

it provides tenants earning less than 40% of the Area Median Income with support for paying arrears. Tenants require a notice of eviction to access ERAP. ERAP’s budget is approximately \$30 million.

Housing Stabilization

The **Homelessness Prevention Program (HPP)** is specifically for families and **Project Reconnect** serves individuals and youth. HPP’s budget is approximately \$7 million, and Project Reconnect’s budget is approximately \$1.5 million.

HPP prevents families at risk of becoming homeless from entering the shelter system by providing services and resources that stabilize the family within the community. HPP supports eligible families (30% of Medium Family Income or below) to prevent episodes of homelessness through case management, mediation, financial assistance (including up to 4 months of rent arrears), and connection to housing resources. In fiscal year 2021, HPP had a budget of \$4.1 million.

The **Youth Housing Options Prevention Education (Youth HOPE)** program provides youth homeless prevention and stabilization services. To be eligible for Youth HOPE, residents must be Transition-Age Youth (TAY, 24 years old or younger) and at risk of homelessness.

Washington DC’s **Career Mobility Action Plan (Career MAP)** is designed to remove barriers that families confront as they pursue employment that can sustain their families. For up to five years, the program provides resources directly to families who have experienced homelessness, are committed to pursuing a career, and are at risk of losing cash, food, health care, childcare, and housing benefits more quickly than their income can cover these lost resources (also known as 'benefits cliffs').

Outcomes and Forecasting

The City tracks the outcomes of its homelessness prevention efforts, including calculating cost-per-participant costs, which show lower cost margins than homelessness response

efforts (See page Cost-Effectiveness section on page 48). Since its launch, the HPP program has prevented more than 7,000 unique families (83% of referrals) from entering shelter and family homelessness has gone down by about 80%.

A randomized controlled trial evaluation for the early prevention DC Flex pilot rent subsidy program has shown effectiveness in supporting very low-income families avoid homelessness. The evaluation has also shown that upstream flexible rent subsidy interventions remove the need for case management and reduce the need to seek rapid re-housing, but not uptake of coordinated entry or homeless shelter programs.²

Despite the various homelessness prevention programs offered, the District does not use a complex model for forecasting. The high cost of housing stabilization interventions is used to justify investing in upstream homelessness prevention.

² Leopold, J. et al. (2020). DC Flexible Rent Subsidy Program: Findings from the Program’s First Year. U.S. Department of Housing and Urban Development.

Literature Review





Key Takeaways

There are many definitions and typologies of homelessness prevention. Most do not take hidden homelessness into consideration.

The most frequently referenced typology was formulated by Dej, Gaetz, and Schwan in 2017 and includes structural prevention, systems prevention, early intervention, eviction prevention and housing stability.

The City of Edmonton's FCSS has established prevention policy to guide funding allocations starting in 2020.

Homelessness prevention policies need to target cumulative and cross-cutting risk and vulnerability factors for accurate targeting of supports.

Predicting the likelihood of homelessness based on risk factors can increase the cost-effectiveness of homelessness prevention.

With the right data set, algorithms or machine learning can be leveraged to predict cases of chronic homelessness. However, threshold tests and simple eligibility determination methods were also found to be useful and have similar accuracy.

Definition

There is a lack of clear consensus on the definition of homelessness prevention in the literature. Some definitions are narrower and others are more comprehensive, including various activities that are intended to address current homelessness.

Authors also state the definition can vary depending on jurisdiction. For instance, while the U.S. approach may focus more on preventing long-term homelessness and “keeping people off the streets”, the European approach is wider and includes preventing families from occupying unfit homes that could eventually lead to them being homeless. (Maher & Allen, 2014).

While the narrower definition of homelessness prevention is making sure that people who are not yet homeless do not become homeless, most of the literature reviewed considers activities related to preventing future homelessness of people currently experiencing homelessness within the definition of homelessness prevention.

The following definition is taken from the Homeless Hub report as the most common source for data on homelessness prevention in Canada:

“Policies, practices, interventions that reduce the likelihood that someone will experience homelessness. Also providing those who have been homeless with necessary resources and supports to stabilize their housing, enhance integration and social inclusion and ultimately reduce the risk of the recurrence of homelessness.”

It is important to note that this definition encompasses the provision of assistance and supports to people who are already homeless.

Typologies

The literature reviewed generally presents several different frames to define homelessness prevention.

In the realm of homelessness prevention, the ongoing evolution of typologies reflects the dynamic nature of the field.

Primary-Secondary-Tertiary Prevention Model

The first frame in defining homelessness prevention activities is described by Fisher (2018) as three intersectional categories: **primary**, **secondary**, and **tertiary**.

The *Homeless Hub New Direction Report* further explains these areas from the perspective of a public health model—

likening homelessness prevention to disease prevention:

Primary prevention includes “poverty reduction strategies, anti-violence work, early childhood supports, enhancing housing stability and creating social inclusion”.

Secondary prevention is aimed at “those at imminent risk of homelessness as well as those who have recently become homeless”. Examples include emergency shelter and temporary housing, rapid rehousing, and eviction prevention initiatives.

Tertiary prevention supports “those who have previously experienced homelessness to ensure it does not happen again”. Examples include Housing First, permanent supportive housing, housing stabilization programs, tenant support services, and mental health and addiction aftercare.

Five-Level Typology of Homelessness Prevention

The typology for homelessness prevention widely acknowledged across international jurisdictions and frequently referenced in literature, is the one embraced by the *Homelessness Hub* and formulated by Dej, Gaetz, and Schwan in 2017. This five-level typology was developed to complement

the primary-secondary-tertiary prevention model.

The homelessness prevention typology consists of five elements:

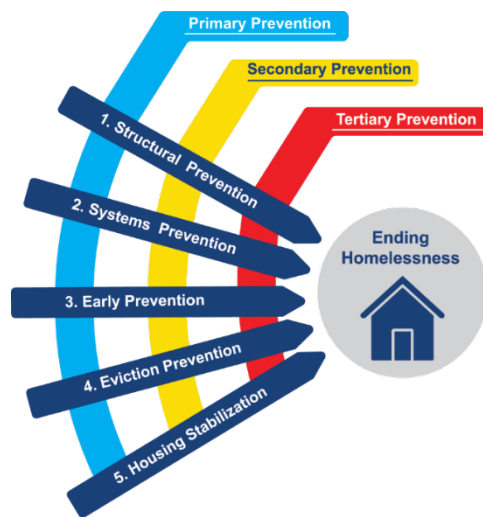
1. **Structural prevention**, such as affordable housing policies, minimum wage and labour policies, and social welfare programs;
2. **Systems prevention**, such as cross-sector collaboration between healthcare, housing and mental health services, data sharing and analysis;
3. **Early intervention**, such as rapid rehousing for at-risk families, school-based support programs;
4. **Eviction prevention**, such as legal assistance, emergency rent and utility assistance; and
5. **Housing stabilization**, following experience with homelessness, such as tenant support services.

The five factors represent elements of primary, secondary, and tertiary prevention and can be implemented simultaneously for effective homelessness eradication.

The image to the right showcases these dependencies visually.

This typology was later utilized in the *Youth Homelessness Report* in Wales (Schwan, 2018) and has become a popular

homelessness prevention framework in other jurisdictions as well.



Source: Dej, E., Gaetz, S., & Schwan, K. (2020). Turning off the Tap: A Typology for Homelessness Prevention. *The Journal of Primary Prevention*, 41.

Five-Level Typology Limitations

While this typology is meant to offer a more comprehensive understanding of the issue, some authors note confusion and inconsistencies in the literature in terms of how to categorize each homelessness prevention activity within these areas and a high level of overlap between categories. For instance, Parsell & Gregory (2012), in analyzing the Australian Government’s 2008 White Paper on Homelessness, state that Australia’s main approach to preventing homelessness is “through early

intervention strategies (secondary and tertiary prevention)”.

To solve these inconsistencies, Fitzpatrick et al. (2021) most recently conducted an extensive literature review, in which they add limitations to the five-level typology, including a lack of clarity between secondary and tertiary prevention, on what constitutes “early” in early prevention, and on reasons for placing eviction prevention as a stand-alone prevention type.

Alternative Typologies

To address limitations with the previously discussed models, Fitzpatrick et al. (2021) developed another five-stage homelessness prevention typology with mutually exclusive categories for clear differentiation:

1. **Universal** - preventing or minimizing homelessness risk across the general population;
2. **Upstream** – early-stage prevention focused on high-risk groups (which would include people transitioning from institutions, such as hospital systems and correctional facilities);
3. **Crisis** - preventing homelessness that is very likely to happen “in the foreseeable period”;

4. **Emergency** - supporting those in “immediate risk, especially rough sleeping”; and
5. **Repeat** - preventing recurrent homelessness.

Although the more recent five-level typology introduced by Fitzpatrick (2021) shows promise, its limited citation presence suggests that it is still gaining traction within the field. It is worth noting that the typology employed by the *Homeless Hub*, despite its imperfections, remains the most recognizable and extensively utilized framework within the discourse of homelessness prevention strategies.

What Homelessness Prevention is Not

The *Homeless Hub* report also lists specific activities that **do not constitute homelessness prevention** per se, such as supports to prevent starvation, weather-related supports, injury-related supports, supports related to outcomes of addictions, mental health, trauma-informed care, life skills, and employment training.

However, under broader definitions, at least some of these could fit under **the universal prevention** strategies, especially mental health or addressing the negative impacts of addictions/substance abuse. Universal prevention itself, due to addressing the population as a whole, without targeting any specific groups, could be defined very broadly, including any supports that could potentially prevent homelessness long-term.

Or, if using another typology, the *Youth Homelessness Prevention* report includes “improved access to mental health, addiction services for youth, family mediation, and reunification” under systems prevention and early access to trauma-informed care, mental health and addictions support under early intervention.

Similarly, reducing poverty and increasing income, while not directly related to homelessness, can be considered **structural homelessness prevention**.

Target Groups

Many literature sources note the importance of accurate targeting of groups of people for affordable housing programs. Maher (2014) offers a deeper look into two issues impacting homelessness prevention strategies: the issue of *effectiveness*—assessing whether a certain activity is

useful—and the issue of *efficiency*—identifying the groups that would benefit from such activities.

The main benefit of accurately targeting most vulnerable populations at high risk of homelessness is cost-effectiveness, as it saves resources from being spent on people who would not become homeless (although may have seemed like it).

Vulnerable versus At-Risk

There is a wide variation in how the terms *vulnerable* or *at-risk* of homelessness are used across academic literature and governmental reports to describe program eligibility and targeting. Most literature does not distinguish between *vulnerable* and *at-risk* groups, instead using these terms interchangeably.

The City of Edmonton reports tend to use the *vulnerable* terminology with emphasis on “*most vulnerable populations*”, for instance:

In the *Affordable Housing Strategy 2016-2025* report, the strategy prioritizes “the most vulnerable homeless with the highest needs” and newly homeless.

The City’s *What We Heard* Report regarding the engagement for *Affordable Housing Strategy from 2022* provides description for “the most vulnerable”: “Indigenous, racialized, newcomer and

refugees, individuals with disabilities and youth in homelessness".

A *Place to Call Home* report, Edmonton’s updated Plan to Prevent and End Homelessness (2017), borrows the definition of vulnerable and at-risk populations from a City of Edmonton 2010 report, and refers to “population groups in a particular cultural, historical and social context that make them susceptible to adverse social conditions”.

Other terms used synonymously are: “*high risk*”, “*priority vulnerable groups*” and “*priority need group/category*”.

There is also differentiation between those at-risk of homelessness and those already experiencing chronic homelessness, according to the *Report of the Auditor General of Canada on Chronic Homelessness* (2022). The same report references the Canada Mortgage and Housing Corporation (CMHC) Strategy that has initiatives for “priority vulnerable groups”, which includes people experiencing homelessness, those at risk of homelessness, and low-income households.

The *White Paper by the Canadian Alliance to End Homelessness* from 2023 further uses the terms “most vulnerable and highest acuity homeless”, which includes “especially those with significant mental

health and addiction illness and complex needs”.

Despite the use of the terms interchangeably, there are still nuances in the meanings of vulnerable and at-risk depending on the context.

At-Risk Target Group Description

At-risk populations are best understood as those at urgent risk of homelessness. For example, those who are about to enter homelessness for the first time due to eviction—immediate “red flags” can include first-time going to the food bank or emergency, going on income support, and being implicated in poverty-related crimes, such as shoplifting (Homelessness Prevention 2020 Engagement Results).

Vulnerable Group Description

Vulnerable groups, on the other hand, possess certain cultural or historical characteristics that make them vulnerable members of society intersectionally—not only in terms of the potential to become unhoused.

Vulnerability factors can include, but are not limited to: old age, mental illness, physical disability, having been in care, in the armed forces, in custody, experienced or having been threatened by violence, pregnant women, dependent children, and threatened with homelessness as a result

of emergency, such as natural disasters (compiled from multiple sources, Ahmed & Madoc-Jones, 2019).

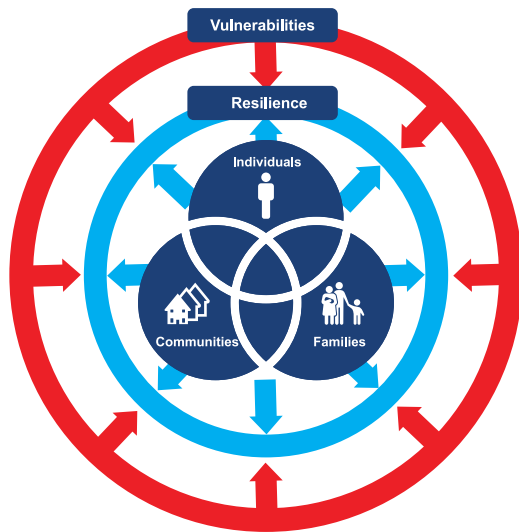
City’s FCSS Risk Paradigm

The most recent City of Edmonton FCSS prevention strategy policy issued in 2020 offers a risk paradigm that identifies all potential risk factors that simultaneously create vulnerability and factors that are meant to mitigate them, acting as **early prevention**.

The **Cumulative Risk and Multiple Protective Factors paradigm**, depicted in the next page, shows how vulnerabilities act as push factors impacting the resilience (pull factor) of individuals, families and communities, which necessitates a shift towards prevention in order to address risks before they become overwhelming.

The FCSS policy paper describes cross-cutting risk factors that could be monitored for at-risk and also vulnerable groups, such as “lack of social connection, a sense of belonging, and adverse childhood experiences” that heighten the risk for homelessness, domestic violence, depression, and substance abuse later in life.

Protective factors that strengthen resilience of individuals, families and communities, and reduce the need for



Source: Edmonton Family & Community Social Services. (2020). Strategic Alignment and Funding Model: Executive Summary.

intervention and treatment include cultivating “strong parenting practices, positive family and community networks, creation of welcoming and inclusive neighbourhoods and institutions, and support to enhance effective communication skills.”

While these models can predict so-called “false positives” (clients who do not become chronically homeless, although are deemed so by the algorithm), false negatives are considered more harmful than false positives.

Challenges of Strategy

Lack of awareness of supports available - Among the challenges identified in the literature for homelessness prevention strategy is a lack of awareness of the existence of homelessness prevention initiatives.

A most recent *Toward a New Understanding* report, produced by the University of California in 2023, concludes that few people on the edge of homelessness ask for help and even fewer receive it. Survey results from the report showed that only 36% of the study participants (the study recruited a diverse set of participants experiencing homelessness in California, including younger and older adults, families or singles, sheltered or unsheltered, and using services or not) reported seeking help from any source before the beginning of their homelessness.

Few reported awareness of eviction or homelessness prevention resources prior to becoming homeless. The most common sources of supports reported were friends and family and community organizations, and less so religious organizations, domestic violence services, and government agencies. Adults who had families tended to seek support more often than single adults.

The FCSS report emphasizes that prevention should encompass all areas of policy and programming through a unified, integrated governmental and community approach. At the same time, it warns that prevention investments are a “tough sell” and tend to be pushed into the realm of intervention.

Lack of evidence on effectiveness of strategy - Another issue with the development of homelessness prevention strategies is a lack of evidence to support the strength of one or the other components of homelessness prevention.

The *Youth Homelessness Report* points out that evidence is lacking for **systems prevention** and **early intervention** strategies.

Additionally, measuring the success of any of the homelessness prevention strategies is challenging in itself because of the difficulty of attributing the outcome of preventing homelessness to individuals who might have not become homeless with or without intervention.

Furthermore, certain studies offer contradicting evidence in support of the effectiveness of certain strategies. One of the common temporary solutions offered is financial assistance, such as one-time or monthly support or ongoing subsidy capping housing at a certain percentage of one’s income. In the *Toward New Understanding* report (2023), among surveyed homeless people, most believed that monthly subsidies (71%) or even one-time lump sum payments (83%) would have prevented their homelessness.

Strategies and Best Practices

Predicting Homelessness Risk

Several studies have focused on developing models to predict the likelihood of homelessness based on multiple risk factors to increase cost-effectiveness measures and better targeting. Despite those models, simple methods to determine eligibility for assistance were also found to be useful and have similar accuracy to predictive models.

Overall, these studies have found algorithmic models useful in predicting those most in need of assistance. Reviewed studies used or cited a variety of methods for developing such models, such as Cox regression, logistical regression, tree

modeling, least-angle regression, simple threshold test, and neural network model.

Building and neighbourhood shelter entry histories are found to be significant predictors of future homelessness, even more important than individual characteristics.

Models for predicting the likelihood of homelessness can be effective and may be one of the most important ways to increase the cost-effectiveness of homelessness prevention programs. Burt et al (2007) state that the effectiveness of monetary assistance can also be increased when the groups are well-targeted.

Shinn et al Model

The model developed by Shinn et al (2013) assigns a certain number of points (from 1 to 3) to each of the 15 risk factors that increase the likelihood of a person becoming homeless:

1. Pregnancy;
2. Having an infant;
3. Having no high school education;
4. Being unemployed;

5. Being a non-leaseholder,
6. Reintegrating into community from an institution (jail, treatment program or shelter);
7. Receiving public assistance;
8. Involvement with protective services;
9. Eviction;
10. Applying for shelter in the last 3 months;
11. Being in a shelter as an adult;
12. Age;
13. Frequent moves;
14. Disruptive childhood; and
15. Discord with landlord or within household

The authors found their model to increase accurate targeting of families entering shelters by 26% and concluded that selecting candidates for the Homelessness Prevention and Rapid Rehousing program through the model is more effective than caseworkers’ judgment.

Predicting Chronic Homelessness Risk

There have been other attempts at creating models that can predict chronic homelessness to better determine candidates for housing programs.

By being able to predict which candidate is most likely to become chronically homeless in a certain period in the future (studies focus on 6 months in the future), government programs can save funds by focusing on these candidates to provide access to housing, and not those who would not become homeless without assistance.

In a study conducted by the New York Center for Innovation through Data Intelligence, researchers used administrative data on receipt of public benefits, including cash assistance, linked to information on homeless shelter applications and stays, building and neighbourhood characteristics for 10 years (2006-2015). They used machine learning methods to predict shelter application and entry in 2015 and found their model, which identifies a combination of factors (importantly - not a single factor) that result in high likelihood of future homelessness to be useful at helping ensure that programs find those most likely to benefit from assistance.

The risk scores they developed can determine people who are “roughly 1.5 times more likely to be applying for shelter within 24 months than those currently receiving prevention services through the Homebase program.

HIFIS-Based Predictive Model

Another unique machine learning approach was introduced by a team in the city of London, that incorporated client history data from shelter records into a model, which can predict chronic homelessness six months into the future.

They used a neural network model. The dataset used was extracted from the city of London’s Homeless Individuals and Families Information System (HIFIS) application, which contained four years of 6,521 client records.

Additional Best Practices

Other best practices referenced in the literature (Burt et al, 2007; Maher & Allen, 2014, Youth Homelessness Report) that can increase the effectiveness of homelessness prevention initiatives include:

- High levels of jurisdictional commitment and agency involvement;
- Mechanisms for continuous system improvement, monitoring and feedback are necessary
- Consistent integration of the work of different government agencies is integral, as agencies may cease to exist, split up, be amalgamated or renamed
- Comprehensive financial, housing, mediation and legal and case management support
- Supportive services coupled with permanent housing (for those with substance abuse and mental illnesses)

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Appendix

Programs Analyzed in the Current State of Homelessness Prevention in Edmonton

List compiled in September 2023.

Program	Organization
211	Canadian Mental Health Association – Edmonton Region
A Safe Place - Residential VAW Client Mental Health Support	Strathcona Shelter Society
ABC Head Start Family Engagement	ABC Head Start Society
Aboriginal Family Services Program	Metis Child & Family Services Society Edmonton
All in for Youth	United Way of the Alberta Capital Region
Armoury Resource Centre	Youth Empowerment and Support Services
Child and Family Support	Norwood Child & Family Resource Centre
Circle of Safety Family Violence Program	Aboriginal Counselling Services Association of Alberta
Clinical Services	Sexual Assault Centre of Edmonton
COARSE Creating Options Aimed at Reducing Sexual Exploitation	CEASE (Centre to End All Sexual Exploitation)
Community and Family Resource Centre	Candora Society of Edmonton, The
Community Bridge	Bissell Centre
Community Outreach and Living Skills Program (COLS)	Abbottsfeld Youth Project (AYP) Society
Community Resource Centre	Jasper Place Wellness Centre
Connect the Dots	Creating Hope Society of Alberta
Coordinated Access System	Homeward Trust Edmonton
Drop-in Centre	Building Hope Compassionate Ministry Centre
Early Learning Services	Edmonton City Centre Church Corporation
Economic Mobility through Coaching and Community Connections Initiative	Riverbend Reach out to Community and Kids Society
Edmonton Veterans Service Centre	Veterans Emergency Transition Services
Family Support and Education	Family Futures Resources Network Society
Family Support Services	Bissell Centre
Financial Empowerment	City of Edmonton
Financial Empowerment Program	E4C
Find Housing Digital Service	Government of Alberta
Geriatric Community Support Program	Operation Friendship Seniors Society
Housing and Community	Government of Alberta - Ministry of Service Alberta

Housing Information Services	Sage Seniors Association
Housing Registry	Operation Friendship Seniors Society
Housing Registry	Edmonton Aboriginal Seniors Centre
Inclusive Communities	Action for Healthy Communities
Indigenous Community Outreach	Elizabeth Fry Society of Northern Alberta
iSucceed	iHuman Youth Society
Landlord and Tenant Information	Government of Alberta - Ministry of Service Alberta
Multidisciplinary Team	Boyle Street Services
Neighbourhood Drop In/Family Resource Centre	Dickinsfield Amity House
Neighbourhood Empowerment Team	The Family Centre of Northern Alberta
New in Town	Bent Arrow Traditional Healing Society
New Neighbours	Edmonton Immigrant Services Association
Reaching Home Program	Metis Urban Housing Corporation
Rental Assistance Program (RAP)	St. Albert Food Bank and Community Village
Rental Assistance Benefit	Civida (as service provider for Government of Alberta)
Residential Tenancy Dispute Resolution Service	Government of Alberta - Ministry of Service Alberta
Safer Spaces Certificate	Government of Alberta
Seniors Support Service	Strathcona Place Society
Settlement Services	Assist Community Services Centre
Temporary Rental Assistance Benefit	Civida (as service provider for Government of Alberta)
Tenant Support Services	City of Edmonton
The Community Wellness Connection Program (CWCP)	Boyle Street Community Services
Thriving Families Program (THRIVE)	Multicultural Family Resource Society
Transition to Adulthood Program	Government of Alberta
Veterans Association Food Bank	Veterans Association Food Bank
YEG Youth Connect	YMCA
Youth Transition Program (YTP)	YMCA of Northern Alberta

Transition to Adulthood Program	Government of Alberta
Veterans Association Food Bank	Veterans Association Food Bank
YEG Youth Connect	YMCA
Youth Transition Program (YTP)	YMCA of Northern Alberta



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