

OPENING DOORS. BUILDING HOPE.

# Permanent Supportive Housing: Essential for Ending Homelessness



**homeward trust**  
edmonton

# INTRODUCTION

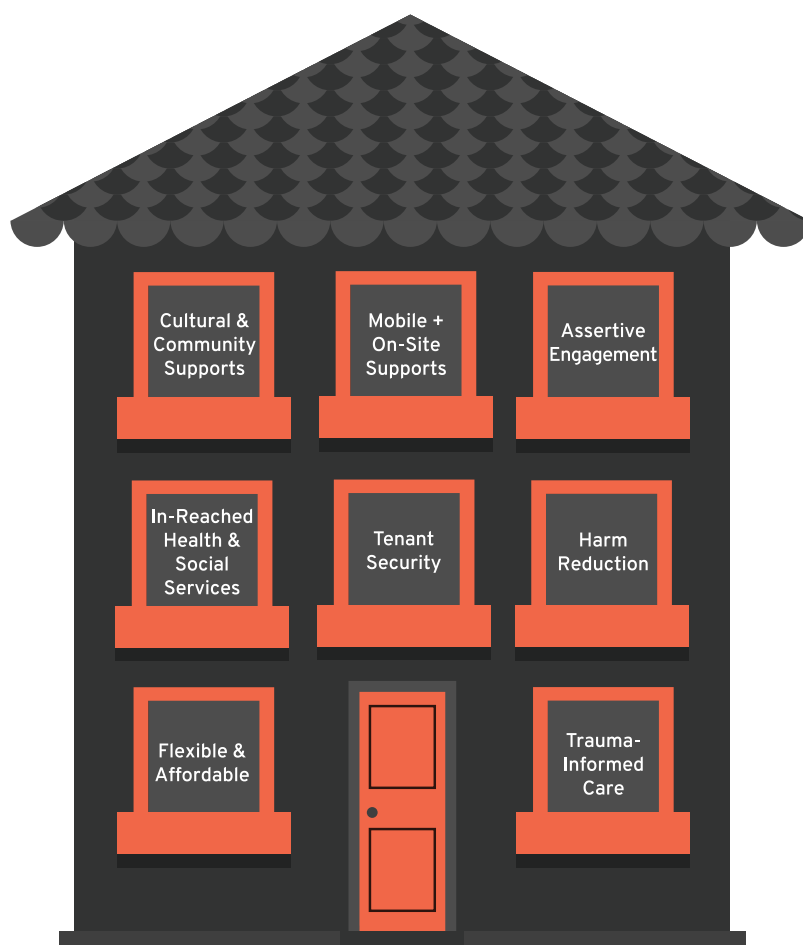
**Permanent supportive housing is an evidence-based intervention that links permanent, affordable housing with flexible, voluntary support services to assist with housing retention and independent living.**

As the backbone organization and system planner for Edmonton's homeless-serving system, Homeward Trust stewards Edmonton's efforts to develop and manage permanent supportive housing to serve individuals experiencing chronic homelessness in collaboration with a multitude of service providers.

This report describes the strengths, opportunities and gaps in Edmonton's permanent supportive housing sector as part of the Update to Edmonton's Plan To End Homelessness and the City of Edmonton's forthcoming Supportive Housing Strategy.

As part of this work, Homeward Trust invited the Corporation for Supportive Housing to facilitate a full-day consultation in April 2017 on best practices in permanent supportive housing support models, system collaboration, design/construction and property management, informing the strategic directions outlined in this report.

These strategic initiatives align with Homeward Trust's ongoing efforts to support sector-wide system planning and coordination and draw upon evidence and best practices emerging from other communities, both within Canada and internationally.



*This graphic illustrates the key components of the permanent supportive housing program model as defined by Homeward Trust.*

# DEFINING PERMANENT SUPPORTIVE HOUSING

***Homeward Trust broadly defines permanent supportive housing as follows:***

- Primarily targeted to individuals who have a history, or are at risk of, housing instability;
- Tenancy is not time-limited (an indefinite length of stay is possible, not intended to be transitional in nature);
- On-site staff support residents with tenancy management and connect them to mobile and on-site supports;
- Buildings have independent units (private or roommate accommodation) with common spaces (e.g. kitchens, community spaces for Indigenous ceremony or traditional practices).

Definitions of permanent supportive housing vary. The following definitions have been used in Edmonton to date:

- Edmonton's Plan To End Homelessness (2009): "Affordable housing with the supports provided on-site... includes on-site supports for clients with complex needs, so they can live as independently as possible"
- City of Edmonton Affordable Housing Strategy (2015): "Seniors lodges, assisted living and enhanced living facilities, with supports generally provided on site"

Every permanent supportive housing site is different, with a distinct program mandate and client population (e.g. individuals living with Fetal Alcohol Spectrum Disorder). Permanent supportive housing sites vary in the type of building, tenancy management, on-site support and in-reached health and social services that are provided for residents. Some permanent supportive housing programs offer meals, peer support programs, case management, social activities or addiction, mental health or health/medical services. Residents' participation in programs and services is voluntary and not a condition of their tenancy.





While this report primarily focuses on place-based permanent supportive housing, scattered-site permanent supportive housing is frequently implemented in other municipalities to use vacancies in the private rental market to offer long-term intensive supports for clients<sup>1</sup>. In a scattered-site model, residents receive long-term in-reached supports (similar to Assertive Community Treatment) in an apartment leased from a private landlord. Scattered-site permanent supportive housing is a current gap in Edmonton that may be explored to meet demand while the planning and construction of new place-based permanent supportive housing sites are underway.

## CONTEXT

The 10 Year Plan To End Homelessness in 2009 identified a need for 1,000 permanent supportive housing units in Edmonton by 2014. As of 2017, 201 new permanent supportive housing units with a specific homelessness mandate became available in Edmonton since the start of the Plan – approximately one-fifth of the original target (see Appendix A for a full list). Permanent supportive housing continues to emerge as a high priority for Edmonton in the consultations for the Update to Edmonton's Plan To End Homelessness.

Demand is very high for permanent supportive housing units. Based on 2017 data, the Plan Update estimates that more than 900 new permanent supportive housing units will be required over the next six years to end homelessness. These are categorized by three levels of intensity: approximately 240 units of high-intensity (Model 3), 176 units of moderate-intensity (Model 2) and 500 units of low-intensity (Model 1). See page 11 for more information about this typology of PSH models.



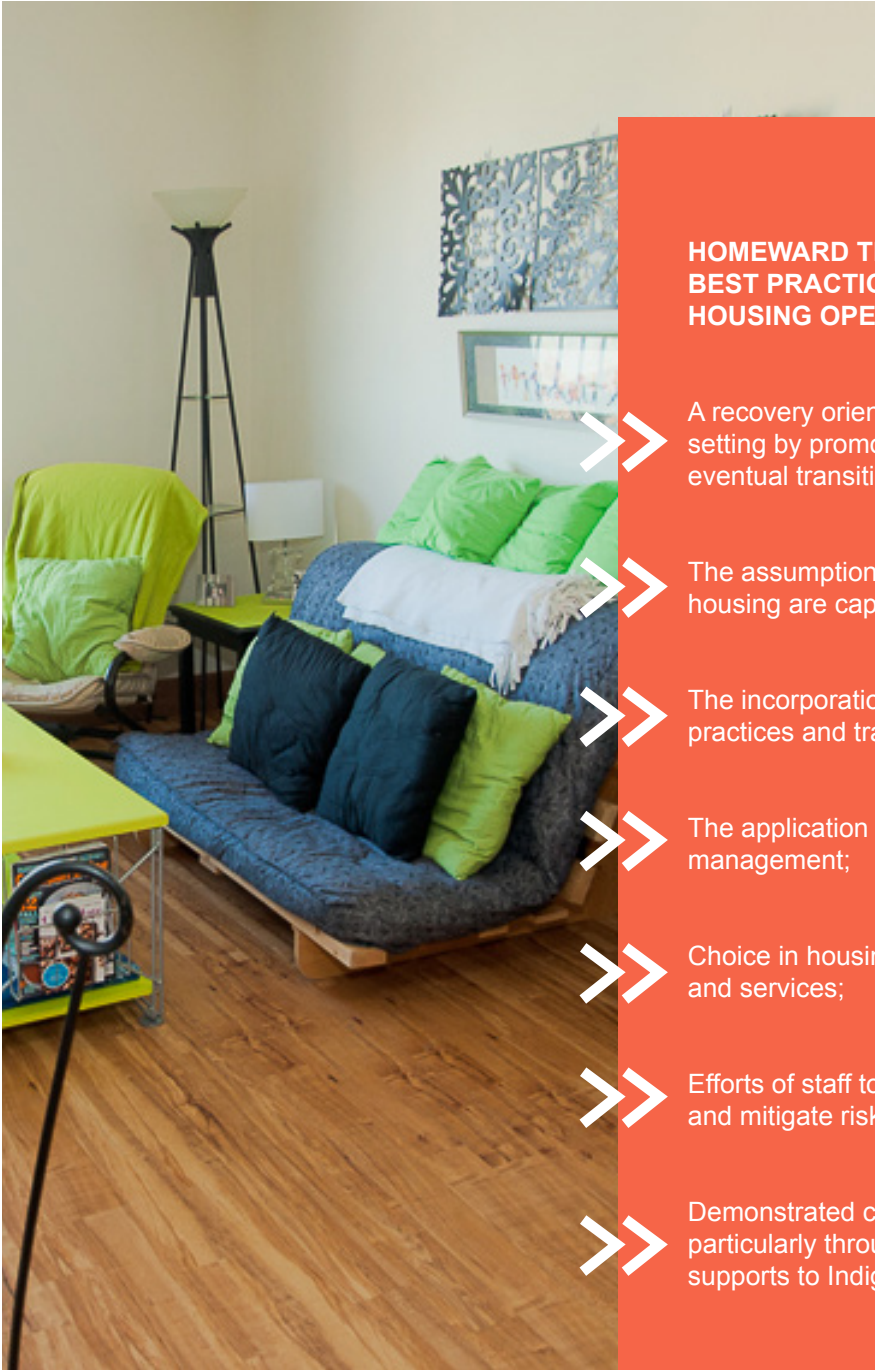
### **HOMEWARD TRUST CURRENTLY FUNDS 6 PERMANENT SUPPORTIVE HOUSING PROGRAMS IN EDMONTON:**

- ▶ Westwood Manor (The Mustard Seed)
- ▶ Iris Court (Schizophrenia Society of Alberta)
- ▶ Hope Terrace (Bissell Centre)
- ▶ Christopher's Place (George Spady Society)
- ▶ Ambrose Place (Niginan Housing Ventures)
- ▶ Morning Fire Protector (managed by Homeward Trust).

Intake for permanent supportive housing programs funded by Homeward Trust is facilitated by Coordinated Access, which prioritizes individuals with high acuity (as demonstrated by the Service Prioritization Decision Assistance Tool) and a history of chronic homelessness.

<sup>1</sup> Corporation for Supportive Housing (2017). "Supportive Housing". <http://www.csh.org/toolkit/public-housing-agencies-toolkit/primer-on-homelessness-and-supportive-housing/supportive-housing/>.

# PRINCIPLES



## HOMEWARD TRUST APPLIES THE FOLLOWING BEST PRACTICES TO PERMANENT SUPPORTIVE HOUSING OPERATIONS:

- >> A recovery orientation to client case planning and goal setting by promoting clients' autonomy, independence and eventual transition to independent living where possible;
- >> The assumption that residents in permanent supportive housing are capable of change and progress;
- >> The incorporation of harm reduction principles and practices and trauma-informed care;
- >> The application of evidence-based practices in case management;
- >> Choice in housing and voluntary participation in programs and services;
- >> Efforts of staff to ensure housing stability and retention and mitigate risks of eviction;
- >> Demonstrated cultural competence in service delivery, particularly through the provision of culturally relevant supports to Indigenous clients.

## LOCATION & SITE SELECTION

The location of a permanent supportive housing site, and its proximity to public transit and amenities, is essential to its success<sup>2</sup>. Edmonton could benefit from a clearer framework for permanent supportive housing site selection to support community consultation and information sharing during the pre-development phase.

In Edmonton, larger permanent supportive housing sites are typically zoned as RA7, RA8 or RA9. Smaller facilities can fall within a range of low density residential zones, including RF1, RF2, RF3, RF4 and RF5. In these zones, supportive facilities may fall under the use class of apartment housing, group homes, limited group homes, lodging houses, or extended medical treatment services.

Apartment and Group Homes can be further defined as meeting Section 94 of the Zoning Bylaw, "Supportive Community Provision," which is "to facilitate the provision of housing in which care is provided to residents in a permanent residential setting." When meeting the conditions of Section 94, developments are entitled to reduced parking requirements and density bonuses. Limited Group Homes, Group Homes and Lodging Houses also have special land use provisions which provide additional regulations for these uses.

Limited Group Homes are consistently listed as permitted uses in residential zones to avoid appeals against these uses. Apartments are also permitted uses, which help ensure that projects cannot be appealed based solely on the people that are intended to live in a facility.

Lodging Homes and Group Homes are typically listed as discretionary uses, which can lead to greater uncertainty in the development process. Edmonton's Zoning Bylaw also has threshold limits for Group Homes, Limited Group Homes and Lodging Houses which restrict the number of these facilities in a neighbourhood. These restrictions can create a barrier to adding new supportive housing in certain areas. Refinements to Section 94 could also be considered to allow more supportive housing projects to benefit from the parking reductions and density allowances.

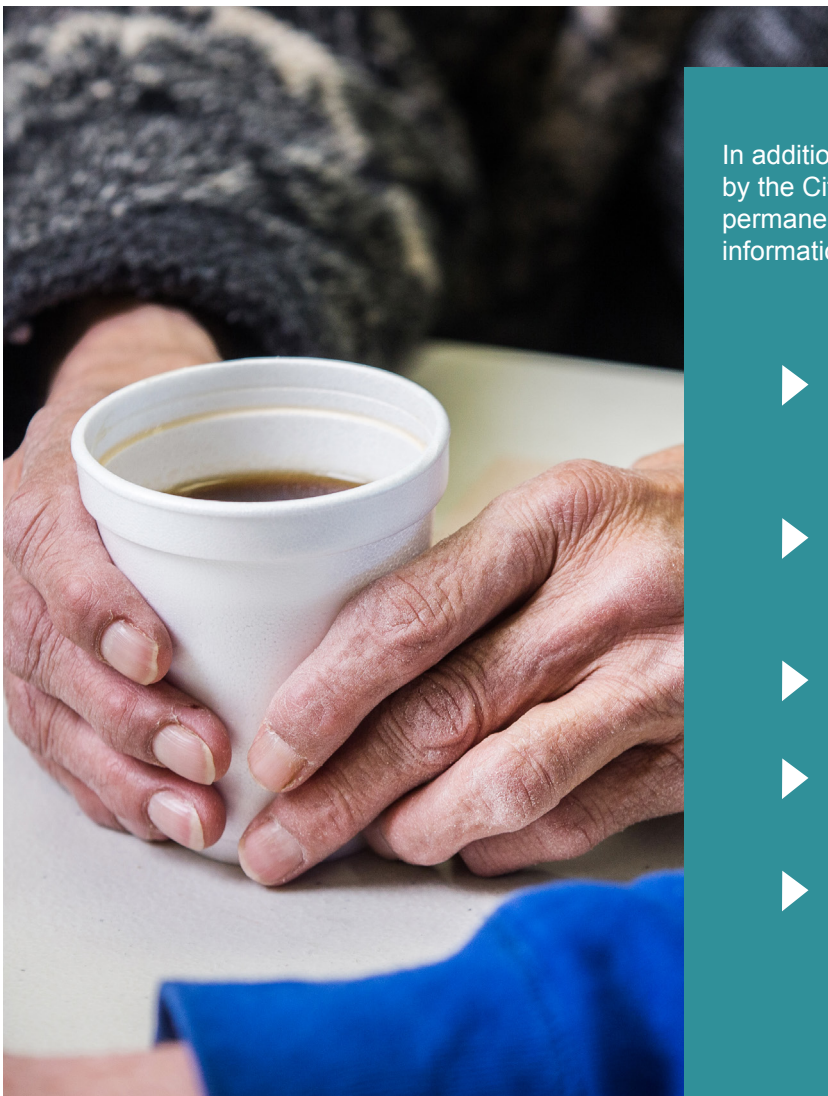
The City of Toronto encourages the use of the following criteria for site selection for supportive and transitional housing projects:

- ▶ A list and map of local community and support services and community facilities that will benefit tenants;
- ▶ An assessment of the area in terms of positive opportunities for tenants (employment, community building, etc);
- ▶ An assessment of the area in terms of safety and security for tenants;
- ▶ The availability of public transit.

2 Corporation for Supportive Housing (2013). "Dimensions of Quality: Supportive Housing". [http://www.csh.org/wp-content/uploads/2013/07/CSH\\_Dimensions\\_of\\_Quality\\_Supportive\\_Housing\\_guidebook.pdf](http://www.csh.org/wp-content/uploads/2013/07/CSH_Dimensions_of_Quality_Supportive_Housing_guidebook.pdf).

# COMMUNITY ENGAGEMENT: A RIGHTS-BASED APPROACH

A rights-based approach, that is in alignment with the City of Edmonton's Affordable Housing Strategy and the United Nations Universal Declaration of Human Rights, should continue to guide our work when consulting communities on proposed supportive housing developments. In the City of Edmonton, permanent supportive housing developments comply with consultation and notification requirements of the Edmonton Zoning Bylaw where a proposal requires a variance(s) or rezoning.



In addition to consultation and notification, when required by the City of Edmonton Zoning Bylaw, developers of permanent supportive housing may employ a number of information sharing initiatives including:

- ▶ Connecting with interested residents, businesses, and groups to discuss each proposal
- ▶ Hosting public open houses to provide interested members of the public an opportunity to learn more about the proposal, ask questions and provide feedback
- ▶ Making presentations of the development concept to gather additional feedback
- ▶ Inviting community members to the groundbreaking event
- ▶ When the development moves into construction, providing community members with regular progress updates



When a new development is completed, Homeward Trust encourages operators/service providers to apply the following best practices to maintain positive relationships with the local neighbourhood:

**INVITING COMMUNITY MEMBERS TO AN OPEN HOUSE TO SEE THE SPACE AND MEET THEIR NEIGHBOURS.**

**MAINTAINING CONTACT WITH THE NEIGHBOURHOOD'S COMMUNITY LEAGUE TO ANSWER ANY QUESTIONS OR CONCERNS.**

**ENSURING THAT PROPERTY MANAGERS RESPOND TO COMMUNITY QUESTIONS, FEEDBACK OR CONCERNS IN A TIMELY MANNER.**

Other municipalities in Canada have experienced significant success with municipal frameworks, strategies or charters that balance a rights-based approach to supportive housing with concerns about the geographic distribution for permanent supportive housing sites. The City of Vancouver's 2007 Supportive Housing Strategy provided the framework to successfully identify twelve municipally owned sites across Vancouver for the development of 1,200 social and supportive housing units.<sup>3</sup> Similarly, the City of Toronto approved a Toronto Housing Charter ("Opportunity For All") in 2009, affirming a rights-based approach to affordable and supportive housing and creating a zero-tolerance policy for discriminatory comments at public meetings<sup>4</sup> (see Appendix E).



Recent practice has required proactive community relations plans as part of funding agreements and they can be terminated if a project is not managed as a good neighbour.

"Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control."

- Article 25, Universal Declaration of Human Rights

<sup>3</sup> City of Vancouver (2007). "Supportive Housing Strategy for Vancouver Coastal Health's Mental Health and Addictions Supportive Housing Framework". <http://vancouver.ca/docs/policy/vancouver-supportive-strategy.pdf>.

<sup>4</sup> City of Toronto (2009). "An Affordable Housing Action Plan (2010 – 2020)". [http://www1.toronto.ca/city\\_of\\_toronto/affordable\\_housing\\_office/files/pdf/hot\\_actionplan.pdf](http://www1.toronto.ca/city_of_toronto/affordable_housing_office/files/pdf/hot_actionplan.pdf).



## NEIGHBOURHOOD INTEGRATION

Neighbourhood integration is critical for the success of a permanent supportive housing program. Research from the Corporation for Supportive Housing on building neighbourhood integration indicates that successful relationship building starts well before the development process is initiated.

By engaging informally with community members and neighbourhood associations, organizations like Homeward Trust aim to address the root causes of neighbours' concerns about the project and identify opportunities for the new site to be a resource for the entire community (e.g. making the space available for community groups or hosting neighbourhood events and open houses)<sup>5</sup>. Several permanent supportive housing programs in Edmonton engage tenants in a volunteer or employment capacity to assist with yardwork, building

maintenance or cleaning, demonstrating their commitment to improving the neighbourhood and contributing to their community in a meaningful way.

**Homeward Trust includes clauses in permanent supportive housing funding agreements to ensure that programs comply with “good neighbour” expectations established in the development process and have a mitigation plan in place to address neighbourhood concerns when they are fully operational.**

In other communities, Citizen Advisory Committees or Good Neighbour Agreements have been used to address community concerns about a new supportive housing development. Good Neighbour Agreements can be established with community leagues or neighbourhood associations to clarify roles, outline expectations for



<sup>5</sup> Corporation for Supportive Housing (2006). "Thinking Beyond 'NIMBY': Building Community Support for Supportive Housing". <http://www.csh.org/wp-content/uploads/2012/07/BeyondNIMBYpdf.pdf>.

communication and enshrine components of the program model (e.g. 24/7 security on-site). Some principles of Good Neighbour Agreements are also incorporated as addendums in the tenant's lease to reinforce a zero-tolerance policy for criminal activity or neighbourhood disruption<sup>6</sup>.

While these types of agreements can be productive for establishing trust with the local community, they limit opportunities for a permanent supportive housing program to adapt their target population or program model to address changing needs in the community over time.

## IMPACT

Permanent supportive housing is an evidence-based intervention that positively impacts residents, service providers, neighbourhoods and the wider community. 73% of clients in Homeward Trust-funded permanent supportive housing programs – many of whom were previously homeless for an extended period – maintain their housing for at least a year after moving into permanent supportive housing.

A preliminary evaluation of Ambrose Place identified significant reductions in the number of inpatient admissions, emergency department visits and addiction and mental health-related EMS events<sup>7</sup>. While these findings do not represent all permanent supportive housing programs in Edmonton, there is increasing evidence that permanent supportive housing does result in a reduction of inappropriate service usage and an improvement in residents' quality of life, self-sufficiency and safety<sup>8</sup>.



*"Sarah has been a resident in our permanent supportive housing program for 3 years. In the beginning, her health was failing and her drug and alcohol use was daily. When Sarah would drink, she would often call the ambulance to take her to the hospital. At one point, she had made over 14 calls to EMS in 6 months. Sarah now has a care plan with our staff, has stopped using drugs and reduced her alcohol use. She has been advocating for her health and actively seeking the supports she needs to improve her life."*  
- PSH Staff (2016)

Studies indicate that the tenants of permanent supportive housing programs make important contributions to their local neighbourhoods (including modest contributions to the local economy and increasing friendliness among neighbours). Furthermore, the construction of new permanent supportive housing developments does not negatively impact the neighbourhood's property values or crime rate<sup>9</sup>.

6 Focus Consulting Inc. (2013). "Finding Common Ground". [https://www.edmonton.ca/city\\_government/documents/PDF/Finding\\_Common\\_Ground\\_Consultant\\_Report.pdf](https://www.edmonton.ca/city_government/documents/PDF/Finding_Common_Ground_Consultant_Report.pdf).

7 Alberta Health Services (2017). "Ambrose Place Preliminary Evaluation Results".

8 Heavy Users of Service Evaluation Subcommittee (2016). "Heavy Users of Service: Improving the Lives of Edmonton's Most Vulnerable Persons".

9 De Wolff, A. (2008). "We Are Neighbours: The Impact of Supportive Housing on Community, Social, Economic and Attitude Changes". Toronto: Wellesley Institute. <http://www.wellesleyinstitute.com/wp-content/uploads/2011/11/weareneighbours.pdf>.

## FINANCIAL COST

The typical development cost for permanent supportive housing in Edmonton ranges from \$200,000 - \$350,000 per unit (including land). The cost range is a result of support program model design considerations, accessibility requirements, private amenity space and compliance with Designated Assisted Living (DAL) requirements. Land costs significantly impact the cost to build permanent supportive housing. Operating costs vary considerably based on the mortgage, replacement reserve, maintenance, utilities, insurance, administration and property management.

The following typology illustrates the range of costs for permanent supportive housing programs, including both capital and operating costs:

	MODEL 3 - HIGH	MODEL 2 - MODERATE	MODEL 1 - LOW
<b>TARGET CLIENT</b>	<ul style="list-style-type: none"> <li>- Chronic homelessness</li> <li>- Severe mental illness, addictions</li> <li>- Complex trauma, cognitive impairment</li> </ul>	<ul style="list-style-type: none"> <li>- Chronic homelessness</li> <li>- Severe mental illness, addictions</li> <li>- Complex trauma</li> </ul>	<ul style="list-style-type: none"> <li>- Chronic homelessness</li> <li>- Other vulnerabilities (e.g. addictions, victimization)</li> </ul>
<b>SUPPORT TYPE</b>	<ul style="list-style-type: none"> <li>- 24/7 tenancy management</li> <li>- On-site clinical supports</li> <li>- In-reached health and disability (PDD) services</li> </ul>	<ul style="list-style-type: none"> <li>- 24/7 tenancy management</li> <li>- On-site clinical supports</li> <li>- In-reached health services</li> </ul>	<ul style="list-style-type: none"> <li>- 24/7 tenancy management</li> <li>- Mobile supports workers as need (e.g. Housing First)</li> </ul>
<b>ANNUAL SUPPORTS COST</b>	\$2,000,000	\$1,000,000	\$100,000 <sup>10</sup>
<b>CAPITAL COST (\$/UNIT)</b>	\$310,000	\$210,000	\$200,000

<sup>10</sup> KPMG and OrgCode Consulting (2011). Edmonton Homeless Commission Final Report: Study of the Homeless in Edmonton with Intensive Needs. Additional in-reached services (e.g. Assertive Community Treatment) are often required to support residents in this model.





# FINANCIAL COST

Several cost avoidance assessments have demonstrated the cost savings from permanent supportive housing and related interventions, such as managed alcohol programs. A 2007-2008 evaluation of service usage indicated that the ten highest system users among the homeless population (often the individuals who are most appropriate for permanent supportive housing) cost Alberta Health Services an estimated **\$3.5 million** in a single year<sup>11</sup>.

Similarly, a 2015 review of Edmonton-based managed alcohol programs (MAPs) concluded that for every individual experiencing homelessness who is housed in a MAP program:



There is an average net benefit of **\$16,000 - \$40,000** annually



Residential MAP programs in a permanent supportive housing setting provide the greatest net benefit – for 20 clients, the average annual net benefit is **\$1,062,000**<sup>12</sup>

There is also significant evidence of the cost-effectiveness of permanent supportive housing from other communities, both within Canada and internationally. Multiple American studies indicate that the cost of developing permanent supportive housing is largely offset by the cost savings for reductions in emergency shelter and health care system usage – for example, in Denver permanent supportive housing demonstrated cost savings of **\$15,733** per person per year in public costs for emergency shelters, involvement in the criminal justice system, health care, emergency room visits and behavioural health interventions. These savings exceeded the cost of permanent supportive housing (\$13,400 per person annually)<sup>13</sup>.

11 KPMG and OrgCode Consulting (2011). Edmonton Homeless Commission Final Report: Study of the Homeless in Edmonton with Intensive Needs.

12 Managed Alcohol Committee (2016). "Stakeholder Consultation and Financial Analysis Reports – Key Learnings".

13 Perlman, Jennifer and Parvensky, John (2006). "Denver Housing First Collaborative Cost Benefit Analysis and Program Outcomes Report". Denver: Colorado Coalition for the Homeless. [https://shnny.org/uploads/Supportive\\_Housing\\_in\\_Denver.pdf](https://shnny.org/uploads/Supportive_Housing_in_Denver.pdf).

# RESEARCH, EVALUATION & SYSTEM PLANNING

Homeward Trust leads research and evaluation projects to assist with system planning and coordination for supportive housing. Some ongoing projects include:

- Developing an evaluation framework for Homeward Trust's funded permanent supportive housing programs;
- Conducting a SROI and client journey evaluation of Heavy Users of Service (HUoS) to better understand the social and financial impact of permanent supportive housing and related interventions for Edmonton's heaviest service users;
- Researching innovative support models in other communities that will assist Edmonton in increasing permanent supportive housing capacity creatively, quickly and cost-effectively;
- Conducting additional research and analysis to identify key target populations that are underserved in Edmonton's existing stock of permanent supportive housing;
- Identifying viable sites for new permanent supportive housing developments in neighbourhoods across Edmonton.

The Update to Edmonton's Plan To End Homelessness provides the foundation for more intentional, strategic system planning in Edmonton that can evaluate the supply, demand, underserved populations and gaps in permanent supportive housing in real time. This approach uses recent, local data from Edmonton housing and service providers to project needs, gaps and cost implications and respond to changes in population growth, migration and economic conditions. System planning provides the rigour and foresight we need to draw informed conclusions about the role of permanent supportive housing in Edmonton's affordable housing spectrum.



## MOVING FORWARD

Permanent supportive housing is a significant opportunity to make a difference in the lives of our most vulnerable Edmontonians – it is a successful, cost-effective and evidence-based intervention. Studies indicate that increased community investment in permanent supportive housing units shows steeper declines in chronic homelessness over time<sup>14</sup>. In Medicine Hat, permanent supportive housing was identified as one of the key components in their successful efforts to end homelessness<sup>15</sup>.



Homeward Trust has identified the following priorities for permanent supportive housing moving forward.

- 01** Consolidating definitions of permanent supportive housing and affordable housing among the City of Edmonton's statutory and non-statutory plans to help identify viable sites;
- 02** Working with the City of Edmonton to identify opportunities to facilitate access to land and capital for new permanent supportive housing developments;
- 03** Coordinating with Alberta Health Services to pre-plan site-specific supports for future permanent supportive housing programs, such as Balwin;
- 04** Identifying underserved populations and service gaps for permanent supportive housing as part of the Plan Update system mapping;
- 05** Advocating for the adoption of an Edmonton Housing Charter that advances a rights-based approach to housing.

Edmonton is a leader in ending homelessness in Canada, and permanent supportive housing is integral to our progress. Funding and viable sites for new permanent supportive housing developments are urgently needed in Edmonton to realize the goals outlined in Edmonton's Plan To End Homelessness.

<sup>14</sup> Byrne, T., et al. "The Relationship Between Community Investment in Permanent Supportive Housing and Chronic Homelessness". Social Service Review 88(2): 234-263.

<sup>15</sup> Turner, A. & Rogers, J. (2016). "The 'First City To End Homelessness': A Case Study of Medicine Hat's Approach to System Planning in a Housing First Context". In: Nichols, N. and Doberstein, C. (2016). Exploring Effective Systems Responses to Homelessness.



## APPENDIX A: OVERVIEW OF PERMANENT SUPPORTIVE HOUSING FACILITIES

The following permanent supportive housing sites came on-line since the launch of Edmonton's Plan To End Homelessness in 2009.

SITE	OPERATOR	NUMBER OF UNITS/BEDS
CANORA PLACE	JASPER PLACE WELLNESS CENTRE	30
EDWARDSON PLACE	HOPE MISSION	16
WESTWOOD MANOR	THE MUSTARD SEED	21
MORNING FIRE PROTECTOR	HOMEWARD TRUST	15
IRIS COURT	SCHIZOPHRENIA SOCIETY	21
HOPE TERRACE	BISSELL CENTRE	24
PLACE OF DIGNITY	GEORGE SPADY SOCIETY	6
CHRISTOPHER'S PLACE	GEORGE SPADY SOCIETY	26
AMBROSE PLACE	NIGINAN HOUSING VENTURES	42
	<b>TOTAL</b>	201 <sup>16</sup>

This list is not an exhaustive inventory of permanent supportive housing sites in Edmonton. Permanent supportive housing is delivered by multiple service providers, including People In Need Shelter Society, Excel Society, Canadian Mental Health Association, Alberta Health Services, E4C, Greater Edmonton Foundation, Urban Manor Housing Society and Homeward Trust Edmonton's funded agencies.

<sup>16</sup> Note that an earlier calculation included Alpha House (Catholic Social Services), which is an addictions treatment facility that was misclassified. This error has been corrected, and the total has been adjusted from 213 to 201.

## APPENDIX B: OVERVIEW OF SUPPORT MODELS

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Permanent supportive housing facilities have varying levels of clinical and non-clinical support. Support services may include, but are not limited to: case management/service coordination, mental health services, alcohol and substance use services (including managed alcohol programs), assistance with independent living skills, employment services, health/medical services (e.g. medication administration) or peer support services<sup>17</sup>.

Homeward Trust has developed this framework to classify and define support models for permanent supportive housing programs, informed by the Corporation for Supportive Housing's model<sup>18</sup>:

### MODEL 1 (LOW INTENSITY): 24/7 TENANCY MANAGEMENT AND MOBILE SUPPORTS

Residents are supported by an on-site tenancy manager and mobile clinical care for mental health or addiction issues (e.g. an Assertive Community Treatment (ACT) team). This type of facility is similar to a seniors' independent living facility, in which mobile supports help residents stabilize their situation and retain their housing. Canora Place is an example of permanent supportive housing that would align with this model.

### MODEL 2 (MODERATE INTENSITY): 24/7 TENANCY MANAGEMENT, LIMITED ON-SITE SUPPORT AND IN-REACHED CLINICAL CARE

In this model, residents receive support from on-site staff, home-based health services (such as home care or a community mental health program) and other support resources where required. This type of facility is equivalent to a Supportive Living SL-1 site, where residents live independently but often require regular visits from health and social service providers to manage more complex medical conditions. Balwin is an example of permanent supportive housing that would align with this model.

### MODEL 3 (HIGH INTENSITY): 24/7 TENANCY MANAGEMENT, ON-SITE CLINICAL CARE AND IN-REACHED SUPPORTS

In this model, residents are supported through individual case management and goal-setting. Meals and housekeeping may be provided, and clinical staff are available 24/7 for counseling or crisis intervention as required. This type of facility is most appropriate for individuals with concurrent mental illnesses or addictions who require assistance with their daily activities or individuals who require end-of-life care. Ambrose Place is an example of permanent supportive housing that would align with this model.

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<sup>17</sup> Corporation for Supportive Housing (2017). "Services and Staff Roles". <http://www.csh.org/toolkit/supportive-housing-quality-toolkit/supportive-services/services-and-staff-roles/>.

<sup>18</sup> Corporation for Supportive Housing (2013). "Understanding Supportive Housing". [http://www.csh.org/wp-content/uploads/2013/08/UnderstandingSH\\_Models\\_F.pdf](http://www.csh.org/wp-content/uploads/2013/08/UnderstandingSH_Models_F.pdf).

# APPENDIX C: STAKEHOLDER CONSULTATION FEEDBACK

On April 11, 2017, Homeward Trust Edmonton hosted a full-day consultation on permanent supportive housing as an important input into both the Update to Edmonton's Plan To End Homelessness and the City of Edmonton's forthcoming Supportive Housing Strategy. Facilitated by the Corporation for Supportive Housing, this consultation engaged 75 housing agency leadership and staff, service providers, government leaders, developers, architects, and neighbourhood representatives to identify gaps, best practices and opportunities to scale up Edmonton's permanent supportive housing efforts.

The consultation was structured in four sessions: (1) support models and clinical interventions, including staffing models and the role of cultural supports; (2) system collaboration, including access to mainstream service access and mental health/addiction supports; (3) design and built form, including community consultation processes, site identification, location and neighbourhood integration; and (4) property management, including harm reduction, eviction prevention and guest management.

## 01 SUPPORT MODELS / CLINICAL INTERVENTIONS

### ISSUES

- Housing retention for PSH clients
- Requirement for clients to participate in Housing First
- Risk of cherry-picking clients who will be successful
- PSH providers often isolated; require better system integration

### BEST PRACTICES

- Harm reduction housing; managed alcohol programs have demonstrated much effectiveness
- Program mandates for targeted populations (e.g. FASD)
- Indigenous cultural supports
- Mixed use development (can provide a continuum of supports as clients transition)

### GAPS

- On-site Indigenous cultural supports
- Lack of scattered-site PSH models (more cost-effective)
- Information sharing between service providers (lack of a formal support network)
- Lodge level care for vulnerable seniors/ individuals with high needs who require a secure facility
- Lack of PSH units for couples or families
- Gaps in provision of mobile supports
- Adequate supports for individuals to transition out of PSH, when appropriate

## 02 SYSTEM COLLABORATION

### ISSUES

- Lack of integration between capital and operating grants
- Residential Tenancies Act doesn't allow PSH providers to provide restrictions for guest management/ behaviours
- Significant issues with a lack of communication during discharge planning (corrections, hospitals, addictions treatment)
- Safety issues supporting families with small children in a harm reduction philosophy
- Centralization of support services in downtown core
- Challenges with information sharing/ privacy, particularly across systems

### BEST PRACTICES

- Heavy Users of Service an excellent example of collaborative case planning
- Mobile supports (e.g. ACT, home care) or service providers who can do home visits
- Cross system case conferencing (e.g. Iris Court case conferences with AHS, Christopher's Place case conferences with EPS)
- Peer support models (e.g. Ambrose Place)
- Informal trusteeship arrangements, where needed
- Using cultural supports/ceremony as a means of engagement

### GAPS

- Shared database across PSH sites to assist with coordination
- Lack of involvement from natural supports in case conferencing
- Challenges maintaining housing if a client is hospitalized or incarcerated (AISH restrictions)
- Lack of internal staff capacity/knowledge of mental health



## 03 DESIGN AND BUILT FORM

### ISSUES

- Town halls are often not a productive venue for community engagement (intensify emotions)
- Need for low barrier designs with an ageing population
- Opportunity to provide PSH in creative ways (e.g. scattered-site PSH), rather than a traditional 20-unit building
- Need for alignment across municipal, provincial and federal governments to expedite construction of new units
- Lack of community understanding about the difference between affordable and social housing and PSH

### BEST PRACTICES

- Educating elected officials on PSH so they can engage effectively with constituents
- Framing PSH as an asset to the community; applying a strengths-based approach
- Mixed market models/mixed use development
- Co-located services or proximity to key amenities (grocery stores, doctors) and public transit
- Home-like environments (less institutional designs)
- Creating opportunities for the community to use the space (e.g. meeting rooms, gymnasiums)

### GAPS

- Need for PSH sites with guest management supports (e.g. front desk staff)
- PSH units designed for families
- Need for ongoing operating funding for maintenance and upkeep
- Existing supportive living guidelines are senior-specific, need to be adapted for homeless population
- Lack of universal living standards specific to PSH

## 04 PROPERTY MANAGEMENT

### ISSUES

- Challenges with Residential Tenancies Act in PSH context (e.g. guest management)
- Increased emphasis/proactive resources for eviction prevention and guest management
- Difficulty interpreting SPDAT acuity during intake process (may not reflect actual situation)

### BEST PRACTICES

- Service providers and property managers having distinct roles; may be separate organizations
- Emphasis on relationship building between residents and property manager
- Engaging tenants in building maintenance, repairs, moving, cleaning or yardwork (opportunity for skill development/employment)
- Designating units as PSH or Housing First units (in a scattered-site model)
- Monthly resident meetings to problem solve, provide updates

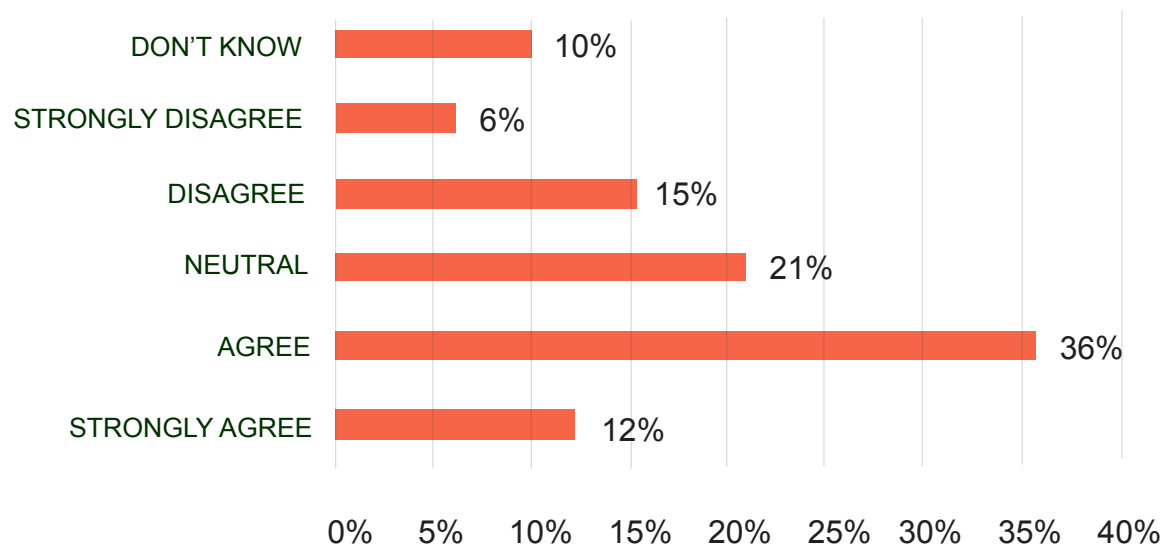
### GAPS

- Need for multi-level buildings with different levels of harm reduction (e.g. residents sometimes have preference for sober floors)
- Incorporation of cultural supports/ Indigenous worldviews
- Lack of clear process following an eviction (finding new housing and a follow-up support worker)

## APPENDIX D: PUBLIC FEEDBACK

The following survey question was included in the Update to Edmonton's Plan To End Homelessness online survey that was completed by 1,263 Edmontonians between March – April 2017.

Q9. How much do you agree or disagree that permanent supportive housing programs are ending homelessness in Edmonton? (n=1,047)



"I believe the philosophy [behind permanent supportive housing] is sound, but there needs to be further investment from provincial and federal governments to provide appropriate funds to support these initiatives in a greater capacity. At the current funding levels, I believe that access to these programs is still very limited and must be expanded in order to truly end homelessness in Edmonton."

- Survey Respondent

"Keep the supportive housing focused in downtown and the northeast parts of the city, where most of these people already live. I do not want to worry about more addicted and mentally ill people flocking to my own neighbourhood, which is a threat to personal safety for myself and my children and will reduce my property value."

- Survey Respondent

"The construction of permanent supportive housing facilities needs to be outside of core distressed neighbourhoods and requires meaningful involvement of surrounding communities to ensure success in the long term. Appropriate zoning is a requirement as well."

- Survey Respondent

## APPENDIX E: TORONTO HOUSING CHARTER

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The Toronto Housing Charter outlined below is one example of how municipalities can advance a rights-based approach to housing.

The City of Toronto's Affordable Housing Committee has a zero-tolerance policy for discriminatory comments at community public meetings.

**The Toronto Housing Charter includes the following statement:**

"It is the policy of the City of Toronto that fair access to a full range of housing is fundamental to strengthening Toronto's economy, its environmental efforts, and the health and social well-being of its residents and communities.

In that regard:

All residents should have a safe, secure, affordable and well-maintained home from which to realize their full potential.

All residents should be able to live in their neighbourhood of choice without discrimination.

All residents, regardless of whether they rent or own a home, or are homeless, have an equal stake and voice in Toronto's future.

All residents have the right to equal treatment in housing without discrimination as provided by the Ontario Human Rights Code, and to be protected from discriminatory practices which limit their housing opportunities.

All housing in Toronto should be maintained and operated in a good and safe state of repair."<sup>19</sup>

**At the beginning of every public meeting about affordable housing, the Committee Chair reads the following:**

"This Committee and City Council are dedicated to enhancing the social and economic well-being of Toronto through the creation and preservation of affordable housing. To that end, we support an individual's fundamental right to housing without discrimination as protected under Ontario's Human Rights Code.

I would ask any deputants to stick to the facts as they relate to the substance of the proposal, as I will not entertain comments which are based on prejudices or discrimination against future residents.

This committee is determined to confront NIMBY-ism whenever and wherever it arises. We will not allow ignorance or prejudice to block the right of individuals and families to live in affordable housing in any corner of our great City."<sup>20</sup>

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19 Federation of Canadian Municipalities (2009). "Housing in My Backyard: A Municipal Guide for Responding To NIMBY". [https://fcm.ca/Documents/tools/ACT/Housing\\_In\\_My\\_Backyard\\_A\\_Municipal\\_Guide\\_For\\_Responding\\_To\\_NIMBY\\_EN.pdf](https://fcm.ca/Documents/tools/ACT/Housing_In_My_Backyard_A_Municipal_Guide_For_Responding_To_NIMBY_EN.pdf).

20 City of Toronto (2009). "An Affordable Housing Action Plan 2010 – 2020". [http://www1.toronto.ca/city\\_of\\_toronto/affordable\\_housing\\_office/files/pdf/hot\\_actionplan.pdf](http://www1.toronto.ca/city_of_toronto/affordable_housing_office/files/pdf/hot_actionplan.pdf).