licensed or certified by a public authority as a social care facility intended to provide room and board for six (6) residents or less, excluding staff, for foster children or disabled persons, or for persons with physical, mental, social or behavioural problems, and which may be for the personal rehabilitation of its residents either through self-help or professional care, guidance and supervision. The residential character of the development shall be primary with the occupants living together as a single housekeeping group and using cooking facilities shared in common. The use class does not include homes or halfway houses for persons under jurisdiction of the Federal or Provincial justice systems; nor does it include treatment facilities such as detoxification centres.

GROUP HOME, MAJOR means development consisting of the use of a building as a facility which is recognized, authorized, licensed or certified by a public authority as a social care facility intended to provide room and board for seven (7) residents or more, excluding staff, for foster children or disabled persons, or rehabilitation of its residents either through self-help or professional care, guidance and supervision. The residential character of the development shall be primary with the occupants living together as a single housekeeping group and using cooking facilities shared in common. The use class does not include homes or halfway houses for persons under jurisdiction of the Federal or Provincial justice systems; nor does it include treatment facilities such as detoxification centres.

Land Use District	Residential/Lodging Uses Permitted	Residential/Lodging Uses Discretionary
Agricultural General	Single-Detached, Manufactured Home	Secondary Suite, Group Care Facility, Group Home Major, Group Home Limited
Agricultural Restricted	Single-Detached, Manufactured Home	Secondary Suite, Group Care Facility, Group Home Major, Group Home Limited
Bareland Recreational Resort		Single-Detached, Group Care Facility
Cluster Country Residential	Single-Detached, Manufactured Home	Duplex, Secondary Suite, Group Home Major, Group Home Limited
Country Residential	Single-Detached, Manufactured Home	Duplex, Secondary Suite, Group Care Facility, Group Home Major, Group Home Limited
Country Residential Restricted	Single-Detached	Secondary Suite
Country Residential Work/Live	Single-Detached	Manufactured Home, Secondary Suite, Group Home Major, Group Home Limited
Lakeshore Residential	Single-Detached	Manufactured Home, Secondary Suite
Manufactured Home Residential	Single-Detached, Manufactured Home	Group Home Limited
Residential Row Housing	Duplex, Fourplex, Row Housing, Single-Detached, Triplex	Group Home Limited
Rural Centre	Single-Detached	Apartment, Duplex, Fourplex, Row Housing, Triplex, Manufactured Home, Secondary Suite, Group Home Major
Local Commercial	N/A	Single-Detached

Town of Stony Plain

POVERTY REDUCTION STRATEGY

This document adopts a comprehensive understanding of homelessness, which not only includes people living in the streets but also people living in temporary accommodations, and people at imminent risk of falling into either of these categories. To end poverty in Stony Plain, this strategy acknowledges that all residents should have the opportunity to live and enjoy the community with dignity, which includes having equitable access to housing, food security, transportation, and childcare. By framing poverty and homelessness as a systemic issue, this document recognizes the need to provide residents with a supportive environment where everyone has the capacity to meet their basic needs.

Housing is seen not only as a basic need but as a right. This document proposes that overcoming poverty requires the community to provide not only shelter from the elements, but a range of housing choices that suits the needs of each individual and family, and a network of supports around housing to promote a true sense of belonging.

MUNICIPAL DEVELOPMENT PLAN

As part of its Community Development component, the MDP encourages a diversity of non-market affordable housing options through the development of incentives, the implementation of collaboration frameworks with non-profits and other providers, and the integration of innovative housing types into the standards of residential development within the community (i.e. prefabricated homes, tiny homes, secondary suites, laneway homes, zero lot line development, cohousing, and multigenerational living).

The MDP also recognizes housing affordability as a priority and emphasizes the need to meet seniors' housing needs by providing accessible and affordable housing options close to services and amenities. The MDP demonstrates a special interest in creating opportunities for the development of diverse housing forms by incorporating housing diversity policies across the various themes and adopting a housing diversity indicator as part of the implementation strategy.

MUNICIPAL DEVELOPMENT PLAN POLICY REVIEW

This document presents an analysis of the Town's MDP policies by contextualizing them under the existing regional and provincial policy frameworks, identifying the main issues to address, offering examples of best practices from comparable municipalities, and setting out direct recommendations to consider during a future MDP update. The analysis of the MDP housing policies includes the directive of the Edmonton Metropolitan Region Growth Plan (EMRGP) to support affordable and non-market housing in urban centres to address core housing need. Some measures provided on this Plan include the completion of a housing needs assessment for every sub-region, the preparation and implementation of a 10-year Capital Region Housing Plan and advocacy with senior levels of government to provide long-term, sustainable sources of funding to address regional housing priorities. Specific strategies to increase the supply of non-market housing were also identified. These include regional collaboration between local governments and service providers to deliver subsidized housing, adopting inclusionary housing policies and regulations, promoting innovative building practices that support affordability, and exploring new partnerships and incentives for the private sector to gain private sector buy-in.

In terms of the issues to address, this document identifies a lack of meaningful policies addressing core housing need through the provision of affordable and non-market housing. Based on the findings from the EMRGP, this document suggests an increased supply of non-market housing in smaller urban centres to overcome the concentration of housing services in Edmonton. The City of Beaumont's MDP is presented as an example of integrated affordable housing policies as it promotes the delivery of non-market housing through partnerships between public, private and non-profit providers that can be materialized throughout the processes of redistricting, redevelopment, subdivision and neighbourhood reinvestment.

To conclude this section, this document recommends that the Town create land uses and districts that can accommodate a wider range of housing types to enable the development of non-market housing in key locations across the community; and incentivize non-market and affordable housing through a density bonusing program and more prescribing mechanisms, such as establishing minimum unit targets for new neighbourhoods. This document also recognizes the importance of regional collaboration for the Town to understand housing needs and explore opportunities to provide non-market affordable housing.

LAND USE BYLAW

DEFINITIONS

SUPPORTIVE LIVING FACILITY – A residential development in a congregate setting that provides access to professional services including room and board services, that may provide on-site nursing care, light housekeeping services, personal care assistance, and social and recreational support.

Land Use District	Residential/Lodging Uses Permitted	Residential/Lodging Uses Discretionary
Large Lot Detached Dwelling Residential	Detached Dwelling, Secondary Suite	N/A
Detached Dwelling Residential	Detached Dwelling, Secondary Suite	N/A
Manufactured Home Residential	Detached Dwelling, Manufactured Dwelling	N/A
Mixed Form Residential	Detached Dwelling, Duplex, Row House, Semi-Detached, Secondary Suite	N/A
Small Lot Mixed Form Residential	Detached Dwelling, Row House, Semi-Detached	N/A
Comprehensively Planned Residential	Detached Dwelling, Duplex, Multi-Unit Dwelling, Row House, Semi-Detached, Supportive Living Facility	N/A
Multi-Unit Building Residential	Multi-Unit Dwelling, Row House, Supportive Living Facility	N/A
High Density Residential	Multi-Unit Dwelling, Row House, Supportive Living Facility, Secondary Suite	Detached Dwelling, Duplex, Semi-Detached
Central Mixed Use	Duplex, Multi-Unit Dwelling, Semi-Detached, Row House, Secondary Suite, Supportive Living Facility	Detached Dwelling

City of Spruce Grove

PATHWAYSHOME – 5-YEAR STRATEGY TO REDUCE POVERTY AND HOMELESSNESS

This Strategy presents a complete demographic profile of the City of Spruce Grove to understand the socioeconomic composition of the population and identify key special housing needs to be addressed. The actions proposed by this Strategy are organized in five themes: collaboration, reconciliation, housing and supports, community inclusion and capacity, and healthy living. This framework is based upon the Housing First model, and the Canadian Observatory on Homelessness' definition of homelessness, which recognizes the systemic nature of the societal barriers to access stable, safe, permanent, and appropriate housing.

One of the primary findings presented in this document is that the size of the community represents a significant barrier to truly embrace the Housing First approach to assist the homeless population. The City, according to this Strategy, is at the same time too big and too small to effectively mobilize resources to the full housing spectrum,

including the appropriate supportive services. To overcome the gap in the portion of the housing spectrum that is most relevant to address and prevent homelessness, the Strategy proposes that the City build 30 units of supportive housing targeted to people experiencing chronic or episodic homelessness with complex needs, and 55 units of affordable housing. Other actions include promoting intergovernmental partnerships to strengthen housing supports and establishing a coordinated access process for existing programs and supports. The implementation of the actions outlined in this strategy relies on a systems planning approach with built-in assumptions about needs, demands, capacity and outcomes. This conceptual tool aims to inform decision making and requires constant updating as new information emerges. The principles of this model are to understand the stock and flow of homelessness, estimating the demand and core housing need by homelessness pattern (chronic, episodic, transitional), matching these identified needs with the appropriate program type, and run a cost analysis by program type based on the targets and existing gaps.

MUNICIPAL DEVELOPMENT PLAN

A section of Spruce Grove's MDP is focused on Neighbourhood Design and Housing. Policies include exploring innovation zoning approaches, encouraging a variety of development designs, integrating a variety of housing types and densities, and encouraging higher-density and seniors housing to be located near amenities, services and transit. Several policies also reflect a direction of ensuring high quality design and maintaining a high quality of life for residents.

The MDP also includes policies specific to Preventative Social Programs which support increased programs, partnerships and initiatives that address the social needs in the community. Additionally, affordable housing is identified as a standalone section with policies related to integrating affordable and market rental and ownership housing options in the same neighbourhood, exploring incentives and strategies to increase affordable housing options, partnering with for-profit and not-for-profit developers, responding to specific needs of the community, and monitoring the housing market within the community.

LAND USE BYLAW

DEFINITIONS

AFFORDABLE HOUSING – A Dwelling shall be deemed as Affordable Housing when the cost of purchasing or renting the Dwelling inclusive of heating, costs no more than 30% of the annual core Needs Income Thresholds for Spruce Grove as determined by the Canada Mortgage and Housing Corporation. The Core Needs Income Threshold for Spruce Grove is posted annually on the Province of Alberta, Municipal Affair website.

ASSISTED LIVING FACILITY – An institutional Development intended for residential accommodation with moderate care provisions for residents in a congregate setting. Assisted living residents do not require continuous access to professional services or on-site professional services. Room and board services, light housekeeping services, 24 hour availability of assistance and oversight with personal care and social recreational support may be provided. Assisted living developments may contain independent bungalow units or suites which may contain up to two bedrooms, living area space and cooking facilities.

DESIGNATED ASSISTED LIVING FACILITY – An institutional development intended for accommodation with flexible 24 hour on-site personal care and oversight, with scheduled access to professional services. Residents receive room and board services, light housekeeping services, 24 hour availability of assistance and oversight with personal care and social and recreational support. Professional services include 24 hour Licensed Practical Nurse oversight, Registered Nurse on-call and intermittent scheduled services provided. Settings are therapeutically designed to offer comfort and safety to clients who are fearful, who may be at risk for wandering and who need more structure and stimulation. Suites may or may not include a small kitchen.

GROUP CARE FACILITY – A Development consisting of the use of a Building as a facility which is recognized, authorized, licensed or certified by a public authority as a social care facility which provides room, board, and services to meet the specified needs for four or more individuals, of whom one or more are unrelated. These individuals may be aged, disabled or undergoing rehabilitation. This use includes supervised facilities such as group homes without age restrictions and halfway houses. A Limited Group Home is not a Group Care Facility

GROUP HOME, LIMITED – A residential care facility which is recognized, authorized, licensed or certified by a public authority such as a social care facility intended to provide room and board for six residents or less, exclusive of staff or family members residing in the home, for disabled persons or persons with physical, mental, social or behavioral problems. The facility may provide for the personal rehabilitation of its residents either through self-help or professional care, guidance and supervision. The residential character of the Dwelling shall be primary; with the occupants living together as a single housekeeping unit and using shared cooking facilities. This Use does not include active treatment centers such as drug or alcohol treatment or housing facilities for convicts or ex-convicts (see Group Care Facility).

SPECIAL CARE FACILITY – An institutional development used to provide residential care including meals, sleeping accommodation and incidental care to residents where the maximum occupancy exceeds seven residents. Typical Uses include nursing homes, auxiliary hospitals, respite care facilities and shelters.

Land Use District	Residential/Lodging Uses Permitted	Residential/Lodging Uses Discretionary
Mixed Low-Medium Density Residential	Duplex, Semi-Detached, Single-Detached	Garage Suite, Garden Suite, Group Home Limited, Manufactured Home, Row Housing*, Secondary Suite
Mixed Medium-High Density Residential	Multi-Unit Dwelling, Row Housing*	Assisted Living Facility, Designated Assisted Living Facility, Duplex, Group Home Limited, Row Housing**, Semi-Detached, Special Care Facility
Greenbury Planned Lot	Semi-Detached, Single-Detached	Group Home Limited, Secondary Suite, Row Housing*
Established Neighbourhood Residential	Single-Detached	Duplex, Family Day Home, Garage Suite, Garden Suite, Group Home Limited, Manufactured Home, Row Housing*, Semi-Detached, Secondary Suite
Established Neighbourhood Residential 2	Duplex*, Semi-Detached*, Single-Detached	Duplex, Garage Suite, Garden Suite, Group Home Limited, Manufactured Home, Row Housing**, Semi-Detached, Secondary Suite
Manufactured Home Court	Manufactured Home	N/A

Land Use District	Residential/Lodging Uses Permitted	Residential/Lodging Uses Discretionary
Manufactured Home Subdivision Residential	Manufactured Home	N/A
Hawthorne Lifestyle Community	Multi-Unit Dwelling, Row Housing, Semi-Detached, Single-Detached	Special Care Facility
City Centre Commercial	N/A	Special Care Facility
Public Service Institutional	N/A	Group Care Facility, Special Care Facility