

OUR LIVING LEGACY



CALGARY'S 10 YEAR PLAN TO END HOMELESSNESS **Collective Impact Report**

November 2018

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Lastly, our thanks goes out to Calgary Homeless Foundation for taking on, and implementing Calgary's 10 Year Plan to End homelessness - our city's mandate to addressing the crisis of homelessness in our community.

A vision to end homelessness in Calgary can only be imagined together.

INTRODUCTION

IN 2008, A COMMUNITY BASED, MULTI-STAKEHOLDER LEADERSHIP GROUP IN CALGARY LAUNCHED AN AMBITIOUS AND ACTIONABLE STRATEGY TO END HOMELESSNESS IN TEN YEARS. **CALGARY'S 10 YEAR PLAN TO END HOMELESSNESS** (CALGARY'S PLAN), PROVIDED THE BLUEPRINT FOR US TO BUILD A ROBUST, COORDINATED SYSTEM OF CARE CAPABLE OF ENSURING ALL CALGARIANS HAVE TIMELY ACCESS TO THE RIGHT HOUSING AND SUPPORTS TO PREVENT AND END HOMELESSNESS IN THEIR LIVES.

Calgary Homeless Foundation (CHF) was tasked with leading the implementation of Calgary's Plan, and today it provides leadership, acting as the backbone organization overseeing the homeless-serving system of care and working closely with service providers, the private sector, government, and the research and faith communities.

To date, tremendous progress has been achieved; homelessness has slowed, thousands have been housed, funding has increased, and the homeless-serving system has evolved into a well-coordinated and collaborative network.

All because we set a bold goal, and we worked together to achieve it.

Calgary's 10 Year Plan to End Homelessness officially ended on January 29th, 2018. As the first city in Canada to have reached the sunset of its 10 Year Plan, we have the opportunity to share our learnings, celebrate our achievements from the past decade, and turn our vision towards what the future looks like beyond 2018.

Homelessness is a Dynamic Problem

Homelessness is a dynamic, ongoing and complex challenge facing our city. Currently, it is defined by the lack of access to appropriate and stable housing, which is most visible in the form of emergency shelters and people living on the streets, (or what we call "sleeping rough"). Less obvious forms, or what we call "the hidden homeless", are the situations whereby people are being discharged from jails, hospitals, or child welfare with no stable place to go, and those who are "couch surfing" or living in substandard, overcrowded, or unsafe housing.

Approaches to ending homelessness must be understood not only within the broader macro-context, but also within the unique differentiators of local contexts. Accordingly, homelessness cannot be addressed with a fixed approach as local dynamics are closely tied to broader economic conditions, demographics, migration, housing market conditions, and the support service networks – which are themselves in constant flux.

We have gone through significant periods of social transformation, yet homelessness has persisted as a form of marginalization and inequality in our society

CONTEXT SETTING

History of Homelessness in Calgary

Before Calgary's 10 Year Plan

To be able to discuss any possible end to homelessness and thoroughly review and examine the impact Calgary's Plan has had on our city over the past decade, we need to fully understand the dynamics involved in homelessness and recognize that poverty and housing affordability are the primary factors influencing the levels of homelessness in our city.

Housing Affordability

Canada has considerably less social housing per capita than most Organisation for Economic Co-operation and Development (OECD) member countries. The percentage of housing units in Canada that are considered social housing, (i.e. government-subsidized units for low- and moderate-income households), is approximately 5%. To put this into perspective, England's rate is 18%, France's is 19%, Sweden's is 32%, and the rate for the Netherlands is 34%.¹

Rental housing production in Canada fell sharply in the late 1970s. A reduction in public housing spending and high interest rates made it expensive for developers to finance new supply, and a shrinking middle class resulted in less demand for rental units. New Alberta legislation pertaining to condominiums and rent regulation also contributed to this drop.²

Rapid gentrification has been implicated in reducing the stock of affordable housing further in Alberta, particularly in central neighbourhoods where low-income individuals and families traditionally live.³ Augmented by the province's deinstitutionalization of individuals with mental illness, and ongoing retrenchment from social assistance, housing,⁴ and adequate addiction and mental health supports, a "new homelessness" rapidly grew across Canada's urban centres during the 1990s and 2000s. As cities continued to grow, so did this consistent segment of their population.

Beginning in the mid-1990s, the provincial government began spending substantially less on housing. In 1995, the Alberta government devoted an amount worth 0.36% of its GDP to housing; five years later, this amount had shrunk to 0.1%. Annual spending on housing did not start to increase again until the early 2000s.⁵

1 Falvo, N. (2016). Canada's National Housing Strategy Consultations. Retrieved from <http://calgaryhomeless.com/blog/canadas-national-housing-strategy-consultations/>

2 Falvo, N. (2017). Public Policy and Homelessness: The Case of Calgary. Retrieved from <http://calgaryhomeless.com/info/research-blog/public-policy-homelessness-case-calgary/>

3 Anderson, J. (2016). Housing First, Affordable Housing, and Ending Homelessness in Alberta. Retrieved from https://era.library.ualberta.ca/items/f1409fe3-a55d-4fd3-80a8-4457f902cbae/view/c8ef514f-61a2-4884-8ab0-f61221aee4d3/Anderson_Jalene_T_201604_MA.pdf

4 Suttor, G. (2014). Canadian Social Housing: Policy Evolution and Impacts on the Housing System and Urban Space. Retrieved from https://tspace.library.utoronto.ca/bitstream/1807/68158/1/Suttor_Gregory_201411_PhD_thesis.pdf

5 Christensen, J. (2013). Pathways to homelessness: rural-urban migration and housing insecurity in Yellowknife and Inuvik, Northwest Territories. *Northern Public Affairs Journal*, 1: 51-54.

As a result, Alberta has far less rental housing than other provinces, and this gap has grown in the past 25 years. In 1990, Alberta had almost as many apartment rental units (on a per capita basis) as the rest of Canada. Then, beginning in the early 1990s, the amount of apartment rentals in Alberta started to decrease; today, Alberta has just half the number of apartment rental units (per capita) as the rest of Canada. There are three main reasons for this: the first being, historically, Alberta experienced higher rates of in-migration than other provinces; secondly, the Alberta government reduced subsidized housing for lower-income households; and lastly, Alberta has a relatively large number of high-income households (and higher-income households typically prefer to own than rent).⁶

Policy Change

In 1993, the Alberta government introduced strict reforms to social assistance, and provincial officials made it much more difficult for Albertans to qualify for social assistance, and the annual value of benefit levels for those who did qualify for social assistance dropped quite suddenly (and purchasing power eroded over time as benefits did not keep pace with inflation). This resulted in a very sharp loss in annual income for very low-income individuals.⁷

Evidence of the impacts of these social policy and demographic changes on homelessness in Alberta's cities are well-documented in the homeless point-in-time counts of Calgary and Edmonton during the 1990s; in Calgary's case, the homeless count jumped approximately 31% every two years from 1992 until 2008 – the year our city mobilized a comprehensive response in the form of the 10 Year Plan to End Homelessness.

Ending Homelessness in Calgary

In 1992, in response to an increasingly visible downtown population of people sleeping rough and/or seeking shelter accommodation, Calgary undertook its first homeless count. Seeking solutions, community leaders stepped up to develop new housing, new support programs, and advocate for funding.

Despite these community efforts, from 1994 to 2006 Calgary still had Canada's fastest growing population of people experiencing homelessness, with nearly 3,500 people sleeping in shelters and on the street in May of 2006. In the fall of that year, the head of the U.S. Interagency Council on Homelessness, Philip Mangano, spoke to Calgary leaders about the 10 Year Plan model. He demonstrated that ending homeless was possible, and that 10 Year Plans worked. He also showed how ending homelessness was less expensive than managing it.⁸

Mangano's message built on efforts starting in 2000 when the National Alliance to End Homelessness in the U.S. introduced the 10 Year Plan model. This model marked a shift from managing homelessness to ending it by focusing on prevention, building affordable housing,

⁶ Ibid

⁷ Ibid

⁸ Calgary Committee to End Homeless (2008). Calgary's 10 Year Plan to End Homelessness. Retrieved from http://calgaryhomeless.com/wp-content/uploads/Calgarys_10_Year_Plan_2008.pdf

getting better data, and applying the Housing First philosophy. Now, more than 330 U.S. jurisdictions are working on 10 Year Plans.

In January 2007, the Calgary Committee to End Homelessness was formed, (consisting of volunteers from front line agencies, the private sector, the faith community, foundations, the Calgary Health Region, post-secondary education, Indigenous community, the City of Calgary, the Province of Alberta and the Government of Canada), and began developing a 10 Year Plan to End Homelessness for our city. In January of 2008 Calgary's Plan was completed, and CHF was asked to lead its implementation.⁹

Calgary was the first city in Canada to begin implementing a 10 Year Plan, and over the last decade we've come together from diverse sectors around the bold vision that everyone should have a safe, decent, affordable home with the supports needed to sustain it – and our collective efforts have resulted in tremendous strides towards this ambitious goal.¹⁰

Calgary's 10 Year Plan to End Homelessness

On January 29, 2008, Calgary became the first city in Canada to implement a 10 Year Plan to End Homelessness. This plan proposed Housing First as a foundational concept that called for the removal of pre-conditions for housing assistance for those experiencing homelessness. Calgary's Plan was updated and refined in 2011 and 2015 as new learnings and dynamics emerged.

This past decade has seen enormous progress as Calgary's Plan and its dynamic iterations helped define what ending homelessness looks like for Calgary. It established new measures to quantify homelessness and allowed us to analyze data to obtain a better understanding of homelessness' interconnectedness with other sectors such as health and corrections. It also actioned solutions through a people-centered lens and set in motion process changes to benefit those experiencing homelessness, and those who serve to end it.

Unforeseen Events

While we have experienced considerable success, the past ten years have brought on new challenges and learnings as well. We have collectively stumbled and made mistakes along the way as we've had to adapt and change course during an oil boom, a global recession, and a subsequent economic downturn.

Natural & Human-Made Disasters

Our city's past decade was fraught with economic extremes, and the impacts of major natural disasters – notably the 2013 Alberta Flood that affected over 70,000 Calgarians: the largest evacuation in the city's history. Over 1,200 homeless and formerly homeless Calgarians were

⁹ Calgary Committee to End Homelessness (2009). Calgary's 10 Year Plan to End Homelessness. Retrieved from <https://maytree.com/wp-content/uploads/City-of-Calgarys-10-Year-Plan-to-End-Homelessness.pdf>

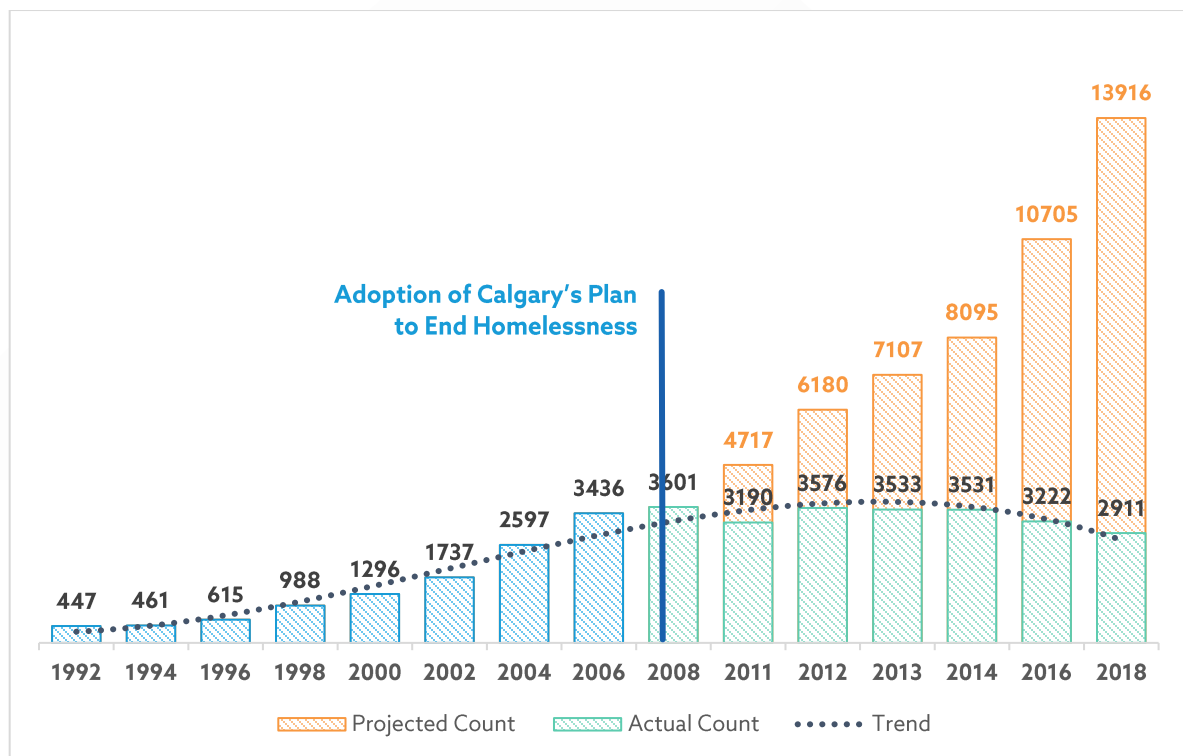
¹⁰ Calgary Homeless Foundation (2015). Calgary's Updated Plan to End Homelessness: People First In Housing First. Retrieved from https://www.ihearthomeyc.com/wp-content/uploads/2015/03/Update_to_Calgary_Plan_March_2.pdf

directly impacted by the flood and had to be evacuated and re-housed.¹¹ In 2016, the largest wildfire evacuation in Alberta's history forced upwards of 88,000 people¹² from their homes in Fort McMurray – many of whom were evacuated to Calgary. From 2015 – 2016, Calgary became one of five federally-designated refugee reception centres located in Alberta¹³ that welcomed 1,400 Syrian refugees.

Where We Could Have Been if We Had Not Changed

Prior to the implementation of Calgary's Plan in 2008, biennial Point in Time (PiT) counts clearly showed that homelessness was growing in our city by roughly 31% every two years. This means that if we had done nothing, Calgary would have had almost fourteen thousand people experiencing homelessness on any given night by 2018. Since the plan was launched in 2008, we've reversed the curve and achieved a 32% decrease in homelessness per capita, in our city (figure 1).

Figure 1: Homeless PiT Counts before & After the Implementation of Calgary's 10 Year Plan



11 Calgary Homeless Foundation (2013). Calgary Flood 2013: Calgary and the Homeless Serving Sector Rally to Support Homeless Evacuees Retrieved from <http://www.marketwired.com/press-release/calgary-flood-2013-calgary-homeless-serving-sector-rally-support-homeless-evacuees-1805140.htm>

12 Frisk, A. (2016). IN PHOTOS: The Fort McMurray fire that displaced 80,000 people. Retrieved from <https://globalnews.ca/news/2685123/in-photos-the-fort-mcmurray-fire-that-displaced-80000-people/>

13 The City of Calgary (2016). The City of Calgary welcomes Newcomers. Retrieved from <http://www.calgary.ca/CSPS/CNS/Documents/Immigrants-Newcomers-Refugees/Newcomers-in-Calgary-Fact-Sheet.pdf>

The last decade at a glance

Achievements at a Glance

9,707 People experiencing chronic and episodic homelessness housed
558 Dedicated permanent supportive housing units built
32% per capita reduction in homelessness in Calgary
2,184 housing program spaces with support

Government's Role

- **City of Calgary:**

From 2008 to 2018, the City of Calgary committed \$6M to CHF to support Plan implementation. Additional government policies, strategies and investment commitments to ending homelessness are captured in Appendix D (**pg. 112**)

- **Government of Alberta:**

Unprecedented levels of support and leadership from our provincial partners. \$288.1M in program funding, and \$88.9M in capital funding was committed. Additional government policies, strategies and investment commitments to ending homelessness are captured in Appendix D (**pg. 112**)

- **Government of Canada:**

The Government of Canada contributed \$64.1M in program funding and \$6.9M in capital funding, and has prioritized future investment in Housing First to address chronic and episodic homelessness over the next five years. Additional government policies, strategies and investment commitments to ending homelessness are captured in Appendix D (**pg. 112**)

Public Role

- **Private Sector Collaboration:**

The RESOLVE Campaign (**Appendix G - pg. 128**) is a collaboration among nine participating agencies which raised over \$70.7 million from the private sector to build affordable and supported housing for 1,850 homeless and vulnerable Calgarians.

The World in Which We Currently Live

The aspirational goals of Calgary's 10 Year Plan to End Homelessness did not exist in a vacuum. Our collective ability to realize the successes that we set out to achieve hinged on the opportunities, resources, environmental factors, and risks in the world around us. External forces and impacts such as record in-migration, economic booms and busts, coupled with two natural disasters directly impacted our shared capability to achieve all of the goals that our city originally envisioned in 2008.

Broader Context

Globalization – Economic Impacts

In 2009 the impact of the global recession was being felt in Canada and Alberta, and economic activity contracted by 2.5%. Low energy prices led to a reduction in investment that resulted in job losses and reduced consumer confidence. The 2009 unemployment rate averaged 6.3%, and on average, consumer prices declined by 0.1% in 2009, down from a 3.2% increase a year earlier.¹⁴ Housing prices in Calgary remained high: after dropping 14% from peak prices in July 2007, average prices in Calgary rose throughout 2009 by 5.4%. While detrimental to lower income earners, housing affordability in Calgary may also have served as a barrier to higher levels of in-migration.¹⁵

Severe Economic Downturn

In 2015 oil was below \$40 a barrel – a dramatic fall from highs of well over \$100 less than two years previously.¹⁶ As homeownership costs somewhat tempered, unemployment and food bank usage climbed. Rental rates did not see a significant drop during this period, however.

The 2015 refresh of Calgary's Plan was significantly impacted by the oil slump. Sharply lower oil prices significantly affected Calgary's economic growth in stark contrast to previous years. All sectors of the economy were adversely affected as the energy and related sectors reduced capital expenditures and staffing levels. 2015 was the beginning of a serious two-year economic contraction which resulted in rising vacancy rates due to both slowed in-migration (and increased out-migration) and an oversupply of condominium builds. This resulted in a rental vacancy rate of 7% in 2016, but rental / home ownership affordability issues remained.

Calgary's unemployment rate rose to 5.1% in 2014, up from 4.8% in 2013. Slower job creation in Calgary pushed the unemployment rate to 9.1% by the end of 2016. As of July 2018, the rate dropped to 7.5% as Calgary emerged from recession.

14 Calgary Economic Development. (2011) State of the Economy Calgary Semi-Annual Economic Review January 2011. Retrieved from <https://www.calgaryeconomicdevelopment.com/sites/default/files/pdf/research/reports/economic/State%20of%20the%20Economy%20Dec%202010FINAL.pdf>

15 The City of Calgary (2010). Calgary's Economic Outlook 2010-2015. Retrieved from http://www.calgary.ca/_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fwww.calgary.ca%2fcfd%2ffinance%2fDocuments%2fCorporate-Economics%2fCalgary-and-Region-Economic-Outlook%2fCalgary-and-Region-Economic-Outlook-2010-Q1.pdf&noredirect=1&sf=1

16 Ewart, S. (2015). From bad to worse...oil price plunge dominates 2015. Calgary Herald. <https://calgaryherald.com/business/energy/ewart-from-bad-to-worse-oil-price-plunge-dominates-2015>

In-migration/Demographic Changes – Calgary's Record In-Migration

At Plan commencement in 2008, the population of Calgary was 1,277,147, representing a percentage increase of 6.5% from the 2006 census.¹⁷ Largely due to investment in Alberta's energy sector, along with a steady influx of immigrants – which spurred the housing, construction, and retail sectors – our city grew quickly. Pressured by population growth and demographic change, the affordable and non-market housing shortages in Calgary reached crisis levels. The cost of living in Calgary was increasing: a 3.2% increase in 2008 compared to 2007,¹⁸ and rising rent and utility costs, combined with economic and population growth, saw Core Housing Need at a rate of 9.0% (defined as requiring expenditure of more than 30% of income and falling below one of adequacy, affordability or suitability standards).¹⁹ At that time, the City of Calgary's Point-in-Time Count recorded 3,601 individuals experiencing homelessness.²⁰

Throughout the tenure of Calgary's Plan, (2008 to 2018), record migration to Calgary brought in over 220,000 people – primarily migrants from other provinces (27%), and immigrants (73%). This placed additional strain on our resources, particularly during the economic downturn.

Fifty years ago, Canada changed its immigration rules, and in doing so increased the ethnic diversity of our country. Calgary is known for welcoming migrants, immigrants, and refugees alike, and over the past decade, our city has seen the percentage of its immigrant population rise from 17.4% (2006-2010) to 24.6% (2011-2016). This translates to nearly 160,000 people arriving over the past decade to establish their families within our city.²¹

The reliance on immigrant labour to meet local shortages will continue, and we know that lower-income migrants with histories of trauma from conflict areas will require a concerted community-wide effort for successful integration into our community. We have seen family homelessness within these groups over the past ten years (family shelters report 12-15% of families are immigrants²²), and will expect to see more unless prevention measures by primary systems of care are adequately developed.

Urbanization & Migration

Urbanization is a complex process by which a country's population centres tend to become larger, more specialized and more interdependent over time, and Calgary reflects this as it is one of the top five fastest growing cities in Canada.²³

17 Statistics Canada (2018). Canada's population estimates: Subprovincial areas, July 1, 2017. Table 051-0059, Annual Population Estimates 1996-2017. Retrieved from <https://www150.statcan.gc.ca/n1/daily-quotidien/180213/dq180213a-cansim-eng.htm>

18 Alberta Employment and Immigration (2008). Calgary & Area Labour Market Report Annual 2008. Retrieved from <https://open.alberta.ca/dataset/48a8d954-089e-4297-a9b7-d4e2415cec8c/resource/b9b43388-c1d4-4bac-bfba-fbb1b4dd8b58/download/5451997-2008.pdf>

19 Statistics Canada (2016). Core housing need, 2016 Census. Retrieved from <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/chn-biml/index-eng.cfm>

20 City of Calgary (2008). Biennial Count of Homeless Persons. Retrieved from <https://open.alberta.ca/dataset/48a8d954-089e-4297-a9b7-d4e2415cec8c/resource/b9b43388-c1d4-4bac-bfba-fbb1b4dd8b58/download/5451997-2008.pdf>

21 Statistics Canada. 2017. Focus on Geography Series, 2016 Census. Statistics Canada Catalogue no. 98-404-X2016001. Ottawa, Ontario. Data products, 2016 Census.

22 Calgary Homeless Foundation (2012). State of Homelessness in Calgary in 2012. Retrieved from <http://housingfirsttoolkit.ca/wp-content/uploads/Calgary-2012-The-State-of-Homelessness.pdf>

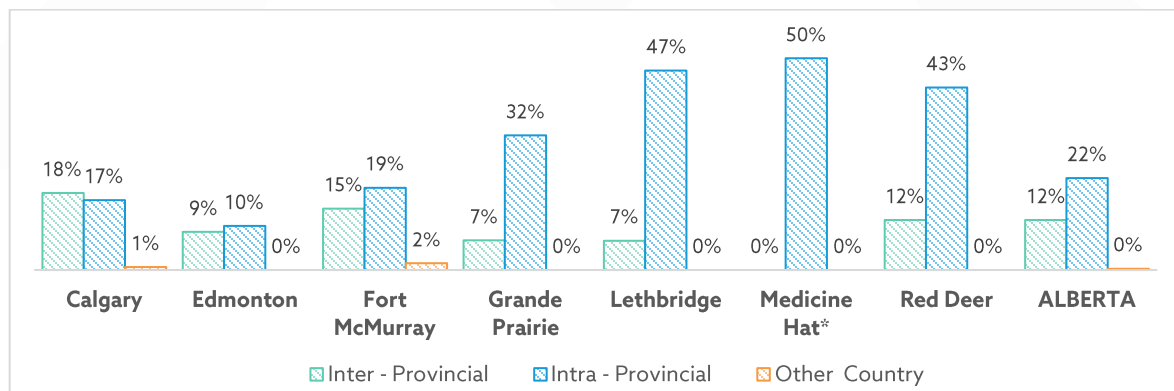
23 CBC (2017). Calgary still Canada's fastest growing metropolitan area despite downturn, census reveals. Retrieved from <https://www.cbc.ca/news/canada/calgary/calgary-census-data-growth-population-recession-1.3972079>

Migration into cities like ours will continue to drive population trends and housing market dynamics. For Calgary, the largest growth in development will occur on the city's fringes. This is a result of higher costs of housing in the core, where the focus is on increasing density. In fact, the greatest growth is likely to occur beyond the city limits and in neighbouring communities such as Okotoks, Airdrie, and Strathmore – growing urban sprawl towards the fringes.²⁴

Thanks to research from the University of Calgary School of Public Policy,²⁵ we know that 63% of Alberta's short-term supportive and emergency shelter users are in Calgary facilities, and that increased migration to Calgary, combined with a lack of affordable housing for 'at risk' households, remains the single biggest risk to the community's ability to end homelessness; and while family homelessness is down, emergency shelters for families remain full, driven by more families coming to Calgary. Other factors impacting family homelessness include Indigenous people on and off-reserve, immigrants, people moving to Calgary for work, and a small number of high acuity families who frequently return to shelter.²⁶

While the data on homelessness migration is limited, new questions in the PiT count shed light on key patterns. As Figure 2 below highlights, a significant percentage of migrants new to the city within the past year were evident across Alberta's larger seven cities in the 2018 Homeless PiT Count.²⁷ Most common reasons for migration into cities was looking for employment, joining family, access services and supports. Of note, 7.6% new (within past year) migrants reported coming to access emergency shelter – in Calgary, the percentage who came looking for shelter was 14.2%.

Figure 2: Migrants (new to city within past year) as percent of total migrants enumerated in 2018 Homeless PiT Count



As Figure 3 on the next page displays, when looking at all respondents who had moved to Calgary, regardless of timeframe, 83.1% were migrants.

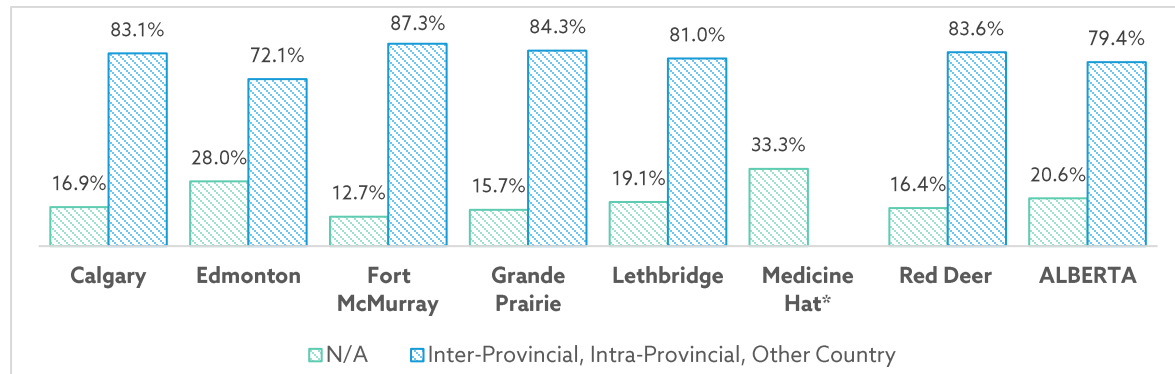
24 Calgary Herald (2018) Editorial: Urban sprawl is no surprise. Retrieved from <https://calgaryherald.com/opinion/editorials/editorial-urban-sprawl-is-no-surprise>

25 Kneebone, R., Emery, J.C., Grynishak, O. (2011). Homelessness in Alberta: The demand for spaces in Alberta's homeless shelters. The School of Public Policy: SPP Research Papers, 4(13). Retrieved from: <http://policyschool.ucalgary.ca/files/publicpolicy/homelessness%20in%20alberta.pdf>

26 Calgary Homeless Foundation (2012). The State of Homelessness in Calgary. Retrieved from <http://housingfirsttoolkit.ca/wp-content/uploads/Calgary-2012-The-State-of-Homelessness.pdf>

27 https://docs.wixstatic.com/ugd/ff2744_5d899dceff12471c835dfdf4e5d119fc.pdf

Figure 3: Total migrants enumerated in 2018 Homeless PiT Count



Impact of Colonialism

The impact of colonialism brings a unique dimension to homelessness dynamics. Indigenous peoples experience homelessness and other forms of social exclusion at a higher rate than the general population. The interconnectedness of post-colonialism, residential schools, intergenerational trauma, and ongoing systematic social and economic marginalization of Indigenous peoples is pervasive in Canada,²⁸ and Calgary is no exception.

Indigenous peoples have been displaced and dispossessed through forced settlement (putting an end to traditional, sustainable, nomadic ways of life), imposition of government systems, legislation such as the Indian Act, and policies focused on assimilation.²⁹ Families have been irreversibly disrupted via residential schooling and harmful child welfare practices – including the “Sixties Scoop” where thousands of Indigenous children were taken from their homes and communities by child protection agencies during the 1960s.^{30, 31} Indigenous children continue to be overrepresented in the foster care system.

Homelessness is one of the results of this long-standing colonial legacy, along with high rates of trauma, alcohol and drug use, domestic violence, health challenges, and poverty.³²

Conditions in Indigenous communities – yet another element of the colonial past – are an additional ‘push factor’ for many to migrate into cities. This in turn flows into the spiritual aspects of homelessness through dislocation and disconnection from home communities, cultural identities, the land, and Indigenous ways of life.³³ While employment and education opportunities are a factor which pulls Indigenous men and women to urban centres, it’s more

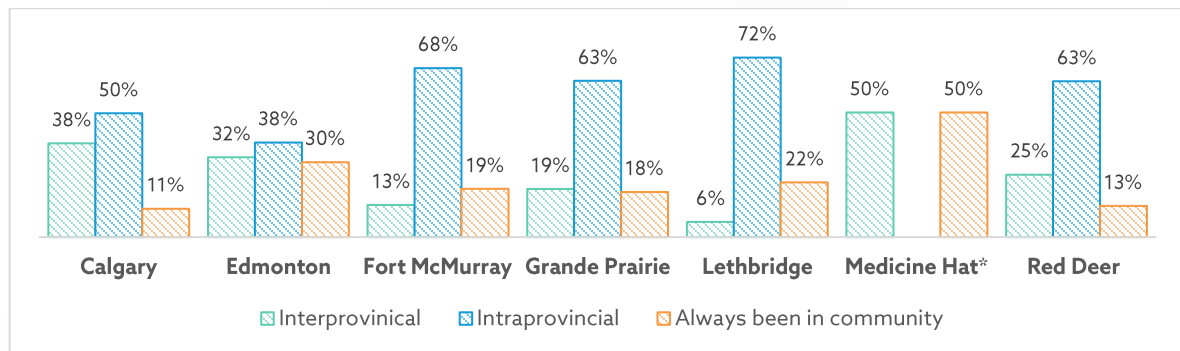
28 Christensen, J. (2017). No Home in a Homeland - Indigenous peoples and Homelessness in the Canadian North. UBC Press.
 29 Coates, K. (2008). The Indian Act and the future of Aboriginal governance in Canada: Research paper for the National Centre for First Nations Governance. Ottawa, ON: National Centre for First Nations Governance. Retrieved from: http://fngovernance.org/ncfng_research/coates.pdf
 30 Johnston, P. (2016). Revisiting the “Sixties Scoop” of Indigenous children. Policy Options. Retrieved from: <http://policyoptions.irpp.org/magazines/july-2016/revisiting-the-sixties-scoop-of-indigenous-children/>
 31 Miller, J. R. (2000). Skyscrapers hide the heavens. A history of Indian-White relations in Canada. Toronto: University of Toronto Press
 32 Place, J. (2012) The Health of Aboriginal People Residing in Urban Areas. National Collaborating Centre for Aboriginal Health. Retrieved from: http://www.nccah-ccnsa.ca/Publications/Lists/Publications/Attachments/53/Urban_Aboriginal_Health_EN_web.pdf
 33 Christensen, J. (2012). “They want a different life”: Rural northern settlement dynamics and pathways to homelessness in Yellowknife and Inuvik, Northwest Territories. The Canadian Geographer, 56(4): 419–438.

commonly poor housing and a lack of infrastructure that often pushes them from their home communities.³⁴

For Canada, the movement of Indigenous people into cities is well-documented.³⁵ This has contributed to many becoming disconnected from their culture due to the lack of proximity to their community and family. As in other Canadian cities, Calgary's growing urban Indigenous population is driven by higher birth rates and migration, and people stating Indigenous identity from 2006 to 2016 has increased steadily with each census at a rate of 2.5-2.9%.³⁶ This population is younger with an average age of 30 years compared to non-Indigenous Calgarians (37 years). About 18% of Indigenous people living in Calgary have a Bachelor's degree or higher, and 63% of Indigenous people in Calgary are employed compared to the Canadian average of 52%.³⁷

As Figure 4 illustrates, when we look at Indigenous migration into Calgary, it is evident about half came to Calgary from within Alberta and 38% from outside the province. About 11% were already living in Calgary.

Figure 4: Indigenous Migration & Migration into Cities



Looking at the regions from which Indigenous people come to our city, we can see the pattern illustrated in Figure 5.

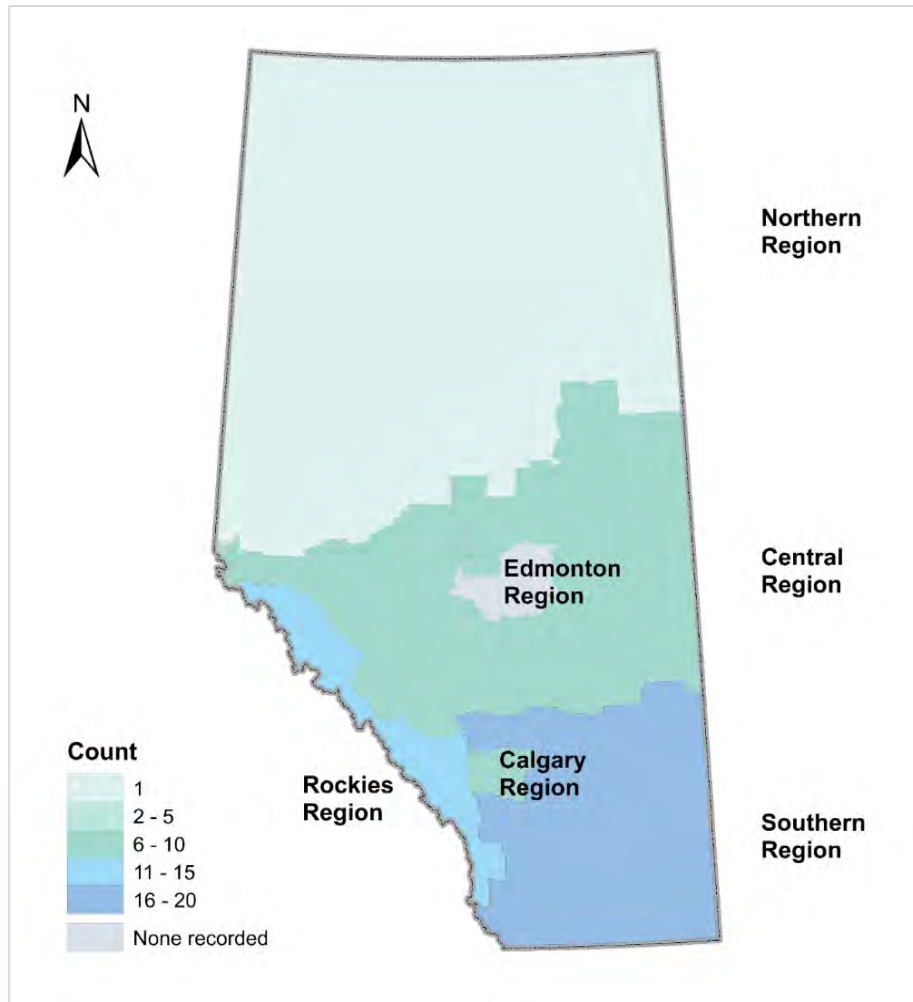
34 Christensen, J. (2013). Pathways to homelessness: rural-urban migration and housing insecurity in Yellowknife and Inuvik, Northwest Territories. *Northern Public Affairs Journal*, 1: 51-54.

35 Belanger, Y., Awosoga, O. and Weasel Head, G. (2013). Homelessness, Urban Aboriginal People, and the Need for a National Enumeration Retrieved from <https://journals.library.ualberta.ca/aps/index.php/aps/article/view/19006>

36 Ibid.

37 Calgary Economic Development (2017). Calgary Census 2016. Retrieved from <https://www.calgaryeconomicdevelopment.com/assets/Uploads/Calgary-Census-2016-Infographic.pdf>

**Figure 5: Indigenous Communities of Origin - Alberta: Regional Breakdown, 2018
Calgary PiT Count**



The vast majority of PiT respondents identifying as Indigenous and migrating to Calgary from other communities within Alberta are reported as being chronically homeless (97.3%).

Given the over-representation of Indigenous people in the homeless population, we will need to pay careful attention to this trend and develop commensurate responses in partnership with Indigenous leaders – particularly from the Nations to which these individuals belong.

Insecure Homes: Ongoing Lack of Affordable Housing

Housing Market Analysis

The past decade has seen ongoing efforts to tackle Calgary's affordable housing crisis, and with one in five Calgary households struggling to pay for housing costs, the need for affordable housing in our city is still growing.

From 2006 and 2016, census data illustrated that shelter costs for both renter and owner households increased; however, the increase for renters was greater at 55% compared to 37% for owners.

In 2008, Calgary's vacancy rate in the primary rental market was 2.2%, and the most recent CMHC data has shown that it has slowly risen over the past decade to 6.3%. This is a welcome change compared to the four-year period from 2011-2014 when we saw the housing market tighten drastically during the earliest years of Calgary's Plan.

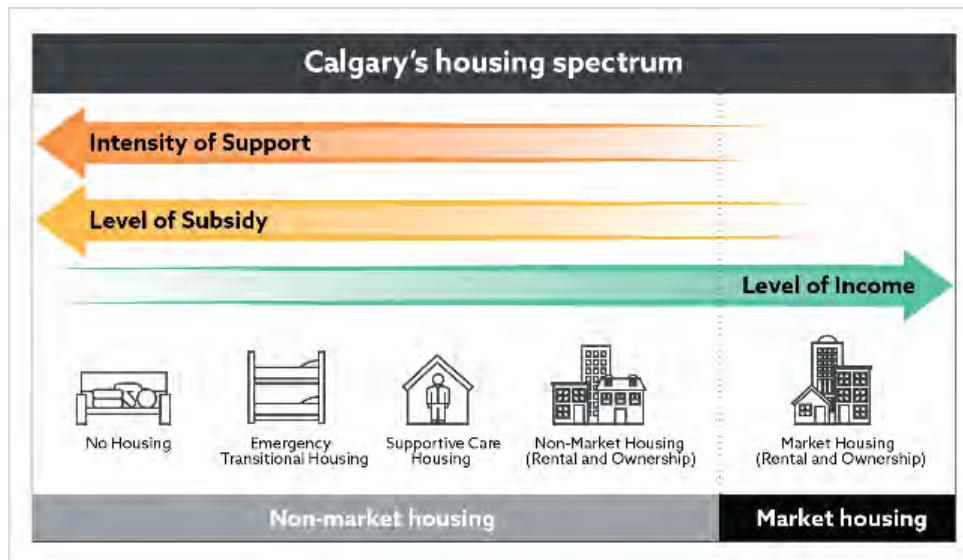
However, while vacancy rates are climbing back up, rental units remain financially out of reach for many low-income renters, and Calgary has less affordable housing per capita than other cities. Despite this recent stabilization in rental rates and increasing vacancy, according to the City of Calgary's Affordable Housing Strategy³⁸ (2016-2025) affordable housing still remains a critical challenge for the city:

- The 12,000 non-market housing units in Calgary represent about half the national average of 6%.³⁹
- To bring Calgary up to other cities' levels, about 15,000 new affordable units would be needed today, or over 22,000 units by 2025.
- Calgary Housing Company has a 4,000-household waitlist for social and affordable housing, and processes on average 245 new eligible applications per month.

A shortage of available units creates bottlenecks at all points on the housing spectrum (Figure 6 on the following page) as Calgarians struggle to move from transitional to permanent housing, from nonmarket to market rental housing, or from rental housing to home ownership.

³⁸ City of Calgary Affordable Housing Strategy <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Corporate-Affordable-Housing-Strategy.pdf>
³⁹ <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Housing-in-Calgary-inventory-housing-supply.pdf>

Figure 6: Calgary's Housing Spectrum⁴⁰



As Calgary's population grows, the housing affordability issue may also grow. If Calgary's median household income drops due to new economic conditions, housing affordability may also decline.

The housing supply in Calgary is different from other Canadian cities, due primarily to vast income inequality and the market response of increasing housing supply during economic 'boom' cycles. The City of Calgary (2018) points out that:⁴¹

- 60% of households earning less than \$60,000/year are overspending on housing costs;
- Supply of housing to lower-income households is severely limited;
- Calgary is the most expensive city to live in for low-income households;
- Core housing need grew by 25% in the last census cycle – the highest growth among the big cities.

With the highest rates of home ownership and single-family housing, and the lowest supply of purpose-built rental, subsidized housing and co-operative housing in Canada, Calgary now has a well-served higher-income population, and an underserved lower-income population - and while that lower-income population is relatively small, their housing options are severely limited.

There are a number of influences for these trends:

1. The bulk of housing in Calgary has been built during **economic 'booms'** when demand and incomes are high. Market response has been to build an expensive, homogenous housing supply.

⁴⁰ City of Calgary Affordable Housing Strategy <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Corporate-Affordable-Housing-Strategy.pdf>

⁴¹ The City of Calgary (2018) "Housing in Canada's Big Cities" Online from http://www.calgary.ca/_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fwww.calgary.ca%2fCS%2fOLSH%2fDocuments%2fAffordable-housing%2fHousing-in-Canadas-Big-Cities.pdf&noredirect=1&sf=1

2. Calgary has the **highest income inequality** among the big cities. The proportion of households earning higher incomes is very large, as is the income gap. This has influenced market response as well as public policy.
3. There has been a **lack of incentive** to build certain types of housing, such as rental suites and other affordable housing options. This is a result of market demand, but also government funding and policy.

There is an important correlation between housing markets and the rates of homelessness in any given city. For instance, the ratio of total number of rental units to households in the lowest income bracket is almost double in Edmonton as compared to Calgary. This plays into the lower per capita rate of homelessness reported in Edmonton, according to a School of Public Policy study⁴² which illustrates that Calgary has proportionately less than half as many rental units as Edmonton. This is even more important to keep in mind when we consider that more than any other Canadian city, Calgary attracts a significant share of migrants during times of economic growth – which increases demand for affordable housing and shelter space.

Rental Market

Calgary's rental market fluctuates with the economy, and this past decade has clearly reflected the boom and bust pattern within Alberta. When Calgary's population exploded during the boom in the early 2000s, an estimated 7,500 rental apartment units were converted into home ownership condominiums. The resulting housing crunch led to more condominium building (which was thought to be the solution at the time), which came to an abrupt halt during the 2009 global financial crisis. In the resulting recession, rental vacancy rates rose slightly, and by 2011 were at 2.0%.⁴³

As the economy slowly recovered during the first five years of Calgary's Plan, our city experienced a significant housing squeeze (2013 saw vacancy rates at 0.8 for bachelor apartments, and 0.4 for 3+ bedroom apartments).⁴⁴ The 2015 oil crisis marked the beginning of a serious two-year economic contraction which resulted in year-over-year rising vacancy rates due to both slowed in-migration (and increased out-migration), and an oversupply of condominium builds which were finally being completed (stalled from the 2009 crash). This resulted in a vacancy rate of 7% in 2016.⁴⁵

The vacancy rate dipped to 6.3% according to CMHC's fall 2017 data,⁴⁶ and reduced to 3.9% in the City's 2018 Civic Survey.⁴⁷

42 Homelessness in Alberta: the Demand for Spaces in Alberta's Homeless Shelter https://www.policschool.ca/wp-content/uploads/2016/03/homelessness-alberta_0.pdf

43 CMHC (2018). Calgary - Rental Market Statistics Summary by Zone. Retrieved from <https://www03.cmhc-schl.gc.ca/hmip-pimh/en#undefined/0140/3/Calgary>

44 Ibid

45 Ibid

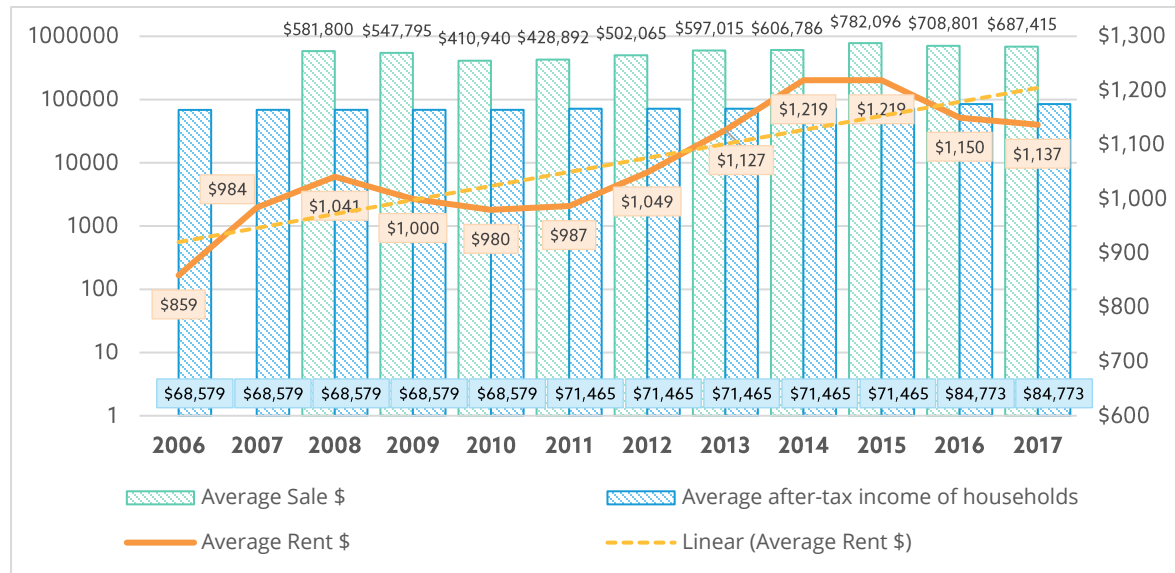
46 Ibid

47 City of Calgary. 2018. Civic Census. Retrieved from http://www.calgary.ca/CA/city-clerks/Documents/Election-and-information-services/Census2018/Civic_Census_-_at_a_glance_booklet.PDF

Increasing rental costs

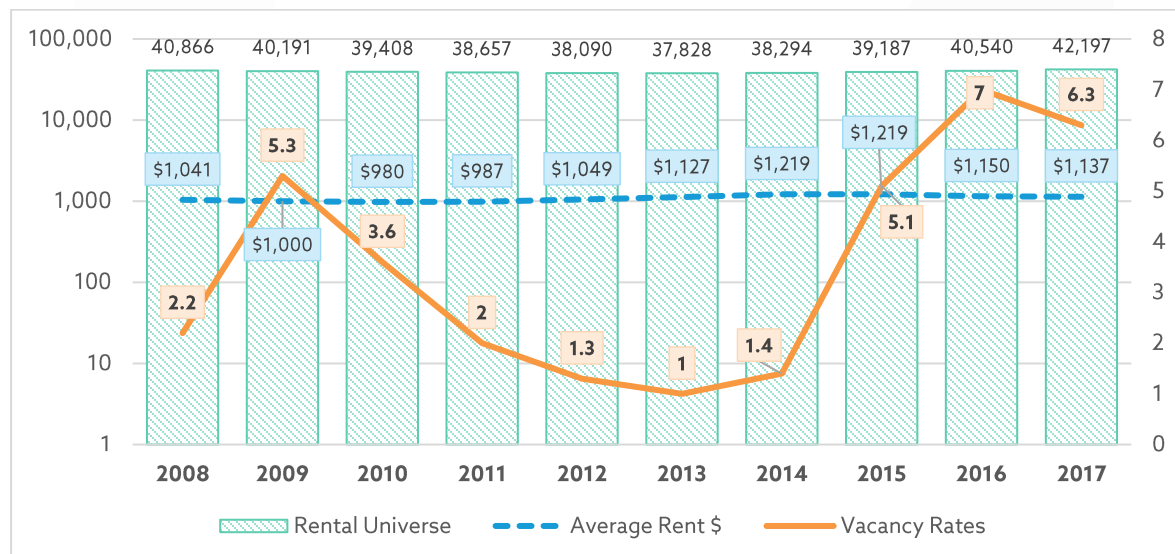
As Figure 7 below suggests, despite the economic downturn and high unemployment, housing prices continued to remain stable while average rents continued to increase.

Figure 7: Calgary CMA Rental Costs, Housing Sale Prices, and Median Income



Increasing vacancy rates are very useful for programs that rely on private rentals to house and support formerly homeless clients, yet, the costs of these units have not decreased as would be expected in light of the high vacancy rates. In fact, over the last ten years, rental costs have increased while the number of rental units in the primary rental market have shrunk and vacancy rates have risen. (Figure 8)

Figure 8: Average Rental \$, Vacancy Rates, and Primary Rental Universe



Core Housing Need/Homelessness Risk

In Calgary, the population in **core housing need** has increased steadily over this past decade and currently stands at 11.3%. That equates to one in ten Calgary households.⁴⁸ (A total of 56,675 according to the 2016 Census)

A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability, or suitability standards, and spends 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable. Affordability remains the primary reason for core housing need and it is much higher for renters (37%) than it is for owners (16%).⁴⁹

Calgary's **at-risk** population goes beyond the 'visible homeless', and these populations are considered key because they either comprise a large portion of the population in housing need, or have a high incidence of housing need. These are:

- Indigenous people;
- Recent immigrants;
- Persons with disabilities;
- Households with children, especially single-parents;
- Unattached individuals living alone, including seniors; and
- Renters (rates of overspending amongst renters are approximately double that of owners)

What this tells us is that women, the elderly, new Canadians, and people with mental health or addiction issues are all more likely to end up needing help or housing - with many people falling into more than one category.

When we look deeper at housing affordability and poverty census data over time, a very distinct picture emerges with direct bearing on the risk of experiencing homelessness in our community.

Households facing extreme housing affordability and very low-income issues are those at highest risk of homelessness. This is defined as those who are earning less than \$20,000 per year, and paying 50% or more of their income on shelter costs. This figure was 29,590 in 2011, and dropped to 19,325 households in 2016 (Table 1).

⁴⁸ A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability or suitability, standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable according to CMHC.

⁴⁹ Statistics Canada (2018) Core housing need, 2016 Census. Retrieved from <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/chn-biml/index-eng.cfm>

Table 1: Extreme Core Housing need

Shelter cost	Tenure including presence of mortgage payments and subsidized housing ⁵⁰						
	Total - Tenure	Owner	With mortgage	Without mortgage	Renter	Subsidized housing	Not subsidized housing
Under \$10,000	8,855	3,915	2,390	1,525	4,945	610	4,335
\$10,000 to \$19,999	10,475	3,910	3,120	790	6,565	655	5,910
Total	19,330	7,825	5,510	2,315	11,510	1,265	10,245

Societal Volatility: More Complexity at a Faster Pace

As we reflect on the past ten years and look to what comes next, understanding the broader context of the world in which we currently live is essential. This section provides a summary of the key trends impacting the broader ecosystem influencing homelessness. These include the impacts of ongoing globalization, and the intensification of flows of people through migration, global markets, and technologies.

Unemployment Rate/Recession

Calgary had the highest GDP per capita in 2017 among major Canadian cities. As with all global cities, lower-income earners continue to feel the pressure of offshoring and technological change, particularly driven by machine learning and automation. New kinds of highly skilled workers will grow in demand as part of the 'innovation' economy, particularly in cities with tighter labour markets such as Calgary. Those with the desired skills for this new economy will see above-average rewards while the demand for other low-skilled labour will shift and shrink, creating a more polarized job market.⁵¹

As a community, we are living longer and having fewer children, and this is influencing the demographic makeup of our population. Calgary is currently on the edge of a rising tide of seniors, and the increasingly diverse nature of older adults will impact our communities and challenge the way many services are delivered within our city. This aging population will greatly impact the labour force; financial systems; the housing sector; health services and supports; community-based supports; transportation; and the ways that business, charities, and governments interact with society.⁵²

50 Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016228

51 Tavia Grant And Janet Mcfarland (2018). How globalization has left the 1 per cent even further ahead. Retrieved from <https://www.theglobeandmail.com/news/national/time-to-lead/how-globalization-has-left-the-1-per-cent-even-further-ahead/article15433419/>

52 The City of Calgary (2015). Calgary's Aging Population An Overview Of The Changing And Aging Population In Calgary. Retrieved from <https://www.calgary.ca/CSPS/CNS/Documents/Social-research-policy-and-resources/calgary-aging-population.pdf?noredirect=1>

Calgary's workforce is also aging, and seniors over the age of 65 are increasingly still contributing to the economy: over a quarter of this population is still working either fulltime (8.6%) or part-time (17.9%).

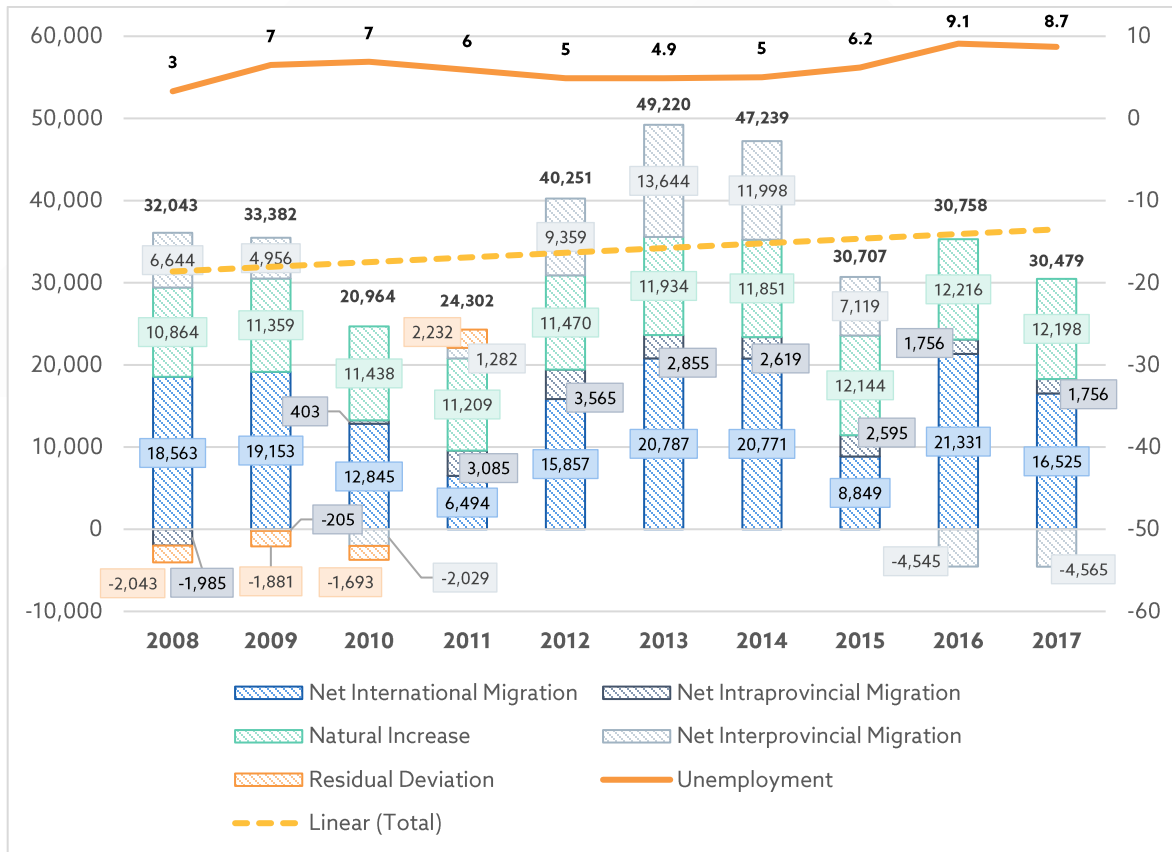
Nationally, the aging workforce poses perplexing policy challenges, yet no evidence is found of a national labour shortage in the foreseeable future.⁵³

A Slow Recovery

The unemployment rate increased from 6% in 2011, to 9.1% in 2016: a 58.3% rise. In 2016, the employment picture in Alberta was bleak, and families throughout the province were struggling as a result of the economic downturn.

What differentiates this recession from others is its duration (hence the comparisons to the recession of the early 1980s). However, the slowdowns in 1986 and 2009 were much shorter with the Alberta economy rebounding more quickly. As of mid-2017, the economic outlook for Alberta indicated the recession is officially over, with modest growth expected in the coming year – but it will be a few years before that translates into jobs. (Figure 9)

Figure 9: Calgary CMA Unemployment and Components of Population Growth



53 McDaniel, S., Wong, L. and Watt, B. (2015). An Aging Workforce and the Future Labour Market in Canada. Retrieved from <https://www.utpjournals.press/doi/abs/10.3138/cpp.2014-057?journalCode=cpp>

Poverty

Living in poverty means not being able to afford the basic necessities of life and provide a minimum standard of living. Poverty also makes it challenging to be able to participate as a member of the community. It has a profound impact on a person's health and wellbeing, and individuals and families who struggle day-to-day to afford even the most essential things like food or being able to pay bills, are not able to easily secure and maintain housing – leaving them especially vulnerable to homelessness.

Poverty reduction is a national priority, and Canada's first federal **Poverty Reduction Strategy**⁵⁴ was announced in August of 2018 and is designed to measure progress toward two ambitious but realistic targets:

- By 2020, reducing the poverty rate by 20% from its 2015 level; and
- By 2030, reducing the poverty rate by 50% from its 2015 level.

This reinforces Calgary's local efforts led by Vibrant Communities Calgary (VCC) with the 2013 **Enough for All**⁵⁵ Strategy.

According to VCC, there are about **122,000 Calgarians living in poverty**, of which one-third are children. Poverty impacts lone parents and seniors, particularly women, immigrants, and Indigenous people disproportionately.⁵⁶ There is a strong correlation between income inequality and health and social problems such as low numeracy and literacy, imprisonment, mental illness and limited social mobility. As a systemic factor along with colonialism, racism, and discrimination, poverty can further compound to impact the individual experience of housing instability and homelessness.

Population Trends

Between 2006 and 2016, all age groups in Calgary increased by about 25%, with seniors leading the growth at 46%.⁵⁷ According to Census 2016 results, Calgary has the youngest population of major cities in Canada with 70.2% of the population between the ages of 15 to 64. Despite this, as the city's population grows over the next few years, the proportion of toddlers and preschoolers is expected to stay about the same; teenagers will decline slightly, while the ratio of seniors is set to drastically increase.

The homeless population itself is aging, which will require responses to accessibility needs and faster health declines compared to the general population. As mentioned, the 2018 PiT Count in Calgary counted 2,911 people experiencing homelessness on that night. Administrative data (also provided for the PiT Count), shows that the majority of people in Emergency Shelters and Housing programs were adults aged 25 to 44 (35.1%) and middle-aged adults aged 45 to 64

54 Government of Canada (2018). Canada's First Poverty Reduction Strategy. Retrieved from <https://www.canada.ca/en/employment-social-development/programs/poverty-reduction/reports/strategy.html>

55 Vibrant Communities (2018). Enough for All. Unleashing Our Communities' Resources to Drive Down Poverty in Calgary. Retrieved from <https://enoughforall.ca/wp-content/uploads/2016/03/Enough-for-All-Strategy.pdf>

56 Eremenko, J. (2018). Poverty in Calgary. Retrieved from <http://vibrantcalgary.com/wp-content/uploads/2018/06/Poverty-Snapshot-2018.pdf>

57 Statistics Canada. (2017). Calgary [Census metropolitan area], Alberta and Alberta [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed September 6, 2018).

(40.9%). Survey data from that night also asked respondents about their age the first time they experienced being homeless. The average age was 31.5 years old.

The aging trend is evident when compared to previous PiT Count proportions (as seen in Table 2 below).

Table 2: Aging trends in PiT Counts

Homeless PiT Count: Age Group	2014	2016	2018
25 to 44	39%	36%	35%
45 to 64	36%	40%	41%

Drug Misuse/Addictions – Fentanyl/Designer Drugs

As a “pressure point” on the homeless-serving system of care, we need to examine the role that addictions and street drugs play in our society. The rise of “designer drugs” – particularly fentanyl, methamphetamines, and opioids, along with cannabis legalization – are poised to continue to impact Calgary in the coming years. The most recent data (Q2 2018) indicates that Calgary has the highest rate of fentanyl related deaths per 100,000 in Alberta.⁵⁸ In Alberta, 271 individuals died from fentanyl related drug poisoning in 2017, and Q2 2018 data indicates similar trends this year: so far 112 deaths have been recorded at the mid-year point in Calgary.⁵⁹

According to Alberta Health Services' statistics, methamphetamines were the most commonly used drug at Calgary's supervised consumption site in June 2018 - with more than 1,400 recorded instances. Fentanyl was second with more than 1,100 recorded consumption instances.⁶⁰

58 <https://open.alberta.ca/dataset/1cfed7da-2690-42e7-97e9-da175d36f3d5/resource/dec302d2-8831-4214-82da-5a1a6ecf4b99/download/opioids-substances-misuse-report-2018-q2-interim.pdf>

59 fentanyl, norfentanyl, acetylfentanyl, 3-methylfentanyl, carfentanil, butyrylfentanyl

60 <https://www.cbc.ca/news/canada/calgary/calgary-drug-users-mix-meth-fentanyl-stay-alert-1.4785678>

OUR LIVING LEGACY

THE DECADE LONG JOURNEY WE'VE UNDERTAKEN AS A COMMUNITY HAS RESULTED IN TREMENDOUS PROGRESS. WE WERE THE FIRST CITY IN CANADA TO LAUNCH A BOLD INITIATIVE TO END HOMELESSNESS IN 10 YEARS, AND SINCE THEN WE'VE HOUSED ALMOST 10,000 PEOPLE AND BUILT ALMOST 600 UNITS OF HOUSING. WE'VE BUILT A HOMELESS-SERVING SYSTEM OF CARE IN OUR CITY THAT IS WORLD ACCLAIMED, AND THIS SYSTEM OF CARE, VALUABLE INSIGHTS, AND LEARNING ARE OUR COLLECTIVE "LIVING LEGACY" – A LEGACY THAT WILL CONTINUE TO SAVE LIVES AND HOUSE PEOPLE LONG INTO THE FUTURE.

This report synthesizes the results of Calgary's Plan implementation over the past decade, providing our key insights and learnings and illustrating the impact of our community's various strategies and actions. It highlights the important phases and developments which shaped the evolution of Calgary's Plan and the legacy that we will continue to build on beyond 2018.

This document draws on 19 comprehensive consultations held with community stakeholders in 2018, as over 220 in-person and 40+ online participants (including those with lived and living experience of homelessness), reflected on our learnings and considered the course of action our community should take into the future.

Plan Achievements in Brief

As a result of our efforts, much has been achieved over the last ten years:

More housing and supports with positive impact and cost savings.

- **Homelessness Slowed.** We have slowed the growth in homelessness despite an increasing population, which is a remarkable feat given that Calgary's population grew by more than 220,000 people from 2008 – 2018. Based on PiT count data, we've achieved a 32% decrease in homelessness in Calgary (per capita) since January 2008, and looking at the occupancy figures over the past decade, we can also see a notable decrease in emergency shelter use of approximately 35%.
- **New Housing Spaces and Supports.** CHF and partner agencies created more than 2,184 new housing program spaces operated by 57 programs thanks to government funding. 71% of clients in CHF funded housing first programs have achieved housing stability (cumulative since April, 2009).
- **A better use of public dollars.** In a study of CHF-funded Housing First programs, researchers concluded that every \$1 spent on Housing First is associated with \$1.5 - \$4 of savings to the public system. Given the \$50 million spent annually on Housing First programs, this could result in savings of approximately \$168 million in terms of nights in hospital, ER visits, and justice services.⁶¹

⁶¹ Jadidzadeh, A., Dutton, D., & Falvo, N. (2018). Cost Savings of Housing First. Calgary Homeless Foundation & The School of Public Policy. Samples sizes: Hospital Days n=1,147; ER Times n=1,130; Police Times n=988

A more coordinated support system for Calgarians at risk of or experiencing homelessness.

- **Coordinated System-of-Care.** 23 agencies and 57 programs are now on a common information system regarded as one of the best of its kind internationally. Agencies use common intake processes and metrics to benchmark service impact and quality to improve participant outcomes and community impact.
- **Community Systems Integration (CSI) Table.** The intention of the CSI is to provide systems level leadership towards the goals identified in Calgary's Plan to End Homelessness. It includes leaders in system-level strategic roles from key public systems, government departments, and community funders who are collectively engaged with CHF in areas relevant to preventing and ending homelessness. This includes Alberta Health Services, Alberta Community & Social Services, the Calgary Police Service, The City of Calgary, and United Way of Calgary.
- **Connectivity Breakfasts.** Integrating services across Calgary's Homeless-Serving System of Care and within large systems is critical to ending homelessness in Calgary, and to this end CHF regularly hosts Board Chair & CEO Connectivity breakfasts with community partners. At these forums which average well over 60 leaders from the sector, government, and other public services, we collectively explore ways to collaborate, communicate and connect our services, data, and programs to ensure we can leverage our resources and expertise more effectively to the advantage of everyone we serve and the betterment of our community.
- **Coordinated Access and Assessment.** Coordinated Access and Assessment (CAA) is a single place or process for people experiencing homelessness to access housing services. CAA is designed to meet the needs of the most vulnerable first through quickly identifying and addressing immediate needs through a standardized questionnaire, and then providing ongoing supports to address more complex needs.
- **Living Legacy.** The homeless-serving community is working together in countless ways to end homelessness, including this Living Legacy report. Broad community consultations resulted in thousands of comments and recommendations that have been synthesized into this report.

Better quality of services, with more impact.

- **Client Action Committee.** The lived experience voice is integral to our work, and in 2012, the Client Action Committee (CAC) was created. Comprised of individuals with living or lived experience of homelessness, the CAC consults with the sector and provides experience and information that has been instrumental in our success. The CAC has also spearheaded several important initiatives such as the Homeless Charter of Rights and the Longest Night of the Year memorial service.

- **Key Performance Indicators.** Utilizing evidence inspired best practices, Key Performance Indicators (KPIs) enable us to build a high-performing system of care that stably houses individuals and families experiencing chronic and episodic homelessness and is reflective of and responsive to Calgary's unique needs.
- **Training.** Each year, community consultations are held with service providers in the sector to discuss training needs and gaps within the homeless-serving sector. Most of the training offered was developed based on feedback from this community consultation, and in many instances program specialists from frontline agencies provide the training to peers and other members of the community.
- **Certificate Program.** A partnership between CHF, The Alex Community Health Centre and the Faculty of Social Work at the University of Calgary offers a certificate program for staff and volunteers within the homeless-serving sector. The program covers topics relevant to serving people at risk of or experiencing homelessness. Students engage in interactive learning and dialogue with peers, experts, instructors, and persons with lived experience.

THE DISCOVERIES

IN JANUARY OF 2008, CALGARY EMBARKED ON A DECADE-LONG JOURNEY TO END HOMELESSNESS. THROUGHOUT THE COURSE OF THAT JOURNEY, CALGARY'S PLAN HAS UNDERGONE THREE ITERATIONS AS OUR COMMUNITY HAS CONTINUED TO ADDRESS THE NEEDS OF THOSE EXPERIENCING HOMELESSNESS THROUGH THE CHANGING ENVIRONMENTAL FACTORS THAT HAVE AFFECTED OUR CITY. MANY VULNERABLE PEOPLE IN OUR CITY HAVE BENEFITED FROM THE EFFORTS THAT WE HAVE UNDERTAKEN TO DATE, AND THROUGHOUT THIS PROCESS WE HAVE MADE TREMENDOUS PROGRESS.

While the original goal of Calgary's Plan was aspirational in nature, it outlined key strategic steps that we, as a community, could take towards ending homelessness in Calgary. This technical summary outlines our key learnings and clearly illustrates the work that we have done to realize many of the action areas within Calgary's 10 Year Plan to End Homelessness.

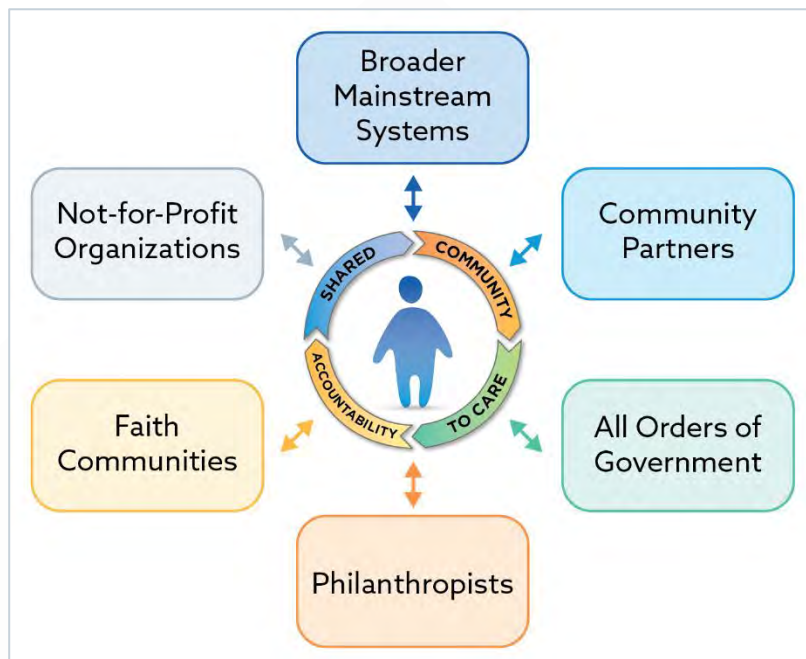
To clearly articulate all that we have achieved, we've broken this report out into key content areas that encompass the work we have done as a community over the past decade. These content areas are:

- **System of Care – The Team**
- **The Causes of Homelessness**
- **Prevention**
- **Homeless-Serving System Planning**
- **Ecosystem Integration – Planning Across Systems**
- **Data, Research and Technology**
- **People First**
- **Investment**
- **Engaging Calgarians**

Discovery: System of Care - The Team

Calgary's system of care is a network of agencies working together to ensure those at risk of or experiencing homelessness have timely access to the right housing with the right supports. Individuals, groups, and systems working hard to end homelessness in our city clearly demonstrate that ending homelessness is the result of community ownership and collective leadership. The community accountability to care includes the broader mainstream systems, community partners, all orders of government, philanthropists, faith communities and not-for-profit organizations – essentially all touch points serving people who are experiencing homelessness.

Figure 10: Shared Community Accountability



Who are the players?

All Orders of Government

Without a strong government commitment to address homelessness we would not have been able to realize the results that we have achieved over the last decade.

In March 2009, the Government of Alberta published a “Plan for Alberta – Ending Homelessness in 10 years”. In doing so, Alberta became the first province in the country to commit itself to ending homelessness. In the same year, the City of Calgary endorsed the 10 Year Plan to End Homelessness. As CHF managed the federal government’s Homeless

Partnering Initiative/Homelessness Partnering Strategy in Calgary, it began to examine how this portfolio could be realigned with Calgary's Plan and Housing First as well.⁶²

During the early phases of Calgary's Plan, the Government of Alberta's investment in ending homelessness in Calgary grew from approximately \$4.4 million annually to \$40.4 million per year, and more affordable housing was accessed in the first two years of Calgary's 10 Year Plan than in the previous decade. Though there was some resistance to the idea of ending homelessness as being unrealistic this was a time when the private sector mobilized to support advocacy efforts that brought the provincial government to the table. Further, the economic boom and resultant tightening of housing supply and decline in rental vacancy rates made homelessness a tangible issue for the public, affirming the provincial government's focus on affordable housing and ending homelessness into the future.

Broader Mainstream (Primary) Systems

Homelessness is a complex issue that cuts across organizational levels of key systems of care, and these are what we call the primary, or public systems: Health, Justice/Corrections, Income Supports, Housing, and Children's Services. While not the sole players in homelessness dynamics, the way that these primary systems relate to one another within our ecosystem impacts our prevention efforts and the effectiveness of our cumulative impact on vulnerable populations – specifically, individuals who are at risk of, or experiencing homelessness.

The Homeless-Serving System of Care

The term Homeless-Serving System of Care (HSSC) refers to the array of non-profit agencies, community partners, and faith communities coordinated and focused around efforts to end homelessness in our city. CHF, as the implementer of Calgary's Plan, crystallized our city's efforts to create an effective, nimble system that connects individuals to the right resources as compassionately and quickly as possible, resulting in the HSSC that we have today. The HSSC is only a part of a greater system of care, and it relies on nonprofits to deliver key programs to vulnerable people. There are over 5,600 nonprofit agencies in Calgary, of which 450 focus on providing social services.⁶³

The Public

As an integral part of the team, Calgarians have an essential role to play. Ending homelessness requires the engagement of all Calgarians, each contributing in a manner that fits their ability and circumstance. By lending public support and encouraging community action on homelessness, many have contributed to the successes that we've had over the past decade through embracing permanent housing with supports in local neighbourhoods; providing volunteer hours in affordable housing builds; and by fundraising to pay down building mortgages.

⁶² CHF Report to Community 2009/2010, pg 6.

⁶³ Calgary Chamber Of Voluntary Organizations (2016). CCVO Non-Profit Sector at a Glance. Retrieved from <http://www.calgarycvo.org/wp-content/uploads/2016/01/Calgary-sector-fact-sheet-final.pdf>

Discovery: The Causes of Homelessness

Over the past decade we have developed a much better understanding of homelessness risk and protective factors. In the early stages of Calgary's Plan, the Faculty of Social Work collaborated with CHF and concluded that low income/high housing costs, health issues, system interactions, and abuse were common risks, and that the factors that protect a person or household against homelessness include healthy social supports and education. Using this information, a Homelessness Asset and Risk Tool (HART) was developed in 2009 to assess individuals and families in order to better match them to interventions.⁶⁴

Built on these learnings from the HART project, CHF and the City of Calgary's Social Research Unit identified more than 23,000 households living in extreme poverty, defined as earning less than \$20,000 per year and spending more than half of their income on shelter. More than 13,750 of these households were renters, meaning that they are at higher risk of homelessness as compared with homeowners who can sell their homes to prevent falling into homelessness.

Despite the relationship between homelessness and poverty, over the course of implementing Calgary's Plan, we learned that poverty does not necessarily lead to homelessness. In fact, homelessness is likelier to occur when a predictable combination of risk factors is present and a number of protective factors are absent. This evidence consistently pointed to particular risk factors that are present in both at-risk populations and those experiencing homelessness.

The HART project suggested that poverty does not automatically lead to homelessness

This was a significant insight at the time, as it pointed to a much more refined understanding of the population on which we needed to focus from a preventative perspective.

Risk Factors

1. An imbalance in income and housing costs
2. Chronic health issues, particularly mental health, disabilities/physical health
3. Drug Misuse/Addictions
4. Experiences of abuse and trauma
5. Interaction with public systems, particularly correctional and child intervention services

Protective Factors

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

1. Healthy social relationships
2. Education
3. Access to affordable housing
4. Adequate income

⁶⁴ Calgary Homeless Foundation (2010) Report to Community.

The Causes of Homelessness – Macro and Micro Drivers

Homelessness has no single cause – it's typically the outcome of the cumulative effects of a number of different factors. Over the past decade we have discovered that the causes of homelessness fall within the intricate interplay of multiple factors, primarily between what we call **macro drivers**, (the economic climate, our social policies, and systems failures), and **micro drivers**, which comprise of each individual's unique personal circumstances.

Macro Drivers:

There are three main macro drivers that contribute to homelessness in our community. These are Economics, Social Policy, and Resource/System failures (or in other words, what we as a community decide to do about it).

Economics:

An unexpected learning from Calgary's economic boom and busts during the past decade has been the realization that economic growth can contribute to increases in homelessness; conversely, downturns can mitigate homelessness growth. During the economic boom of the mid-2000's, loss of rental stock due to condominium conversions concomitant with major increases in homeownership and increasing rental housing costs put much of the rental supply out of the reach of low income households. Not surprisingly this contributed to long wait lists for affordable housing and increasing homelessness.

When the economic downturn occurred however, migration slowed into Calgary and so did the demand for new housing and existing rental stock. Notably, we also saw a lessening pressure on shelters as less people became priced out of the housing market and fewer came to Calgary. This aligns with Kneebone, Emery and Grynishak⁶⁵ (2011) research that examined the correlation between shelter use and other macro-economic factors. They concluded that population growth will be a key driver to shelter use increase. This trend seems to be confirmed by recent work Dr. Turner completed that suggests economic and population growth is correlated with higher homelessness rates in 24 Canadian cities, including Calgary.⁶⁶

Countering this, despite the increase in vacancy rates, there was not a significant decline in rental rates. (as illustrated in Figure 7 on pg. 20)

Social Policy:

Within the context of homelessness, of primary concern is governmental support for affordable housing in our community. As outlined in the section beginning on **pg. 17**, the past decade has seen ongoing efforts to address Calgary's affordable housing crisis. However, the shortage of housing across the spectrum in our city continually causes Calgarians to struggle moving from transitional to permanent housing, or from non-market to rental housing – and from there, to home ownership.

⁶⁵ "Homelessness in Alberta: The Demand for Spaces in Alberta's Homeless Shelters," University of Calgary School of Public Policy Research Paper 4, 13 (September 2011), http://policyschool.ucalgary.ca/sites/default/files/research/homelessnessalberta_0.pdf
⁶⁶ Turner (2018) Correlation of Homelessness to Key Indicators across 24 Canadian Cities.

Because of the gap between what housing costs to build and maintain, and income levels for low-income households, a considerable amount of subsidized housing for low- and modest-income households was created during the 1960s, 1970s and 1980s. Financed mostly by federal and provincial governments, this was always done in collaboration with the private sector. During the 1990s and early 2000s, however, the federal government in Canada created much less housing for low-income households than previously.

In recent years, Alberta has been playing 'catch up' in terms of creating affordable housing units. For example, between 2002 and 2013, three times as many subsidized housing units were built in Alberta (on a per capita basis) than in Ontario – Alberta's strong economic performance during this same period helped drive this. However, today, on a per capita basis, Alberta still only has approximately half the number of rental units as the rest of Canada.

Resource/System Failures (What we, as a community, do about it)

One of the greatest challenges faced in our work on homelessness stems from the fact that homelessness cannot be solved by the HSSC, alone; in fact, the HSSC itself has been developed to respond to gaps and fractures in primary public systems of care – Health, Justice, Income Supports, and Children's Services.

As an example, the higher incidence of homelessness among those who exit the Children's Services system requires us to examine how that system prepares young people for transitions to adulthood. In the case of Income Supports, inadequate shelter allowance exacerbates homelessness risk for those receiving social systems benefits who are unable to pay rent. This would suggest that this system could shift policy and procedures in this area to reduce homelessness long-term. The higher incidence of people experiencing mental illness in shelters compared to the general population would suggest a gap in the health care system related to this vulnerable population. Similarly, the higher incidence of homelessness for people involved with the justice system compared to the general population points to the need to explore what might be done around planning for appropriate housing as part of the release process.

Ultimately, these systems respond to the pressures of the public and reflect our own thoughts and beliefs around homelessness and the people who are experiencing it. While many believe that homelessness is a result of personal failure, the truth is that it's about lack of power, and not having access to the necessary resources to prevent homelessness in the first place.

Micro Drivers - Personal Crisis and the Trauma of Homelessness

Those experiencing housing instability often face a multitude of challenges – including mental health issues, addictions, domestic violence, limited education, barriers to employment, and involvement with multiple systems like child intervention and corrections. These micro drivers typically generate the dynamics that contribute to housing instability at an individual level.

Trauma

International research shows that homelessness correlates directly with levels of trauma and Adverse Childhood Experiences among working-age adults.⁶⁷ This is echoed in a local report by Milaney, Williams and Dutton (2018): the researchers surveyed 300 people experiencing chronic homelessness and those sleeping rough in Calgary, and found that these individuals have suffered childhood trauma at a rate five times higher than that of the general population. Those traumas include: neglect, parents with addiction issues, domestic violence, and abuse.⁶⁸

These individuals had many interactions with public systems. 42% of them had been foster children, and within the past year, 31% had spent time in detox, 23% had served jail time, and 31% had been in hospital. 59% had slept rough, 82% regularly used alcohol, with 32% using it daily and 70% using drugs other than alcohol. Milaney et al. concluded that while local efforts to “end homelessness” have housed more than 8,000 people, there continues to be a group of long-term shelter users with multiple experiences of trauma who appear to be trapped in chronic homelessness.⁶⁹ This information offers an important foundation for funders, advocates, service providers, and community members to understand the relationship between Adverse Childhood Experiences (trauma) and episodes of homelessness.

Layered complexities: mental health, FASD, addictions, trauma

Fetal Alcohol Spectrum Disorder (FASD) is a medical diagnosis that describes the range of brain injuries, birth defects, and developmental disabilities that can result when a woman drinks alcohol during pregnancy. It is estimated that there are at least 46,000 Albertans living with FASD, and 15,000 in Calgary, and many will never be formally diagnosed.⁷⁰ There is a correlation between FASD and homelessness, and a 2015 exploratory report using self-reported HMIS data found 3% self-reported suspected FASD, 1% reported diagnosed FASD, and 9% did not know their FASD status.⁷¹

Alberta shows a higher number of mental illness and/or addiction discharge rates than nationally: 685 people/100,000 vs. 668/100,000 people.⁷² Further, Calgary has, “severe capacity issues when it comes to mental-health beds.”⁷³ For people experiencing homelessness, the pressures of trying to find food and shelter, avoid legal problems, and steer clear of violence or crime cause tremendous stress. This continuous stress and sense of insecurity contribute to high rates of mental illness and substance abuse within this population. There are about 605 chronically homeless people in Calgary, with about 550 of that number having complex

67 Tam TW, Zlotnick C, Robertson MJ. Longitudinal perspective: adverse childhood events, substance use, and labor force participation among homeless adults. *The American journal of drug and alcohol abuse*. 2003;29(4):829–46. Epub 2004/01/10.

68 Milaney, K. Williams, N. and Dutton, D. (2018) *Falling Through The Cracks: How The Community-Based Approach Has Failed Calgary's Chronically Homeless* <https://www.policyschool.ca/wp-content/uploads/2018/03/homelessness-DUTTON-RELEASE-FINAL.pdf>

<https://www.policyschool.ca/wp-content/uploads/2018/02/Falling-Through-The-Cracks-Milaney-FINAL-2Williams-Dutton-final.pdf>

69 Ibid

70 Calgary Fetal Alcohol network (2018). Facts. Retrieved from <http://www.mycfan.ca/fast-facts/>

71 Badry, D., Walsh, C., Bell, M., Ramage, K. and Gibbon, J. (2015) *The Fetal Alcohol Spectrum Disorder and Homelessness Project: Making Connections for Promising Practice*. Retrieved from <https://www.jsimedcentral.com/SubstanceAbuse/substanceabuse-3-1027.pdf>

72 Canadian Institute for Health Information (2018). Access Data and Reports. Retrieved from <https://www.cihi.ca/en/access-data-reports/results?query=addictions&Search+Submit=>

73 Wood, J. (2017). Calgary homeless receive new mental health supports. Retrieved from <https://calgaryherald.com/news/local-news/calgary-homeless-receives-new-mental-health-supports>

physical or mental-health disorders,⁷⁴ thus giving context that homelessness is not only a housing issue, but a health issue.

Domestic Violence

Despite some encouraging progress toward gender equality, approximately every six days in Canada a woman is killed by her intimate partner. Women and girls continue to live at risk of gender-based violence, with Indigenous women being six times more likely to be killed than non-Indigenous women.

Alberta is the second highest province for family violence. In 2017, Calgary domestic violence (DV) incidents were 34% higher than the five-year average.⁷⁵ Calgary Police Service responds to approximately 19,000 domestic violence calls each year, and according to Calgary Women's Emergency Shelter, their 24-Hour Family Violence Helpline received 11,886 calls the last fiscal year. Additionally, the total number of clients served at one of Calgary's shelters, the Calgary Women's Emergency Shelter, was 14,387. One in two women will experience an incident of physical or sexualized violence.⁷⁶ Increasing violence incidents increase the likelihood of victims and their families needing shelter services and put them at higher risk of experiencing homelessness.

LGBTQ2S+

Over the past decade the acceptance and awareness of gender diversity issues has increased. While discrimination and homophobia remain major social challenges, there are positive signs including the legalization of same-sex marriage that suggests improvement in attitudes as well.^{77, 78}

From 2006 to 2016, the number of same-sex couples increased by about 85% in the Census Metropolitan Area (CMA) of Calgary.⁷⁹ This has increased the visibility of this population, and this has translated to a better understanding of LGBTQ2S+ issues as well.

We know that LGBTQ2S+ youth are overrepresented in the population of youth experiencing homelessness. It has been estimated that approximately 25-40% of youth experiencing homelessness identify as LGBTQ2S+. Every year, more than 1,500 youth use emergency shelters in our city, and on any given night, there are approximately 286 youth experiencing homelessness in Calgary – which would roughly translate to approximately 100 LGBTQ2S+ homeless youth in Calgary.⁸⁰

74 Ibid

75 Calgary Police Service (2017). Domestic Violence data

76 Calgary Women's Emergency Shelter (2018). Learn About Abuse. Retrieved from <https://www.calgarywomensshelter.com/index.php/learn/statistics-and-research>

77 Pew research Centre (2013) The Global Divide on Homosexuality Greater Acceptance in More Secular and Affluent Countries

<http://www.pewglobal.org/2013/06/04/the-global-divide-on-homosexuality/>

78 CROP Inc (2017) Are you in favour of same-sex marriage? 74% of Canadians and 80% of Quebecers support it (and Death in Venice by Benjamin Britten). Retrieved from <https://www.crop.ca/en/blog/2017/207/>

79 Statistics Canada (2017). Same-sex couples in Canada in 2016. Retrieved from <https://www12.statcan.gc.ca/census-recensement/2016/as-sa/98-200-x/2016007/98-200-x2016007-eng.cfm>

80 Calgary Homeless Foundation. (2017) Plan to End Youth Homelessness Calgary (2017 Update) Retrieved from <http://homelesshub.ca/resource/plan-end-youth-homelessness-calgary-2017-update>

Discovery: Prevention

An end to homelessness requires meaningful systems change tackling complex social issues, including poverty, family violence, and the legacy of colonialism. Throughout the life of Calgary's Plan, learnings increasingly pointed to the need to better understand homelessness prevention. We learned that interventions must recognize where they fit in this broader public health typology to ensure that intended and lasting impact is achieved.

Accordingly, as more has been discovered about homelessness, the need for alignment in social service and policy efforts with an aim to alleviate vulnerability and poverty has become more evident. In *The State of Homelessness in Calgary (2012)*, CHF called on other funders, including the United Way of Calgary and FCSS, as well as public systems like corrections, health, child intervention, domestic violence, addictions treatment, and education, to better target interventions collaboratively towards the most vulnerable Calgarians. It was argued that better targeting and collective planning at the community level would enhance impact for clients, as well as reductions in system use and costs.⁸¹

Learnings from the first few years of Calgary's Plan implementation led to the understanding that a client's experience of housing instability is dynamic and requires a holistic response. Recognizing that programmatic responses will ultimately fail without 'uploading' accountability for homelessness to the public systems that exist to mitigate risk in the first place, a revised approach placed more emphasis on homelessness prevention and the reformation of public systems that contribute to homelessness.

In the final years of Calgary's Plan implementation, service providers were asked to begin considering their work from a much broader perspective than their own individual agency mandates. The CEO and Board Chair Connectivity breakfasts, introduced in 2015 and hosted by CHF, provided the space within which to consider system-level issues and our collective response.

The 2015 Plan used the following typology to discern the role of Calgary's HSSC in prevention:

Primary Prevention interventions seek to reduce the risk of homelessness among the general population by targeting those already housed in an effort to prevent new cases of homelessness. Measures involve examining broad policies including housing supply, accessibility, and affordability, as well as income supports, housing benefits, and employment services.

Secondary Prevention activities seek to identify and address the conditions related to vulnerability and homelessness at their earliest stages, such as during shelter entry. This includes individuals leaving or being discharged from primary systems and institutional care or those in crisis situations who are likely at risk of homelessness through eviction or relationship breakdown. Interventions tend to reduce the total

⁸¹ Calgary Homeless Foundation (2012). *The State of Homelessness in Calgary*. Retrieved from <http://housingfirsttoolkit.ca/wp-content/uploads/Calgary-2012-The-State-of-Homelessness.pdf>

number of people affected by homelessness at any given time, though they do not reduce the number of new cases of homelessness.

Tertiary Prevention interventions attempt to slow the progress of, or mitigate, the negative effects of homelessness once it is being experienced by targeting those who have been homeless for some time. Initiatives focus on harm reduction to minimize repeated homelessness or returns to homelessness once housing has been accessed.

In light of the Calgary's Plan focus on chronic and episodic homelessness, our community, (through CHF), has necessarily focused its interventions on tertiary and secondary prevention. However, we also recognized that without all types of prevention, success in ending homelessness is limited. In fact, preventing homelessness will require an intentional prevention effort to identify those at the greatest risk and best match them with appropriate resources before ever interfacing with the HSSC. However, this has implications for government and non-profit agencies that are not within the homeless-serving system itself who must collectively recognize that in order to be part of the solution, they will have to rethink significant aspects of their approach to service delivery, policy development, and implementation.

Discovery: Homeless-Serving System Planning

In 2008, Strategy 5 of Calgary's Plan was set out to "reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness." Goal 2, in particular, called to "improve efficiency by improving co-ordination and optimizing existing resources." We didn't know it at the time, but what Calgary's Plan was calling for was what is today now known as **Homeless-Serving System Planning**. Over the past decade, we have worked as a community to create a coordinated homeless-serving system of care. A key accomplishment of the 10 Year Plan has been to articulate system planning based upon the Housing First philosophy.

Housing First Philosophy

The five core principles of Housing First are:

1. Immediate access to permanent housing with no housing readiness requirements (e.g. sobriety)
2. Consumer choice and self-determination
3. Recovery orientation
4. Individualized and client-driven supports
5. Social and community integration.

Housing First Does Not Equal Housing Only

Very early on, Calgary stakeholders understood the notion of "Housing First" as the idea of providing a person experiencing homelessness with housing, and then offering them supports to address other issues that they may be facing. Rather than requiring someone to prove their worthiness for housing, such as being sober, or getting a job, Housing First considers access to housing as an essential first step to recovery and inclusion.

When it first emerged in the New York City's Pathways to Housing program, the term Housing First referred to services which targeted single men and women experiencing chronic homelessness with concurrent mental-health and addiction diagnoses. The program used rent subsidies

Housing First Defined:

One of the key tenets driving these community efforts has been the Housing First approach, which is at its core, a person-centered rights-based approach. Traditionally, people experiencing homelessness were expected to address the issues leading to their homelessness, such as mental health issues or addictions, before being housed. As a philosophy, Housing First is a belief that all people deserve housing and anyone can be supported into housing directly from homelessness. This belief holds regardless of the level or intensity of individual and structural issues that led to their experience of homelessness.

Philosophically, it prioritizes housing as the first and most primary need to address for people experiencing homelessness. Other barriers, illnesses or challenges can be addressed once a person has been housed and the chaos of homelessness has been eliminated from their life. As a systems approach, Housing First can be embedded across the homeless-serving system, where each service or agency uses Housing First in support of the larger system of services for people experiencing homelessness. Helping people experiencing homelessness is ethically "the right thing to do," but research also proves in many cases it costs less to provide people experiencing homelessness with appropriate housing and support compared with them using short-term and/or ongoing emergency and other institutional services.

(CHF, 2015)

to place these individuals in market housing, and then a team of clinicians – including psychiatrists, doctors, social workers, occupational therapists, and social integration experts – assisted them in addressing the underlying issues that put them at risk of homelessness in the first place.

Beyond this original initial scope, the term **Housing First** became intimately tied to the broader ending-homelessness movement in our city. This resulted in a generalized applicability of Housing First as a philosophy to other populations – including youth, families, and women fleeing domestic violence. This application laid the groundwork for Housing First to become the common thread across a diverse network of services. This would set an important foundation for system coordination and the unification of the Homeless-Serving System of Care as Calgary's Plan progressed.

Recognizing the diverse needs of the different populations experiencing homelessness, agencies began to respond by tailoring Housing First for youth, families, and those fleeing domestic violence. These innovative efforts, such as Discovery House's Family Violence Housing First Pilot Project, were supported by the funding provided by the provincial government. These saw immediate success evidenced by many people stabilized in housing and reaffirmed that Housing First was indeed an effective programmatic intervention to end homelessness, particularly when met with longer-term support for rehoused clients.

Housing First Programming

During the initial phase of Plan implementation, a number of programmatic interventions emerged that applied the Housing First philosophy for the first time in a Calgary context. This is when we saw the emergence of the Pathways to Housing program, for instance, as an intervention specific to addressing needs of individuals experiencing complex and long-term homelessness, including those being discharged from corrections and health institutions. Following the Housing First philosophy, the Calgary Urban Project Society (CUPS) Rapid Exit for Singles and Families programs also commenced during early phases with a focus on rapid rehousing and supports, and CHF and partner agencies hosted quarterly Project Homeless Connect events that provided a one-stop service to address the immediate needs of people experiencing homelessness. As we worked on the strategies outlined in Calgary's Plan, there was an increasing understanding around the costs of homelessness to public systems as well, which supported funding requests to invest in housing and supporting people over the typical emergency-based response.⁸²

⁸² Calgary Homeless Foundation (2009). Report to Community 2008/2009, pg. 3.

Homeless-Serving System Planning

What is it?

Defined at its most basic level, a **system** is the integrated whole comprised of defined components working towards a common end. System planning requires a way of thinking that recognizes the basic components of a system and understands how these relate to one another, as well as their basic function as part of the whole. Processes that ensure alignment across the system are integral to ensure components work together for maximum impact. Applying this concept to homelessness, a **homeless-serving system of care** comprises a diversity of local or regional service-delivery components serving those who are homeless or at imminent risk of homelessness.

In Calgary, homeless-serving system planning applies **Housing First** as a guiding philosophy and acts as a method of organizing and delivering services, housing, and programs that coordinates diverse resources to ensure that efforts align with homelessness-reduction goals.

Why is it important?

The HSSC includes collaboration, coordination and integration with broader mainstream systems, community partners, all orders of government, philanthropists, faith communities and not-for-profit organizations – essentially all touch points serving people who are experiencing homelessness. Rather than relying on an organization-by-organization, or program-by-program approach, system planning aims to develop a framework for the delivery of initiatives in a purposeful and strategic manner.

Evolution of Calgary's Homeless-Serving System of Care

Prior to Calgary's 10 Year Plan implementation, CHF managed funding for the Homelessness Partnering Strategy (HPS), but did so under the direction of Service Canada and the Community Advisory Committee which represented the service and public system stakeholders involved in homelessness across diverse sectors. The Aboriginal Standing Committee on Housing & Homelessness (ASCHH) acted as the Community Advisory Board (CAB) for Indigenous HPS funds. In the early years of plan implementation, CHF emerged as a key catalyst in coordinating the homeless-serving system of care. Once CHF was charged with Plan implementation, it took on the role of Community Entity (CE) on behalf of HPS – which gave it an enhanced role as a funder. The way in which CHF involved itself in operational details of programs was also unusual for a funder – and many agencies in the early days of Calgary's Plan felt CHF was overstepping. The Community Advisory Committee played a key role engaging the sector beyond the agencies CHF funded in these critical conversations.

Significant programmatic growth during this early phase led to the housing of approximately 2,600 people in 1,000 program spaces. However, the community of service providers and funders faced a number of challenges. Firstly, we realized that without longer-term commitment to support people with very complex needs, all our rehousing efforts would be tenuous. We also learned that there was a significant gap in consistent performance

monitoring and data collection across participating agencies in the HSSC. There was no information sharing to allow services to talk with one another; and more importantly, those experiencing homelessness had to tell their stories at every door, and still missed vital information about where they could go to get the right help.

As the homeless-serving system evolved, it developed an increasingly sophisticated understanding of the interconnectedness of service providers and funders to one another. In fact, prior to Calgary's Plan, the sector stakeholders never viewed themselves as a "homeless-serving system". Eventually, we recognized the need to develop a clear framework through which the disparate agencies could articulate how they worked together to achieve common objectives.

While we had a plan to address homelessness, we were challenged by its lack of implementation guidance, and this made rollout extremely difficult. Further, agencies also pointed out that Calgary's Plan made major assumptions about the numbers of homeless individuals and their level of service needs, which did not align with their on-the-ground experience in providing such services. These conversations at the community level set the groundwork for what we now call system planning.

These implementation lessons were evidence that a more sophisticated approach to organizing the homeless-serving sector was needed. We realized that the system of care was not mapped and organized in any consistent program categories: there were no common measures of success or shared standards of care, nor agreed-upon processes for clients to access and move through services. Efforts to create standards of care, data sharing agreements, and common prioritization processes culminated in the CHF-led work to develop a Rehousing Triage and Assessment Survey (RTAS). (pg. 46) This was influenced by work led by Common Ground in New York City using the Vulnerability Index at its base and adapted to the Canadian context with the support of HPS funding.

System Planning Framework Elements

Homeless Management Information System (HMIS)

At the beginning stage of plan implementation, CHF recognized the need for a consistent way of managing the performance of services, definitions, and mapping of intersections amongst diverse service providers in the community. Early learnings confirmed the need to develop an information system that would stitch together the homeless-serving system of care and provide real-time, service participant-level longitudinal data to enable coordination.

An HMIS is a locally administered, electronic data collection system that stores longitudinal person-level information about those accessing the HSSC, and it effectively aligns data collection, reporting, coordinated intake, assessment, referrals and service coordination within it. To achieve HMIS rollout, significant trust had to be built between service providers and CHF. Having learned from the experience of US communities, CHF understood that any rollout of an HMIS would involve agencies aligning data collection using common definitions and data elements.

While a common data system seems like a no-brainer today, during the early years it was a new and, in some ways, uncomfortable concept.

Early on, CHF committed to working with community stakeholders before implementing an HMIS. A comprehensive community engagement process was undertaken, and it resulted in agency buy-in, privacy approvals, service participant input, and the launch of the system in 2011. During this phase, CHF sought the participation of other funders of homeless-serving agencies including the Government of Alberta, Government of Canada, United Way, and the City of Calgary's Family and

Community Support Services (FCSS). However, these funders had distinct needs for data and their own means to gaining it. While CHF's approach to an HMIS aimed to create a system to replace duplicate databases and tie the HSSC together into a coherent whole, other funders remained focused on only getting access to data from their funded programs.

With the Privacy Impact Assessment accepted in 2011, HMIS faced another hurdle: the Alberta Ministry of Housing and Urban Affairs (the HSSC main funder) rolled out a mandatory information system for all homeless-serving funding bodies. CHF declined to participate noting that it was working with the community on HMIS, and that they would report data to the province's database to meet contractual obligations. During the consultation process with agencies, CHF learned how critical it was for those using the system to have a voice in choosing it. To this end, service providers were invited to participate in the software selection testing and final decision. They also co-created the HMIS operating policies and procedures, as well as common data elements and various permission forms.

Calgary was in fact the only community that did not participate in the provincially-mandated database. CHF concluded that the provincial approach missed critical elements that were important to the Calgary community. Namely, the province simply sought to collect information from programs it funded which would miss most services in our HSSC, thereby inhibiting unduplicated counts and service coordination efforts. The provincial system essentially aimed at capturing performance data primarily out of contractual compliance rather than a system-planning perspective. CHF decided to stick to their initial promise to community and honour the commitment to an independent HMIS in Calgary. This required considerable advocacy with all provincial orders of government to convince them of the merit of the approach. Ultimately, the Calgary HMIS was officially launched in 2011 after the Privacy Impact Assessment was accepted by the province. The first agencies started coming on-stream though a phased approach which ensured the system was tailored to their specific needs. Because of the long engagement periods with community, there was high pressure on delivering quick ramp-up during implementation.

CHF was cognizant of the administrative burden of multiple databases, and initial discussions on data sharing commenced. The organizational cultures and histories between participating agencies continued to compartmentalize programs, and funding streams proved difficult to overcome even when the technological solution became available. This made the capacity to

track needs and service participants very difficult since visibility of the homeless-serving system was partial. These limitations became apparent when updating Calgary's Plan to End Homelessness in 2015.

Unfortunately, HMIS data quality during early rollout was often too poor to draw firm conclusions. Further, because most agencies that provided emergency shelter were not online, it was difficult to make any assertions about homelessness in Calgary using the limited information in the HMIS during the early years of rollout.

Over time, these kinks were worked out and CHF's approach to system planning became increasingly sophisticated by their ability to leverage real-time data through HMIS into key performance indicator dashboards that informed evidence-based funding decisions and policy advocacy. As data improved, decisions could be made using information that previously had not existed.

Systems-level data integration

HMIS primarily captures data from CHF-funded programs and four of Calgary's emergency shelters, however, it misses a number of non-CHF-funded programs. Therefore, despite the progress that's been made, a true information system that ties together all services in the HSSC does not yet exist for Calgary. As a result, we have limited visibility of our system dynamics which hampers agile system planning. Further, not all homeless-serving providers participate in Coordinated Access and Assessment, **(pg. 47)** which means that common assessment and triage is only possible for part of the HSSC. In this sense, we do not have full visibility into the true scale and dynamics of all of the components, agencies and public systems involved.

Further, we have a critical blind spot in our capacity to end homelessness because of the lack of data integration across the HSSC and primary systems (child intervention, health, corrections, etc.). For example, we have no way of knowing whether new service participants are coming into the system as a whole, or if they are cycling through various components. This hampers system planning and in turn, our capacity to respond appropriately and adjust in real-time. In order to move system planning forward, efforts to enhance coordinated service delivery are critical, and this includes having better visibility of all components within the system.

We will need to resolve this service fragmentation if we are to move forward as a system of care and enhance coordinated service delivery across systems, rather than on our own. Access to real-time, actionable data to drive agile system planning is essential; this data needs to tie together all partners in a cohesive system of care, not just who happens to be funded. Moving forward, this will remain a priority.

System Mapping & Planning

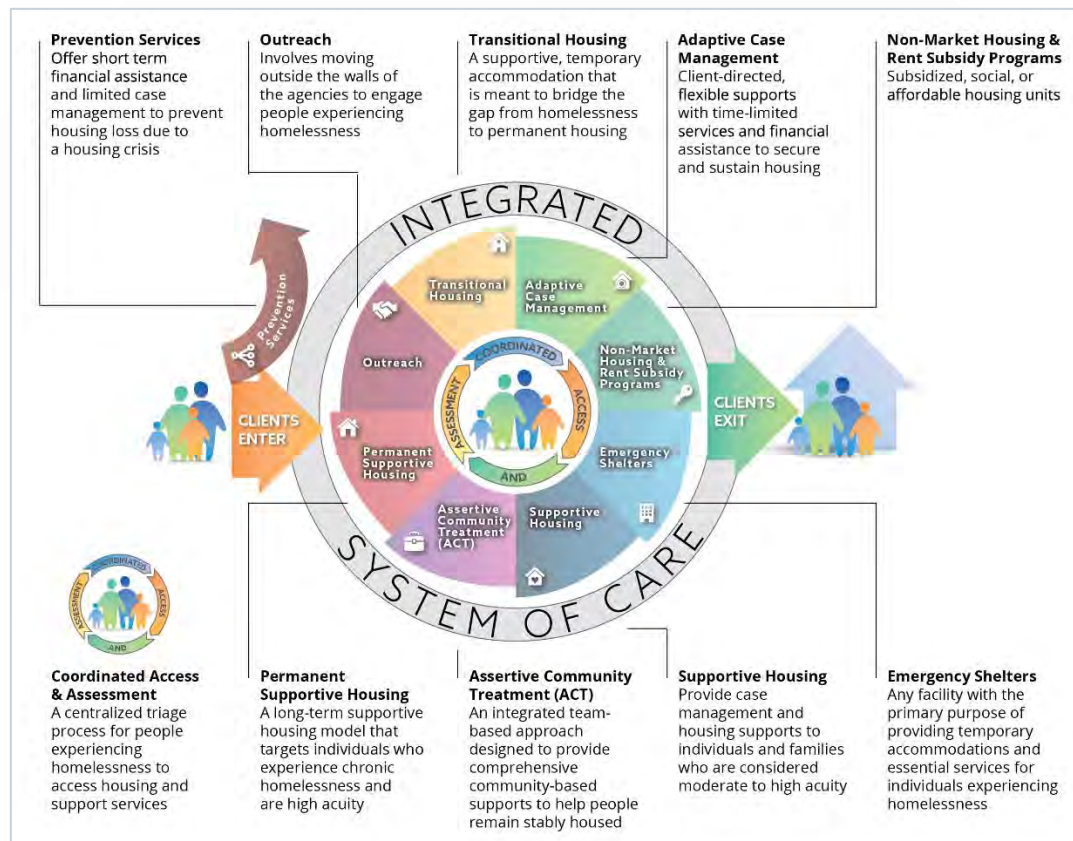
In order to make sense of existing services and create order moving forward, an intentional framework to organize the various components of the homeless serving system was required.

In 2012, on the heels of rolling out the Homeless Management Information System, (and in collaboration with key partners), CHF developed the first System Planning Framework. The Framework tied HMIS, system and program-level performance management, service planning, and quality assurance together to achieve community-level impact in Calgary. Though it reached beyond HMIS, the system planning approach recognized data as the critical nerve-centre of a system of care. The scope of this work cannot be understated: it took significant goodwill and commitment from the front line agencies, government, and CHF to undertake this work.

Both the HMIS and System Planning Framework were major community achievements that laid the groundwork for enhanced and formalized coordination processes at the system level. This outlined the HSSC program components and the need to roll out system and program level performance management and common indicators. From here, CHF brought agencies together to propose the creation of Coordinated Access and Assessment, (pg. 47) a program that would allow clients to have a single and consistent process for accessing Housing First resources in the community.

Figure 11 presents the key components of today's HSSC, which includes 10 main program types.

Figure 11: Calgary's Homeless-Serving System of Care



Coordinated Service Delivery

Assessment Tools

Assessment and prioritization tools were developed to link individuals to the right supports at the right time, and over the past ten years there has been a significant evolution in the tools utilized to support this assessment process. At the beginning of plan implementation, a Rehousing Triage and Assessment Survey (RTAS) was created to survey people experiencing homelessness and assess their vulnerability, needs and preferences for rehousing. RTAS was an intervention tool to end homelessness, rather than a research process – a key distinction from previous practice. CHF led teams that went on the street, in shelters, and jails to administer the RTAS.⁸³ The tool was used to generate a list of over 300 high-acuity, long-term homeless individuals looking to be housed. The aim was to integrate the RTAS into agency practice across community services as part of a standardized client assessment process. The goal was for the tool to become the basis for shared client data across agencies and lead to a more real-time sense of homelessness in our community, as better information would enable better planning and increase understanding of what works and where improvement can be made. As adoption of the RTAS took place across the HSSC, it revealed insights that would shape our collective approach significantly. Firstly, without a shared information management system, the RTAS was very cumbersome and time-consuming, and agencies also questioned the applicability of the tool to other populations, such as youth, families, and Indigenous people. Secondly, the RTAS was a means of generating a list of clients and their needs, but without the spaces in the system to match them to services, it had a limited impact on homelessness. These insights drove continuous refinement and implementation, and continued to highlight the need for a comprehensive information management system to connect services and understand clients' experiences.

In response to the limitations found in RTAS, community moved towards the development of assessment and prioritization tools that worked in concert together but were distinct from one another. The Service Prioritization Decision Assistance Tool (SPDAT) was utilized as a starting off point for assessment. Based on front line worker and lived experience feedback this tool was deemed to be too intrusive and extremely time intensive. This feedback led to the elimination of the SPDAT and the development of a more client sensitive assessment tool called the Needs and Services Questionnaire (NSQ).

The Needs and Services Questionnaire (NSQ) & System Scope of Needs and Services List

The NSQ was rolled out in 2018 and is a less intrusive, client-sensitive survey that can be conducted very quickly in order to determine how to best serve people in need through referrals and supports that include, but are not limited to housing. The NSQ provides an effective way to develop a comprehensive understanding of the requirements of vulnerable individuals in Calgary, which may or may not include housing.

⁸³ Calgary Homeless Foundation (2009). Rehousing Triage and Assessment Survey. Retrieved from Toolkit <http://homelesshub.ca/sites/default/files/vpipprgm.pdf>

The System Scope of Needs and Services list (Our HSSC version of a By Name List: **pg. 60**) leverages information collected through the NSQ process and acts as a real-time list of all people experiencing homelessness in our community that provides actionable data to support triage to services, performance evaluation and advocacy.

It is anticipated that a more sophisticated understanding of system need and demand will be developed as the HSSC moves towards implementation of the NSQ and System Scope of Needs and Services list. However it is critical to understand from the outset that while **continual improvement of coordinated service and delivery tools continue to generate system efficiencies, there is a lack of adequate housing and support capacity to meet demand.** Discussion and analysis in previous sections of this report outline this severe shortage of supply of adequate affordable housing.

Prioritization Process - Coordinated Access and Assessment (CAA)

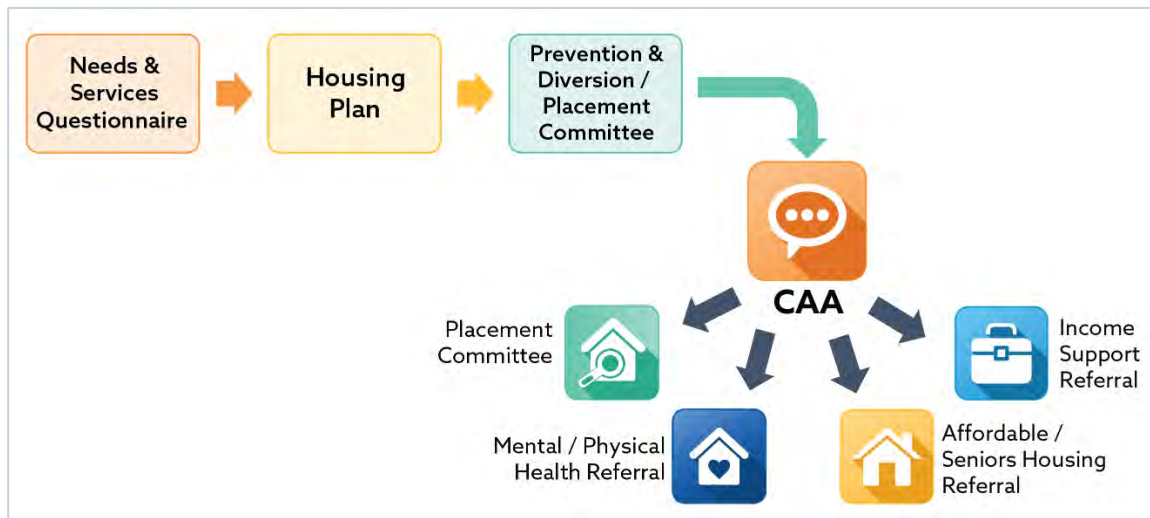
Coordinated Access & Assessment (CAA) was launched in 2013 with a focus on prioritization and triage. The CAA was complemented by the 2013 launch of Safe Communities Opportunity and Resource Centre, or SORCe, a multi-partner initiative and key downtown access point for services and referrals that is led by the Calgary Police Service.

CAA is a partnership between CHF and the Distress Centre of Calgary with the participation of CHF funded and partner agencies, and is a standardized intake process into Calgary's Homeless-Serving System of Care for individuals and families experiencing homelessness. It is designed to identify the needs and interventions most appropriate for each individual and/or family, with the goal of serving the most vulnerable and acute first. With coordinated and efficient intake processes clients can access appropriate housing services with better accuracy, which minimizes stress, and respects client dignity. Once an individual or family has completed the full questionnaire, their information is entered into the HMIS to be reviewed at CAA placement meetings for triaging. Placements in programs are made based on a combination of criteria, including full assessment score, chronicity, vulnerability and suitability of the client/program match.

While CAA has promoted greater coordination, communication, collaboration and integration among homeless-serving agencies and mainstream community partners, challenges still remain. New tools need to be developed to better manage triage lists and move people through the system of care as effectively and efficiently as possible. In recent years, there has been a focus on how to more effectively embed a prevention and diversion lens within the CAA process so as to ensure the system of care is focused on identifying housing resources for the people who need it most while supporting those who are able to find housing independently.

Figure 12, on the following page, demonstrates the process undertaken to identify the appropriate referrals and / or supports for individuals within the HSSC.

Figure 12: CAA Referral Process



Program Performance Management and Key Performance Indicators

When Calgary's Plan was implemented, there was no standard of service quality in place, therefore, work was initiated with national research and practice leaders to develop Housing First case management and outreach standards for Calgary's homeless-serving sector. This ensured that consistent quality of care can be provided to homeless individuals and families in Housing First programs. Over the past 10 years, CHF, on behalf of community, focused on building its internal capacity to monitor performance in Housing First funded programs. This was an intentional effort to better understand how various interventions impacted homelessness at the individual and system levels. This work led to the development of Key Performance Indicators (KPIs). KPIs and their associated benchmarks are important tools for all of the agencies within Calgary's HSSC. This data is the key mechanism used to continually refine Calgary's HSSC, and information gleaned from KPIs are used to foster Communities of Learning and to better understand what supports work best, who they work best for, and how they help the most.

Capacity Building & System Optimization

Training & Education

Targeted training and support to front line staff for programs within the HSSC began in 2011. A comprehensive training agenda was developed that brought best practices and on-the-ground challenges to the forefront. Weekly workshops continue to be offered on topics ranging from suicide prevention, vicarious trauma through an Indigenous lens, working with complex clients and those fleeing violence. Further, and in partnership with the Alex Community Health Centre and the University of Calgary's Faculty of Social Work, a first in Canada certificate training program for front-line employees and volunteer working in the field of homelessness has been developed. Database training for using the Homeless Management Information System is also provided on an ongoing basis.

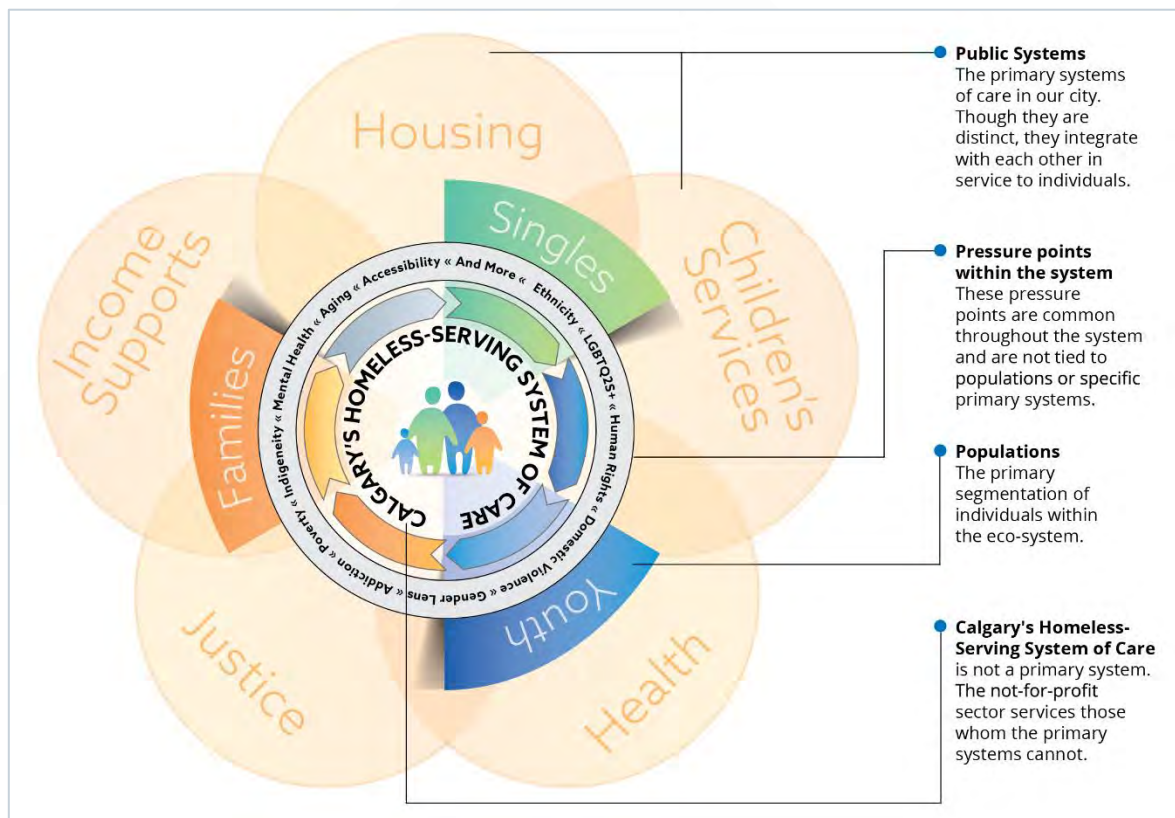
Discovery: Ecosystem Integration - Planning Across Systems

The Primary System(s)

Homelessness is a complex issue that cuts across organizational levels of primary systems of care: Housing, Health, Justice, Income Supports, and Children's Services. While not the sole factor in these dynamics, the way these systems relate to one another impacts the effectiveness of their cumulative impact on individuals experiencing homelessness.

In regarding solutions to homelessness, we must keep in mind that these public systems are interrelated, although they primarily function as distinct silos, which is problematic. Figure 13 illustrates the relationships and interconnectedness between the primary public systems and our HSSC.

Figure 13: Primary Ecosystem



Housing

Under the various iterations of Calgary's Plan, housing has always been identified as a key strategy – calling on public, non-profit, and private sector partners to make up the critical shortage. The City of Calgary's commitment to housing as a priority was communicated in 2016

when the Priorities and Finance Committee (PFC) approved Foundations for Home: Calgary's Corporate Affordable Housing Strategy 2016-2025. Calgary's Housing Strategy is built on the vision of a transformed housing system where stakeholders work together to create better outcomes for people, and increase the supply of non-market housing to provide homes to a minimum of 6% of households. This is consistent with the national average of non-market supply, and meeting this standard means developing at least 15,000 new non-market unit homes in addition to maintaining the current supply.⁸⁴ This work is increasing in importance in 2018 given the significant injections of funding that are expected to come from the federal and provincial governments for affordable housing.⁸⁵ See Appendix D for progress **(pg. 112)**.

At a policy and coordination level, key housing stakeholders in Calgary formed the Community Housing Affordability Collective (CHAC)⁸⁶ in 2015 as a collective engine for improving housing affordability in our city through cross-sector collaboration and community-based advocacy. CHAC's Action Plan focuses on three key outcomes:

1. Integrated Approach to Housing
 - o Create a consistent, centralized housing intake process that is coordinated across providers;
 - o Establish a common voice to engage proactively with all orders of government and the general public.
2. Stable and Diverse Housing Mix
 - o Ensure that residents are appropriately housed, and can access the full range of housing options that meet their needs;
 - o Develop a joint real estate strategy across providers to ensure a stable and adequate non-market housing supply.
3. Predictable and Sustainable Funding
 - o Develop or modify financial processes and tools to increase housing affordability.

Recognizing housing as a national priority, the federal government's 2018 National Housing Strategy⁸⁷ represents the largest and most ambitious federal housing program in Canadian history. It addresses a wide range of challenges and covers the entire housing continuum: from shelters and transitional housing, to affordable rentals and home ownership. This ten-year, \$40-billion plan sets ambitious targets including a 50% reduction in chronic homelessness, as many as 530,000 households being taken out of housing need, up to 100,000 new housing units, and 300,000 repaired or renewed housing units. This historic investment presents a unique opportunity for our community to leverage federal investment moving forward. See Appendix D for progress **(pg. 112)**.

⁸⁴ The City of Calgary (2018). Corporate Affordable Housing Strategy Q2 2018 Update <https://pub-calgary.escribemeetings.com/filestream.ashx?DocumentId=52635>

⁸⁵ Ibid.

⁸⁶ Community Housing Affordability Collective (2016). Prioritized Action Plan Action Plan. Retrieved from <https://static1.squarespace.com/static/57e9508bd482e9f5e2b85fd1/t/5823b7b21b631b02ca6a62cc/1478735795086/CHAC+Action+Plan.pdf>

⁸⁷ Government of Canada (2018). National Housing Strategy. Retrieved from <https://www.placetocallhome.ca/pdfs/Canada-National-Housing-Strategy.pdf>

What is yet to be determined is the Government of Alberta's future direction on homelessness. Alberta's current Affordable Housing Strategy⁸⁸ (2017) references Budget 2016's commitment of \$1.2 billion over five years to improve the system's 70,000 housing units, and to construct an additional 4,100 units by 2021. It also proposes graduates of Housing First will have more opportunities to progress into stable housing. With the provincial homelessness plan set to sunset in 2019, it is unclear how the issue will land in the future. Current messaging from the Government of Alberta is that there will not be a "second" end homelessness plan, but housing first remains a priority commitment. Alberta will engage in a provincial election in spring of 2019 and it's hoped that the issue of ending homelessness remains a priority. See Appendix D for progress (pg. 112).

Health

Policy decisions dating back to the mid-1990s, including downsizing of many hospitals and mental health facilities in Alberta, have resulted in diminished support for individuals with concurrent mental illness, physical health issues, and/or addictions. These conditions contribute to, and exacerbate experiences of homelessness.⁸⁹ Individuals experiencing homelessness continue to struggle with accessing the right health services at the right time in the public system and, often, the HSSC is left to manage the vulnerable person. The HSSC recognized that key systems partners such as the health system, needed to start to play a greater integrative role within and across the homeless-serving system of care.

The Collaborative for Health to Home (CHH - formerly Calgary Recovery Services Task Force) was created to identify upstream opportunities to prevent homelessness and solutions to health care access when homeless. CHH is currently advancing work across a series of recommendation areas including *Better Access to Health Services on Front Lines* and *Case Management During Transition to Housing* to ensure access to intensive case management and health supports as homeless Calgaryans transition into supportive housing.

Justice

The HSSC continues to see systems inadequacies within the justice system. Current alternative sentencing options are not seeing or providing services to a significant portion of the vulnerable population, especially those with mental health and addictions complexities, which leaves a gap for individuals who are cycling through the system with repeat social disorder offences. The justice system serves a large percentage of individuals with social service or treatment needs and is not equipped to provide adequate services to this population.

When client basic needs (housing, health care, etc.) are not met, a cycle of persistent low-level offending exists, which in turn, decreases the justice system's legitimacy before the public. For those who do ultimately gain access to care as a result of their involvement with the courts, that care is often delayed for lack of mechanisms within the current court structure to expedite connection to services. (I.e.: referral to psychiatrist, detox, addictions treatment, etc.) Some

⁸⁸ Government of Alberta (2017) Making Life Better: Alberta's Provincial Affordable Housing Strategy. Online from <https://open.alberta.ca/dataset/991af0a9-90bc-4927-a9b0-ef274745a1de/resource/b07bd791-d47e-4b8e-b8c2-bbdc71a68e7a/download/provincial-affordable-housing-strategy.pdf>
⁸⁹ Calgary Recovery Task Services Report: Final Report and Recommendations , 2016/2017

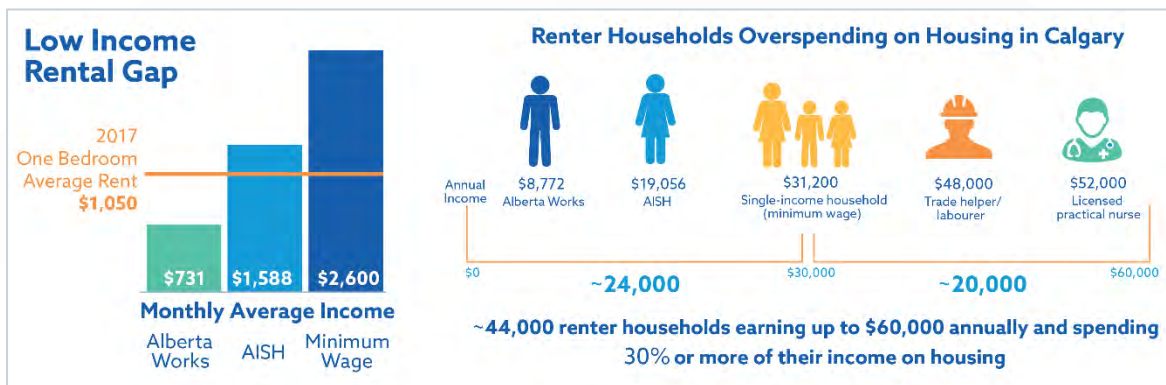
service providers report that when treatment options are not provided by the court their clients tend to stay in the justice system longer than they should.

In 2015, a multi-disciplinary group of leaders from the justice system and social services came together to explore the opportunity and feasibility of operationalizing the concept of community justice in Calgary. Together, they formed the Community Justice Collaborative: Calgary (CJCC). This community solution promotes greater coordination and collaboration amongst the court system, police, health system and social service agencies, and promote shorter case administration time through alternatives to imprisonment in the sentencing process which reduces recidivism and incarceration costs associated with policing.

Income Supports

Concurrently, we see systems shortcomings within our Income Supports system as well. Approximately, \$12M of CHF's annual program budget for community investment goes towards rent supplements. This represents 20%-25% of their total programming budget. This figure is not surprising given that we know a significant portion of Calgary's population is overspending on housing in Calgary. (Figure 14) If funding for rent subsidies were guaranteed, and in addition to current program funding, reallocation would immediately result in 700 new program spaces within the HSSC.

Figure 14: Overspending on Housing in Calgary⁹⁰



The Secondary System

Calgary's Homeless-Serving System of Care is what we refer to as a Secondary System or "Default System". This array of non-profit agencies, community partners, and faith communities are all coordinated and focused around efforts to end homelessness in our city. This HSSC is only a part of a greater system of care, and it relies on nonprofits to deliver key programs to all of the vulnerable individuals who fall through the cracks within the primary system. (See Figure 11 on pg. 45)

90 CHAC Vision infographic: https://static1.squarespace.com/static/57e9508bd482e9f5e2b85fd1/t/5bc4db108165f5312027fd6b/1539627794595/CHAC-Vision+Infographic_20181012.pdf

Shelters

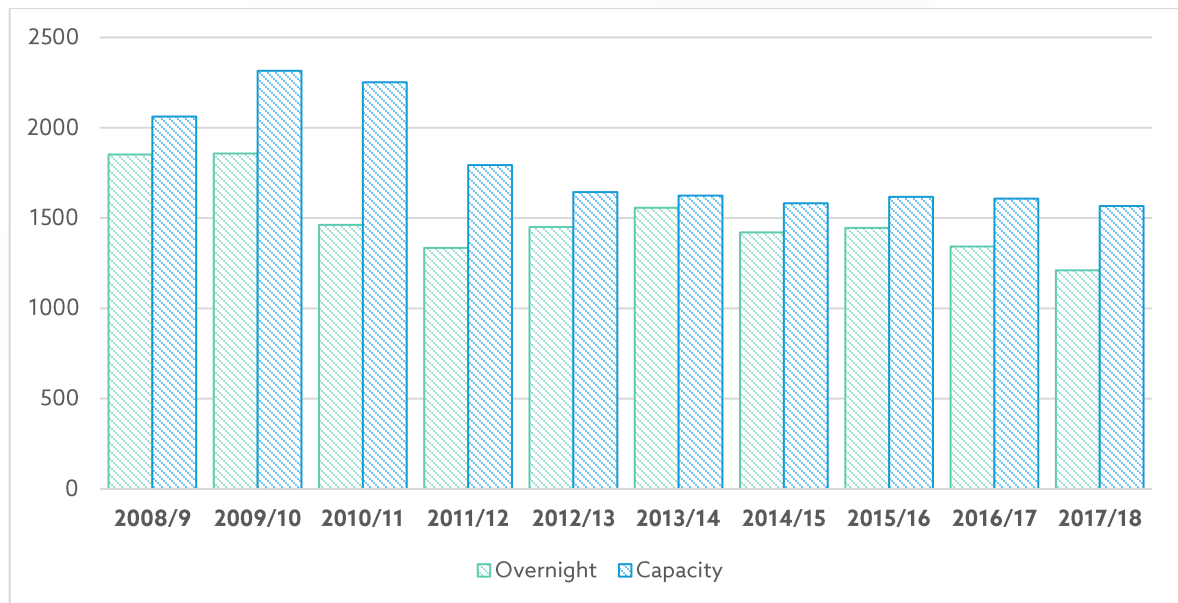
Emergency shelters provide access to a safe place to stay as well as critical supports, including assistance with housing, employment, education, and health. One of the most noteworthy key lessons over the past decade was the failure to recognize the essential role of emergency shelters in our homeless-serving system. We have learned increasingly how critical emergency shelters are in our system of care. Similarly, transitional housing providers play important roles as tailored programs and place-based interventions for clients with particular needs.

Emergency shelter capacity and length of stay

In Calgary, (based on the data from the largest shelters), there are currently about 1,567 emergency shelter beds. In 2008, there were 2,061 emergency beds. This represents a downward trend and an approximately 24% decrease in capacity. **Looking at the occupancy figures over the past decade, we see a notable decrease in emergency shelter use of approximately 35%.**

(Emergency Shelters includes: Calgary Drop-In and Rehab Centre, Salvation Army, Alpha House, Mustard Seed, and YWCA)

Figure 15: Average stays and Capacity in Single Adult Shelters 2008-2018



Source: Alberta Daily Emergency Shelter Occupancy Summary

Length of Stay

The average length of stay in adult single shelters⁹¹ was 52 days in 2012. The average length of stay slightly decreased to 47 days in 2018.

⁹¹ Includes: Calgary Drop-In & Rehab Centre Society, Mustard Seed and Alpha House only.

What this shows us is that shelters act as the frontline access points for those in need and provide a place from which rehousing or diversion supports can intervene. Emergency shelters are access points to housing and supports, providing basic services, health supports, employment and education opportunities to our most vulnerable. We will continue to need emergency shelters to provide this critical service in our community. While we consider emergency shelters as essential to our work moving forward, we need to redesign these facilities as short, emergency responses rather than long-term housing.

While we may always need emergency shelters, we will need them for emergency purposes and to connect people to rehousing services, mental health, addiction, and other community supports.

With this proposed direction, we will need to consider more agile KPIs that monitor the health of the system of care and incorporate an integrated data strategy to enhance our analysis of system-level challenges and solutions.

Non-Profits and NGO's

Our HSSC relies on non-profits to deliver key programs. There are over 5,600 non-profit agencies in Calgary, of which 450 focus on providing social services.⁹²

Front line non-profit agencies in our HSSC house and provide supports to thousands of vulnerable Calgarians. These agencies employ professionals from a diverse scope of practice such as social work, nursing, research, and fund development. These helping agencies are engaged in providing key services for those at risk of, or experiencing homelessness, and includes health care by diagnosis and treatment, residential care for medical and social reasons, and social support, such as counselling, welfare, child protection, community housing and food services, vocational rehabilitation and child care. As many as 450,000 people worked in these professions across Alberta in 2017.⁹³

The Role of System Planner

While enhancing the coordination of the homeless-serving system proved to be essential in moving forward, definitive integration and coordination efforts among the homeless-serving system and partners in health, corrections, poverty reduction, affordable housing, and others will be required to maintain momentum and drive Calgary's Plan forward and beyond 2018.

⁹² Calgary Chamber Of Voluntary Organizations (2016). CCVO Non-Profit Sector at a Glance. Retrieved from <http://www.calgarycvo.org/wp-content/uploads/2016/01/Calgary-sector-fact-sheet-final.pdf>

⁹³ Government of Canada (2018). Summary - Canadian Industry Statistics. Retrieved from <https://www.ic.gc.ca/app/scr/app/cis/summary-sommaire/62>

System Level Leadership

Our true responsibility, as systems, is to close the holes that people fall through **before** they fall through them – not just pick them up once they've fallen.

Learnings over the past decade highlighted the need to create an approach that reached beyond the homeless-serving system, recognizing the necessity to enhance integration and accountability for system-level issues beyond the local service network. By pointing out the shared responsibilities, Calgary's Updated Plan (2015) called on the Government of Alberta, the Government of Canada, and the City of Calgary to better integrate funding, policy, and service delivery across ministries and departments to support measures to prevent and end homelessness.

“Every system is responsible for getting ahead of homelessness. Our true responsibility, as systems, is to close the holes that people fall through BEFORE they fall through them. Not just for picking them up once they've fallen.”
- Diana Krecsy, CEO Calgary Homeless Foundation

By articulating the homelessness ecosystem as a priority for system level leadership, CHF proceeded to develop strategic partnerships with Alberta Health Services, the Calgary Police Service, the United Way Calgary and Area, the City of Calgary, and the Government of Alberta in the form of the Community Systems Integration (CSI) Table, whose vision is to create cross-system initiatives and collaborations specific to homelessness. This call for systems-level leadership presents a very different way of working in the community, as the sphere of influence it sought to affect was beyond the secondary system, and reached into the primary systems of health, corrections, and social services.

The Community Systems Integration (CSI) Table is the vehicle for integrated strategic planning and coordination among systems leaders. The CSI Table was convened to bring decision-makers together to provide systems leadership to advance innovative solutions, policy, and systems change that addresses the needs of vulnerable populations in Calgary. Recognizing transformational change is needed across and within systems, CSI is working to synchronize strategic planning efforts at the systems level to identify high leverage activities, anticipate needs and impacts on vulnerable Calgarians, and generate tipping points through these efforts. The journey has just begun for Calgary; we will learn as we implement, and critically evaluate our efforts toward greater prevention of homelessness.

Discovery: Data, Research and Technology

Using data to inform practice has enabled the HSSC to better tailor interventions that meet the needs of diverse clients and assess the efficiency of services to enhance impact. Access to real-time data from this larger network of services can drive agile system planning and help tie us all together into a cohesive ecosystem.

At the beginning stages of Plan implementation, researchers focused efforts on analyzing the body of evidence and existing research on homelessness to understand its driving dynamics. CHF organized the first research symposium on homelessness in 2008, and launched a research agenda on homelessness the following year – the first of its kind in the country. In spite of all this exciting work, research partners still grappled with critical gaps in the body of research and data with respect to understanding homelessness dynamics. We had limited understanding beyond the theoretical on how to connect macro-economic factors such as unemployment, rental vacancies, migration, or other factors to homeless count figures or shelter utilization trends. If we could not understand such basic dynamics, then how would we truly be able to end homelessness? Questions like these drove continuous improvement and refinement of implementation as well as research, highlighting the need for a comprehensive information management system to connect services and better understand clients' experiences.

Over time, the focused and intentional embedding of research into Plan implementation was a key innovation that poised Calgary to become a leader in the movement to end homelessness across Canada.

After reviewing a draft version of the 2016 research agenda, Professor Thomas Byrne (Boston University) noted: "I can't think of a single community here in the United States that is as engaged and thoughtful about conducting research (specifically to inform their practice) as Calgary."

Over the past decade, Calgary became recognized for its research advances on homelessness from an applied-policy and practice-focused lens. Significant partnerships with the School of Public Policy and the Faculty of Social Work were established, which led to ongoing learnings that shifted how homelessness was understood in our community. CHF continues to build new bodies of research for our sector and has produced and / or collaborated on over 40 research publications since 2008.

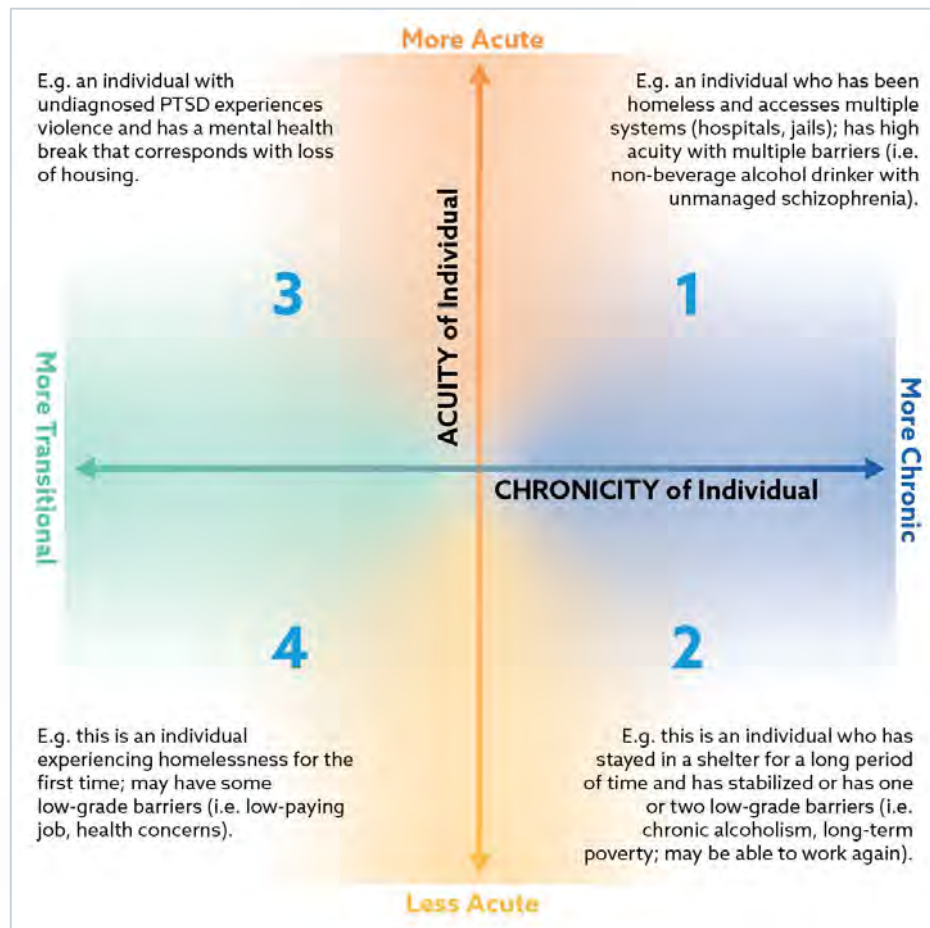
It is important to note that when Calgary's Plan was first implemented, CHF did not have access to data-sets from shelters. To support a more robust understanding of the HSSC, CHF negotiated data sharing agreements with Alpha House, Inn From the Cold, Mustard Seed, Children's Cottage, and the Calgary Drop-In & Rehab Centre which allowed for unprecedented analysis of homelessness in our city. **For the first time, Calgary could connect real-time data to community progress and had the ability to analyze longitudinal patterns.** This

data reaffirmed what is seen in other urban centres – that the number of people experiencing chronic and episodic homelessness is significantly lower compared to those in transitional homelessness. It also affirmed that chronic and episodic homelessness required tailored interventions such as Permanent Supportive Housing (PSH).

Applied Research: Targeting Chronicity and Acuity

Simply put, acuity refers to the level of complexity of a person's needs. It is used to determine the appropriate level, intensity, and frequency of case managed supports required to help sustainably end a person's homelessness. This includes systemic issues such as poverty and housing costs as well as individual risk factors including mental health issues, addictions, trauma, social supports, life skills, domestic violence, education, employment, and age. Chronicity (or length of stay) and acuity can be plotted on two intersecting axes.

Figure 16: The Chronicity/Acuity Axis



The advantage of this approach is a better understanding of the variety in patterns of the needs among those experiencing homelessness, as compared to traditional models that focus on length of time in homelessness or acuity scores alone. This allows for the discussion of

solutions related to housing models and program types and to likewise account for the variability in service participant experience and service participant need. Rather than examining the variables of acuity and chronicity in isolation from the other, it frames these as mutually influential and equally relevant variables.

This evolution in thinking and knowledge was embedded into Calgary's Plan updates, and this new framework proposed a reworking on the prioritization approach to ensure chronicity was given adequate attention in the CAA placement process.

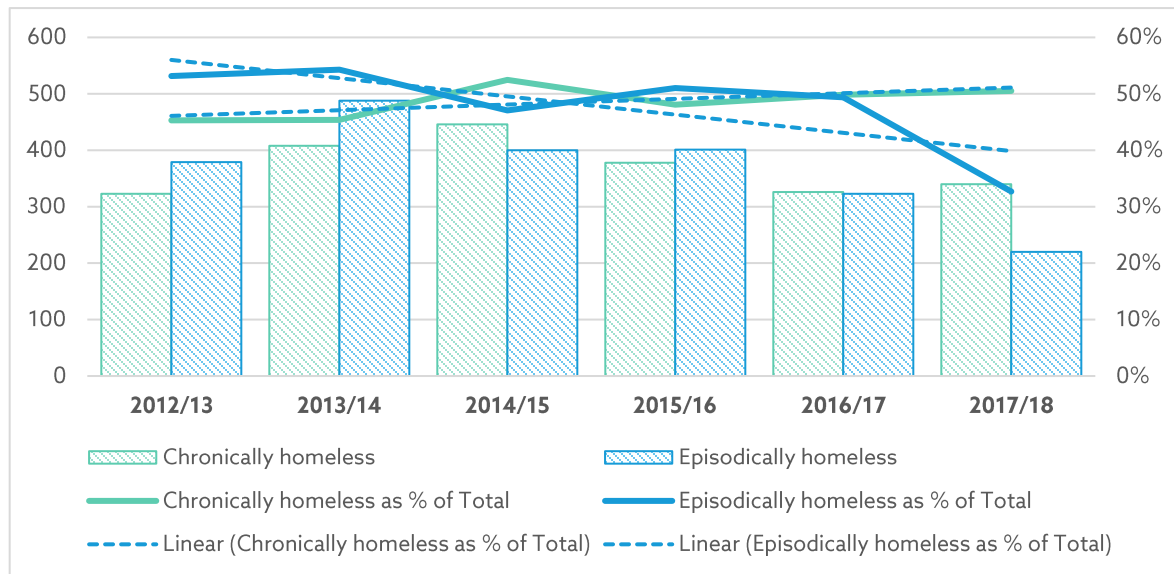
The hypothesis was that only looking at acuity score may mask high levels of chronicity, and our interventions may miss long term shelter stayers – who have been a system priority since 2008.

In 2016, with new data available from the Calgary Drop-In and Rehab Centre, CHF research showed that although we were housing more and more people, we were not reducing chronic homelessness. People were remaining homeless for years while never meeting the acuity criteria for housing placement. Using data on chronic and episodic shelter users dating back to 2007, a more nuanced analysis shone new light on people who had been chronically homeless for 5, 10 – and up to 20 years. **This discovery led directly to a shift in systems focus, which empowered us to allocate 50% of housing spaces specifically to chronic shelter users.**

The *Chronic Shelter Users Pilot* was launched with the goal to develop a systematic way to house people who had been staying in shelters for five years or more, but who were never “acute” enough on the existing scoring system to be triaged for supportive housing. Over a six-month period in 2017, (as a result of the newly shared data and CHF's research), 109 people who had been chronically homeless in Calgary's three biggest shelters for single adults, (the Drop-In Centre, Alpha House and the Mustard Seed), were housed. We have tremendous lessons that can be applied on an ongoing basis from this pilot, and moving forward, more of these rapid development cycles will be needed to reduce chronicity and recidivism in these facilities.

The impact this research had on funding and investment decisions can be seen in the data. Overall, the percent of clients housed who were recorded as chronically homeless at program entry made up an average of 49% of the total sample (2,221 people); their proportion of total housed increased from about 45% in 2012/13 to 51% in 2017/18.

Figure 17: Housed clients who were chronically or episodically homeless at entry into CHF-funded programs 2012-2017 (n=4,575)



Measuring Our Progress

The use of data to inform real-time decision making may seem obvious but is not common practice for many in the social service sector. Though we recognize the importance of data in developing agile responses to social issues, we are still working through the creation of an integrated, agile ecosystem that truly closes the gap between evidence and practice. We have the opportunity to leverage technologies to do this and yet have much to learn on the implementation side. Without the information mined from HMIS and shelter data or research, and their use in performance management, funding decision-making, and strategic planning, much of today's progress would not have been achieved. However, in order to truly measure sustainable change and understand the effectiveness of our system we need to clearly define success and develop the appropriate metrics to assess it.

Leading & Lagging Indicators

In the first iterations of Calgary's Plan, a number of targets were outlined. These were based on limited available data and our best knowledge at the time. In the absence of a centralized data system, major assumptions about the nature of the population experiencing homelessness and the ability for community to deliver a certain level of services and housing were made. Some of the assumptions were proven accurate, such as the idea that there is a subset of the population experiencing homelessness that are high system users who could be housed to relieve system pressure and improve individual outcomes. Other assumptions were not accurate or realistic, such as our capacity to deliver over 10,000 units of affordable housing by 2018. **Most noteworthy was the failure to recognize the essential role of emergency shelters within the HSSC. We now know that about 2% of shelter stayers take up a**

considerable amount of shelter space, though the vast majority (84%) stay for two weeks or less.

Overall, the modeling exercise used to develop Calgary's Updated Plan confirmed that while the elimination of homelessness (absolute zero) was potentially achievable in the long-run, it would be tough to accomplish by 2018 given that program and housing capacity along the entire housing continuum was still lagging.

Several other assumptions were overly-optimistic, including the availability of rental units to leverage the proposed Housing First interventions. Based on these learnings, Calgary's Updated Plan proposed moving away from hard-targets and milestones, (which were used in previous iterations), towards indicators of progress.

PiT Counts and By Name Lists (BNL)

As we work towards our aspirational goals we require a way to measure our success, and Calgary's Plan is no different. Throughout the past decade, we've been measuring our progress through our biennial Point in Time (PiT) Counts. A PiT Count is a count of sheltered and unsheltered homeless individuals on any given single night in our city, and it provides a snapshot of homelessness within a specific time period. While not intended to be a comprehensive research study, it aims to enumerate individuals in a community who are, at any given time, experiencing homelessness. PiT counts will likely remain a part of our city's monitoring of homelessness, as they allow us to determine our progress over time – but they are not without limitations.

As we develop a more agile HSSC to better serve vulnerable people and look to evaluating the performance of our HSSC as a whole, the need to have actionable, real-time data becomes apparent. While PiT counts give us a biennial snapshot of the state of homelessness in our city on any given night a Scope of Needs and Services List (BNL) allows us to have a real-time, and more holistic list of people experiencing homelessness in our community, and the needs and services they require. It gives us the necessary data to support coordinated prioritization and access at the domestic level and an understanding of homelessness inflow and outflow at the systems level. This real-time, actionable data supports our service efforts, allows us to measure performance at the system level and empowers our collective advocacy for the resources and policies necessary to end homelessness.

How do we Define Success?

As noted previously, access to better data led to a revised approach to measuring progress and Calgary's Updated 2015 Plan proposed moving away from fixed-point targets and milestones to indicators of progress. This approach recognized the need to develop and monitor key indicators within the HSSC, but also beyond it. These learnings were highly influential at the national level, and the **progress indicators outlined in the 2015 update to**

Calgary's Plan became the basis for a more dynamic national definition of functional zero and absolute zero as ends to homelessness.^{94,95}

Absolute Zero - What we aspire to

Calgary's 10 Year Plan to End Homelessness outlined a plan whereby we could end homelessness in our city. The term "ending homelessness" in the spirit of this original plan referred to what we now know of as, *Absolute Zero*. This goal has been a primary focus for community-based and policy responses to the experience of homelessness, however, there are many different ways to define it. In its most literal form, it means that every single inhabitant of our city is safely sleeping in his or her own home, every single night.

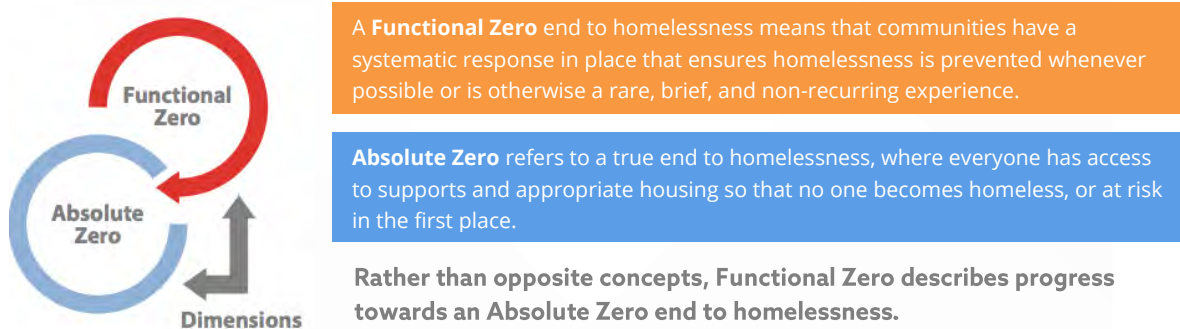
While that's our collective aspirational ideal, we realize that this is not realistic in practice without massive changes within our primary systems and beyond. Today, we envision Absolute Zero as the ultimate goal we are always striving towards as a community.

Functional Zero - What is achievable

Over the past decade, we've learned that we require a more agile system, and concurrently, we need a more agile vision of success. The move away from fixed-point targets to indicators of progress enabled us to think about success in a different way, and we now frame success in terms of *Functional Zero*.

The goal of a functional zero end to homelessness, simplified, is to create a system whereby there are fewer vulnerable individuals within the HSSC than there are housing spaces – which allows for a consistent and measurable flow through the ecosystem, ultimately reducing the amount of time that people experience homelessness. Our community focus and system planning efforts are concentrated around achieving a point where there are enough services, housing and shelter beds for everyone who needs them, so that anyone who experiences homelessness does so only briefly, is rehoused quickly and successfully, and is unlikely to return to homelessness again.

Figure 18: Measuring Functional and Absolute Zero



94 Turner, Albanese, Pakeman. (2017). Discerning 'Functional and Absolute Zero': Defining and Measuring an End to Homelessness in Canada Retrieved from <https://www.policyschool.ca/wp-content/uploads/2017/03/Absolute-Zero-Turner-Albanese-Pakeman.pdf>;

95 Turner, A. (2018). Canadian Definition of Ending Homelessness Measuring Functional and Absolute Zero Retrieved from http://homelesshub.ca/sites/default/files/Ending_Homelessness_Definition.pdf

Discovery: People First

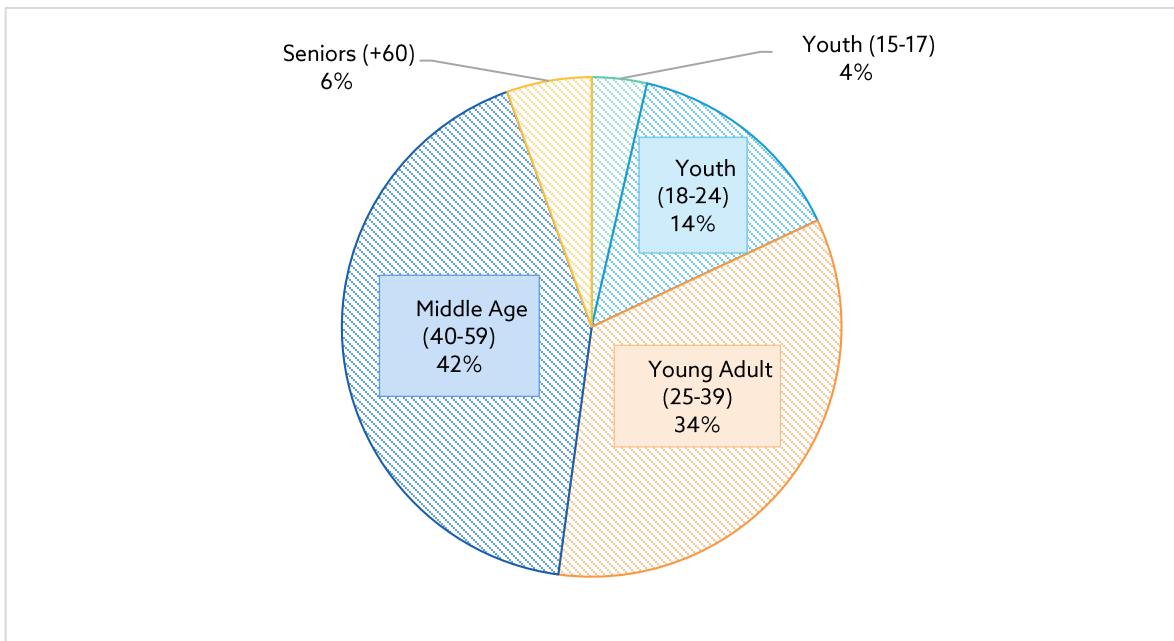
Homelessness Demographics

When Calgary's plan was first implemented, the sector voiced concerns over CHF's emphasis on chronic and episodic homelessness through what some felt was a "one-size-fits-all" Housing First approach. In particular, the lack of specific initiatives to address the over-representation of Indigenous people was highlighted as a critical gap. The youth sector similarly advanced the position that interventions needed to be tailored to the developmental needs of young people. The family and domestic violence sectors echoed the need for an intentional population lens to program design. This prompted funding for such programs, but this sentiment also flowed into policy and research to better reflect these dynamics. Over the coming years, CHF would restructure and adapt itself to meet the needs of community, and adapt itself into a system planning organization that tackled system planning from a *People First* lens.

Calgary's Updated Plan to End Homelessness: People First in Housing First was released during a Community Summit in 2015. At its core, this Plan was developed with a People First lens, which means that we meet those at risk of or experiencing homelessness where they are, and allow them to make their own choices for services and housing. Recognizing that there is no "one size fits all" housing or support program, Calgary's Plan proposed an approach that was nimble and adaptive to the needs of unique individuals. It also recognized the unique needs of Indigenous Peoples, youth, families with children, people with disabilities, women, immigrants, seniors, and other vulnerable subpopulations. It also clearly illustrated that there are issues that intersect across these populations, specifically: family violence, trauma, mental health, addictions, and physical health issues. Accessibility needs, particularly for an aging population, were also emerging as a concern across all of these groups as well. It was also recognized that systemic factors, including poverty, colonialism, racism and discrimination, further compound to impact the individual experience of housing instability and homelessness. This reflected the realization that in real-life cases, identities are layered. I.e.: any given individual could be a woman, youth, and Indigenous simultaneously.

A review of HMIS data and Housing First program funds demonstrates where investment has been made across these various demographic areas. As Figure 19 suggests, the majority of clients in Housing First programs were in the 40 to 59 and 25 to 39 age ranges at 42% and 34% respectively. About 14% were youth 15-17 years old and 6% were seniors over 60.

Figure 19: Average age groupings of housed clients in CHF-funded programs

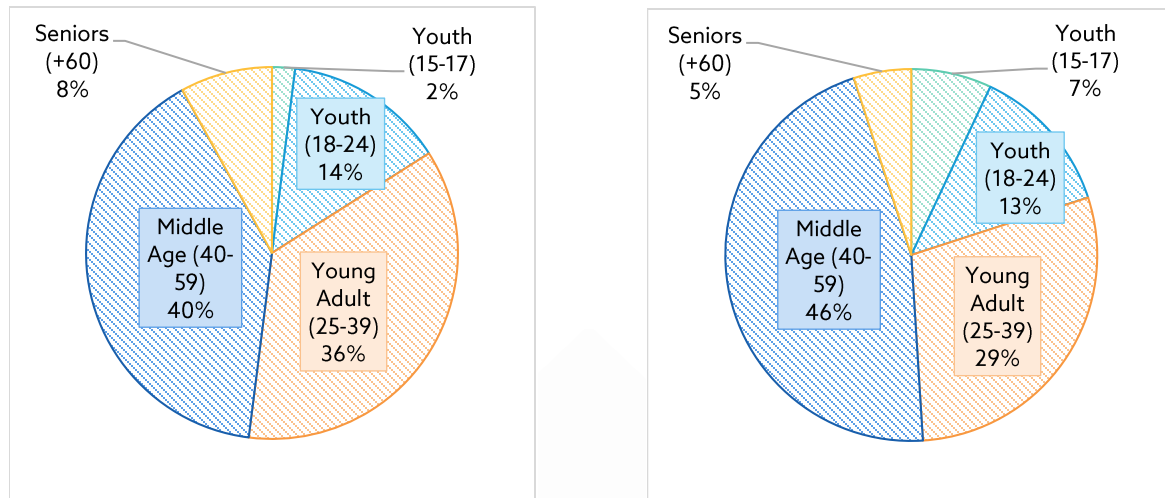


Comparing 2012/13 to the most recent data from 2017/18, (Figure 20 on the following page) notable changes in the proportions of age groups are evident:

- decrease of youth 15-17 as percent of total from 7% to 2%, and below the overall average of 4%;
- increase in young adults from 29% to 36%, similar to the overall average of 34%;
- decrease in middle age adults from 46% to 40%, similar to the 42% average; and
- a 3% increase in seniors as proportion of total to 8%, higher than the 6% overall average.

This overall aging of the client cohort seems to align with broader aging population trends. The decrease in the proportion of youth is of note and requires further analysis to assess whether this is a result of demand decrease or changes in access patterns.

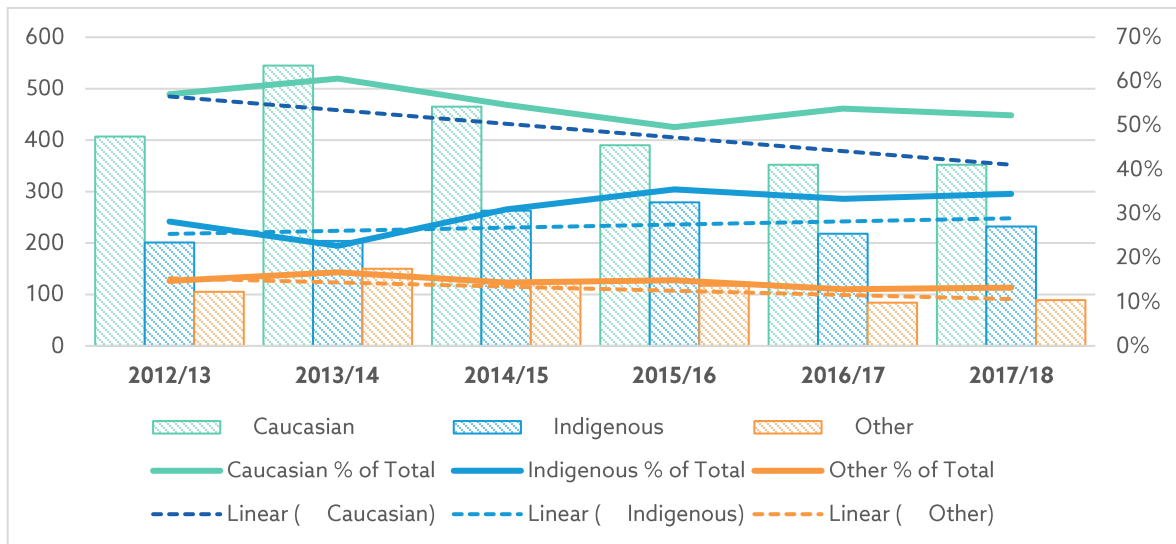
Figure 20: Age groupings of Housed Clients in CHF Funded Programs 2012-2017 (n=4,575)



The ethnicity breakdown (Figure 21) suggests that during the study period, an average of 31% of clients were Indigenous. The majority at 55% were Caucasian, rounded out by 15% for other ethnicities. Notable changes in proportions include the 2013/14 year when Caucasian and Other ethnicities had peaks of 61% and 17% relative to the average. Indigenous percentage peaked in 2015/16 at 35% but has shown slight growth on the trend line in contrast to other categories.

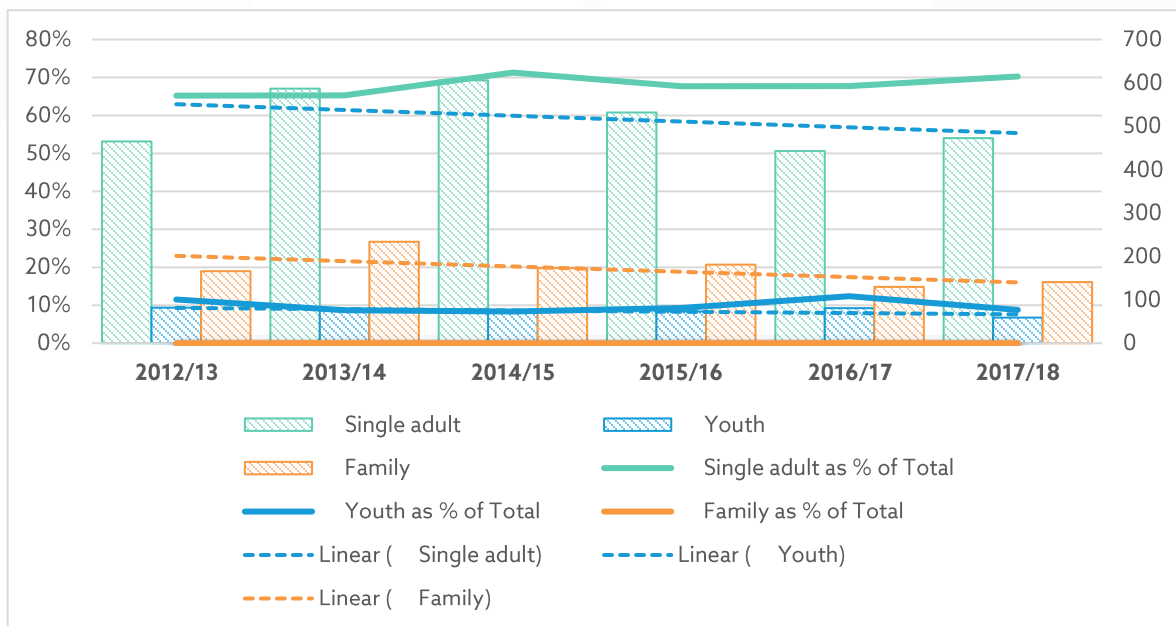
This aligns with the prioritization of Indigenous programming as well as Indigenous over-representation in shelter data and homeless counts. The current 34% proportion is commensurate to this over-representation in the general homeless population, suggesting programming designation is appropriately reaching this group.

Figure 21: Ethnicity of housed clients in CHF-funded programs



Looking at the program types that clients went into from 2012 to 2017, (Figure 22), we see that, overall, 68% went into singles programs, followed by family (22%) and youth (10%) programs. These are interventions specifically targeting these sub-groups. Over the study period, single adults and families show a slightly decreasing trend line while youth remained relatively stable as percentage of total clients by program type.

Figure 22: Program type of housed clients in CHF-funded programs

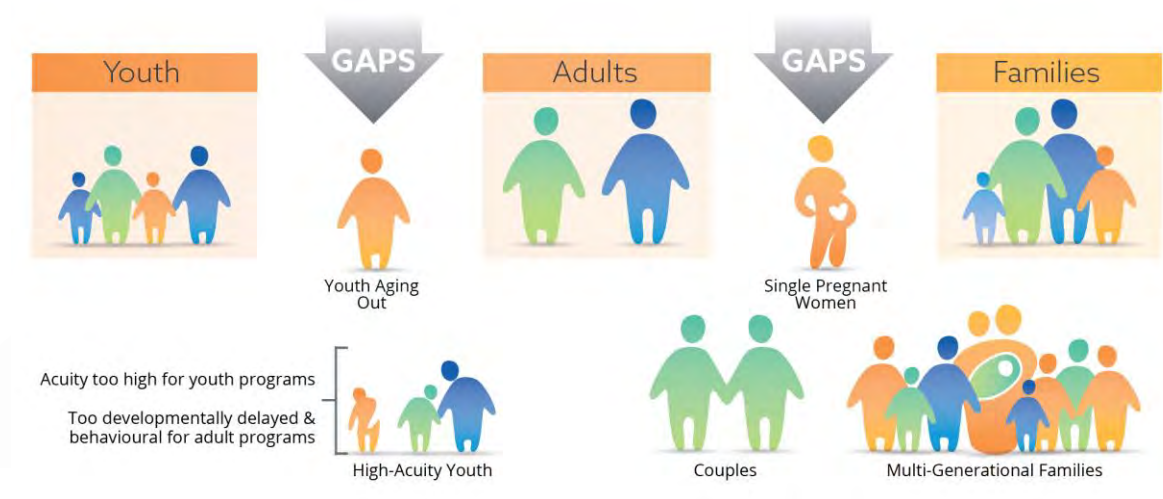


As previously highlighted, the Housing First programs that are offered have been focused on providing support to the most vulnerable and areas of acute need. Gaps remain and, based on sub-populations, these gaps may differ.

Responsiveness to these gaps will be dictated by the ability to assess trends more rapidly and across time. Through consultation with community partners and data analysis, gaps have been clearly identified in the HSSC, and it's been found that this is a result of eligibility requirements limiting access to programs (Figure 23). Examples of the populations that fall within these gaps are:

- single pregnant woman;
- couples;
- multi-generational adult families; and
- extremely high acuity youth and adults that require resources and/or assistance beyond the scope of the Homeless-Serving System of Care

Figure 23: Current Gaps in Calgary's Homeless-Serving System of Care



To ensure that all people have access to support, there must be a shift in perceptions of who and how people should be served, and agencies are encouraged to promote inclusion and to expand services beyond a single demographic.

Through critical thinking, the challenging of assumptions, innovation, creativity in program design, partnerships with experienced agencies and public systems, the gaps in our system can be eliminated and everyone can receive the support they require in a safe and client-centered way. Current gaps across the various sub-populations are discussed further below.

Adult Singles

As noted, Calgary continues to experience significant shortages in purpose-built permanent housing with supports (PSH), rent geared to income housing, and affordable housing in general. A current gap remains for individuals experiencing chronic homelessness who require supports designed to manage more complex medical conditions. Accordingly, current PSH buildings require a certain level of daily living skills and are resource challenged to provide additional supports on a regular basis. Most vulnerable people in the homeless population, present with co, or tri-morbidity vulnerabilities, which means that they tend to have high rates of health problems, including severe mental illness and substance abuse disorders – conditions that may be exacerbated by physical illness, injury or trauma. Consequently, they may be frequent users of emergency services, crisis response, and public safety systems. Further, due to many years of chronic homelessness and living without the appropriate supports, many individuals have a level of frailty (and associated health issues) similar to that of people who are more advanced in age.

CHF has reviewed HMIS data, CAA triage lists and shelter user reports to identify any specialized populations or demographic groups currently underserved and / or not ideally suited for residence within current PSH buildings. The outcomes of this review demonstrate a strong need for a larger, barrier free PSH building to serve individuals who are beyond the scope of current PSH buildings and /or who are at risk of aging out (growing too old) of PSH buildings and / or who require a more intensive wrap around support program to meet their unique needs. Further, evidence is showing that the needs of some residents have changed over time, and a different building model is required. It is estimated that approximately 110-120 units would need to be built to meet the needs of this growing population who require supports designed to manage more complex medical conditions (a High Support Housing model).

To that end, and in an effort to reduce duplication of effort and enable efficient and effective client-centered service delivery, the success of these types of programs will require access to appropriate supports within the public systems, and integrated partnerships with Alberta Health Services (AHS) will be required to increase service capacity to clients. This partnership could take the form of direct service provision, direct funding, or in-reach care. Calgary's Bridgeland and Ophelia Supportive Housing is an example of successful systems integration between the HSSC, Alberta Health, and Community and Social Support Services. This cost-sharing initiative demonstrates the ability of collaboration to provide stable housing and mental health services for people with severe and persistent mental illness who are experiencing homelessness. Systems partnerships such as these demonstrate innovative ways to leverage and spend money more effectively in the support of achieving positive client outcomes.

Notwithstanding the above, **there remains a general demand for better integrations of health related supports (Occupational Therapy, Homecare, etc.) across all housing programs and the HSSC in general.** This demand is over and above the High Support Housing needs described above, and in other programs that are in existence now or planned

for the future. Developing a better data-driven understanding of the full scope of needs and services of those individuals currently experiencing homelessness remains a priority for the HSSC. To that end, the assessment and prioritization evolution described in the Coordinated Service Delivery Section of this report (pg. 46) is anticipated to produce new triage ordering, and consequently, service needs.

From a future planning standpoint, while Calgary continues to have a significant number of people who require supported housing of all types, there appears to be a qualitative difference emerging that suggests that demographics in this area are changing. **This shift in user demographics will likely impact housing placement needs and priorities and, with these anticipated shifts set to occur over the next few years, the HSSC will need to adapt capital and programming investments to align with emerging areas of need.**

Families

A Family unit is generally defined as one's primary social group, and is often multi-generational. However, family homelessness is the occurrence of whole family units experiencing homelessness, and is not necessarily defined by lineage or traditional relationships. It disproportionately impacts Indigenous peoples, marginalized groups, newcomer families, parent(s) with a disability, and single parents.

Trauma is caused and perpetuated when families do not have a stable home, income, and access to supports. Recent research of 300 chronically homeless individuals in Calgary showed that 43% had been involved with the Children's Services system,⁹⁶ and households experience additional trauma as children move in and out of care.

Historically, and when Calgary's Plan was first implemented, family homelessness was treated similarly to how we treated single adult homelessness. The provision of housing with intensive case management was the common approach, (and this intervention worked for some), but for most families the major issues that need to be addressed are substantially different.

Research has demonstrated that for adult singles, mental health, physical disabilities and substance abuse issues are the major drivers of homelessness, and often one of the root causes of poverty. **This contrasts most families wherein poverty/lack of adequate income is the biggest driver of family homelessness.** This is due to a severe lack of deep subsidy (i.e., rent-geared-to-income) affordable housing suitable for families (i.e., 2+ bedrooms). Further, affordable housing programs must accommodate different concepts of families, (such as multiple generations living in one unit), and take into account cultural understandings of, and obligations to family.

Housing and programs need to be adaptable, reflective of the changing dynamics of families as they grow or shrink over time. Since the same degree of programming is not always appropriate for families as it is for singles experiencing homelessness, the HSSC designed a program that better aligns to the needs of families. **The Adaptive Case Management**

⁹⁶ Calgary Recovery Task Force, (2017). Final Report and Recommendations. Available from: http://calgarychh.ca/wp-content/uploads/2018/09/Calgary_Recovery_Services_Task_Force_Report.pdf

program facilitates case management services that are client driven and based on the flexible and fluid needs of families so resources are better directed where needed.

Where services are not needed, only rent subsidies are provided.

Community partners such as CHF, Aspen Family and Community Network Society, and Children's Cottage Society have coordinated to build a family prevention and diversion model to enhance the Family Homeless-Serving System of Care. In 2016, the Family Homelessness Prevention and Diversion Initiative (FHPDI) was initiated.

Continued alignment of sector resources to most effectively build positive and resilient families remains a priority, and from a systems perspective there is an acute need to prevent families from falling into homelessness through access to adequate income and housing. On a positive note, the Canada Child Benefit (CCB) and Alberta Child Benefit (ACB) have dramatically increased the income of many families at risk of and experiencing homelessness. However, it is important to note that while more mainstream community supports and resources are available for families and children than for singles, accessing and navigating these supports is challenging for homeless families. Further, government income assistance significantly fluctuates depending on whether a child is with the family, or in care, which adds to the complexity. It is critical that focused effort continues to be made to ensure systems align to provide better navigation and access to resources for families.

Youth

Within the HSSC, youth are defined as any individual between the ages of 13-24. Youth with complex trauma and challenges with mental health and addiction often face challenges maintaining stable housing within our current model of addressing youth homelessness. There is limited ongoing support in an individual market housing setting, and oftentimes we encounter youth who, in respecting their choice or for fear of further victimization, don't thrive in group living settings. Currently lacking more suitable options due to limitations on resources, youth who require more intensive supports are currently referred to adult permanent supportive housing settings, where they risk further victimization and endangerment. **There is a significant need in our community for a youth-centered, place-based, 24 hour staffed building for youth who fit this profile.**

Youth, especially those under the age of 18, have more difficulty accessing supports such as Alberta Works, and often face an additional barrier in the form of stigma from landlords. Landlords will often either take advantage of youth who haven't yet developed adequate skills to manoeuvre lease agreements, or they refuse to rent to young people. This leaves many youth with very few options, particularly when a communal group living situation is not ideal. Having a youth-centered place-based housing option with intensive supports provides youth who currently fall into a gap in our housing continuum the opportunity to stabilize and work toward developing the attributes and skills they need for a successful transition to adulthood.

For youth, there are also a number of age-based gaps. Of significant note are youth who "age out" of youth shelters at 18 and who do not access adult shelters and default to homelessness.

Another gap is youth who “age out” of youth programs at 24. Often youth who are in youth-specific programs are not ready to graduate into independence at the time of their 24th birthday, and our only current option is to transfer them into adult programming. While chronologically these youth are 24, they may have learning disabilities or other factors (FASD, mental health challenges) which renders their cognitive age much lower, and they still require supports that are more aligned with the needs of younger individuals. Additionally, 24 is an artificially imposed “limit.” The needs of youth are different than adults, developmentally, and specific services, supports and housing are needed to support them. Regardless of disabilities and mental health challenges, there is often delayed learning due to trauma.

In some communities, Indigenous, LGBTQ2S+, immigrant and visible minority individuals experiencing homelessness are over-represented. For example, youth who identify as LGBTQ2S+ make up 25-40% of the youth homeless population, compared to only 5-10% of the general population. LGBTQ2S+ youth experience the additional layer of challenges faced by those with sexual orientations and gender identities that are different from the mainstream⁹⁷.

Further – similar to adults – there remains a general demand for better integrations of health related supports (Occupational Therapy, Homecare, etc.) across all housing programs and the HSSC in general. Improved integration of Persons with Development Disabilities (PDD) and Children’s Services into current programming and funding structures would also help meet client outcomes and optimize the system of care. Core recommendations as outlined in Calgary’s Plan to Prevent and End Youth Homelessness (2017 Refresh) seek to address many of these gaps. The HSSC continues to advocate for government investment and policy changes in accordance with these recommendations.

Indigenous

During the development of Calgary’s Plan, stakeholders identified that Indigenous people experiencing homelessness were not having their unique needs met. This led to the decision to develop a specific plan for ending Indigenous homelessness, and in 2012, the Aboriginal Standing Committee on Housing and Homelessness (ASCHH) created **Calgary’s Plan to End Aboriginal Homelessness in Calgary**.

The Aboriginal Plan incorporated the key strategy areas outlined in Calgary’s Plan (Prevention and Re-housing, Housing, Data and Research, the non-profit sector) and added a fifth strategy specific to the Aboriginal Community: Outreach and Street-Involved Populations.

According to the **Plan to End Aboriginal Homelessness** in Calgary, the following guiding principles should underpin all efforts to end Indigenous homelessness. The Plan clearly identified the following:

- Indigenous people need homes, not just housing;
- Indigenous people need to believe they matter and are included;
- Indigenous people are not a homogeneous group;

97 Calgary Plan to Prevent Youth Homelessness-2017 Refresh. Retrieved from: http://homelesshub.ca/sites/default/files/Youth_Plan_Refresh_2017.pdf

- Indigenous people are not just a subset of the larger population; and
- The whole self needs to be addressed when working with Indigenous people – the physical, emotional, intellectual and the spiritual⁹⁸

Throughout the last decade, the number of Indigenous persons that experience homelessness in Calgary has maintained a disproportionately high rate. In 2012 the rate of Indigenous homelessness was 18%, and in 2018 it was measured at 20% (Point-in-Time Count, 2018). This is both shocking and unacceptable considering that Indigenous people comprise only 3% of the general population of Calgary. This clearly indicates that the needs of the Indigenous community are not currently being met or appropriately served by programs or their capacity operating in our urban setting.

With the above in mind, and based on extensive research and experience, we know that people experiencing chronic and episodic homelessness often encounter multiple barriers. (e.g.: trauma, physical and mental health challenges). For the Indigenous population, the integration of housing and supports is vital to remaining stably housed. Consistent with the strategies that are outlined in the Plan to End Aboriginal Homelessness in Calgary, housing must be able to accommodate individuals and families of varying sizes and supports needs, and cultural supports should be on-site and accessible to those who want them.

Successful housing supports should include:

- A diverse spectrum of housing options (everything from abstinence-based to harm-reduction and allowable on-site substance use);
- Affordability;
- Person-centered and choice-based options (such as options for people who would like independent living, on-site cultural supports, space to accommodate large families and/or communal living);
- Access to Elders and other cultural supports; and
- Access to education and training, employment supports as well as training in life skills, healthy relationships, personal safety and setting boundaries.⁹⁹

Core recommendations as outlined in the Plan to End Aboriginal Homelessness in Calgary seek to address a wide range of additional gap areas. The HSSC, in partnership with ASCHH, continues to advocate for government investment and policy changes in accordance with these recommendations. Consequently, the needs of the Indigenous homeless population have been prioritized by community, and **the HSSC continues to seek opportunities to move forward together with Indigenous community on strategies that have been outlined the Plan to End Aboriginal Homelessness in Calgary.**

⁹⁸ Calgary's Plan to End Aboriginal Homelessness (2012). Retrieved from: <https://www.ihearthomeyc.com/wp-content/uploads/2018/03/Plan-to-End-Aboriginal-Homelessness-in-Calgary-2012.pdf>
⁹⁹ Ibid

The Voice of Lived Experience

From the beginning there was a strong commitment to honouring, listening, and learning from the voices of those who have experienced, or currently are experiencing homelessness in our community, and one of the key learnings over the past decade has been the critical role the voice of lived experience plays in our solutions. The person-centred focus of Calgary's Updated Plan in 2015 provided the impetus to enhance the voice of those at risk of or experiencing homelessness, and truly integrate it into ongoing planning and implementation.

This resulted in the creation of the Client Action Committee (CAC) and Youth Advisory Table (YAT).

Key accomplishments of the CAC includes the 2015 development and launch of the Homeless Charter of Rights and the coordination of the first Canadian polling station in a shelter (implemented at the Calgary Drop-In & Rehab Centre).

The Youth Advisory Table is a group of individuals between the ages of 16 and 25 who have lived experience of homelessness, and members provide valuable insights that influence policy, improve services, and raise awareness about youth homelessness.

Discovery: Investment

Calgary's 10 Year Plan to End Homelessness was built around five key strategies:

1. Stop homelessness before it begins with effective prevention
2. Re-house and provide the necessary support to Calgarians experiencing homelessness
3. Ensure adequate affordable housing, supportive housing and treatment capacity
4. Improve our data and systems knowledge
5. Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness

Major capital and program investments would be required to deliver on the above strategies. Accordingly Calgary's 10 Year Plan proposed new cumulative public, private and philanthropic investments of over \$3.2 billion¹⁰⁰.

Table 3: Summary of Calgary's 10 Year Plan Capital Investment Projection (2008)

Capital Cost Projection	
Private Investment	Public Investment
\$1,408,750,000	\$622,500,000
Total: \$2,031,250,000	

Table 4: Summary of Calgary's 10 Year Plan Program Investment Projection (2008)

Operating Cost Projection	
Private Investment	Public Investment
N/A	\$1,205,294,263
Total: \$1,205,294,263	

Table 5: Total Calgary's 10 Year Plan Investment Projection (2008)

Capital Cost Projection	\$2,031,250,000
Program Investment Projection	\$1,025,294,263
Total	\$3.2 billion

¹⁰⁰ Calgary's 10 Year Plan to End Homelessness. Retrieved from: <https://maytree.com/wp-content/uploads/City-of-Calgarys-10-Year-Plan-to-End-Homelessness.pdf>

Funding for Calgary's 10 Year Plan related initiatives, inclusive of capital and operating costs did not keep pace with the estimated investment requirements¹⁰¹.

Table 6: Summary of Public Sector Capital Funding Received during Calgary's 10 Year Plan

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Muni		\$6.0M								
GoA	\$9.0M	\$16.2M	\$19.3M	\$11.9M	\$1.5M			\$4.0M	\$7.0M	\$20.0M
GoC	\$1.4M	\$1.9M	\$0.8M		\$1.7M	\$1.1M				
Total: \$101.8 Million										

Partnership with Philanthropic Community – RESOLVE Campaign

Despite government investments towards affordable and supportive housing for individuals experiencing, or at risk of experiencing homelessness, a more strategic effort was required to bolster capital investment. In 2011, community leaders and nine established, experienced respected Calgary nonprofits took an innovative step forward with the launch of the RESOLVE campaign. **(See Appendix G pg. 128)** This campaign placed the HSSC on a ground-breaking path to create a collaborative response to close the gap in affordable and supportive housing in Calgary. In order to ensure high-leverage investments, funds raised through the RESOLVE campaign were leveraged against federal and provincial funds committed. When the campaign concluded in 2018, it had raised \$70.7 million, enough to provide 1,850 people with a place to call home in seven new buildings, with a further three under construction, 11 more shovel-ready projects and 2 mortgages retired.¹⁰²

¹⁰¹ Investment summaries reflect government investments that were either stewarded through CHF (program or capital) or were related to projects in the RESOLVE campaign only.

¹⁰² RESOLVE (2018). RESOLVE Campaign Final Report. Retrieved from <http://www.resolvecampaign.com/wp-content/uploads/2018/07/2018-07-19-Photobook-web.pdf>

Table 7: Summary of Philanthropic Capital Investments made during Calgary's 10 Year Plan

RESOLVE - Funds Raised to Date	
Year ending Mar 31, 2013	\$12.4 M
Year ending Mar 31, 2014	\$13.1 M
Year ending Mar 31, 2015	\$14.7 M
Year ending Mar 31, 2016	\$6.1 M
Year ending Mar 31, 2017	\$9.0 M
Year ending Mar 31, 2018	\$14.4 M
7 months ending Oct 31, 2018	\$1.0 M
Total:	\$70.7 Million

Table 8: Summary of Program Operating Investments during Calgary's 10 Year Plan

	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
GoA	\$4.4M	\$16.1M	\$21.0M	\$24.4M	\$33.2M	\$32.5M	\$39.4M	\$38.7M	\$38.0M	\$40.4M
GoC	\$2.2M	\$5.7M	\$6.6M	\$6.3M	\$6.7M	\$7.3M	\$6.3M	\$6.3M	\$8.3M	\$8.4M
Sub-Total	\$6.6M	\$21.8M	\$27.6M	\$30.7M	\$39.9M	\$39.8M	\$45.7M	\$45.0M	\$46.3M	\$48.8M
Total: \$352.2 Million										

Table 9: Summary of Total Investment during Calgary's 10 Year Plan

Public – Capital	\$101.8 M
Public – Operating	\$352.2 M
Philanthropic – Capital	\$70.7 M
Total:	\$524.7 Million

Table 10: Calgary's 10 Year Plan Shortfall

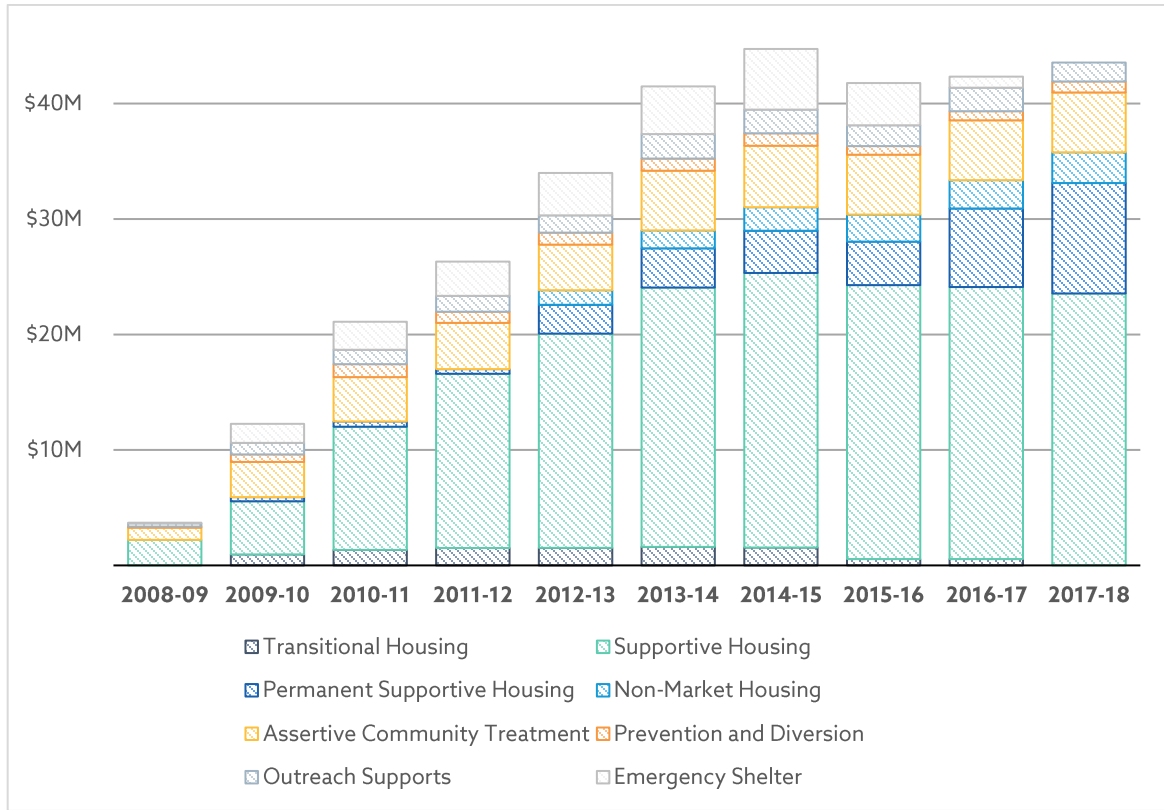
Total Ten Year Plan Request (2008)	Total Ten Year Plan Commitment	Shortfall
\$3.2 Billion	\$524.7 Million	\$2.68 Billion

Given a shortfall in capital and operating investment dollars received over the course of Calgary's 10 Year Plan, evidence based decisions regarding how best to allocate and optimize limited funds were made.

Accordingly, while the five key strategic areas referenced above remained relevant throughout the delivery of the plan and updated versions of the plan, tactical decisions with respect to how best to deliver outcomes across these areas evolved as community developed an enhanced understanding of the system. **These learnings and discoveries, as described in previous sections, were crucial as they ensured the allocation of limited investment dollars to highest impact areas.** Therefore, and based on the lessons of the past decade, committed dollars were focused on a specific target population of individuals – primarily those experiencing chronic and episodic homelessness (and an estimated number of individuals who were either transitional or on the brink of transitional homelessness).

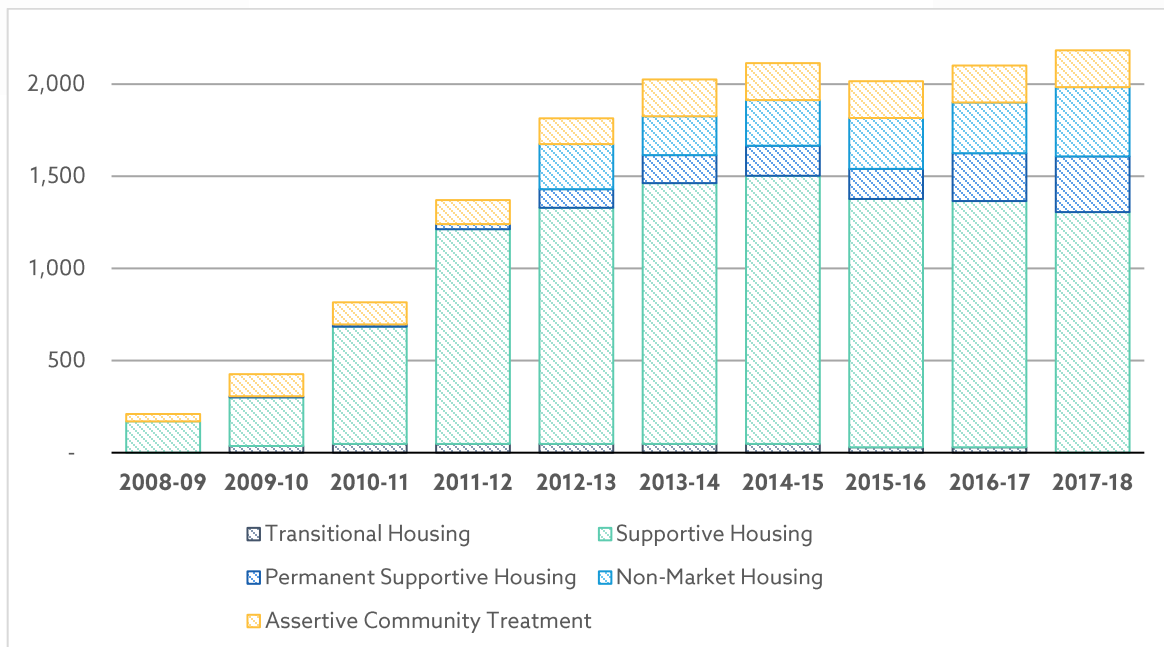
Further, and since individuals experiencing homelessness are not homogenous, there were a spectrum of programs, services and housing with varying levels of support matched to the specific needs of the population. This system approach strives for efficient and effective use of resources while honouring client-centered practice.

Figure 24: Investment Dollars: Program Type Funding Allocations*



* In the early years of Calgary's 10 Year Plan, provincial emergency shelter funding was flowed through CHF. The province now funds the emergency shelters directly.

Figure 25: Housing Program Spaces by Program Type



Figures 24 and 25 demonstrate program investment focus over the past decade. Accordingly, program investments and, in turn, program spaces have been targeted towards housing programs with a weighting towards supportive housing and permanent supportive housing.

Moving forward, it will continue to be important to ensure that affordable and supportive housing, rent supports and programs are aligned to the needs of the individual. Accordingly, and over the past decade the HSSC has become much more adaptable as it has shifted to meet client's needs. In order to maintain this client-centered lens increased flexibility is required when it comes to the housing spectrum (**See figure 6 on pg. 18**). For example, adding much needed affordable housing stock will meet the needs of some individuals, however other individuals experiencing homelessness will require long-term housing with onsite intensive supports delivered through supportive housing models with integrated public health care and layered social supports. To that end, **permanent supportive housing and supportive housing units with access to the appropriate wrap-around supports require additional and sustainable investment.**

Discussion and analysis in previous sections of this report outline the severe shortage of supply of adequate affordable housing and income supports across the housing spectrum. To bring Calgary up to other cities' levels, about 15,000 new affordable units are needed today, and over 22,000 units by 2025. Recent government policies, strategies and investment promises within in the affordable housing and poverty reduction related spheres are captured in Appendix D (**pg. 112**).

Discovery: Engaging Calgarians – I Heart Home

Calgary's 10 Year Plan was launched in 2008 and called on everyone in our community to work together to end homelessness. At that time, it was stated that ending homelessness requires the engagement of all Calgarians, each contributing in a manner that fits their ability and circumstances. This is no less true today, and we still need to work to encourage volunteer activity and work with governments, funders, and policy makers to encourage contributions in support of client service needs. Homelessness is an issue that should concern all Calgarians, and we all need to advocate and engage in change both personally, and governmentally.

NIMBYism (Not in My Back Yard)

Housing First, with a focus on purpose-built, dedicated supportive housing, continues to be the best solution for ending the experience of homelessness for our city's most vulnerable. Dedicated housing allows participants to move into homes quickly, and provides the supportive services needed to help residents achieve and maintain housing stability and improvements in their overall wellbeing. However, continued opposition from communities, resistant to welcoming people exiting homelessness into their neighbourhoods, remains an issue for the City of Calgary. One of the biggest battles we face is the constant battle against stigma, and we must be consistent in working to change the public perspective around homelessness and those who experience, or who are at risk of experiencing it.

Public Discourse, Stigma Battling and Advocacy

Calgary's 10 Year Plan clearly articulated the importance of keeping the subject of homelessness as a priority in the minds of Calgarians. To support this emphasis on community leadership, I Heart Home was created in 2015 to support the refresh of Calgary's Plan.

Critical mass can only be achieved if all Calgarians participate in our collective efforts to end homelessness in our city and actively engage in the betterment of our community. This requires a deeper understanding of homelessness and what causes it, and a challenging of the myths and stigma surrounding those experiencing it.

I Heart Home was created to provide public education and engagement that helps to tackle the systemic barriers to housing stability which allows Calgarians to be fully engaged by welcoming affordable and supportive housing in their communities; keeping an end to homelessness on the public and political agenda; and donating resources and volunteering.

CONCLUSION

SINCE 2008, WE HAVE COLLECTIVELY ACHIEVED TREMENDOUS ACCOMPLISHMENTS FOR OUR CITY. WE HAVE SLOWED THE GROWTH OF HOMELESSNESS, AND BENT THE CURVE TO DEMONSTRATE SUBSTANTIAL REDUCTIONS IN HOMELESSNESS ON A PER-CAPITA BASIS. WE'VE HOUSED ALMOST 10,000 PEOPLE AND WE'VE BEGUN TO RALLY OUR CITY THROUGH **I HEART HOME**. THROUGH COMMITTED COLLABORATION WE'VE CREATED UNPRECEDENTED LEVELS OF SUPPORT FROM THE GOVERNMENT OF ALBERTA AND GENERATED PRIVATE SECTOR COLLABORATION VIA THE **RESOLVE** CAMPAIGN. AS A COMMUNITY, WE'VE CREATED A NATIONALLY AND INTERNATIONALLY RECOGNIZED COORDINATED HOMELESS-SERVING SYSTEM OF CARE THAT'S RESPONSIVE TO CLIENT NEEDS AND IS GROUNDED IN A PEOPLE FIRST, HOUSING FIRST PHILOSOPHY. THAT'S OUR **LIVING LEGACY**, AND WE'VE BEEN ENORMOUSLY SUCCESSFUL IN CREATING HOME FOR MANY OF CALGARY'S MOST VULNERABLE.

A critical mass of leaders, commitment, and passion was galvanized in 2008 at the start of Calgary's 10 Year Plan, but across the years people moved away, fatigue emerged, and commitment faltered at times. Further, it would be disingenuous to assert that everyone bought into the details of Calgary's 10 Year Plan when it launched. There were early adopters, mid and late adopters, and at various times, outright resisters. Public perceptions, (and more often misperceptions), surrounding the societal issue of homelessness impacted the pace of progress made.

To community volunteer boards, not-for-profit agencies, staff, citizens, government and community partners who stayed the course for ten years, and who today continue to passionately advance forward, our gratitude is immeasurable and profound.

Key Learnings

- **Housing First** as a philosophy vs. Housing First as a program. Housing First works for people, public systems, and communities by delivering access to housing with wraparound supports. Housing First is not Housing **only**: it is a people-first approach that recognizes the unique needs of individuals and families.
- Without **all orders of government** (particularly the Government of Alberta) our community's success would never have been achieved. Along with resources and enabling policy, their support for local community system planning was critical. Moving forward, we will need all government partners to enhance investments and accelerate progress.
- All orders of government need to provide assertive leadership through investments and policies that **tackle the affordable housing gap**. Considerable promises have recently emerged from three orders of government, which are encouraging.
- Adding general affordable housing stock without a specific focus on **Permanent Supportive Housing** won't impact complex populations. Specific efforts to ensure those with high levels of health challenges (addictions, mental health, chronic diseases, etc.) have access to the right levels of clinical supports will be needed, layered with the appropriate social supports.

- Changes to **public systems** are incremental and require new skills, will and knowledge as we recognize that the homeless-serving system cannot solve homelessness fostered by gaps in Health, Justice, Children's Services, Housing and Income Supports. Moving forward, **systems level leadership** and primary systems integration and change will be essential to creating a positive impact across the broader ecosystem.
- **Emergency shelters** will continue to play a critical role in the HSSC, albeit re-envisioned as access points to resources and short-term crisis support.
- Access to real-time anonymized data to drive **agile system planning** is essential; this data needs to tie all partners together into an interconnected ecosystem of care. A much more integrated data sharing approach is needed to accelerate impact moving forward, taking advantage of new technologies and Big Data.
- Ending homelessness requires a system planning approach with a **nimble and neutral backbone System Planner** organization to lead the charge. Calgary Homeless Foundation acts as the System Planner for the Homeless Serving System of Care, and this role will continue to be needed with a shift to enhanced lean agile development and creative solutions to drive impact.

Beyond Calgary's 10 Year Plan to End Homelessness - What's Next?

A key accomplishment of the 10 Year Plan over the past decade has been articulating system planning based upon the Housing First philosophy. We have made significant strides in developing a well-defined homeless-serving system planning approach:

- **Coordinated Access & Assessment** ensures a consistent and streamlined point of entry into programs and housing, and facilitates access and flow-through for best service participant and system-level outcomes.
- **System Planner Organization** in the form of CHF with sophisticated capacity to deliver system planning coordination across the HSSC and engage in systems level leadership with primary public systems.
- **HMIS** to align data collection, reporting, intake, assessment, and referrals to enable coordinated service delivery. The Calgary HMIS is the technology backbone of the HSSC, serving to tie together various services into a coherent system working towards common goals. Continued technological advancement must occur.
- **Common KPIs & Service Standards** at the program and system levels are aligned and monitored to achieve best outcomes. This ensures Calgary's service providers measure outcomes consistently and are more effective at meeting service participant needs.
- **Communities of Learning** and training support for the HSSC to enhance front line and management capacities to achieve high standards in quality and outcomes.

Despite progress in these areas, there is significant work to do to bring all key stakeholders in the system onboard, working in tandem. As we build on the lessons from the past decade and look towards the future, the following strategic themes have emerged:

1. People First

Of primary consideration for any efforts moving into the future, the HSSC must remain grounded in a people first approach. This means continually reminding ourselves that while we exist to serve those most vulnerable, we must also be mindful of all who are involved in our efforts to end homelessness in our city.

Ending homelessness in Calgary *must* address the history of colonization that drives homelessness for Indigenous community members, and efforts will only be effective with the leadership of, and authentic partnerships with, Indigenous peoples in the community. Consulting with Elders and Indigenous Government to examine solutions grounded in self-determination and honoring the 97 calls to action in the TRC is crucial.

“There can be no authentic reconciliation until there is authentic understanding of Indigenous truth”
- Diana Krecsy, CEO Calgary Homeless Foundation

Those who have experienced or are currently experiencing homelessness are those that we serve. Creating the space for their diverse lived and living experience voices and actions across decision-making points in the HSSC is also essential as we continue to apply a client-centered lens to all of the work that we do.

Finally, the burden on front-line staff working with this complex population is taking its toll. Enhanced education and support to ensure physical safety and mental health is critical. In addition, support to develop sector capacity in addictions, interviewing, counselling, and intervention while working with complex populations is further needed.

2. Home for Everyone

Over the past decade the HSSC has become much more adaptable as it has shifted to meet clients where they are at. However, increased flexibility is required when it comes to the housing spectrum in order to maintain this client-centered lens. For example, adding much needed affordable housing stock will meet the needs of some individuals, however other individuals experiencing homelessness will require long-term housing with onsite intensive supports delivered through supportive housing models with integrated public health care and other social services. **Housing first is not housing only.** Accordingly, housing units and program design will need to be built across the housing spectrum in alignment with the diverse needs of the individuals we serve.

3. Data and Knowledge Dissemination

We have a critical blind spot in our capacity to end homelessness due to the lack of data integration throughout and between the HSSC and the primary public systems of

care. To that end, measuring and monitoring success requires a system level lens and, despite progress, a true information system that ties together all services in the ecosystem currently does not exist in Calgary. HMIS is currently limited in scope as it's only used in some of the programs within some of the agencies that serve those at risk of or experiencing homelessness. **In this sense, we do not have enough visibility into the full scale and dynamics of the systems involved.** To be more responsive we need an integrated data strategy that monitors the effectiveness of the HSSC in real-time and enhances our analysis of system-level challenges and solutions.

4. Agile System Planning

Agile system planning is about more than setting targets and monitoring program performance. A system planning approach with a **neutral backbone System Planner** organization to drive integration and coordination efforts among the HSSC and public system partners such as health and corrections will be required to maintain faster cycles of development throughout the HSSC. To that end, agile or lean system planning is more than setting targets and monitoring performance. It requires a lead system planner organization to develop a nimble and iterative approach to continual improvement.

5. Ecosystem Integration

One of the greatest challenges faced in our work on homelessness stems from the fact that homelessness cannot be solved by the Homeless Serving System of Care alone; in fact, the HSSC itself is a secondary, default system that emerged to respond to gaps and fractures that people are falling through within the primary public systems of care – Health, Justice, Income Supports, Housing and Children's Services.

As an example, there is a higher incidence of homelessness among those who exit Children's Services, which provides impetus for us to examine how that system prepares young people for transitions to adulthood. In the case of Income Supports, inadequate shelter allowances exacerbates homelessness risk for those receiving social benefits, this would suggest that this system could shift policy and procedures in this area to prevent homelessness. The higher incidence of people experiencing mental illness in shelters also suggests a gap in the Health system. Similarly, the higher incidence of homelessness for those involved with Justice points to the need to explore what might be done around appropriate housing as part of the release planning process.

These issues and their solutions are not within the direct powers or accountability of the HSSC; in fact, growing the HSSC is not going to solve these systemic issues within the broader ecosystem. We need the leadership within these primary public systems to accept accountability and take action on addressing the gaps and drivers contributing to homelessness within their own organizations. It is recognized that there are highly competent, committed and passionate professionals within all public systems, not unlike the HSSC, who do their utmost every day to best serve vulnerable people.

Systemic fractures in policy, programs and practices must be challenged and redesigned so front line staff are empowered to provide increasingly client-centered services.

6. Strategic Investment and Empowering Calgarians

Without the support of all orders of government, the successes we have achieved to date would not have been possible. The provincial government proved to be an essential stakeholder and game changer, and the government's trust and enabling approach to local leadership was a critical factor in our city's success. Their support for local autonomy in system planning along with providing resources and enabling policy were critical. This approach was reinforced at the federal level by the Homelessness Partnering Strategy (now Reaching Home) and the National Housing Strategy – which put the onus of community planning at the local level, rather than centralized, or in government.

Moving forward, support from all orders of government will continue to be essential. The levels of resources needed will require constant monitoring and adjustment to respond to shifting drivers of demand. Accordingly, though parts of the HSSC have been aligned through joint provincial, federal, and philanthropic funding to some extent, more effort to strategically align and leverage all resources within the HSSC to support efforts is required to end homelessness. Fragmentation of strategic investments will continue to hamper efforts as we have no way of knowing whether diverse funders are working at cross-purposes, duplicating efforts, or even whether we are serving different groups – or to what effect. We need to keep working to ensure funders are aligned across the HSSC.

Finally, critical mass can only be achieved if all Calgarians participate in our collective efforts to end homelessness in our city, and actively engage in the betterment of our community. This requires all Calgarians to have a deeper understanding of homelessness and what causes it, and a challenging of the myths and stigma surrounding those experiencing it.

SCORE CARD

Table 11: Calgary's Plan Summary & Progress at a Glance

10 YP Strategic Pillar	Priority Areas (Updated Plan 2015-2018)	Progress	Gaps & Emerging Needs
<p>1. Stop homelessness before it begins with effective prevention</p>	<ul style="list-style-type: none"> Assist 9,400 households at risk or experiencing transitional homelessness. Develop a non-market housing real estate strategy to address Calgary's affordable housing gap. Enhance housing options for low income Calgarians Integrate service delivery and planning across systems. 	<ul style="list-style-type: none"> Community Housing Affordability Collective (CHAC) taking a leadership role in developing a sustainable sector strategy (See pg. 50) The Collaborative for Health to Home (CHH - formerly Calgary Recovery Services Task Force) was created to identify upstream recommendations and engage in prevention to drive transformational change (See CHH on pg. 51) CHF developed partnerships with Alberta Health Services, the Calgary Police Service, the United Way Calgary and Area, the City of Calgary, and the Government of Alberta in the form of the Community Systems Integration (CSI) Table, whose vision is to create cross-system initiatives and collaborations specific to homelessness (See CSI on pg. 55) Investment dollars have been targeted towards individuals currently experiencing homelessness. Prevention remains a gap area (See investment on pg. 73) 	<ul style="list-style-type: none"> Continued support of government, non-profit and private sector efforts to increase affordable housing – current gap of 15,000 units today and over 22,000 units by 2025 Enhancing access to prevention beyond HSSC
<p>2. Re-house and provide the necessary support to Calgarians experiencing homelessness</p>	<ul style="list-style-type: none"> House 3,200 people experiencing chronic and episodic homelessness. 	<ul style="list-style-type: none"> 3,081 from 2015 to 2018 (See appendix E on pg. 125) Investment dollars have been targeted towards individuals currently experiencing homelessness. Prevention remains a gap area (See investment on pg. 73) 	<ul style="list-style-type: none"> Continue to advocate for investment dollars to provide supports to vulnerable populations and ensure they remain stably housed.

10 YP Strategic Pillar	Priority Areas (Updated Plan 2015-2018)	Progress	Gaps & Emerging Needs
<p>3. Ensure adequate affordable housing, supportive housing and treatment capacity</p>	<ul style="list-style-type: none"> Apply a person-centered approach to the implementation of the Plan. Revision social service and housing delivery at the community level. 	<ul style="list-style-type: none"> Limited Housing First (HF) program investment dollars focused on providing support to chronic/high acuity homeless populations See “where we could have been” on pg. 9 RESOLVE campaign successfully housed 1,850 homeless and vulnerable Calgarians in need of affordable housing CHF shifts to a <i>People First</i> lens that is nimble and adaptive to the needs of unique individuals Recognizes the unique needs of Indigenous Peoples; youth; families with children; people with disabilities; women; immigrants; seniors; and other vulnerable subpopulation (See People First on pg. 62) Calgary’s Bridgeland and Ophelia Support Program demonstrates an innovative systems integration approach between Alberta Health and Community and Social Support Services. Model needs to be replicated (See People First on pg. 62) CSI Table created to support integrated service delivery and planning across systems 	<ul style="list-style-type: none"> Continued alignment of limited housing first investment dollars to diverse groups of need. Adequate affordable housing and supportive housing to meet unique needs of sub-populations Action on Truth and Reconciliation through partnerships with Indigenous service providers and clients
<p>4. Improve our data and systems knowledge</p>	<ul style="list-style-type: none"> Mobilize research and knowledge to prevent and end homelessness. Advance the homeless-serving system planning approach Explore regional integration options to respond to migration pressures. Optimize the role of emergency shelters. Coordinate policy and funding across government. 	<ul style="list-style-type: none"> CHF continues to build new bodies of research for the sector and disseminate this knowledge to community (See Data, Research and Technology on pg. 56) Key accomplishment of the 10 Year Plan over the past decade has been in articulating system planning based upon the Housing First philosophy (See Homeless Serving System Planning on pg. 41) Developed a stronger understanding of homelessness migration (See Homelessness Migration on pg. 100) Data sharing agreements with shelters allowed for unprecedented analysis of homelessness in our city 	<ul style="list-style-type: none"> Roles and accountabilities of diverse funders, systems and organizations need to be defined and aligned. Defining and measuring success at a systems level. Developing better ways to integrate data within and beyond HSSC. Developing an enhanced understanding of regional migration patterns and pressures

10 YP Strategic Pillar	Priority Areas (Updated Plan 2015-2018)	Progress	Gaps & Emerging Needs
<p>5. Reinforce non-profit organizations serving Calgarians experiencing or at risk of homelessness</p>	<ul style="list-style-type: none"> • Support frontline agencies. • Empower Calgarians in the movement to end homelessness. 	<ul style="list-style-type: none"> • Targeted training and support to front line staff for programs within the HSSC began in 2011 • Developed a consistent and meaningful mechanism to ensure the lived experience voice is truly woven within ongoing planning and implementation through Client Action Committee, Youth Advisory Table and Aboriginal Standing Committee on Housing and Homelessness • I Heart Home brand launched in 2015 to provide a collective communications vehicle for the HSSC to increase awareness about homelessness • Advanced funding asks with all orders of government that yielded continued year over year targeted investments within the HSSC for the duration of the plan • Developed a detailed Policy agenda within housing and homelessness and poverty reduction spheres (Progress can be reviewed in Appendix D on pg.112) 	<ul style="list-style-type: none"> • Engaging Calgarians to increase awareness and identify solutions to NIMBY related issues • Creating a space for lived/living experience voices and action across the HSSC • Caring for the frontlines – stress, burnout, vicarious trauma and working conditions

Appendix A – Glossary of Terms and Abbreviations

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

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

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

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

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

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

Accessible: in reference to a type of housing unit, accessible refers to units that are designed to promote accessibility for individuals with disabilities. This sometimes includes physical elements such as low height cupboards or light switches, wide doorways, and adapted bathrooms.¹⁰³

ACE: Adverse Childhood Experience(s)

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

Affordable housing: The Calgary City Council approved definition of affordable housing is housing that “adequately suits the needs of low- and moderate-income households at costs below those generally found in the Calgary market. It may take a number of forms that exist along a continuum” including various rental options through to entry-level home ownership. Affordable housing is targeted to households with 65 percent or less of the median household income in Calgary.¹⁰⁴

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

¹⁰³ City of Calgary. (2011). 2011 Non Market Rental Survey. Calgary: City of Calgary, Community and Neighborhood Services, Social Policy and Planning Division.

¹⁰⁴ City of Calgary (2012). Calgary Affordable Housing Needs Assessment. Office of Land Servicing and Housing. Available online: <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Housing%20Needs%20Assessment%20June%202012.pdf?noredirect=1>
Appendix II <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Housing%20Needs%20Assessment%20Appendix%20II%20-%20Calgary%20Housing%20Supply.pdf?noredirect=1>

components of Alberta Works: Employment and Training Services, Income Support, Child Support Services and Health Benefits (Government of Alberta, Human Services).

ASCHH: Aboriginal Standing Committee on Housing and Homelessness

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

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

Best Practices: A best practice is an intervention, method or technique that has consistently been proven effective through the most rigorous scientific research (especially conducted by independent researchers) and which has been replicated across several cases or examples.¹⁰⁵

CAC: Client Action Committee

Calgary's Plan, Calgary's 10YP, Calgary's Updated Plan, Calgary's 10 Year Plan or the Plan: Calgary's 10 Year Plan to End Homelessness (launched in 2008 and updated in 2011 and 2015)

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

CHAC: Community Housing Affordability Collective

CHF: Calgary Homeless Foundation

CHH: Collaborative for Health to Home (formerly Calgary Recovery Services Task Force)

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

CMA: Census Metropolitan Area

CMHC: Canada Mortgage and Housing Corporation

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

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

¹⁰⁵ Canadian Homelessness Research Network (2013): What Works and For Whom? A Hierarchy of Evidence for Promises Practices Research. Toronto: Canadian Homelessness Research Network Press.

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

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

CSI, CSI Table: Community Systems Integration Table

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

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

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

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

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

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

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

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

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

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

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

FASD: Fetal Alcohol Spectrum Disorder

GOA, GoA: Government of Alberta

GOC, GoC: Government of Canada

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

HART: Homelessness Risk Assessment Tool

HMIS, Homeless Management Information System: A locally administered, electronic data collection system that stores longitudinal client-level information about persons who access the social service system. Calgary's HMIS is administered through Bowman Systems ServicePoint software.

Homelessness: Homelessness describes the situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental, cognitive, behavioural or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, stressful and distressing.

Homelessness describes a range of housing and shelter circumstances, with people being without any shelter at one end, and being insecurely housed at the other. That is, homelessness encompasses a range of physical living situations, organized here in a typology that includes 1) Unsheltered, or absolutely homeless and living on the streets or in places not intended for human habitation; 2) Emergency Sheltered, including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence; 3) Provisionally Accommodated, referring to those whose accommodation is temporary or lacks security of tenure, and finally, 4) At Risk of Homelessness, referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards. It should be noted that for many people homelessness is not a static state but rather a fluid experience, where one's shelter circumstances and options may shift and change quite dramatically and with frequency.¹⁰⁶

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

HSSC: Homeless-Serving System of Care

Housing First, HF: Adopting a Housing First approach means that permanent housing is provided directly from homelessness, along with needed support services, without the requirement of a transition period or of sobriety or abstinence. Support services may include intensive medical, psychiatric and case management services including life

¹⁰⁶ Canadian Homelessness Research Network (2012) Canadian Definition of Homelessness. Homeless Hub: www.homelesshub.ca/CHRHomelessdefinition/

skills training, landlord liaison assistance and addictions counseling. Addressing these needs through support services helps people maintain their housing over the long term (Systems Planning Framework).

Indigenous Peoples: Indigenous is a term used to encompass a variety of Aboriginal groups. It is most frequently used in an international, transnational, or global context. This term came into wide usage during the 1970s when Aboriginal groups organized transnationally and pushed for greater presence in the United Nations (UN). In the UN, "Indigenous" is used to refer broadly to peoples of long settlement and connection to specific lands who have been adversely affected by incursions by industrial economies, displacement, and settlement of their traditional territories by others.¹⁰⁷

KPI, KPIs: Key Performance Indicator(s)

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

LGBTQ2S+: Lesbian, gay, bisexual, transgender, transsexual, queer, questioning, and 2-spirited (LGBTQ2). LGBTQ2 youth experience the additional layer of challenges faced by those with sexual orientations and gender identities that are different from the mainstream. LGBTQ youth are over-represented among the population experiencing homelessness as a result of homophobia and transphobia in the home and across the service and housing systems.¹⁰⁸

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

Muni: City of Calgary

NSQ: Needs and Services Questionnaire

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

NIMBY: Not in My Back Yard

Non Market Housing: Subsidized, social or affordable housing units.

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

OECD: The Organisation for Economic Co-operation and Development

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

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

PIT Count: Point-in-Time Count (See Homeless Point in Time Count)

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

¹⁰⁷ Available online: <http://indigenousfoundations.arts.ubc.ca/home/identity/terminology.html>

¹⁰⁸ Available online: <http://www.homelesshub.ca/about-homelessness/population-specific/lesbian-gay-bisexual-transgender-transsexual-queer>

Positive reason for Leaving Program: include completed program, left for housing opportunity before completing program or referred to another program.

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

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

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

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

Prevention Services: Prevention Services provide short term financial assistance and limited case management in order to prevent housing loss due to a housing crisis.

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

Recidivism: The rate in which a client receives a positive housing outcome and returns to shelter or rough sleeping (Systems Planning Framework).

Rehoused: Describes a situation where a client was previously housed in a permanent home and has been placed in a new home while remaining in the same Housing First Program (Government of Alberta, Human Services).

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

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

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

RESOLVE, RESOLVE Campaign: Calgary Collaborative Capital Campaign for Affordable Housing

RTAS: Rehousing Triage and Assessment Survey

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

intended for permanent human habitation (including cars or other vehicles, garages, attics, closets or buildings not designed for habitation, or in makeshift shelters, shacks or tents).¹⁰⁹

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

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

Social Housing: social housing encompasses housing that is made affordable through public and non-profit ownership of rental housing units and subsidies that allow low-income households to access housing in the private market.

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

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

System planning: Creating a system of navigation for accessing services from many different agencies, resulting in a system of care (Systems Planning Framework).

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

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

YAT: Youth Advisory Table

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

¹⁰⁹ Canadian Homelessness Research Network (2012) Canadian Definition of Homelessness. Homeless Hub: www.homelesshub.ca/CHRNhomelessdefinition/

Appendix B – Statistics & Data

AS WE CONCLUDE THE PAST DECADE OF WORK, WE HAVE THE BENEFIT OF UNPRECEDENTED DATA TO DRAW LEARNINGS FROM. TO THIS END, THIS SECTION PRESENTS FINDINGS ON THE PERFORMANCE OF CHF-FUNDED COMMUNITY-BASED PROGRAMS USING HMIS DATA, COST-BENEFIT ANALYSIS INFORMATION ON HOUSING FIRST IN CALGARY, AND OVERALL COMMUNITY HOMELESSNESS INDICATORS FROM SHELTER UTILIZATION DATA AND HOMELESS COUNTS. THROUGHOUT, WE HIGHLIGHT KEY LEARNINGS OF PARTICULAR IMPORTANCE AS WE COLLECTIVELY SHAPE THE NEXT PHASE IN OUR SYSTEM'S EVOLUTION.

While data prior to 2012 is less reliable, we now have higher quality information available to shed light on our progress to date. Records from HMIS have been analyzed from April 2012 to March 2018, and a total of 4,575 records of people housed in CHF-funded programs were considered. 2018 PiT information has also been utilized to provide additional information on demographic trends.

Data Notes

HMIS Data Retrieval Period: Apr. 1, 2012 to Mar. 31, 2018

Notes:

1. Only CHF-funded Housing First programs are presented in the analysis
2. Reliable data did not exist before Apr. 1, 2012, therefore statistics and data presented below are only from 2012-2018.
3. For family demographics, the clients which indicate Head of Household are counted as a family unit.
4. Age is calculated as of a client's first move-in date to a program.
5. Missing refers to missing data: either the client has not answered the question, or the case manager has not entered the information.
6. For all statistics reported in "Yearly Move-in" and "Aggregate Move-in" tabs, the first move-in date for all clients is the primary field for analysis.
7. For exit statistics the last exit status for those who have been housed more than once is presented.

Housing First Program Trends

Program Performance

Table 12: Housing Stability

Indicator	2017/2018 CHF Results	2017/2018 Provincial Results
Annual Retention Rate (total caseload in year – negative exits in year)/total caseload in year	94% (April 1, 2017 – March 31, 2018)	92% (April 1, 2017 – March 31, 2018)
Cumulative Retention Rate (total clients housed – negative exits)/total clients housed	71% (cumulative since April 2009)	68% (cumulative since April 2009)

System Interactions

About a third of clients reported being released from a **health facility** in the year preceding being housed, followed by 22% from **residential/addiction** facilities, 19% from **correctional** facilities, and 12% from **mental health** facilities. Note these percentages are not cumulative and should not be added to 100%.

Demographic Changes

Gender

There are slightly more females compared to males being housed, suggesting that program access achieved **gender parity** despite women being more likely to experience hidden forms of homelessness.

Ethnicity

About a third of clients were **Indigenous**, which is commensurate with the over-representation of this group in the general homeless population.

Age

Over time, **overall aging** of the client cohort seems to align with broader population trends; the proportion of youth dropping is of note and requires further analysis to assess whether this is a result of demand decrease or changes in access patterns.

Shifts in Typologies and Sectors

Chronic/Episodic Homelessness

Virtually all clients housed were experiencing either **chronic or episodic homelessness** (97% split evenly between the two categories). This is expected given that entry criteria into Housing First program require chronic or episodic homelessness. In 2017 there was a **major shift** towards housing more chronic compared to episodic individuals in light of the focus on chronic shelter stayers.

Program Focus

Most clients (68%) went into programs targeting **single adults**, followed by youth (22%) and families (10%). This remained relatively stable over the five years. Overall, of those housed, **single adults** program clients tended to be chronically homeless more than episodic; this was reversed for youth and families.

Housing First Cost Savings

Using HMIS data over 5 years (April 2012-March 2017), researchers Jadidzadeh, Dutton and Falvo (2018) examined records from single adults who self-reported system use pre- and post-Housing First intervention.

They conclude that \$1 spent on Housing First in Calgary is associated with \$1.50 to \$4.60 of savings to the public system.

Their results suggest that the triage and prioritization processes implemented in Housing First programs resulted in larger returns to investment than the experimental evidence suggests. The systems-level savings estimated here will accrue mostly to the province, which funds the health system and courts, and the municipal government that funds the police services.

Child & Youth Homelessness

More than 20% of those enumerated in the 2018 Homeless Count reported experiencing their first episode of homelessness before the age of 18. Every year, more than 1,500 youth use emergency shelters in our city; on any given night, there are approximately 298 children (under 18) experiencing homelessness in Calgary. These young people, some as young as 12 years old, experience extremely high levels of vulnerability, abuse and victimization compounded by mental health, addictions, and trauma. Of these youth, about one-third are Indigenous – a ten-fold over-representation compared to the general Calgary population. It is important to remember that youth are under-represented in homeless counts and in emergency shelters, as many are “hidden homeless”: couch-surfing or staying with friends and family members in tenuous housing arrangements, increasing their vulnerability.

Calgary's 2018 Point-in-Time Count found 487 young people (children and young adults 18-24) or 18.5% of the homeless population, a slight decrease from 20% in 2016, and 19% in 2014.

These numbers will not capture the amount of hidden youth homelessness in the city (eg. couch surfing). Youth ages 13 to 24 accounted for more than 15% of the incarcerated population with no fixed address in Calgary. Further, 10% of young people (18-24) were unsheltered and 97% of children (under 18) were emergency sheltered.

A decade ago, data indicated 14,370 (2.8%) households in Calgary with a primary maintainer who is between the ages of 15 and 24 years old.¹¹⁰ The Inn from the Cold program in Calgary noted that in 2017, 58% of its residents were children; meanwhile, only 24% of the city's affordable housing has more than two bedrooms.¹¹¹ This poses challenges in helping families stay together and move out of homelessness into sustainable housing options. Children who experience homelessness are more likely to have resultant behavioural and mental health issues.¹¹² The data on child homelessness from the 2018 Point-in-Time Count in Calgary shows an under-representation of children in the homelessness-serving system; however, this could be because child protective services remove children from their families if they are precariously housed. It can also be because women tend to be among the hidden homeless along with their children.

Emergency Shelter Trends

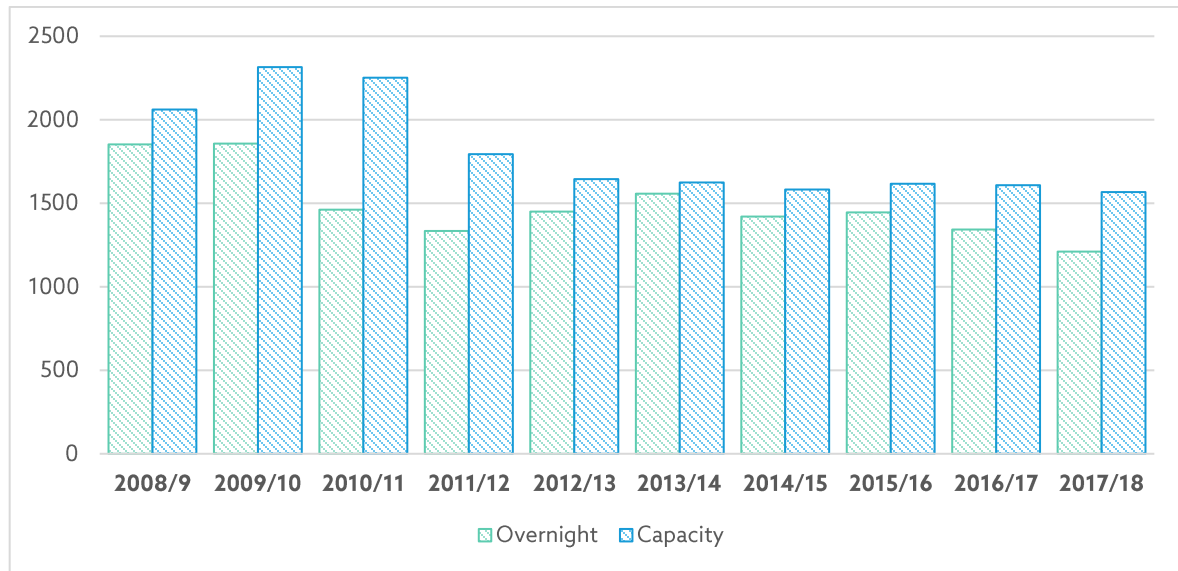
Emergency Shelter Capacity

Emergency shelters provide access to a safe place to stay, as well as critical supports including assistance with accessing services such as housing, employment, education, and health. In Calgary, based on the data from the largest shelters, there are currently about 1,567 emergency shelter beds, compared to 2008, there were 2,061 emergency beds. This represents a downward trend and approximately 24% decrease in capacity. **Looking at the occupancy figures over the past decade, we see a notable decrease in emergency shelter use of approximately 35%.**

Emergency Shelters includes: Calgary Drop-In & Rehab Centre Society, Salvation Army, Alpha House, Mustard Seed, and YWCA

110 Kolkman, J. (2008). Child poverty in Alberta: Trends and solutions. Alberta Teachers' Association Magazine, 89(1). Retrieved from <https://www.teachers.ab.ca/News%20Room/ata%20magazine/Volume%2089/Number1/Articles/Pages/ChildPovertyinAlbertaTrendsandSolutions.aspx>
 111 Cole, Y. (26 January 2018). Calgary agency says more families sought emergency shelter last year. Calgary Herald. Retrieved from <http://calgaryherald.com/news/local-news/calgary-agency-says-more-families-sought-emergency-shelter-last-year>
 112 Cole, Y. (26 January 2018). Calgary agency says more families sought emergency shelter last year. Calgary Herald. Retrieved from <http://calgaryherald.com/news/local-news/calgary-agency-says-more-families-sought-emergency-shelter-last-year>

Figure 26: Average stays and Capacity in Single Adult Shelters 2008-2018¹¹³



Length of Stay

The average length of stay in adult single shelters¹¹⁴ was 52 days in 2012. The average length of stay slightly decreased to 47 days in 2018.

Shelters, population and economic growth

An unexpected learning from Calgary economic boom and busts during the past decade has been the realization that economic growth can contribute to increases in homelessness; vice versa, downturns can mitigate homelessness growth. During the economic boom of the mid-2000, loss of rental stock due to condominium conversions concomitant with major increases in homeownership and rental housing costs put much of the rental supply out of the reach of low income households. Not surprisingly this contributed to long wait lists for affordable housing and increasing homelessness.

When the economic downturn occurred however, migration slowed into Calgary and so did the demand for new housing and existing rental stock. Notably, we also saw a lessening pressure on shelters as less people became priced out and fewer came to Calgary. This aligns with Kneebone, Emery and Grynishak¹¹⁵ (2011) research that examined the correlation between shelter use and other macro-economic factors. They concluded that **population growth will be a key driver to shelter use increase**. This trend seems to be confirmed by recent work Dr. Turner completed that suggests economic and population growth is correlated with higher homelessness rates in 24 Canadian cities, including Calgary.¹¹⁶

¹¹³ Alberta Daily Emergency Shelter Occupancy Summary

¹¹⁴ Includes: Calgary Drop-In & Rehab Centre Society, Mustard Seed and Alpha House only.

¹¹⁵ "Homelessness in Alberta: The Demand for Spaces in Alberta's Homeless Shelters," University of Calgary School of Public Policy Research Paper 4, 13 (September 2011), http://policyschool.ucalgary.ca/sites/default/files/research/homelessnessalberta_0.pdf

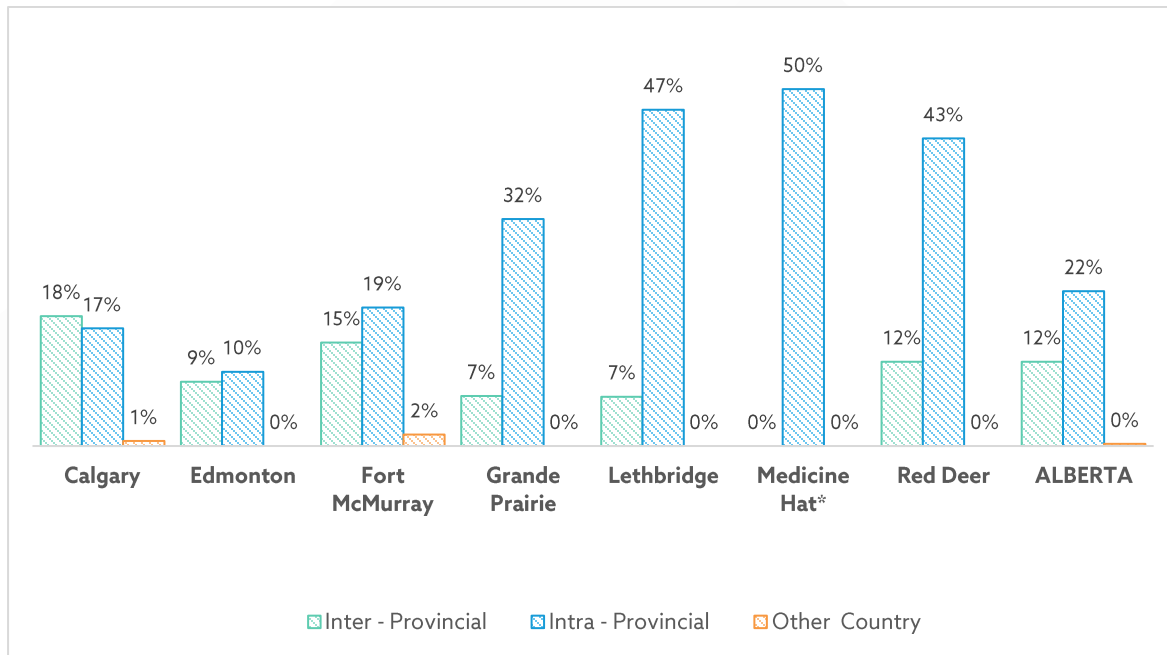
¹¹⁶ Turner (2018) Correlation of Homelessness to Key Indicators across 24 Canadian Cities.

Turner’s work pointed to the critical role GDP and population size play in overall homelessness. This suggests that emergency shelter use is connected to the overall economic and population growth of Calgary, and thus our responses and resources for shelters and Housing First will need to be calibrated accordingly.

Homelessness Migration

While the data on homelessness migration is limited, we have introduced new questions in the PiT Count to shed light on key patterns. As the figures below highlight, a significant percentage of migrants new to the city within the past year was evident across Alberta’s larger seven cities in the 2018 Homeless PiT Count.¹¹⁷ Most common reasons for migration into cities was looking for employment, joining family, access services and supports. Of note, 7.6% new (within past year) migrants reported coming to access emergency shelter – in Calgary, the percentage who came looking for shelter was 14.2%.

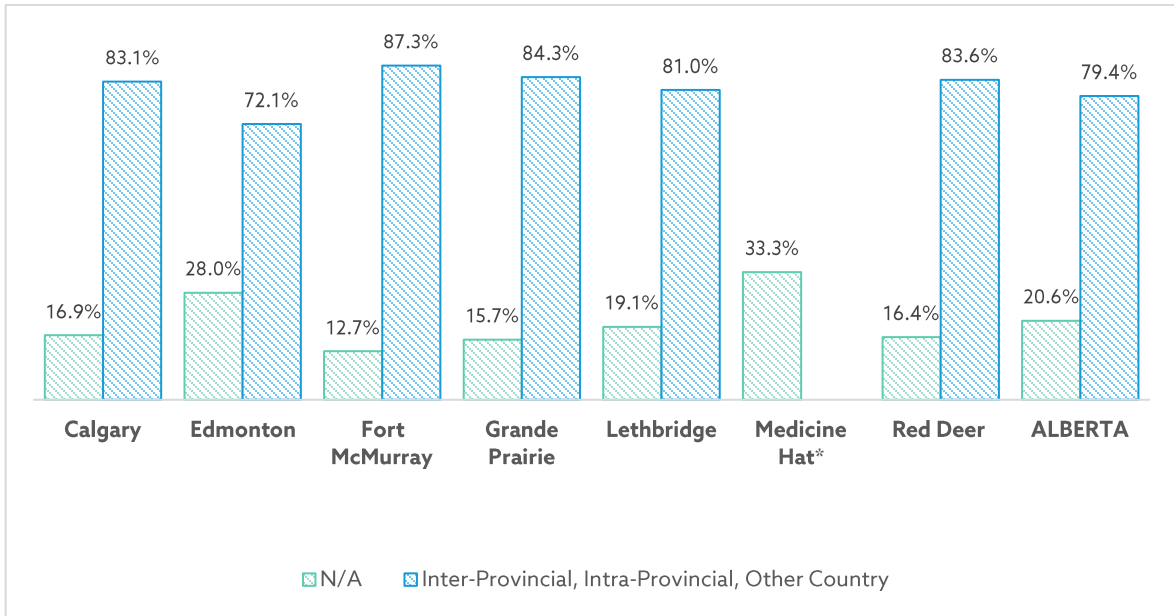
Figure 27: Migrants (new to city within past year) as percent of total migrants enumerated in 2018 Homeless PiT Count



As Figure 26 displays, when looking at all respondents who had moved to Calgary, regardless of timeframe, 83.1% were migrants.

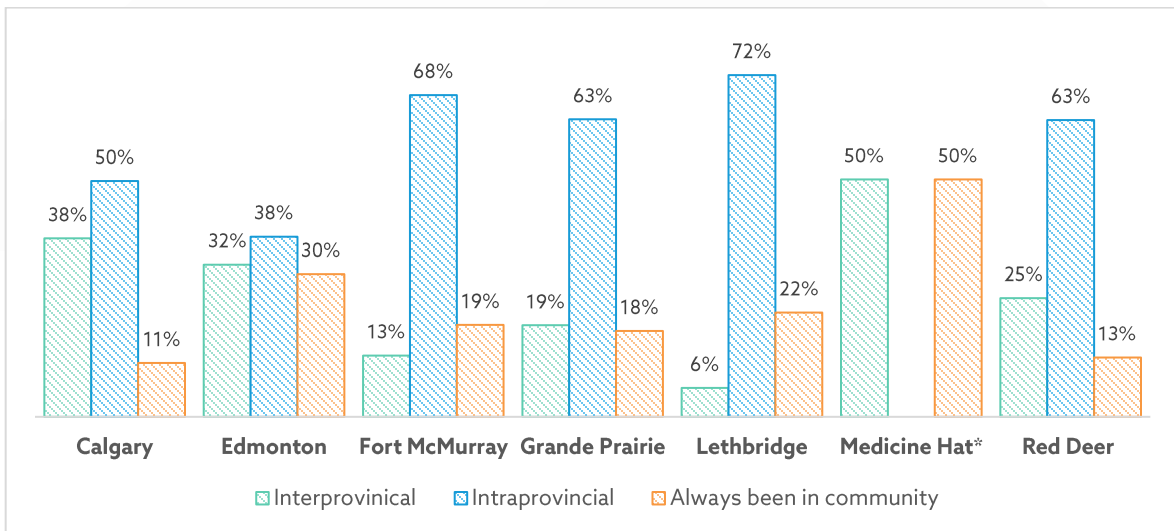
117 https://docs.wixstatic.com/ugd/ff2744_5d899dceff12471c835fddf4e5d119fc.pdf

Figure 28: Total migrants enumerated in 2018 Homeless PiT Count



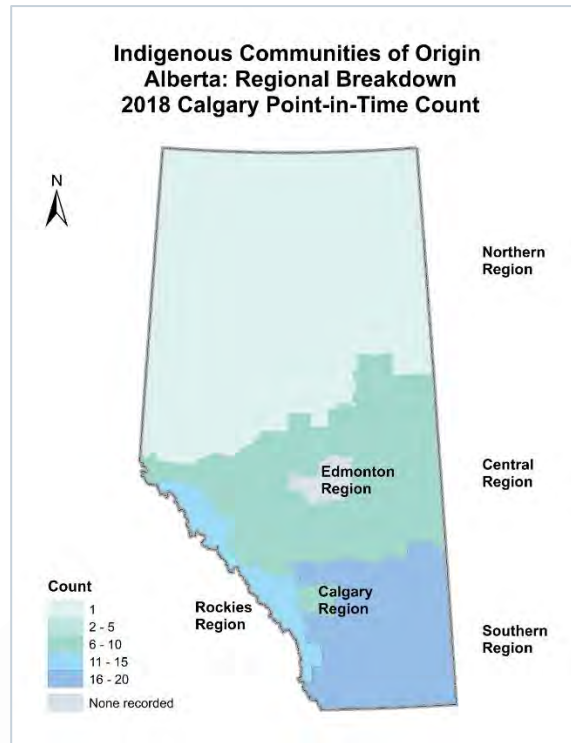
Looking at Indigenous migration into cities, it is evident about half came to Calgary from within Alberta and 38% from outside Canada. About 11% were from Calgary.

Figure 29 Indigenous Migration & Migration into Cities



Looking at figure 28, and the regions from which Indigenous people came, we see the following pattern.

**Figure 30: Indigenous Communities of Origin - Alberta: Regional Breakdown, 2018
Calgary PiT Count**



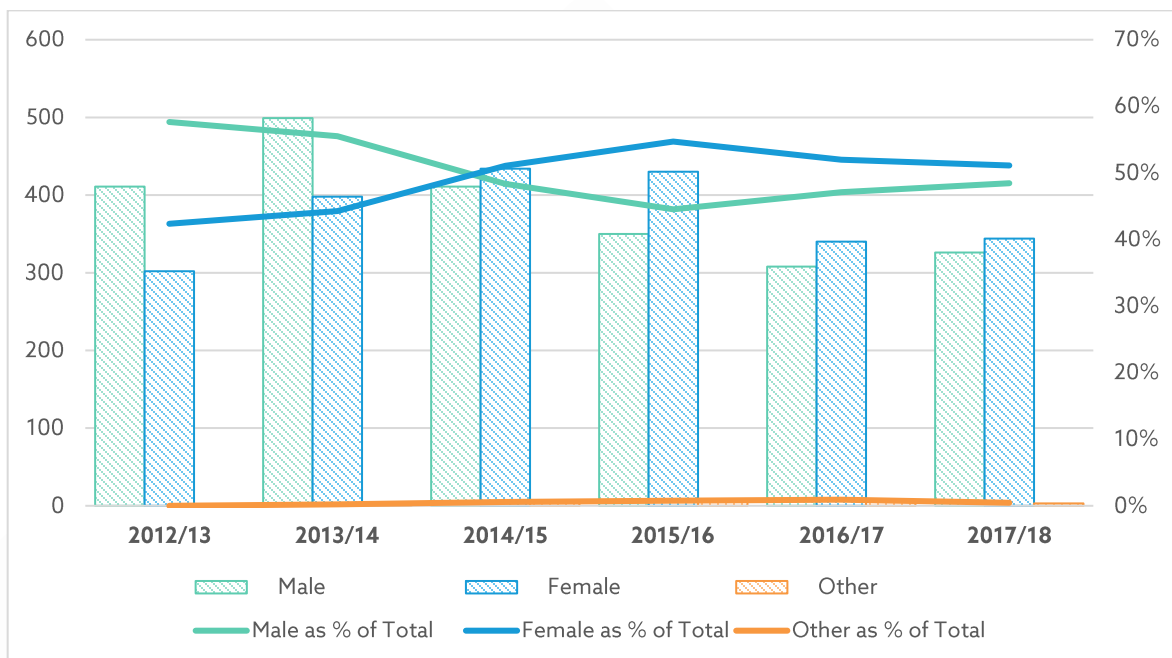
The vast majority of respondents identifying as Indigenous, migrating to Calgary from other communities within Alberta are reported as being chronically homeless (97.3%).

Housing First Demographics

Looking closer to the demographics of clients, gender trends demonstrate female and male proportions to be almost even at 49% and 50% respectively over the timeframe. The balance represents the other genders reported.

Of note however, starting in 2014/15, a change is notable shifting of males to females in the dataset. While during the earlier period males made up an average of 57% of the clients, post 2014/15 this shifted to 47%. By contrast, females made up an average of 43% and 52% pre and post 2014/15 respectively. The Other genders were consistently below 1% during the period.

Figure 31: Gender of housed clients in CHF-funded programs 2012-2017 (n=4,575)

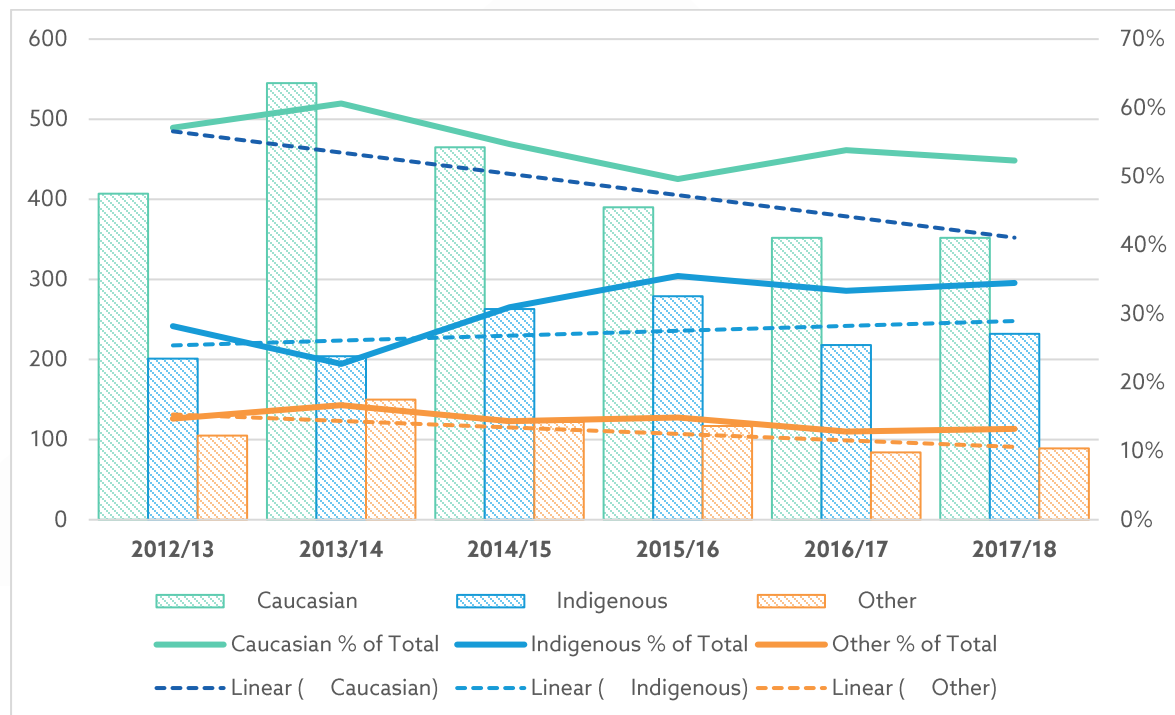


Ethnicity

The ethnicity breakdown suggests an average of 31% of clients were Indigenous during the study period. The majority at 55% were Caucasian, rounded out by 15% other ethnicities. Notable changes in proportions include the 2013/14 year when Caucasian and Other ethnicities had peaks of 61% and 17% relative to the average. Indigenous percentage peaked in 2015/16 at 35% but has shown slight growth on the trendline in contrast to other categories.

This aligns with the prioritization of Indigenous people programming as well as their over-representation in shelter data and homeless counts. The current 34% proportion is commensurate to this over-representation in the general homeless population, suggesting programming is appropriately reaching this group.

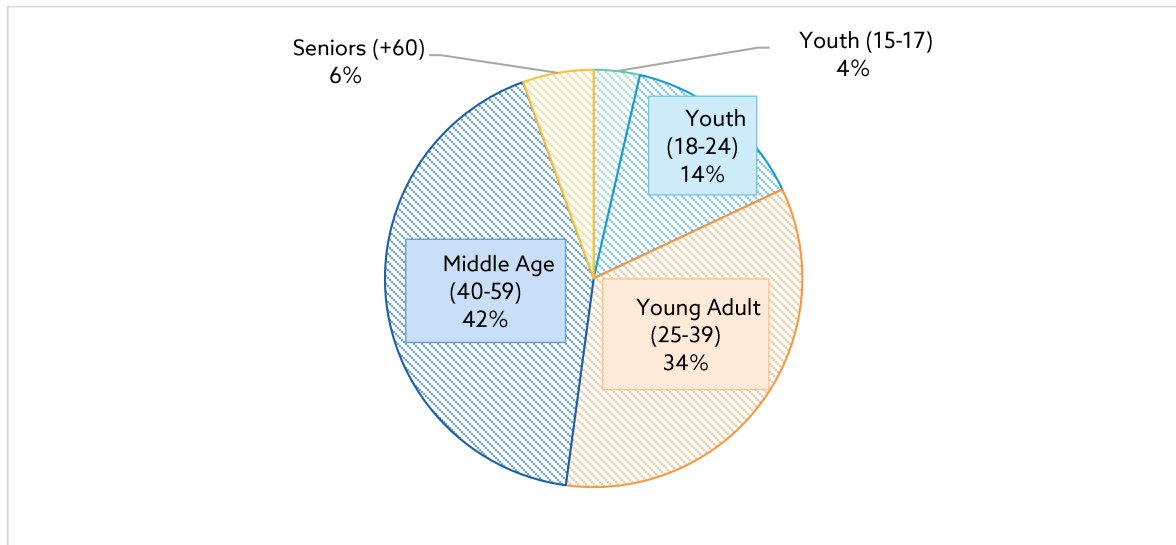
Figure 32: Ethnicity of housed clients in CHF-funded programs 2012-2017 (n=4,575)



Age Groups

As the pie chart suggests, the majority of clients in Housing First programs were in the 40-59 and 25 to 39 age ranges at 42% and 34% respectively. About 14% were youth 15-17 years old and 6% were seniors over 60.

Figure 33: Average age groupings of housed clients in CHF-funded programs 2012-2017 (n=4,575)

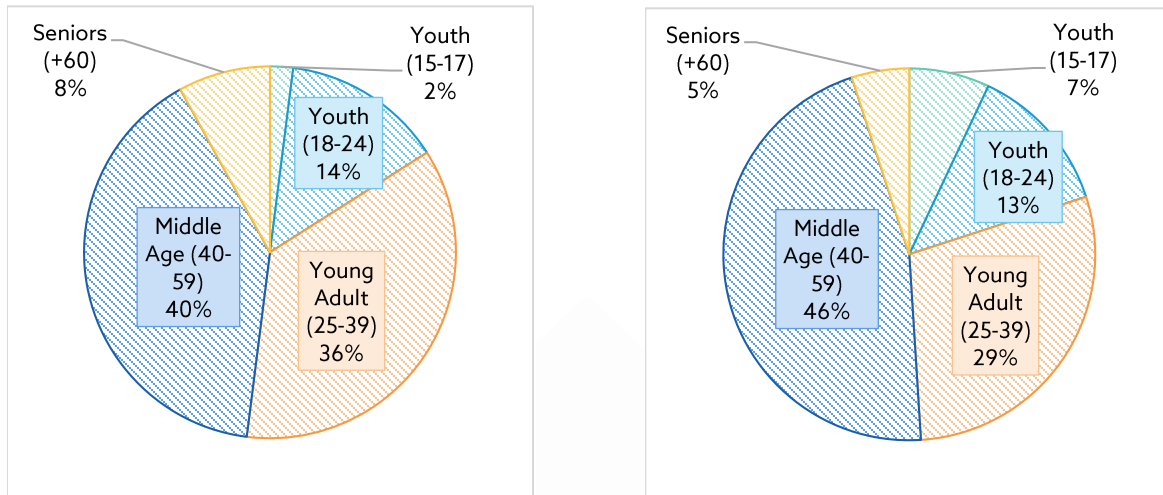


Comparing 2012/13 to most recent data from 2017/18, notable changes in the proportions of age groups the client data are evident:

- decrease of youth 15-17 as percent of total from 7% to 2%, and below the overall average of 4%;
- increase in young adults from 29% to 36%, similar to the overall average of 34%;
- decrease in middle age adults from 46% to 40%, similar to the 42% average; and
- a 3% increase in seniors as proportion of total to 8%, higher than the 6% overall average.

This overall aging of the client cohort seems to align with broader aging population trends; the decrease in the proportion of youth is of note and requires further analysis to assess whether this is a result of demand decrease or changes in access patterns.

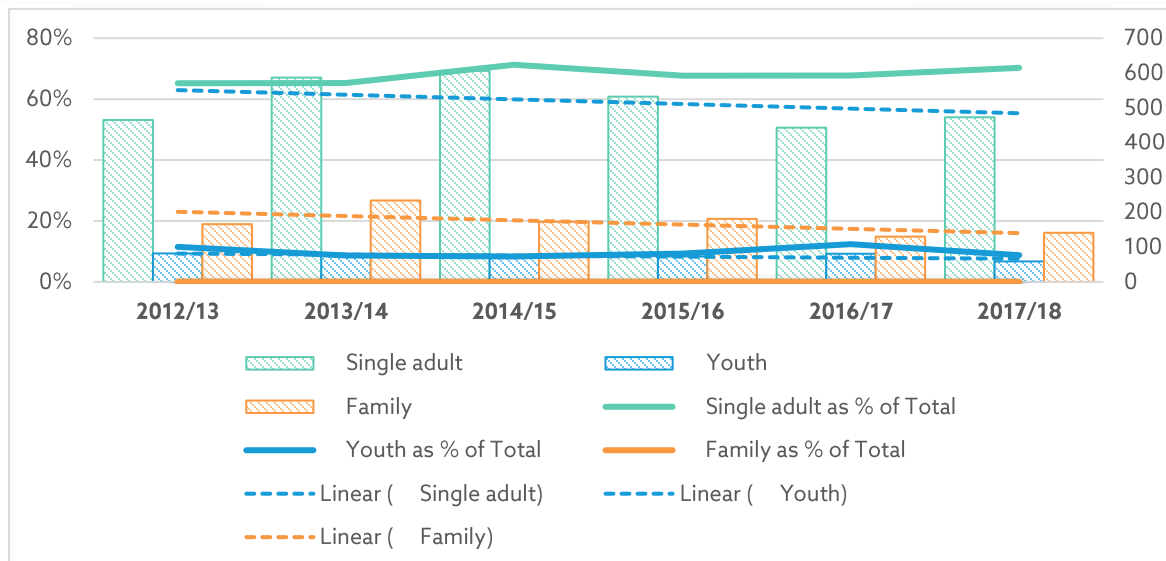
Figure 34: Age groupings of Housed Clients in CHF Funded Programs 2012-2017 (n=4,575)



Program Type

Looking at the program types that clients went into from 2012 to 2017, overall 68% went into singles programs, followed by family (22%) and youth (10%) programs. These are interventions specifically targeting these sub-groups. Over the study period, **single adults and families show a slightly decreasing trend line while youth remained relatively stable as percentage of total clients by program type.**

Figure 35: Program type of housed clients in CHF-funded programs



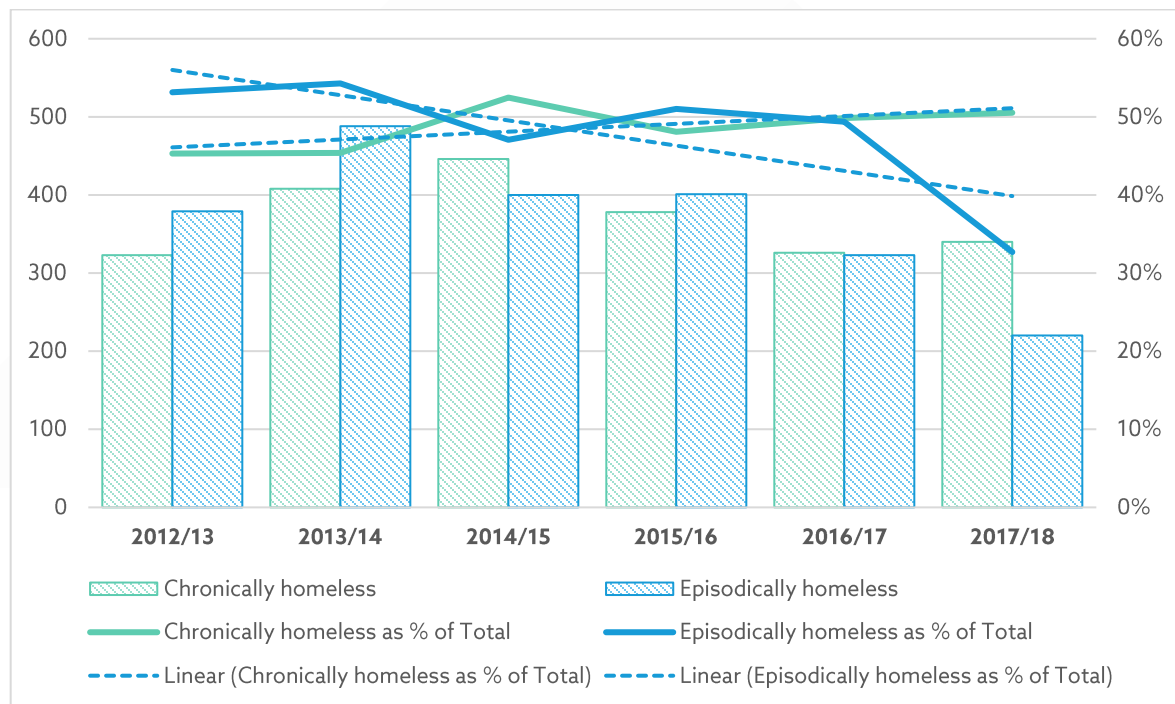
Chronically and Episodically Homeless Clients Housed

Overall, the percent of clients housed recorded as chronically homeless at program entry made up an average of 49% of the total sample (2,221 people); their proportion of total housed increased from about 45% in 2012/13 to 51% in 2017/18.

In the case of episodically homeless clients, their proportion decreased considerably from 53% in 2012/13 to 33% in 2017/18. The most dramatic drop occurred in 2017/18 from 49% the previous year to 33%. This aligns very well with the reported shift in HSSC prioritization criteria targeting more chronic shelter stayers during this period.

The total chronic and episodic splits exactly even at 2,221 clients each, or 4,432 during the period – or 97% of all clients housed. This is expected given that entry criteria into Housing First program require chronic or episodic homelessness.

Figure 36: Housed clients who were chronically or episodically homeless at entry into CHF-funded programs 2012-2017 (n=4,575)

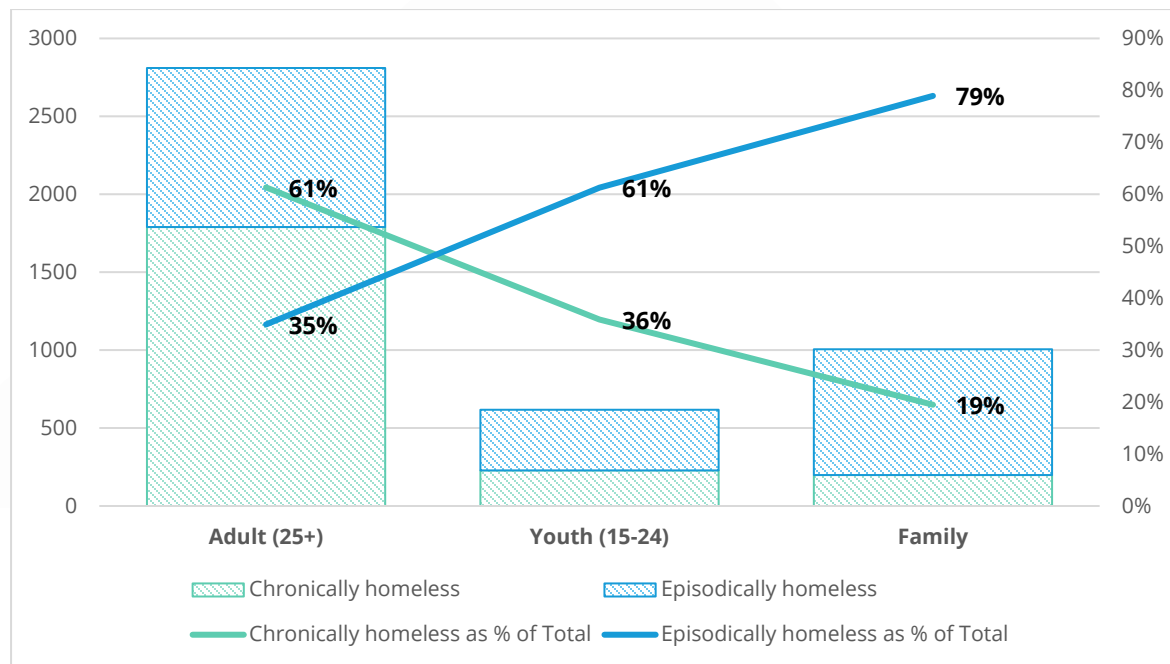


Homelessness Typology and Demographics

To better understand homelessness typology, the figure below shows clients housed broken down by adult, youth, and family for the total period. Of the total adults housed, 61% were chronically homeless and 35% were episodically homeless. In the case of youth, this is somewhat reversed showing 36% and 61% were respectively chronically and episodically homeless. This is further pronounced in the case of families at 19% chronically and 79% episodically homeless.

These findings align with what is known about acuity and homelessness patterns amongst these groups. **Singles tend to have higher acuity and longer periods of homelessness, compared to youth and families who are reported to be likelier to couch surf and move in and out of hidden and absolute homelessness.**

Figure 37: All move-ins by homeless typology and demographics from 2012-2017 (n=4,575)



Primary Residence prior to Program Entry

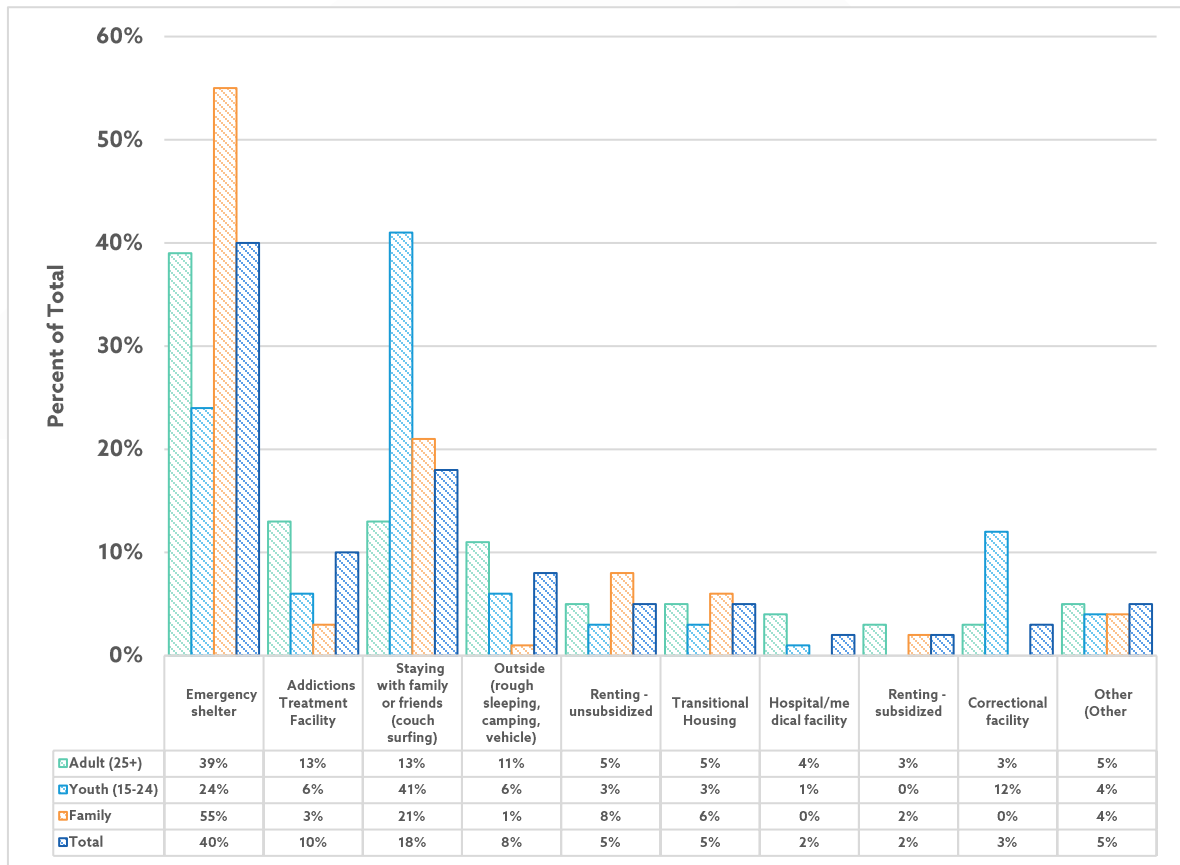
To assess where clients came from at the time of program entry, overall the most common category was emergency shelter at 40%, followed by couch surfing (18%), and addictions treatment (10%). About 8% were sleeping rough, 5% came from transitional housing, 5% from private rental, 2% from subsidized rental and 3% from correctional facilities. The balance of 5% came from a mix of categories including Other; Dwelling unfit for human habitation; Long-term housing with supports; Hotel/Motel; Own home; Missing; Don't Know; Declined to Answer; Child Intervention Services placement.

There are notable differences if we look deeper at youth, adults, and families however. Youth for instance were much more likely to come from couch surfing (41%) and correctional facilities (12%) compared to the average. The proportion of youth coming from emergency shelter was lower as well (24%). Youth rough sleeping was lower than average at 6%, but nonetheless concerning.

Families had the highest proportion reporting shelter (55%) and couch surfing (21%) among the groupings as well as private rentals (8%). Rough sleeping was virtually nonexistent at 1%. This is likely a result of the two family emergency shelters that have a strategic tie into the HSSC to ensure program flow through for clients and prevent families sleeping outside.

Adults are closest to the average in the client sample. They are however likelier than other groups to come from addictions treatment (13%) and sleeping rough (11%) or coming from hospital/medical facilities (4%).

Figure 38: Primary Residence at Program Entry for Housed Clients 2012-2017 (n=4,575)



Institutional Releases prior to Housing First

To dig into the connection between institutional discharging or release and entry into the HSSC programs, a closer look is needed. The table below shows clients who were released from health, addictions, mental health and correctional facilities in the 12 months prior to entering Housing First programs from 2012-2017. As evident, a considerable proportion interacted with these systems, most notably health.

About a third of clients reported being released from a health facility in the year preceding being housed, followed by 22% from residential/addiction facilities, 19% from correctional facilities, and 12% from mental health facilities. Note these percentages are not cumulative and should not be added to 100%.

Table 13: All move-ins by release from institutions (2012-2017)

	No.	%
Health facility use	1,331	29%
Residential addiction facility use	1,025	22%
Mental health facility use	531	12%
Correctional facility use	879	19%

Appendix C – Calgary's 10 Year Plan Implementation Phases

We point out these significant events because they have a tremendous impact on Plan implementation and learnings as we adapted the community's response in real time to the changing context in which we operated. Looking back over the past ten years of work, we can discern three phases of implementation with distinct lessons and challenges, each building on previous efforts – as summarized below.

Table 14: Calgary's 10 Year Plan Implementation Phases

Start-Up 2008 to 2010	System of Care Planning 2011-2014	Ecosystem Development 2015 - 2018
<ul style="list-style-type: none"> • Major push for Housing First for chronic/episodic • Pilot testing of HF for youth, families, DV • Research Agenda launched • Economic Bust – global downturn • Provincial buy-in and investment in affordable housing & homelessness • Decentralized program-by-program approach • Public engagement & buy-in but measured skepticism, esp. in sector • Corporate engagement 	<ul style="list-style-type: none"> • Continued focus on chronic/episodic • Recognition of tailoring to youth, Indigenous, DV, women, families & target investments • Recession; housing market opportunities increase • New PSH/AH Housing on-stream thanks to RESOLVE Campaign • Provincial investment in homelessness continues • Emergence of system planning led by CHF articulated in first System Planning Framework • Rollout of HMIS, Coordinated Access, Service Standards & Performance Management, competitive procurement 	<ul style="list-style-type: none"> • People First in Housing First: person-centred approach • Shift in focus to chronicity impacts shelter use through Coordinated Access • Indigenous partnerships built and nurtured • Housing capacity increase through spin-off to HomeSpace & success of RESOLVE • Provincial uncertainties & budgetary constraints; tougher to make the case • Sophisticated approach to system planning: KPI Dashboards, evidence-based funding decisions • Innovation focus leveraging data & technology emerging • Systems integration focus with health, police, United Way, City, GOA • Shelter data sharing enables unprecedented analysis

Appendix D – Calgary’s 10 Year Plan to End Homelessness Policies, Strategies, Investments and Commitments to Ending Homelessness

Table 15: City of Calgary - Strategic Priorities and Progress towards Calgary’s Plan

City of Calgary – Key Policies, Strategies, Investments & Commitments to Ending Homelessness	
Name of Initiative	Description
10 YP plan implementation	<ul style="list-style-type: none"> Community leaders charged CHF with the task of leading the implementation. Since then, CHF has stewarded the Plan and worked with service providers, government, the private sector, academia, the faith community, and the broader public to ensure our joint efforts furthered the end of homelessness in our community.¹¹⁸. In 2009 The City of Calgary endorsed the 10 Year Plan to End Homelessness and City of Calgary transferred homeless portfolio responsibilities to CHF.¹¹⁹ In 2011/2012, \$5.96 million capital investment was provided to CHF by the City of Calgary¹²⁰
The Calgary Poverty Reduction Initiative (CPRI)	<ul style="list-style-type: none"> CPRI was created by the City of Calgary and United Way of Calgary and Area in 2011 to develop a community-driven poverty reduction strategy. The result was the Enough for All strategy that was unanimously approved by City Council and United Way’s Board of Directors in 2013.¹²¹
Housing Needs Assessment (HNA)	<ul style="list-style-type: none"> HNA report was published in 2012 using secondary data sources, including the 2006 Federal census.

118 Calgary Homeless Foundation (2015). Calgary’s Updated Plan To End Homelessness: People First In Housing First. Retrieved from https://www.ihearthomeyc.com/wp-content/uploads/2015/03/Update_to_Calgary_Plan_March_2.pdf

119 Ibid

120 Calgary Homeless Foundation (2011). Financial Report Retrieved from http://calgaryhomeless.com/content/uploads/CHF-2011-AR_Financials.pdf

121 United Way (2011). Enough for All. Retrieved from <https://www.calgaryunitedway.org/impact/poverty/enough-for-all>

Name of Initiative	Description
<p>Calgary's Corporate Affordable Housing Strategy</p>	<ul style="list-style-type: none"> In 2016, Affordable Housing is a priority of the City of Calgary (The City) and is recognized as an integral part of complete communities in The City's long-range vision for the future. Calgary's Corporate Affordable Housing Strategy 2016 – 2025 is launched.¹²²
<p>Enough for All</p>	<ul style="list-style-type: none"> In 2016, Enough for All campaign was launched in Calgary. The campaign is driven by everyday Calgarians who came together to fight poverty, and is part of the overall Enough for All strategy, Calgary's community-driven poverty reduction strategy with the bold goal of reducing poverty by 50 per cent by 2023.¹²³
<p>Mental Health and Addictions Strategy</p>	<ul style="list-style-type: none"> In 2018, City council approved a motion to earmark up to \$25 million for a citywide mental-health and addictions strategy. Introduced by Mayor Naheed Nenshi, the deaths in Calgary from opioid overdoses as part of the crisis drive the need for such action.¹²⁴

¹²² City of Calgary (2016). Calgary's Corporate Affordable Housing Strategy

2016 – 2025. Retrieved from <http://www.calgary.ca/CS/OLSH/Documents/Affordable-housing/Corporate-Affordable-Housing-Strategy.pdf>

¹²³ United Way (2016). Enough for All campaign launched in Calgary <https://www.calgaryunitedway.org/latest-news/575-enough-for-all-campaign-launched-in-calgary>

¹²⁴ Cole, Y. (2018). City council backs call for mental health and addiction strategy. Calgary Herald. Retrieved from <https://calgaryherald.com/news/local-news/city-council-backs-call-for-mental-health-and-addiction-strategy>

Status of City of Calgary Action Areas in Relation to Calgary's 10 Year Plan Priority Areas (2015 Update)	
Strategic Priority:	Status: (Complete, In Progress, or Waiting)
<p>1) Develop affordable and supportive housing units to address the current gap for 15,600 Calgarian households in extreme core housing need.¹²⁵</p>	<p>In Progress</p> <ul style="list-style-type: none"> • Calgary's <i>Corporate Affordable Housing Strategy (2016-2022)</i> launched in 2016. • Since September 2016, 14 new development permit applications have been submitted to support an estimated 505 new non-market units.¹²⁶ • The City's Housing Incentive Program (HIP) has supported more than 2,000 units of affordable housing starts and there are 200 units on the waiting list.¹²⁷ • The HIP offers grants up to \$50K to cover predevelopment activities and rebates on all City development fees.¹²⁸ • On May 29, 2017, Council approved the extension of the program to cover expenses incurred until the end of 2019.¹²⁹ • The Affordable Housing Capital Development Program (2016-2026) prioritizes units in need of renovation or lifecycle maintenance, establishing baseline funding for life cycle maintenance.¹³⁰ • The program identified the need for additional funds that would increase the supply of affordable housing by 746 units over the next ten years.¹³¹ • The City's Priorities and Finance Committee approved funding in April 2017 to provide critical lifecycle improvements and over 200 units have undergone critical maintenance repairs and 28 Building Condition Assessments (BCAs) have been performed on City-owned properties with this funding.¹³²

¹²⁵ The action to develop 15,600 affordable and supportive housing units for Calgarian households in core housing need is a collective goal for City of Calgary, Government of Alberta, Government of Canada, Non-Market Housing Sector and the Private Sector.

¹²⁶ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update, 2018. Available from: <https://pub-calgary.escribemeetings.com/filestream.ashx?DocumentId=50993>.

¹²⁷ Helen Pike, Housing incentive helps Calgary's affordable units skyrocket, The Start Calgary, News Article, May 2, 2018. Available from: <https://www.thestar.com/calgary/2018/05/02/housing-incentive-helps-calgarys-affordable-units-skyrocket.html>.

¹²⁸ City of Calgary, Housing Incentive Program, Webpage. Available from: <http://www.calgary.ca/CS/OLSH/Pages/Affordable-housing/Affordable-Housing-Development-Financial-Incentive-Program.aspx?redirect=/housingincentives>.

¹²⁹ City of Calgary, Housing Incentive Program, Webpage.

¹³⁰ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³¹ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³² City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

Strategic Priority:	Status: (Complete, In Progress, or Waiting)
<p>2) Exempt development/ construction fees on new affordable housing projects.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • The City continues to participate in the Province's Community Organizations Property Tax Exemption Regulation (COPTER) and advocate for cities to be able to grant exemptions for affordable housing through the Municipal Government Act.¹³³ • In the interim, Council has approved cancellation of the municipal portions of property tax for buildings operated by Silvera for Seniors and Calgary Housing Company.¹³⁴
<p>3) Donate land for affordable housing.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • The City of Calgary donated 6 parcels of land to nonprofits for affordable housing projects in 2017 • 10 parcels of City land are on track to receive approval for disposition at below-market value for non-market housing projects in 2018.¹³⁵ • The City received new authorities under the City Charter and the administration is working to implement these new authorities that will be integral to finalizing the transactions of land to non-profit housing providers.¹³⁶ • A draft process for disposing of land at below-market value to non-profit affordable housing providers is being developed and is expected to be brought forward to Council in Q4 2018.¹³⁷

¹³³ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³⁴ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³⁵ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³⁶ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³⁷ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

Strategic Priority:	Status: (Complete, In Progress, or Waiting)
<p>4) Introduce more attractive density bonusing or other incentives for the private sector.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • The Sunnyside and Bridges developments incorporate affordable housing as a condition of land transactions and involving the private sector in a design/build process.¹³⁸ • Calgary Housing Company is also in the process of exploring a possible density bonusing option which would result in new affordable housing units being created in return for increased density.¹³⁹
<p>5) Implement relaxations (for parking) on affordable housing projects.</p>	<p>Waiting</p> <ul style="list-style-type: none"> • No reference to parking relaxations for affordable housing in the Strategy. • A number of affordable housing developments (e.g., all HomeSpace Society projects) have been granted parking relaxations with the support of the City's Affordable Housing Coordinator (see below)
<p>6) Fast-track applications on affordable housing and new rental projects.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • In 2016 the City's Planning Department hired an Affordable Housing Coordinator within the Calgary Approvals Coordination. This role has had a positive impact on facilitating affordable housing applications through the planning approvals process. • The City is leading the One Window project to scope and plan a single point of entry into nonmarket housing.¹⁴⁰ • The City continues to support the collaboration of community stakeholders through facilitation and program management for the Community Housing Affordability Collective (CHAC) Steering Committee.¹⁴¹ • Calgary Housing Company completed and published the Housing in Canada's Big Cities Report, in May 2018, to compare the supply of housing in Calgary with that of the biggest cities in Canada.¹⁴²

¹³⁸ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹³⁹ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹⁴⁰ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹⁴¹ City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

¹⁴² City of Calgary, Corporate Affordable Housing Strategy Implementation Plan: 2018 Progress Update.

Strategic Priority:	Status: (Complete, In Progress, or Waiting)
7) Improve secondary suites policy to enhance safety and encourage new units.	<p>In Progress</p> <ul style="list-style-type: none"> On March 12, 2018, City Council approved amendments to the Land Use Bylaw to allow secondary suites as a discretionary use within R-1, R-C1, and R-C1L land use districts.¹⁴³ The development permit fee for all new secondary suite applications is being waived until June 1, 2020.¹⁴⁴ Council also directed Administration to return with new rules for backyard suites in these districts before the end of 2018.¹⁴⁵

Table 16: Government of Alberta - Strategic Priorities and Progress towards Calgary's Plan

Government of Alberta – Key Policies, Strategies, Investments & Commitments to Ending Homelessness	
Name of Initiative	Description
Alberta Secretariat for Action on Homelessness (the “Secretariat”)	<ul style="list-style-type: none"> In 2008, the establishment of the Alberta Secretariat for Action on Homelessness (the “Secretariat”) was initiated with the mandate to develop a ten-year provincial strategic plan outlining “a comprehensive, coordinated and sustainable approach” to ending homelessness – including goals, timelines and financial requirements. The Secretariat was instructed to work with municipalities and communities throughout the province, and to support the development of community plans for action on homelessness.¹⁴⁶ CHF coordinate provincial funding and investments associated prevention, housing, and supports. Total program investment managed by CHF of \$288.1 M over duration of Calgary's 10 Year Plan

¹⁴³ City of Calgary, Secondary Suite Process Reform, Webpage, Accessed Oct 2018. Available from: <http://www.calgary.ca/PDA/pd/Pages/Home-building-and-renovations/Secondary-Suite-Process-Reform.aspx?redirect=/suitereform>.

¹⁴⁴ City of Calgary, Secondary Suite Process Reform, Webpage.

¹⁴⁵ City of Calgary, Secondary Suite Process Reform, Webpage.

¹⁴⁶ Government of Alberta (2018). A Plan for Alberta. Retrieved from <http://www.humanservices.alberta.ca/homelessness/14601.html>

Name of Initiative	Description
Plan for Alberta – Ending Homelessness in 10 years	<ul style="list-style-type: none"> In 2009, the Government of Alberta published a “Plan for Alberta – Ending Homelessness in 10 years”. In doing so, Alberta became the first province in the country to commit itself to ending homelessness.¹⁴⁷
Social Assistance / Benefit Increases	<ul style="list-style-type: none"> Benefit levels for Alberta social assistance recipients have increased since 2008. For example, total annual income received by a ‘single employable’ household receiving social assistance jumped by more than 30% in 2009.¹⁴⁸ AISH increased by 30% between 2011 and 2013.¹⁴⁹ Bill 26: <i>An Act to Combat Poverty and Fight for Albertans with Disabilities</i> introduced on November 8th, 2018. Bill intends to increase benefit rates for people receiving AISH, income support or seniors benefits.
Alberta Interagency Council on Homelessness	<ul style="list-style-type: none"> In 2012, the Alberta Interagency Council on Homelessness was created and provides advice and guidance on policy, regulatory and program changes required for successful implementation of A Plan for Alberta: Ending Homelessness in 10 Years¹⁵⁰ In 2016, Alberta Interagency Council on Homelessness was dissolved.
Valuing Mental Health	<ul style="list-style-type: none"> In 2016, Valuing Mental Health: Report of the Alberta Mental Health Review Committee was released after a province-wide review of the mental health and addiction system; it contains 32 recommendations. The next steps are to direct the work and funding in areas that have the biggest impact on improving connections between services, especially for: children and youth, people with addictions, people with multiple and complex needs, and Indigenous people and communities.¹⁵¹

147 Ibid

148 Government of Canada (2018). Social Assistance Statistical Report: 2009-2013. Retrieved from <https://www.canada.ca/en/employment-social-development/services/social-assistance/reports/statistical-2009-2013.html#h2.11>

149 Government of Alberta (2013). Government increases AISH benefit by \$400 per month. Retrieved from <https://www.alberta.ca/release.cfm?xID=3191163E5F543-E3D4-FB5E-826ED0AFD115DA5B>

150 Alberta Human Service (2012). Alberta Interagency Council on Homelessness Roles and Mandate. Retrieved from <http://www.humanservices.alberta.ca/documents/interagency-council-homelessness-roles-and-mandate.pdf>

151 Alberta Health (2018) Valuing mental health: Next steps. Retrieved from <http://www.health.alberta.ca/initiatives/Mental-Health-Review.html>

Name of Initiative	Description
Provincial Affordable Housing Strategy	<ul style="list-style-type: none">In 2017, The Alberta government developed a Provincial Affordable Housing Strategy “Making Life Better” that goes beyond bricks and mortar, focusing on making life better for tenants by giving them the tools to become more successful in life. Government-supported affordable housing is managed by the public, non-profit, and private sectors at rental rates that are below market rates, based on income.¹⁵²

¹⁵² Alberta Government (2017) Making Life better: Provincial Affordable Housing Strategy. Retrieved from <https://open.alberta.ca/publications/9781460134160>

Status of Government of Alberta Action Areas in Relation to Calgary's 10 Year Plan Priority Areas (2015 Update)	
Strategic Priority:	Status: (Complete, In Progress, or Waiting)
1) Develop a provincial housing strategy aligned with the goal of ending homelessness that addresses the current gap for 15,600 Calgarian households in extreme core housing need.	<p>In Progress</p> <ul style="list-style-type: none"> On June 26, 2017, the Province announced a new Provincial Affordable Housing Strategy (PAHS) to help more Albertans save for the future and find a safe and affordable housing.¹⁵³
2) Dedicate \$88 million funding to support the additional 563 units of Permanent Supportive Housing and 765 units of affordable housing needed in the Plan by 2018.	<p>In Progress</p> <ul style="list-style-type: none"> PAHS Action Plan Item 1.1: Jointly plan new permanent supportive housing initiatives with Alberta Community and Social Services, Alberta Health and community partners to increase housing for the homeless and other populations with service support needs.¹⁵⁴ PAHS Strategic Direction 1 Target: Invest \$1.2 billion into affordable housing to complete 4,100 new and regenerated affordable housing units completed by 2021.¹⁵⁵ PAHS Strategic Direction 2 Targets: 100% of seniors and tenants in affordable housing will have access to a tenant support worker by 2020-21.¹⁵⁶ On April 4, 2018, the Alberta Minister of Seniors and Housing announced a two year delay for the timelines above due the complexities of these projects.¹⁵⁷ Investment of \$27M in capital since release of PAHS

153 Government of Alberta, Housing strategy builds foundation for the future, New Release, June 26, 2017. Available from: <https://www.alberta.ca/release.cfm?xID=47168F222FB3A-FA0D-5BDF-0054A3B4C0BF99FF>.

154 Government of Alberta, Provincial Affordable Housing Strategy Summary and Action Plan, June 2017. Available from: <https://open.alberta.ca/dataset/18c109bc-e567-4f61-b9e4-8973b0b246c4/resource/66dafa3a-c307-441a-8dd8-5c7aac66d025/download/pahssummary.pdf>

155 Government of Alberta, Provincial Affordable Housing Strategy: Making Life Better, June 2017. Available from: <https://open.alberta.ca/dataset/991af0a9-90bc-4927-a9b0-ef274745a1de/resource/b07bd791-d47e-4b8e-b8c2-bbdc71a68e7a/download/provincial-affordable-housing-strategy.pdf>.

156 Government of Alberta, Provincial Affordable Housing Strategy: Making Life Better.

157 Emma Graney, Government quietly stretches \$1.2-billion affordable housing plan, Edmonton Journal, April 4, 2018. Available from: <https://edmontonjournal.com/news/politics/government-quietly-changes-1-2-billion-affordable-housing-plan>.

Strategic Priority:	Status: (Complete, In Progress, or Waiting)
<p>3) Develop meaningful incentive programs for the private sector to develop new rental stock.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • PAHS Strategic Directive 1: The Province aims to fix affordable housing units and the regeneration of these units will help housing providers with revenue streams and vacancies caused major renovations.¹⁵⁸ • PAHS Strategic Directive 4: States housing providers will have increased flexibility to respond to individual and community needs.¹⁵⁹ • PAHS Strategic Directive 5: The financial sustainability of the housing system will improve from the use of mixed-income models that decreased operating costs.¹⁶⁰
<p>4) Introduce additional rent supplements to assist 5,234 households by 2018.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • The Province provides Private Landlord and Direct to Tenant Rent Supplements, although these programs are not mentioned in the PAHS.¹⁶¹ • Bill 26: <i>An Act to Combat Poverty and Fight for Albertans with Disabilities</i> introduced on November 8th, 2018. Bill intends to increase benefit rates for people receiving AISH, income support or seniors benefits.
<p>5) Allow municipalities the capacity to implement inclusionary zoning in land use bylaws.</p>	<p>In Progress</p> <ul style="list-style-type: none"> • PAHS Action Plan Item 1.1: Work with Alberta Municipal Affairs and other government partners to support inclusionary housing throughout communities.¹⁶² • Municipalities now have the power to require development proponents to ear mark non-market housing as part of their development proposals. Details to be clarified in a provincial regulation
<p>6) Donate land for affordable housing projects.</p>	<p>Waiting</p>

¹⁵⁸ Government of Alberta, Provincial Affordable Housing Strategy: Making Life Better.

¹⁵⁹ Government of Alberta, Provincial Affordable Housing Strategy: Making Life Better.

¹⁶⁰ Government of Alberta, Provincial Affordable Housing Strategy: Making Life Better.

¹⁶¹ Government of Alberta, Affordable Housing Program, Webpage. Available from: <https://www.alberta.ca/affordable-housing-programs.aspx>.

¹⁶² Government of Alberta, Provincial Affordable Housing Strategy Summary and Action Plan.

Table 17: Government of Canada - Strategic Priorities and Progress towards Calgary's Plan

Government of Canada – Key Policies, Strategies, Investments & Commitments to Ending Homelessness	
Name of Initiative	Description
Homeless Partnering Strategy (HPS)	<ul style="list-style-type: none"> Established in 2007, the Homeless Partnering Strategy supports community efforts and allocates funds accordingly, which provides communities with the flexibility to invest in proven approaches that reduce homelessness at the local level. The HPS funds are targeted directly toward community priorities which have been identified through an inclusive community planning process involving officials from all orders of government, community stakeholders, and the private and voluntary sectors. The objectives of the HPS are achieved through several funding streams.¹⁶³ CHF becomes Community Entity (CE) to disburse the funds.¹⁶⁴ Total of \$64.1M of operating investment received from Federal government over duration of Calgary's 10 Year Plan
Truth and Reconciliation Commission of Canada Calls to Action	<ul style="list-style-type: none"> In 2015, the Truth and Reconciliation Commission of Canada (TRC) released an Executive Summary of its findings along with 94 Calls to Action regarding reconciliation between Canadians and Indigenous peoples. Housing systems and individuals engaged in providing these services must evolve their practices to be consistent with the Truth and Reconciliation Commission's Calls to Action, and in particular the principles of the Truth and Reconciliation Commission must be used to guide how the recommendations in this report are interpreted, realized, and localized as the Homelessness Partnering Strategy is changed, and new services are developed.¹⁶⁵

¹⁶³ Government of Canada (2018). The Homelessness Partnering Strategy. Retrieved from <https://www.canada.ca/en/employment-social-development/programs/communities/homelessness.html>

¹⁶⁴ Calgary Homeless Foundation (2010). Annual Report 2010. Retrieved from http://calgaryhomeless.com/content/uploads/CHF-2010-AR_Report.pdf

¹⁶⁵ Government of Canada (2018). Final report of the Advisory Committee on Home. Retrieved from <https://www.canada.ca/en/employment-social-development/programs/communities/homelessness/publications-bulletins/advisory-committee-report.html>

Name of Initiative	Description
Affordable Rental Housing Innovation Fund	<ul style="list-style-type: none"> In 2016, CMHC established the New Affordable Rental Housing Innovation Fund, \$208.3M (4000 units) over five years; competition opened 2016-09-30. Additionally, the CMHC tasked to consult on the design of an Affordable Rental Housing Financing Initiative; up to \$500M in loans over five years.¹⁶⁶ In 2016, the Governments of Canada and Alberta are making a significant investment in the preservation and regeneration of affordable housing in Calgary. Some \$18 million in joint funding will go toward the repair and renovation of social housing units for seniors, low-income families, and individuals, ensuring they have safe and efficient places to call home.¹⁶⁷
National Housing Strategy	<ul style="list-style-type: none"> In 2017, as part the National Housing Strategy, the Government of Canada's redesigned homelessness strategy, now called Reaching Home, will double support for communities to address the needs of those experiencing or at risk of homelessness. Communities participating in Reaching Home will work toward a 50% reduction in chronic homelessness over the next ten years: \$40B over ten years to ramp up affordable and supportive housing.¹⁶⁸
Poverty Reduction Strategy	<ul style="list-style-type: none"> Opportunity for All – Canada's First Poverty Reduction Strategy announced by Minister Duclos on Aug 21, 2018 Canada's Poverty Reduction Strategy introduces, for the first time ever, an official poverty line for Canada, as well as targets to reduce poverty by 20% by 2020 and 50% by 2030 based on the official measure of poverty.

¹⁶⁶ CMHC (2018) Develop New Affordable Housing. Retrieved from <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/develop-new-affordable-housing>

¹⁶⁷ CMHC (2016). Repairs and Renovations Coming to Social Housing in Calgary. Retrieved from <https://www.cmhc-schl.gc.ca/en/Media-Newsroom/News-Releases/2016/Repairs-and-Renovations-Coming-to-Social-Housing-in-Calgary>

¹⁶⁸ Government of Canada (2018). Reaching Home: Canada's Homelessness Strategy. Retrieved from <https://www.canada.ca/en/employment-social-development/news/2018/06/reaching-home-canadas-homelessness-strategy.html>

Status of Government of Canada Action Areas in Relation to Calgary's 10 Year Plan Priority Areas (2015 Update)	
Strategic Priority:	Status: (Complete, In Progress, or Waiting)
1) Develop a national affordable housing strategy that includes dedicated funding to address extreme core housing need with new capital and rent supports.	<p>In Progress</p> <ul style="list-style-type: none"> On November 22, 2017 the federal government released its National Housing Strategy (NHS) to build on prior funding commitments and further detail the renewed role of the federal government in affordable housing.¹⁶⁹ The NHS acknowledges the number of Canadians in severe core housing need but does not include commitments to address it specifically.¹⁷⁰
2) Introduce a low-income housing tax credit to incent new affordable rental stock	<p>In Progress</p> <ul style="list-style-type: none"> Instead of a low-income housing tax credit, the NHS includes the Canada Housing Benefit (CHB) to be enacted in 2020.¹⁷¹ The CHB will use \$4 billion cost-shared with the provinces over eight years to help an estimated 300,000 households in housing need.¹⁷²
3) Exempt capital gains tax on donations of land.	<p>In Progress</p> <ul style="list-style-type: none"> Exemption of capital gains tax was not included in NHS, however the NHS will allow for the transfer federal lands to community and affordable housing providers.¹⁷³ Over the next 10 years, up to \$200 million in federal lands will be transferred to affordable housing providers.¹⁷⁴ This will also include funding for renovations or retrofits of surplus federal for use as housing.¹⁷⁵
4) Continue funding the Residential Rehabilitation Assistance Program	<p>Complete</p> <ul style="list-style-type: none"> NHS does not include this program although the program remains active through the Canada Mortgage and Housing Corporation.¹⁷⁶

169 Government of Canada, Canada's National Housing Strategy: A Place to Call Home, 2017. Available from: <https://www.placetocallhome.ca/pdfs/Canada-National-Housing-Strategy.pdf>.

170 Government of Canada, Canada's National Housing Strategy: A Place to Call Home.

171 Government of Canada, Canada's National Housing Strategy: A Place to Call Home.

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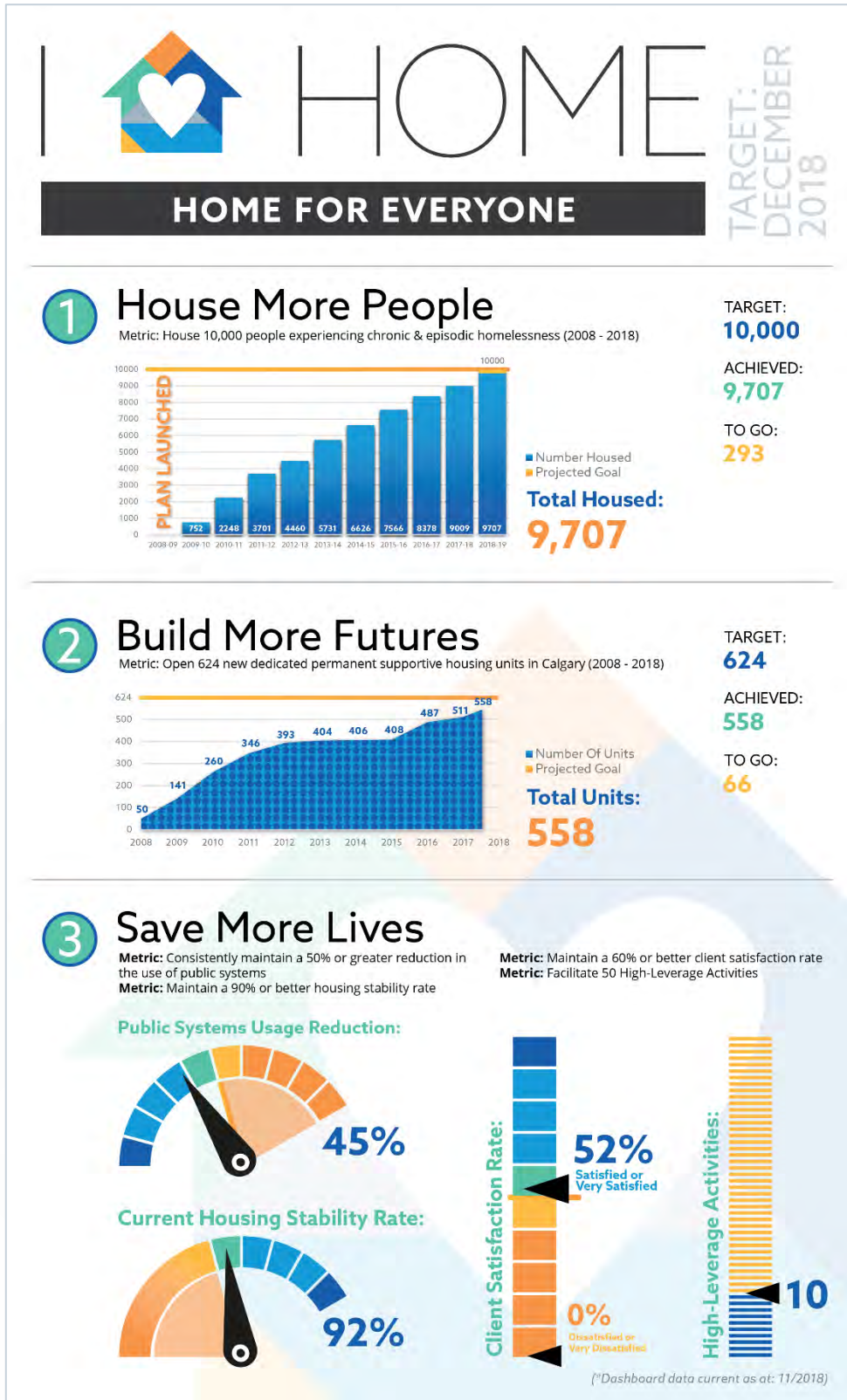
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175 Government of Canada, Canada's National Housing Strategy: A Place to Call Home.

176 Canadian Mortgage and Housing Corporation, Residential Rehabilitation Assistance Program, Webpage. Available from: <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/funding-opportunities/on-reserve-renovation-programs/residential-rehabilitation-assistance-program>

Appendix E – Our Community Dashboard



Appendix F – List of Homeless Serving Agencies in Calgary

1. Aboriginal Friendship Centre of Calgary
2. Accessible Housing Society
3. ACT Medical Centres (formerly Second Chance Recovery)
4. Alberta Health Services
5. Alberta Adolescent Recovery Centre
6. Alcove Addiction Recovery for Women Society
7. Alexandra Community Health Centre
8. Aspen Family & Community Network Society
9. Aventa Treatment Foundation for Women
10. Awo Taan Healing Lodge Society
11. The Back Door a Youth Employment Society
12. Bethany Care Society
13. Bishop O'Byrne Housing Association
14. The Boys and Girls Clubs of Calgary
15. The Brenda Strafford Foundation Ltd.
16. Calgary Alpha House Society
17. Calgary Alternative Supports Services
18. Calgary Catholic Immigration Society
19. Calgary Communities Against Sexual Abuse
20. Calgary Counselling Center
21. Calgary Dream Centre
22. Calgary Drop In and Rehab Centre
23. Calgary Food Bank
24. The Calgary Foundation
25. Calgary Homeless Foundation
26. Calgary Housing & Employment Services
27. Calgary Housing Company
28. Calgary Immigrant Educational Society
29. Calgary Immigrant Women's Association
30. The Calgary John Howard Society
31. Calgary Legal Guidance
32. Calgary Meals on Wheels
33. Calgary Outlink: Centre for Gender and Sexual Diversity
34. Calgary Pregnancy Care Centre Association
35. Calgary Public Library Foundation
36. Calgary Urban Project Society
37. Calgary Women's Emergency Shelter
38. Calgary Workers Resource Centre
39. Calgary Young Women's Christian Association
40. Canadian Mental Health Association – Calgary Region
41. The Canadian Red Cross Society / La Société Canadienne de la Croix-Rouge
42. Carya Society of Calgary
43. Catholic Family Services of Calgary
44. Centre for Newcomers society of Calgary
45. Centre for Sexuality Society
46. The Children's Cottage Society of Calgary, an Alberta Society
47. Children's Legal and Educational Resource Centre
48. Closer to Home Community Services Society
49. Community Kitchen Program of Calgary Society
50. Discovery House Family Violence Prevention Society
51. Distress Centre Calgary
52. Elbow River Healing Lodge
53. Elements Calgary Mental Health Centre
54. The Elizabeth Fry Society of Calgary, Alberta
55. Elizabeth House Calgary – RC Diocese of Calgary
56. Feed the Hungry - RC Diocese of Calgary
57. Fresh Start Recovery Centre
58. Grace-Bankview Housie Senior Citizens Residence Society
59. Gracewood Housing Group Ltd
60. Highbanks Independent Living for Parenting Youth Society
61. HIV Community Link Society

61. HomeSpace Society
62. Homeless and Disability Services, Community and Social Services Horizon Housing Society
63. Hull Services
64. Immigrant Services Calgary Society
65. Infant Care Alberta Inc.
66. Inn from the Cold Society
67. Jewish Family Service (Calgary)
68. Kerby Assembly
69. Legacy Place Society
70. Legal Aid Foundation of Alberta
71. Mahmawi-atoskwin
72. McMan Youth, Family and Community Services Association
73. Metis Calgary Family Services Society
74. Metis Urban Housing Corporation
75. Muslim Families Network Society
76. The Mustard Seed Society
77. Native Addictions Services Society
78. Native Counselling Services of Alberta
79. Next Step Ministries Society
80. Norfolk Housing Association
81. Oxford House Foundation of Canada
82. Potential Place Society
83. Prospect Human Services Society
84. Recovery Acres (Calgary) Society
85. Renfrew Recovery Centre
86. RESET Society of Calgary
87. Rowan House Society
88. Royal Canadian Legion Branch Poppy Fund
89. The Salvation Army London Centre of Hope
90. The S.H.A.R.P. Foundation (Society Housing AIDS Restricted Persons)
91. Sheldon Kennedy Child Advocacy Centre Ltd. Siksika Off-Reserve Affordable Housing Project Ltd.
92. Silvera for Seniors
93. Simon House Residence Society
94. Sonshine Society of Christian Community Services
95. SORCe
96. Southern Alberta Brain Injury Society
97. Student Legal Assistance Society (Calgary)
98. Trinity Place Foundation of Alberta
99. United Way of Calgary and Area
100. Universal Rehabilitation Service Agency
101. Vibrant Communities Calgary
102. Victory Outreach Foundation
103. Volunteer Centre of Calgary
104. The Westbourne Baptist Benevolent Association of Alberta
105. Wheatland Crisis Society
106. Women In Need Society of Calgary
107. Women's Centre of Calgary
108. Woods Homes Society
109. Youth for Christ Association of Calgary

Appendix G – RESOLVE Campaign Partners

RESOLVE

Making Calgary a better home for *everyone*.



Appendix H – The Living Legacy Consultation Process

To mark the conclusion of Calgary's 10 Year Plan to End Homelessness, members of Calgary's Homeless-Serving System of Care (HSSC) as well as broader stakeholder groups (the public, corporate Calgary, those with lived experience of homelessness, Indigenous Elders, youth and adults) were invited to give reflections on the past decade of ending homelessness in our city in order to inform sector directives moving forward.

Our engagement approach began with a *Connectivity Breakfast* in May 2018. Hosted by Calgary Homeless Foundation, a collective of 52 CEOs, Executive Directors, Board Chairs and leadership came together to view the outline of the Living Legacy process and its key deliverables and provide their feedback and questions.

Phase I of the engagement process involved 54 long-standing individuals in the Homeless Serving System of Care who had extensive knowledge of the 10 Year Plan to End Homelessness. The purpose of these sessions was to identify the key topics to bring to discussions with the broader community. These discussions focused on the following questions:

- What's working?
- What's not working?
- What unique factors made this possible?
- What's most important? (ranking exercise)
- Is there anything we're missing or should be asking?

Discussions within the first phase sessions identified eight key topic areas to explore in phase II of the engagement process:

1. Caring for the Front Lines
2. Data and Reporting
3. Empowering Calgarians
4. Homeless Serving System Planning
5. Housing
6. Poverty and Homelessness
7. Shelter Visioning
8. Empowering Calgarians: The Public

Phase II called to all members of the HSSC, as well as broader stakeholder groups such as key members of the primary systems, corporate Calgary, community volunteers, agency board members, agency executives, the public, and those with lived experience of homelessness to contribute their thoughts, stories, knowledge and opinions.

Each session was three hours, attended by 5 – 30 individuals, and focused on one of the topics listed above. Participants were provided with information about the Living Legacy process, including an overview on the session topic with proposed discussion points, and were asked to provide feedback about:

- The successes or 'wins' in creating an agile system that includes the above mentioned topic(s)
- Opportunities for enhancement in the context of the above mentioned topic(s)

- A description of what an agile system would look like if it valued the above mentioned topic(s)

Comments were captured by CHF Communications staff and collated into an engagement report. Over 200 participants contributed to Phase II of the engagement sessions, largely made up of front-line employees and middle management.

All Phase I and II engagement sessions were facilitated by Nancy Loraas of Next Level Leadership, and attended by Dr. Alina Turner of Turner Strategies in order to inform this Collective Impact Report. Remarks were collected in the form of minutes, written long-answer and short-answer forms, and online surveys.

Phase II saw 12 engagement sessions completed, covering eight broad topics, attended by 200+ participants. Forty-two public online surveys were completed.

Separate and complimentary sessions were completed with Indigenous Elders, leaders, youth, and adults; many with current or past lived experience of homelessness. Elders were consulted first, and guided subsequent conversations as participants were invited to give their reflections on the unique perspective of Indigenous homelessness in Calgary. These sessions were led by Indigenous facilitators: Karen Pheasant-Neganigwane, Ange Neil and Katelyn Lucas of ASCHH. Honoring oral tradition, remarks from these sessions were collected through video and voice recording.

The Living Legacy engagement process utilized Appreciative Inquiry and Design Thinking. Through the Appreciative Inquiry methodology – instead of the Design Thinking process which focuses on solving problems – we applied meaningful conversations with the aim to promote positive actions.



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