



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

A20

Report Date: July 9, 2008
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Meeting Date: July 22, 2008

TO: Vancouver City Council

FROM: Managing Director of Social Development

SUBJECT: Homeless Action Plan (HAP) Implementation Update

RECOMMENDATION

- A. THAT the Mayor on behalf of Council, write to the Premier of British Columbia and the appropriate Ministers thanking the Province for actions that they have taken to address homelessness and to ask the Province to continue to implement HAP recommendations, including to:
- Provide sufficient funding to develop and operate additional units of supportive and transitional housing to meet the need in the community;
 - Fund and deliver an independent affordable housing supply program that addresses the full continuum of need from low and modest income families with children to low income seniors who may or may not need support services;
 - Implement annual adjustments to Income Assistance rates to ensure that benefits keep pace with increases in the cost of living; and,
 - Provide funding to significantly increase mental health and addictions services, including additional intensive case management teams, some of which should be Assertive Community Treatment (ACT) Teams.
- B. THAT the Mayor on behalf of Council, write to the Prime Minister, the Minister responsible for Canada Mortgage and Housing Corporation and Human Resources and Social Development Canada, and the Minister of Finance thanking the Government of Canada for actions that they have taken to address homelessness and ask the Government of Canada to continue to implement HAP recommendations, including to:

- Provide additional block funding through the Federal-Provincial-Territorial (FPT) Affordable Housing Initiative for the development of new social and supportive housing;
 - Implement changes to the income tax system to encourage the private sector to build rental housing; and,
 - Continue to fund federal homelessness programs and the Residential Rehabilitation Assistance Program (RRAP) past the March 31, 2009 expiry date for these programs.
- C. That Council confirm the City's willingness to work with senior governments to implement HAP recommendations and to continue to create opportunities for the development of social and supportive housing throughout the city by acquiring sites and providing land at reduced prices where the City's financial capacity permits, and through density bonusing where appropriate.
- D. THAT Council instruct the Director of Real Estate Services to seek to acquire additional sites for social and supportive housing with funding from the Property Endowment Fund, the Affordable Housing Fund and Development Cost Levies.

CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS approval of the foregoing.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing.

COUNCIL POLICY Council's housing priorities are low and modest income families with children, seniors, low-income singles living in downtown rooming houses and hotels, and those with mental or physical disabilities.

The Homeless Action Plan identifies three priorities to address homelessness, called the Three Ways to Home: improved access to income, more supportive housing and expanded mental health and addiction services.

The Downtown Eastside Housing Plan calls for more social housing in the neighbourhood to replace the SRO stock of low-income housing on a unit for unit basis. The plan calls for social housing to be developed throughout the city and the Metro Vancouver region.

The Social Housing Strategy calls for 450 new units of supportive housing for the mentally ill and addicted to be developed across the city over the next 10 years to accommodate Vancouver Coastal Health's clients.

Council policy is to eliminate homelessness with a 50% reduction by 2010.

PURPOSE

The purpose of this report is to identify progress towards the implementation of the Homeless Action Plan (HAP), adopted on June 14, 2005. The report also recommends actions that can be taken to encourage further implementation of HAP recommendations.

BACKGROUND

Since the 1990's, homelessness has increased significantly in the city of Vancouver and across the Metro Vancouver region. Homeless counts done in 2002, 2005 and 2008 allow us to put some numbers to this picture. From 2002 to 2005, the number of homeless people in the city of Vancouver roughly doubled from 600 to 1,300. From 2005 to 2008, that number increased another 20% to about 1,600 people. While the rate of increase appears to have slowed, homelessness continues to be a significant and growing problem in Vancouver.

Table 1: Growth in homelessness in Vancouver (City and Region) 2002-2008

	2002	2005	2008	Change 2005-2008		Change 2002-2008	
				Number	Percent	Number	Percent
City of Vancouver	628	1,291	1,547	256	20%	919	146%
Rest of Region	493	883	1,045	160	18%	550	112%
Metro Vancouver Total	1,121	2,174	2,592	416	19%	1,468	131%

Note: Based on preliminary Homeless Count numbers and may change slightly when the final report is released in September 2008.

While the demographic data from the 2008 Homeless Count is not yet available, past counts have provided a picture of the people who make up the homeless population. Most homeless people are adults, between the ages of 25 and 45, and seniors are making up an increasing proportion of the homeless population. Most people who are homeless are male, though women do make up as many as one-third of homeless people in some neighbourhoods. Aboriginal people are over-represented in the homeless population, comprising at least one-quarter of people who are homeless and only two percent of the city population. While mental health and addictions issues are more difficult to assess on the street, we know that at least one-third of homeless people suffer from mental health issues and two-thirds have addictions.

In response to this situation Council adopted the Homeless Action Plan in June 2005. The purpose of this plan is to identify actions the City, other levels of government, the community and business can take to address this problem.

Scope of HAP

HAP's framework for tackling homelessness is similar to the 10-year plans that have been developed in other major North American cities and regions. HAP was developed to be consistent with the 2003 Regional Homelessness Plan for Greater Vancouver, known as Three Ways to Home. The Three Ways to Home framework identifies three essential components to alleviate homelessness: income, housing and support services. HAP is a comprehensive plan containing 87 actions under these three action areas. Taken together, it is expected that

homelessness could be practically eliminated in 10 years if all these actions were implemented.

The plan highlights three strategic priority actions that would have the most impact on reducing homelessness:

1. **Income:** Reduce barriers to accessing income assistance by the homeless and improve training and employment opportunities for the homeless.
2. **Housing:** Develop 3,200 units of supportive housing (affordable housing that is linked to support services). Evidence shows that this type of housing has been very successful in reducing homelessness in other North American cities.
3. **Support Services:** Provide more intensive substance and mental health services using an Assertive Community Treatment model which provides a team approach working with people on a 1 on 1 basis.

HAP recommendations and priorities were developed through an extensive process with public and stakeholder involvement. The draft Plan and accompanying City Council report were sent to over 300 people, organizations and government agencies. Staff attended meetings and/or made presentations with 14 groups.

Implementing HAP's Recommendations

The Homeless Action Plan identifies a number of actions that are focused within City boundaries, but emphasizes that homelessness is a regional, provincial and national problem that we cannot solve alone. While the City provides some resources (e.g. sites for social housing) and regulates development (e.g. SRA and Rate of Change Bylaws), the responsibility for funding many of the solutions identified in HAP are those of the Federal and Provincial governments. Seventy-two of the 87 actions recommended in HAP relate to responsibilities of the provincial government alone. The City needs to work with senior government partners, as well as other municipalities in the region, to successfully implement HAP recommendations.

Implementation of HAP recommendations also requires support of the business community and the citizens of Vancouver. HAP recognizes that public awareness and education about the causes and solutions to homelessness are critical components of implementation.

In adopting HAP, Council requested that staff report back on progress in implementation.

DISCUSSION

This report provides an update on some of the key initiatives over the last three years to begin to implement HAP recommendations. First, a general overview of progress in implementing all 87 actions is provided. This overview is followed by a more detailed assessment of actions taken to implement the three priority actions on Income, Housing and Support Services respectively.

Overall Progress on HAP Recommendations

In order to assess overall progress on HAP, staff has been tracking actions taken towards implementing each recommendation over the past three years. The HAP Implementation

Tracking Table is attached as Appendix A. HAP actions have been sorted into four categories to indicate progress since June 2005:

- **Done/ Ongoing** - actions that completely fulfill a HAP recommendation, either in a one-time or ongoing way.
- **Significant Progress** - actions that respond to a HAP recommendation that staff expects to have a significant impact on implementation and/or reducing homelessness.
- **Some Progress** - actions that respond to a HAP recommendation, but are not sufficient to have a significant impact on implementation or reducing homelessness.
- **No Progress** - no action has been taken to respond to a HAP recommendation.

During the period from 2005 to 2008, positive action was taken on three quarters of HAP recommendations. During the first year after the adoption of HAP, the City and community agencies used the plan to advocate to senior government, but relatively little action was taken to implement HAP recommendations. In the Spring of 2007, the provincial government introduced the new provincial housing policy, Housing Matters BC. Since that time, a significant amount of action has been taken on many HAP recommendations.

Twenty-one (21) recommendations have been **done** or are being fully implemented in an **ongoing** way. Actions to implement these recommendations included the development of the Supportive Housing Strategy, adopted by Council in June 2007, and the creation of a pilot project to ensure people who are street homeless can access Income Assistance. **Significant progress** was made on 10 HAP recommendations. The most notable of these actions include the development of the Provincial Outreach Program, substantial improvements to the provincial Emergency Shelter Program, and increased funding for the development of social and supportive housing.

Thirty-five recommendations resulted in **some progress** towards implementation. These recommendations include very important areas, such as support services for people with mental health and addictions where modest improvements and incremental funding increases were made. They also include provincial increases to Income Assistance rates, which are welcome but fall short of the rate increases recommended in HAP, particularly for the shelter allowance.

No progress was made on 21 HAP recommendations. These recommendations included a broad range of actions from re-instating legal aid funding, to legislative changes to the Residential Tenancy Act and Minimum Wage.

Table 1: Progress in Implementing HAP Recommendations, 2005-2008

	Income	Housing	Support Services	Total	Percent of Total
Done/ Ongoing	4	11	6	21	24%
Significant Progress	1	3	6	10	12%
Some Progress	6	9	20	35	40%
No Progress	7	4	10	21	24%
Total	18	27	42	87	100%

We have also made progress on public education and awareness since 2005. Staff have spoken at or attended numerous public events and hosted speakers from other jurisdictions, such as Phillip Mangano. Through the Regional Steering Committee on Homelessness, the City has participated in two successful Homelessness Action Weeks (HAW). HAW has now become an

annual event and is the cornerstone of public education efforts across the region and the province. Community groups and faith-based organizations have also begun to take the lead on public awareness. The Church and Affordable Housing Conference in 2006 is a key example, as are the regular forums held at St. Andrew's Wesley Church.

The private sector is also becoming more engaged in solutions to homelessness. In 2006 the City funded the Dobell-Fairburn study, *Vancouver Homelessness Funding Model: More than Just a Warm Bed*, which recommended a new supportive housing funding model that would encourage private sector participation. The report called for the creation of two new entities -- a limited partnership focused on generating capital dollars to build supported housing, and a foundation focused on augmenting and improving available housing supports. Although the tax changes needed to establish the limited partnership have not yet been achieved, the StreetoHome Foundation has been formed with the assistance of the Vancouver Foundation. The role of this new foundation will be to engage the broader community and private sector philanthropists in supporting initiatives to address homelessness, including facilitating the development of supportive housing.

Assessing the extent to which an action contributes to implementing a HAP recommendation is a difficult task. The most important measure of success for the Homeless Action Plan is the number of homeless people on our streets and in shelters. The 2008 Homeless Count results demonstrate that there continues to be a large and increasing number of people who are homeless in Vancouver. The count also showed that the rate of increase from 2005 to 2008 was significantly slower than the rate of increase in the previous three year period. This slowing increase could indicate that some of the actions taken since 2005 in response to HAP are beginning to have a positive impact.

There have been some clear successes since the adoption of HAP in June 2005. We need to continue to build on these successes by strengthening partnerships, building public awareness and support for solutions, and continuing to focus on the implementation of HAP priorities.

Adequate Income

Adequate income is needed to both prevent homelessness by ensuring people can maintain their housing, and to solve homelessness by ensuring people have sufficient income to move inside and pay rent. The first goal of HAP is to ensure that all individuals in Vancouver have an adequate income to afford appropriate food, housing and other basic necessities. Income can be attained through employment, transfer payments (income assistance, employment insurance and pensions) or a combination of these.

The priority action identified by HAP is to reduce barriers to income assistance and to improve training and employment opportunities for the homeless.

Priority Action: Access to Income Assistance

Changes to the BC Employment Assistance program in 2002 made it more difficult for individuals to obtain welfare. Changes included requiring individuals to complete an Appointment and Enquiry form and a Reasonable Work Search Guideline form, conduct a three-week work search, complete an orientation session while awaiting an intake interview and attend an intake interview where an employment and assistance worker would determine the person's eligibility. These and other changes significantly affected an individual's ability

to access and maintain benefits. Tenant Assistance Program (TAP) staff had found that increasingly, the street homeless were not on, or eligible for welfare. In 2001 roughly 15% were not on welfare. By the summer of 2004, more than 75% reported that they were not on welfare.

Consistent with a HAP recommendation, the City and the Ministry of Employment and Income Assistance (MEIA) launched the Vancouver Homeless Outreach Pilot Project in 2005. The pilot identified street homeless individuals in the West End who wanted help obtaining income assistance and housing. The City's TAP Coordinator and volunteers identified those in need, escorted individuals to a MEIA office to support them in obtaining income assistance and located housing once income assistance was obtained. MEIA agreed in advance to set aside any procedures that may become a barrier to the income and housing goals, and to single day success.

In the spring of 2006, BC Housing took over the mandate for the Pilot and expanded it into what is now the provincial Homeless Outreach Program. In Vancouver, there are now seven teams of outreach workers covering many parts of the city, including one team operating out of the Carnegie Centre. The program is an overwhelming success. A program evaluation from July 2006 to July 2007 showed that outreach teams secured welfare and housing for over 700 homeless people and of those individuals, 82% have remained on welfare and 77% have remained housed. The pilot was awarded the *2006/07 Premier's Award for Service Excellence*.

While the program has been highly successful, outreach workers are experiencing significant and increasing challenges. Very low vacancy rates, increasing rents and more selective landlords have made accessing affordable housing difficult. Outreach workers are rarely able to get an individual into social housing. Instead, they are housed in private market residential hotel rooms (SROs), which outreach workers report are also increasingly difficult to find.

Priority Action: Provide employment and training opportunities

Homeless people face many barriers to employment and this plan places a priority on developing new approaches to provide the support and assistance necessary to help an individual obtain and maintain employment.

Since 2005, several initiatives have been implemented to target training and employment opportunities to people who are homeless or at-risk of homelessness. MEIA has enhanced existing employment programs and added new programs. The Employment Program for Persons with Disabilities, the BC Employment Program, the Bridging Employment Program and the Empowered to Work program all provide training and/or support for employment to different client groups.

The Vancouver Agreement Employment Strategy (VAES) Case Coordination Service supported approximately 450 long-term unemployed MEIA clients in the DTES. This program concluded in February 2008 and MEIA reports that all clients were successfully re-integrated to mainstream MEIA employment programs.

The City of Vancouver has contributed to these employment initiatives through the DTES Revitalization Program and inclusion of Community Benefits Agreements with developers of major sites to train and employ inner-city residents in construction trades. The Southeast False Creek Olympic Village Community Benefits Agreement (CBA) between the City of

Vancouver, Millennium Properties Ltd. and Building Opportunities with Business Inner City Society (BOB) creates 100 jobs in construction for inner-city residents, and provides training and employment support to those residents. BOB was created in 2005 with support through the Vancouver Agreement. BOB is now a partner with the City, the Province, the Government of Canada and VANOC in implementing the Inner-City Inclusive Commitments to the 2010 Olympic and Paralympic Games (e.g. inner-city residents working on the Olympic Village site, at VANOC's Fabrication Shop, etc.).

In preparing this report, staff heard that providing employment and training to people who are homeless is extremely challenging. While these above initiatives provide important services, they have been challenged to successfully train and employ people who are homeless. Given the challenges many homeless people face, this finding is not surprising and points to the need to provide significant support to those participating in employment programs.

Providing employment and training opportunities to people who are homeless remains an important goal. Experience with employment and training initiatives over the past few years demonstrate the need to concentrate on a housing first approach. We may also need to revise policies to help people to develop their capacities and contribute in ways that do not necessarily include formal employment. Regardless, stable housing and support services are necessary first steps if employment and training programs are to be effective.

Income Assistance Rates

HAP identifies that the amount provided by BC Income Assistance is typically not sufficient to sustain the basic needs of an individual or family. In response, HAP recommended that Income Assistance rates be increased to reflect increases in the cost of living (Consumer Price Index) since the rates were introduced in 1991. The HAP recommendation would mean a 25% increase and would translate to a rate increase for a single adult from \$510 to \$630 in 2004 dollars. Total Income Assistance rates include a support rate and a shelter allowance rate. Of the total \$120 recommended increase, HAP called for support rates to increase from \$185 to \$230 per month and shelter allowance rates to increase from \$325 to \$400 per month.

In April 2007, the Province announced increases to income assistance rates for MEIA clients. The Support rate was increased to \$235 per month, achieving the increase recommended by HAP and covering CPI increases since 1991. The Shelter Allowance rate increased to \$375 per month, falling short of the HAP recommendation to increase the rate to \$400 per month.

Analysis of cost of living increases since HAP was adopted in 2005 demonstrates that the current rates are already falling behind inflation. Over the course of 2005, 2006 and 2007, the CPI for Vancouver increased at a rate of approximately 2% per year. Based on this analysis, Income Assistance rates for a single adult in 2008 should be approximately \$670 per month (\$245 per month for Support and \$425 per month for Shelter Allowance).

Increases to Income Assistance rates for the first time in over 15 years are welcome news. However, no mechanism has been put in place to ensure welfare rates keep pace with inflation on an ongoing basis. Annual adjustments to Income Assistance rates are needed for both Support and Shelter Allowance rates to ensure that benefits keep pace with increases in the cost of living.

Housing Continuum

Affordable housing is the key to preventing and ending homelessness. For many individuals experiencing homelessness, finding an affordable place to live is all they need. For others, support services are also needed.

Before analyzing progress towards implementing HAP recommendations on housing, we need to acknowledge the difficulty of allocating new units to a specific policy objective. The City has two distinct policy objectives for social housing development. First, the Homeless Action Plan identifies a need for 8,000 units of social housing for the 10 year period from 2005 to 2015, or 800 units per year. Nearly half of these units (3,800) should be supportive/transitional housing directly addressing the prevention and reduction of homelessness. The other key City housing policy objective to which new units respond is the 1:1 replacement of Single Room Occupancy hotel rooms in the Downtown Eastside and Downtown South. Whether a unit contributes to homelessness reduction or SRO replacement will depend on a number of factors, including the operations plan and intake procedures used by the non-profit housing provider.

Regardless of how the units are counted, the City's fundamental goal is to reduce homelessness. In order to reduce homelessness, we need to create a net increase in the number of low-income housing units in the city. For this report, new social housing units are counted first against the loss of SRO rooms. Where non-market additions exceed anticipated SRO losses, net increases in the low-income stock are counted towards HAP goals to reduce homelessness. A list of all non-market projects completed, under construction or in process is included as Appendix B and the detailed analysis of housing unit numbers is included as Appendix C.

Priority Action: Develop 3,800 Supportive and Transitional Housing Units

The HAP priority action for housing is to create 3,800 supportive and transitional housing units. Supportive housing is affordable housing that provides links to support staff who assist tenants to stabilize their lives, enhance independent living skills, and re-connect with the community. The level of staff support and services can vary widely from building to building and within buildings, as service levels are flexible to meet the needs of residents. HAP calls for approximately half of these supportive units to be provided in new purpose-built buildings, and half to be provided through rent supplements in existing rental buildings. The Supportive Housing Strategy called for 2,200 units over 10 years, representing the needs of clients associated with services provided by Vancouver Coastal Health. These units are included in the HAP recommendation for 3,800 units.

Progress on implementing this priority action was limited in the year and a half following the adoption of the Homeless Action Plan. However, substantial progress has been made since 2007 to ensure supportive housing production increases over the next several years. In June 2007 Council adopted the Supportive Housing Strategy, a key HAP recommendation. The Supportive Housing Strategy builds on Vancouver Coastal Health's (VCH) "Mental Health and Addictions Supported Housing Framework" (January, 2007). The Strategy focuses on housing for people with mental illnesses or addictions, and includes low barrier housing for people who may not be actively engaged in treatment.

In December 2007, the City and BC Housing signed a Memorandum of Understanding to develop 12 City-owned sites for supportive housing. The MOU will lead to the development of approximately 1,200 units of new social and supportive housing over the next few years. The City and BC Housing are fast tracking the design and development of these projects, and expect them to come on stream in mid-2010.

The federal government also contributes funding for social and supportive housing through the Federal-Provincial-Territorial (FPT) Affordable Housing Initiative, the Homelessness Partnering Initiative (HPI) and the Residential Rehabilitation Assistance Program (RRAP). The FPT program provides block funding to BC Housing to be delivered through provincial housing programs. The bulk of the funding in the first phase of the agreement (\$88 million from 2001 to 2006) was allocated to the provincial ILBC program for frail seniors and did not address homelessness. The second phase from 2006 to 2008 allocated \$42 million to the Provincial Homelessness Initiative and has been used to create social and supportive housing across the Province. The HPI provides approximately \$8 million per year to address homelessness in the Metro Vancouver region, which is allocated through recommendations to the federal Minister by the Regional Steering Committee on Homelessness. The RRAP provides funding to renovate older dwellings, including rooming houses and SROs, and is directly delivered by CMHC. The HPI and RRAP are scheduled to expire March 31, 2009.

There has been some confusion and difference of opinion about how to count or designate various types of "low-income" housing. The following analysis of supportive housing development from 2005 to 2010 includes all supportive housing units completed between 2005 and 2008, and those currently in the development process. It also includes Special Needs Residential Facility (SNRF) units that address the HAP priority for transitional housing. This analysis also considers the need to replace anticipated SRO losses, and includes only those supportive and transitional units expected to be in excess of SRO losses by the end of 2010 (i.e. creating a net increase in the low-income housing stock). This analysis does not include the 1,000 SRO hotel rooms purchased by the provincial government in 2007 and 2008. These units are valuable additions to the non-market stock and help to stabilize a large number of SRO rooms, but they do not result in a net increase the number of low-income units available to people who are homeless.

Supportive units added through VCH's Supported Independent Living program (SIL) are also considered. The SIL program provides both rent supplements and support services to individuals in market rental apartments. HAP called for as many as one-half of all supportive units to be added through rent supplements in the private market.

From 2005 to 2008, a total of 458 new units of supportive and transitional housing have been created in the city, an average of 150 units per year over the past three years. This total includes 98 new units of supportive housing and 60 new transitional units added at Onsite and at Rain City Housing's Fraser Street project. VCH added approximately 300 additional mental health and addictions supportive housing units since 2005. The addition of 150 supportive and transitional housing units per year since 2005 reflects action in the right direction, but falls significantly short of the HAP target of 380 units per year.

Looking forward from 2008 to the end of 2010, 1,480 new supportive and transitional units under construction and in the City's development permit/rezoning process represent a direct contribution towards the HAP target of 3,800 units. Many of these units are located outside of

the downtown core, contributing to Supportive Housing Strategy objectives to locate supportive housing throughout the city.

Including the 458 units added between 2005 and 2008 and the 1,480 new units to be added by the end of 2010, the Housing Centre expects a total of 1,938 net new supportive and transitional housing units to be added by the end of 2010. These units will be in excess of those required to replace SRO losses, and will result in a net increase in the low-income housing stock. Over the five year period from 2005 to 2010, these units are expected achieve the HAP target of 380 units per year.

Recent funding announcements are very welcome, particularly the recent social and supportive housing partnership with the provincial government. However, if we expect to meet HAP's ultimate supportive and transitional housing target of 3,800 by 2015, we need to sustain the current level of supportive housing development in an ongoing way. There is no ongoing provincial or federal funding program for the development of new supportive and transitional housing and no commitment to provide additional funding beyond the completion of the units currently in process.

Staff recommend that Council request the provincial and federal governments provide the funding necessary to develop enough supportive and transitional housing to meet the need in the community by 2015. This means adding 2,000 units through the development of new projects and funding for additional SIL units. In order to contribute to the development of these units, staff also recommends that Council request the Director of Real Estate Services to seek to acquire sites with sufficient development capacity to accommodate these units.

Independent Affordable Housing

Independent affordable housing refers to permanent housing that is affordable to households with low and modest incomes who can live independently with little or no support services. Affordable housing is a key to preventing homelessness because it provides a stable place to live for individuals and families, and preventing homelessness is far more cost effective than reducing it. Affordable housing also prevents homelessness in future generations by ensuring that children have stable places to live and learn. Independent affordable housing has indirect benefits related to homelessness. For example, ensuring people have stable affordable housing reduces the demand for shelters and other emergency services.

The Homeless Action Plan recommends that the Federal and Provincial governments provide sufficient funding to produce 4,200 new units of permanent social housing units over 10 years (420 units per year) for people who can live independently. The City's objective is to maintain social housing at its current 8.5% of the total housing stock.

While significant progress is now underway on the supportive and transitional housing targets, production of independent affordable housing remains limited. Since 2005, one new affordable housing project for those who can live independently was completed, contributing 111 new units. The average annual production from 2005 to 2008 was 37 units per year, achieving just 9% of the HAP target of 420 units per year.

There are currently 345 units of affordable housing for those who can live independently under construction and in process. The majority of these units are under construction in two projects, with 250 units at the Olympic Village and 75 units at Woodward's.

The provincial Rental Assistance Program provides rent supplements to low-income families in the private market. As of March 31, 2008, there were 620 RAP recipients in Vancouver.

The lack of a provincial social housing supply program and the inadequate involvement of the federal government in funding new social housing, especially for families with children, are the key barriers to implementing HAP recommendations on affordable housing production. Organizations across Canada and in Vancouver are calling for a social housing supply program for families, working poor households and low-income seniors who do not require support services, including the Federation of Canadian Municipalities and the Vancouver Board of Trade.

Emergency Shelters

The Homeless Action Plan emphasizes the need to target the root causes of homelessness - providing adequate income and appropriate housing - rather than developing more temporary accommodation. Preventing homelessness and providing long-term solutions are the priority. HAP recommendations related to emergency shelters focus on improving the services provided in shelters, such as making them more accessible to people with different needs, but avoiding making them the solution to homelessness.

BC Housing assumed the management of the emergency shelter program in October 2005. Since that date, they have initiated a new Emergency Shelter Program Framework, substantially increasing the requirements for service standards and resources for service provision in shelters. New standards include Essential Services (24/7 operation, 3 meals per day, etc.) and Gateway Services (provision of on-site services and linkage to community services to help move clients along the housing continuum). The goal is a fundamental refocusing of the shelter system to provide a gateway to longer-term housing and services, rather than simply a roof and a bed. This provincial goal is completely supportive of HAP's emphasis on long-term solutions to homelessness. In October 2007, the Province increased funding for the Emergency Shelter Program by \$25 million to support this transition.

There are currently 904 year-round shelter beds and 110 seasonal shelter spaces for a total of 1,014 shelter spaces in Metro Vancouver. Seasonal shelter spaces, known as Cold/Wet Weather spaces, open from October to April to expand the region's shelter capacity during winter months. The City of Vancouver has 686 year-round shelter beds and 60 seasonal shelter spaces. The rest of the Metro Vancouver region has 218 year-round shelter beds and 50 seasonal shelter spaces. In proportional terms, the City of Vancouver currently accounts for approximately 75% of the shelter capacity in the region. By comparison, the City of Surrey has 89 year-round shelter beds, or about 10% of the region's shelter capacity.

As of June 2008, approximately 50% of the 686 year round shelter beds in the city of Vancouver have been expanded to 24/7 operations and BC Housing and city staff are working with other large shelter providers to increase that proportion. In addition, all BC Housing funded shelters that had been operating on a seasonal basis (October to April) now operate year round.

The HAP recommends that modest expansion of the shelter system be considered in the short-term until systemic changes for social assistance and housing are in place. In response to this recommendation, staff will initiate a Shelter Strategy process this fall to assess the need and potential locations for a modest expansion of shelter spaces. As stated in the HAP, priority

should be placed on additional shelter beds outside of the DTES, and any shelter expansion within the DTES should be based on demonstrated demand, linked to services and housing, and targeted to under-served groups. The Shelter Strategy process will consider specific groups that may currently be underserved by the shelter system (e.g. Aboriginal people). Staff will seek to partner with the provincial government and non-profit societies in the development of the Shelter Strategy.

Support Services

During the 2005 Homeless Count roughly two-thirds of those who are street homeless reported having substance addictions, mental illnesses or both. The goal identified in HAP is to provide and ensure access to programs that prevent homelessness and help households exit homelessness as quickly as possible. In particular, HAP recommends an expansion of mental health and addiction services with a particular focus intensive case management and outreach. Assertive Community Treatment (ACT) is a specific type of intensive case management and outreach. The model is unique in that a multi-disciplinary team provides one-on-one support to an individual experiencing homelessness. The HAP calls for ACT to be an important part of intensive case management and outreach in the city.

Priority Action: Increase Mental Health and Addictions Services

The City's Drug Policy Office continues to work with partners to implement the *Framework for Action: A Four Pillars Approach to Drug Problems*. Since 2005, we have seen a limited expansion of addiction services through the provincial government and Vancouver Coastal Health (VCH), including:

- a modest expansion of detox and recovery services at Onsite, attached to the safe injection site (Insite);
- the development of a crystal methamphetamine treatment program that served 41 adults and 24 youth in 2007/08; and,
- the development of the Crossing, an addictions treatment centre for youth located near Keremeos. It's first 24 beds will open in August 2008.

VCH has been working to improve service delivery in mental health and addictions, but the need continues to outstrip the modest expansion of services. Additional funding is required if services are to be expanded to meet the need.

No new ACT teams have been added through the VCH since 2005, though other forms of intensive outreach and case management have been added. The Urgent Response Team (URT) was recently formed to work in connection with emergency rooms at St. Paul's and Vancouver General Hospital. The URT is a team of nurses and specialists in addictions and mental health issues that works to connect clients to community services. The Housing Clinical Team (CHT) is a partnership between VCH and three non-profit providers to provide integrated primary care and mental health and addictions treatment to clients living in eight SRO hotels.

It is difficult to assess these outreach and case management initiatives without a fuller evaluation of the programs. An initial VCH evaluation of the CHT does indicate that the program has been effective at connecting with clients. In its first six months, the CHT has contacted 71% of tenants in the SRO's in which the team works, and has resulted in decreased Emergency Room visits. While both teams provide a valuable service, the URT and CHT are not based on the Assertive Community Treatment model. ACT is a very specific type of

service, defined by very low staff-to-consumer ratios, a team made up of key specialists who include psychiatrists and clinicians, assertive outreach with 80% of care provided in the community, and continuous access to service (24 hours per day, 7 days per week, and available on a long-term basis). The URT and CHT carry relatively heavy caseloads and VCH reports that caseloads are heavy across the mental health and addictions systems.

Recent provincial and federal government announcements have committed significant new resources to address mental health, addictions and homelessness. In February 2008, the provincial government announced the new Burnaby Centre for Mental Health and Addictions. This centre will provide a range of services for people with complex mental health and addictions challenges with stays expected to average nine months. The centre will provide approximately 100 treatment beds with 30 beds expected to be open this summer.

In 2007 the federal government launched the Canadian Mental Health Commission and provided \$10 million in funding for research and pilot projects that address mental health, addictions and homelessness. Vancouver will be the site of one of the pilots. In May 2008, the federal Health Minister announced an additional \$10 million over five years to fund addictions treatment programs in the Downtown Eastside. In partnership with the provincial government and VCH, this funding will add an additional ACT team and 20 addiction treatment beds for vulnerable women.

These announcements could represent the beginning of a new approach to mental health and addictions issues. However, additional funding will be needed to meet the existing and increasing demand identified by VCH and others. Additional ACT teams and intensive case management capacity are needed to fully address the recommendation in HAP and have a significant impact on homelessness.

Implementation: Next Steps

City staff will continue to work with our partners at senior levels of government and in the community to implement HAP recommendations.

On housing, staff will work with BC Housing and non-profit housing providers to deliver the projects currently in the development process. As the MOU with the provincial government has committed all City-owned sites dedicated to housing, staff will also seek opportunities to acquire new sites and urge the provincial government to commit to funding for supportive housing in an ongoing way. The Housing Centre is also initiating a process to develop a targeted shelter strategy in the fall of 2008.

On income, staff will continue to work with the development community and organizations such as Building Opportunities with Business (BOB) to create training and employment opportunities through the development process and work with MEIA to ensure continued improvements in access to Income Assistance. Staff recommend that Council continue to urge the provincial government to adjust Income Assistance rates annually to keep pace with inflation.

On support services, staff will work with our partners through the Collaboration for Change initiative to develop more effective service delivery models to address mental health and addictions. Staff recommend that the City also ask that the provincial government allocate

sufficient funding to the mental health and addictions system to ensure that VCH has the resources it needs to meet the demand.

While progress was made on two-thirds of HAP recommendations, many recommendations have not been implemented or have been only partially implemented. Staff recommend that the Mayor on behalf of Council draft a letter to the relevant government agencies requesting that they take the necessary actions to implement the recommendations within their jurisdiction.

Staff also recognizes the need to build on our public education and awareness initiatives, which will be a focus of our work in 2008 and 2009.

Staff will report back to Council on progress by the end of 2011.

CONCLUSION

City Council approved the Homeless Action Plan in June 2005 and asked staff to report back on progress every two years. The HAP is a comprehensive plan containing 87 actions. Three priority actions are identified, including:

- Reduce barriers to accessing welfare by the homeless and create jobs for the homeless;
- Develop 3,800 units of supportive housing; and,
- Increase mental health and addictions services.

Progress to implement HAP recommendations was limited in the period from 2005 to 2007. However, over the past year a new momentum has developed. Recent developments in the areas of supportive housing, the emergency shelter system, the Homeless Outreach Program and mental health and addictions services could have a significant impact in terms of reducing homelessness over the next few years. The City and its partners need to build on this momentum as we continue to implement the Homeless Action Plan.

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HOMELESS ACTION PLAN UPDATE 2008: SUMMARY OF PROGRESS TO DATE

As of June 30, 2008

ACTION #	ACTION	LEAD	STATUS	COMMENTS
	INCOME			
1	Revise welfare eligibility requirements	Prov	Some progress	MEIA screens for homelessness and grants exemptions from regulations such as the three week wait, the two-year independence test and administrative barriers (multiple appointments, etc.).
2	MHR to provide additional outreach to youth and adults with multiple barriers to apply for benefits.	Prov	Significant progress	After a 2 year successful pilot project in partnership with the City, MEIA transferred the Homeless Outreach Program to BC Housing. MEIA is still engaged as partners with outreach capacity at several sites throughout the city. MEIA works with organizations that provide youth outreach. There are now 7 outreach teams in the city as part of the HOP.
3	Create pilot project to get street homeless on income assistance.	Prov/ City	Done	Homeless Outreach Pilot Project was launched in 2005 in partnership between MEIA and the City of Vancouver. The program has since been taken on by BC Housing and expanded. There are now 7 of these outreach teams in the City (and more in communities across the region). The program is extremely successful.
4	Increase welfare support benefit rate from \$185 to \$230 (reflect cost of living increases since 1991)		Done	In April 2007, support benefit rate was raised from \$185 to

				\$235, slightly higher than the \$230 called for in the HAP to reflect cost of living increases from 1991-2004. However, cost of living increases since 2004 indicate the rate should now be increased to \$245.
5	Financial support, incentives and assistance to help people transition to employment (e.g., earnings exemptions, clothing, glasses, etc.)	Prov	Some progress	MEIAs Community Assistance Program and BC Employment Program provide supplements for clothing, glasses, supplies and transportation. Earning exemptions for increased in 2007 for People With Disabilities and People with Persistent and Multiple Barriers to Employment (e.g. \$500/month for PWD client). There are no earning exemptions for clients in the Expected to Work category.
6	Increase subsidies for childcare and increase number of childcare spaces for low income families.	Fed/ Prov	No progress	National childcare program reduced and mostly replaced with \$100/ child monthly taxable Universal Child Care Benefit for kids under six.
7	Increase welfare shelter component from \$325 to \$400 (reflect cost of living increases since 1991).	Prov	Some progress	In March 2005, shelter component raised to \$375. However, the increase falls short. To reflect cost of living increases from 1991-2004, HAP calls for the rate to increase to \$400 per month. Increases in CPI from 2004-2007 indicate the rate should be at least \$425 per month.
8	Increase SAFER from \$520 to \$730 (reflect cost of living since 1989).	Prov	Some progress	Maximum SAFER benefit was raised to \$700 for singles in 2006.

9	Increase minimum wage so employed can afford rents without paying more than 30% of their income on rent.	Prov	No progress	
10	Eliminate \$6 training wage rate.	Prov	No progress	
11	Monitor minimum wage and update on annual basis to keep up with cost of living.	Prov	No progress	
12	Pending changes to minimum wage, conduct research on how living wage policy might work/impact on City budget.	City	No progress	
13	Expand eligibility criteria for Employment Insurance benefits.	Fed	No progress	
14	Ensure individuals receive Employment Insurance benefits within two weeks from time of eligibility.	Fed	No progress	
15	Support Vancouver Agreement Case Coordination Service Initiative that will provide pre and post employment opportunities to 450 MHR clients in DTES.	All	Done	The VA Case Coordination Project ended on February 29, 2008 by mutual decision of all parties involved. A transition plan and team was put in place in July 2007 to successfully link clients back to MEIA and MEIA employment programs.
16	Support and enhance employment assistance and training programs for those homeless or at risk of homelessness (e.g., low-threshold employment training, mentoring, fostering self-employment opportunities, etc.). <ul style="list-style-type: none"> • low-threshold employment training based on the actual circumstances of street people; • mentoring (e.g. teaming up homeless people with people who are working), outreach and peer support; • fostering self-employment opportunities and the development of small business and other community economic development initiatives (e.g. bike repair shop, crafts, etc). 	All	Some progress	A range of programs are running or in start up phase to address this action. These include employment and training initiatives through MEIA (Empowered to Work, Community Assistance Program, etc) and through community agencies such as BOB and Bladerunners. Community agencies such as EMBERS and BOBs Industry Clusters have been developing business opportunities in the inner-city.
17	Develop new approaches to help individuals gain and maintain employment (e.g., childcare, bus tickets,	All	Some progress	New Community Assistance Program (CAP2) offers

	appropriate clothing/gear, assessment tool to determine what supports needed, etc.).			<p>individualized lifeskills programming of up to 22 months for multi-barriered BCEA clients. There are 7 contracts in Vancouver, including one in the DTES with SUCCESS. A new Bridging Employment Program is also being launched.</p> <p>The VA Case Coordination Program provided a level of support that is needed to work with people who are homeless. This is now a gap as the CAP, while very useful, doesn't provide that intensive level of support.</p>
18	Include employment objectives in large project permitting.	City/ VA	Ongoing	This is being Done on project such as Woodward's, SEFC Benefit Agreements, BladeRunners for BC Housing/COV non-market housing projects. Recommended this continue to reduce homelessness.
	HOUSING			
19	<p>Increase subsidized housing nationally and provincially and in Vancouver provide funding to create at least 8,000 more subsidized units over next 10 years:</p> <ul style="list-style-type: none"> • 4,200 units for people that can live independently • 3,800 supportive/transitional housing units (half through rent supplements) 	Fed/ Prov	Some progress	<p>Units completed 2005-2007:</p> <ul style="list-style-type: none"> • 111 units for those that can live independently • 458 supportive/ trans units <p>Units under construction or in process as of June 2008:</p> <ul style="list-style-type: none"> • 345 units for those that can live independently • 1,480 units supportive/ trans housing

				Supportive housing production is increasing, and needs to be sustained to meet HAP targets. Independent affordable housing production is minimal due to lack of fed/prov supply program.
20	Create opportunities to add more subsidized and supportive housing across Vancouver (acquiring sites, providing land at reduced prices, raising money through capital plan, ensure compatible zoning, etc.)	City	Ongoing	City continues to implement these actions.
21	Provide funding for City and non-profits to acquire existing housing stock (SROs).	Prov/ Feds	Done and Ongoing	Since 2005 the Province and City have purchased 1,300 units of market rental housing (mostly SROs) to be operated by non-profits as supportive housing.
22	Purchase at least one SRO per year subject to funding and in partnership with senior government to upgrade to self contained units.	City	Done and Ongoing	City purchased the Drake (24 room SRO) in 2007, as well as Helping Spirit Lodge in 2006.
23	Develop rental housing strategy (through preservation and private sector participation to build new units).	City	Some progress	Following Council's adoption of the Rate of Change Bylaw in June 2007, the Housing Centre is undertaking a comprehensive Rental Housing Strategy, to be complete by the end of 2009.
24	DTES Housing Plan to confirm minimum size unit (400sf relaxable to 320sf).	City	Done	337 W. Pender Street pilot project with 220 s.f. self contained units
25	Maintain and expand RRAP and establish maximum rent appropriate for Vancouver's SROs.	Fed	Some progress	RRAP extended to March 2009 but maximum rents for SROs have not been established.
26	Implement tax changes to encourage private sector to build rental housing: <ul style="list-style-type: none"> • GST rebates • Allow small business investors to qualify for small business deductions • Restore Capital Cost Allowance pooling provisions to encourage capital reinvestment in new rental 	Fed	No progress	The Mayor, on behalf of City Council, has recently written to the Federal government requesting the specified tax changes.

	<p>projects</p> <ul style="list-style-type: none"> • Enable creation of Labour Sponsored Investment Fund for affordable housing 			
27	Monitor rent increases in SROs every two years and report back to Council as required.	City	Done and Ongoing	Biennial "Survey of Low-Income Housing in the Downtown Core" report back July 2007.
28	Provide dedicated and stable funding for services to support people in 3,800 units of supportive/ transitional housing (rent supplements for half) for people with mental health and/or addiction issues.	Prov	Some progress	<p>VCH through its Mental Health and Addictions program is providing case management services and community living supports for residents in several new projects including:</p> <ul style="list-style-type: none"> • 65. E. Hastings • 1321 Richards • 337 W. Pender • 980 Main (1005 Station St.) • Pennsylvania Hotel • Woodward's (100 units) • Onsite • Fraser Street (Triage) <p>VCH has also added 300 SIL rent supplements to support people with mental health and addictions issues in the private rental market.</p> <p>These additions are welcome, but need to be increased to meet the need identified in HAP.</p>
29	Provide sufficient housing subsidies so people can remain in supportive housing regardless of whether or not they are continuing to receive the services and regardless of the level of support they're receiving.	Prov	Some progress	New supportive housing developed through Prov/City partnership will include a variety of levels of support that will allow people to maintain their

				housing as support needs change.
30	Develop strategy to locate supportive and transitional housing throughout the City.	City/ VCH	Done	Council adopted strategy June 6, 2007
31	Provide dedicated and stable funding for support services in 600 units transitional housing. Units targeted to those fleeing abuse, people with addictions, refugees and individuals with multiple challenges. Portion of units should be culturally appropriate for Aboriginal people.	Prov	Some progress	Transitional housing now being considered part of the supportive housing continuum. 60 transitional units have been added since 2005, in Rain City's Fraser Street project and at Onsite.
32	Provide additional funding to transition houses so they can serve: <ul style="list-style-type: none"> • Women with children with wide range of needs • Single fathers with children • People who are transgendered • Seniors who have been abused 	Prov	Some progress	In 2005, Province increased annual funding for transition houses by \$12.5 million (33% increase).
33	Support completion of regional shelter plan and other planning initiatives as basis for longer term development of new shelters.	All	Done	Regional Shelter Plan, GVRD Affordable Housing Strategy completed
34	Monitor and possibly expand shelter beds (in short term) - priority to areas outside DTES (any expansion within DTES should be based on demonstrated demand, linked to services and housing and targeted to underserved groups).	Prov	Significant Progress	Since 2005, BC Housing has taken over management of the shelter system and developed a new Emergency Shelter Program. Part of this program is the conversion of seasonal shelter capacity to year-round capacity. Year-round shelter capacity in the City has increased from 591 beds in 2005 to 686 beds in 2008, a 14% increase. Most of this increase is the result of conversion of CWW beds, which have decreased from 174 beds in 2005 to 50 beds in 2008.

				<p>BC Housing is also in the process of converting all shelters, where possible, to 24/7 full service operations. As of June 2008, 50% of shelter beds in Vancouver are 24/7 and BC Housing is working with other large shelter providers to increase that proportion.</p> <p>The Housing Centre is developing a Shelter Strategy in 2008.</p>
35	Funding for additional 20 emergency care beds (mental health crisis) with assessment, treatment and relocation.	Prov	No progress	
36	Develop strategy to provide emergency accommodation to youth using substances and underage youth, including youth going through detox. Strategy to address range of resources needed to accommodate youth of different ages, address different needs and length of time youth have lived on street.	Prov/ VA	Some progress	Youth Housing Options Study was completed March 2007 for the Vancouver Youth Funders Table.
37	Work with shelters to provide safe place for people with different needs including families, people working shifts, trans-gendered, and people with pets, seniors, etc. And stay open longer hours appropriate to people's needs (e.g., 9:00pm to 8:00am)	Prov	Significant progress	BC Housing is implementing a new Emergency Shelter Program Framework, substantially increasing the requirements and resources for service standards in shelters. New standards include Essential Services (24/7 operation, 3 meals per day, etc) and Gateway Services (provision of on-site services and linkages to community services to help move clients along the housing continuum).
38	Work with shelters to provide safe and secure storage lockers	Prov	No progress	Bedbugs pose major challenge to

	for shelter users (including place to store shopping carts).			storing of personal items. It has not been implemented - the question of how to balance the needs of the individual, with the interest of the shelter and other shelter users.
39	Work with Translink, shelters and transition houses to provide bus tickets and taxis for people needing to access shelters or a transition house.	Prov	No progress	The Greater Vancouver Shelter Strategy has been lobbying Translink for several years without success.
40	MEIA continue to increase flexibility of CWW strategy to accommodate individuals from Oct.1-May 31 if required due to weather.	Prov	Done	Shelter mandate now lies with BC Housing and most CWW beds are now operating year round. The shelter system in Vancouver continues to expand by 50 beds in the winter due to funding through the federal Homelessness Partnering Strategy.
41	Provide multi-year funding for CWW beds.	Prov	Done	Shelter mandate now lies with BC Housing and most CWW beds are now operating year round.
42	Monitor and possibly expand CWW beds (in short term) - priority to areas outside DTES (any expansion within DTES should be based on demonstrated demand, linked to services and housing and targeted to underserved groups).	Prov	Done	CWW beds operating year round. BC Housing rationale is that there has not been a demonstrated difference in shelter demand in the winter season. Previous CWW shelter capacity is needed year-round.
43	Expand network of orgs that might have capacity to provide shelter in emergency (extreme weather).	City	Significant progress	BC Housing provides annualized funding for a Vancouver EWW Coordinator (in addition to a Regional Coordinator and a

				Surrey Coordinator). Level of coordination has increased dramatically, as have groups providing EWR shelter spaces.
44	Resource outreach workers to ensure access to CWW and extreme weather beds for those that need it most.	Prov	Some progress	Many outreach teams are available to assist, but few are specifically attached to EWR shelter sites. Some EWR sites do include outreach, such as the Aboriginal Friendship Centre.
45	Do not support proposals for "tent cities" unless last resort emergency response (support housing and modest increase in shelters).	City	Ongoing	Have fielded enquires re: tent cities and continue to support this policy.
SUPPORT SERVICES				
46	Expand outreach services for Early Psychosis Intervention (EPI) Program for street youth - and link to housing.	Prov/ VCH	Some progress	<ul style="list-style-type: none"> EPI has been expanded by 1 FTE (Child and Youth Clinical staff person) since 2005. There is some clinical outreach available.
47	Increase capacity to provide Assertive Community Treatment to treat at least 700 more clients who are homeless and to provide an intensive form of case management to at least 1,700 more people who are homeless or at risk.	Prov/ VCH	Some progress	<p>ACT has a very specific definition in terms of qualifications of team members, staff to client ratios, etc. No ACT teams have been added since 2005.</p> <p>Other forms of "intensive outreach and case management" have been added. Include the Urgent Response Team and the Clinical Housing Team. Triage's Concurrent Disorders outreach team also fits this description.</p> <p>VCH reports that the Province is developing a province-wide ACT</p>

				<p>strategy that will result in more ACT teams. At least one ACT team is also being added to the new Burnaby Mental Health and Addictions Centre.</p> <p>Despite these modest improvements, more ACT Teams or other intensive outreach, and more resources are needed.</p>
48	Ensure mentally ill have access to appropriate and most recent generation of anti-psychotic drugs.	Prov/ VCH	Done (and Ongoing)	<ul style="list-style-type: none"> The only drug that was unavailable in BC in 2005 was Clozapine. It is now available and BC has access to the best drugs available to treat mental illness.
49	Ensure adequate number of mental health workers in all community Health Centres/Clinics and ensure those workers with youth experience be placed in Youth Integrated Service Delivery centres.	Prov/ VCH	No progress	<ul style="list-style-type: none"> No change in number of teams since 2005. Mental health workers/teams continue to be overworked. This is an issue of budget. Youth mental health services not available in every health centre, but they are available in every part of the city. While there hasn't been any expansion of services, they've worked hard on improving existing services (e.g. centralized intake has improved efficiency significantly).
50	Carry out research to determine what additional acute care beds required and during interim provide at least 40 more beds for those in crisis.	Prov/ VCH	Some progress	<ul style="list-style-type: none"> 15 beds have been added since 2005. Need is assessed on an ongoing basis.

51	Determine need for more Car 87s and appropriate hours of service.	Prov/ VPD/ VCH	No progress	<ul style="list-style-type: none"> Needs analysis is required. Hours - 18 hrs per day are covered with only 3 am to 7am not covered.
52	Provide mental health and treatment facilities throughout city, including DTES with staff experienced in dealing with concurrent disorder.	Prov/ VCH	No progress	<ul style="list-style-type: none"> There are no changes since 2005 that would address this action. Centre for Concurrent Disorders is available, but was already there in 2005.
53	Provide funding to create mental health clinic aligned with a hospital (alternative to emergency) open 24/7 to serve people having a severe mental health crisis and may be suicidal and provide assessment, identify the mental health and medical issues and ensure that individual receives appropriate services.	Prov/ VCH	No progress	<ul style="list-style-type: none"> This has not been done yet, but will be part of the Mental Health Pavilion planned for VGH. MHP is in early planning stages, expected to be completed within the next few years.
54	Provide funding so that mental health services connected to housing exist across the city to enable people to live in their communities.	Prov/ VCH	Significant progress	<p>Supportive Housing Strategy approved June 6, 2007.</p> <ul style="list-style-type: none"> 2005 to 2008 - VCH added 322 units of MH/A supportive housing (mostly SIL units). Represents a 15% increase in units. Now have about 3000 units available for MH, low-barrier, A/D Free. Increases in housing units with supports attached are not keeping pace with HAP identified need. Development over next few years, include 12 City-owned sites, will begin to address this recommendation.

55	Continue to resource Riverview redesign project.	Prov/ VCH	Ongoing	Provincial government is in the planning and design phase.
56	Provide sobering facilities (24 hour) in downtown core with: <ul style="list-style-type: none"> at least 20 mats for adults and youth 8 secure rooms for clients in need of protection/isolation Include stabilization services for crystal meth users, assessments and referrals to other services. 	Prov/ VCH	Some progress	18 sobering mats are available at Vancouver detox. These are not new. Vancouver Addictions Matrix Program (Crystal Meth) launched in early 2007. Intensive treatment for 41 adults and 24 youth in 2007/2008 year.
57	Provide funding for range of detox options for youth (under 19) including minimum 15 more detox beds outside DTES.	Prov/ VCH	Some progress	In Oct 2005, VCH announced roughly \$1m expanding youth detox services and increased: <ul style="list-style-type: none"> residential detox beds to 14 from 10. Residential detox is supervised withdrawal from drugs and alcohol, which occurs over a three to seven day period. home detox to up to three Vancouver youth at any given time through five of its Vancouver community health centres. Home detox offers withdrawal support, acupuncture, and counseling to youth in their own homes. <p>VCH also opened D-Talks, a referral line for youth.</p>
58	Provide funding for: <ul style="list-style-type: none"> at least 10 more support recovery beds for residential treatment for youth (under 19) can stay for up to 3 months 	Prov/ VCH	Some progress	In Oct. 2005, VCH increased the total number of treatment beds to 27 from 17. Youth resources included:

	<ul style="list-style-type: none"> • 30-50 additional longer term supportive recovery beds for youth (15-24) where youth can go following residential treatment • ACT services to clients leaving the program to provide support to help and maintain housing 			<ul style="list-style-type: none"> • youth support recovery beds: to five from 1.5 (28-day program that offers post-detox support to youth through after care, counseling and case management). • youth residential treatment service beds to eight from six. Two of these beds will be earmarked exclusively for VCH area youth, while the remaining six beds support the entire province. Residential treatment is a 10-week intensive program that offers youth individual counseling, family support and recreational, educational and cultural programming.
59	<p>Consider establishing long term (minimum 6 months) treatment centre for youth (15-24) with severe addictions to be located outside city. In addition to treatment, program to include skill development, job training and linkages to housing, linkages to family (if appropriate).</p>	Prov/ VCH	Significant progress	<p>Portage Program (residential treatment program). One year average length in program. Developed for Vancouver, but located in Halifax (youth are flown). 10 SIL beds reserved for Portage program graduates (provide ongoing support and after care).</p> <p>The Crossing at Keremeos, a 48 bed long-term residential treatment program for youth, will open 24 beds by August 2008.</p>

60	Funding for at least one more detox facility specifically for woman and increase number of beds for men. VCH to work with stakeholders to reach consensus on exact number of beds and nature of detox facilities needed.	Prov/ VCH	Some progress	VCH added 15 detox beds at Insite. (18 transitional housing beds have also been added).
61	Design appropriate regulatory structure to ensure supportive recovery homes operate according to standards. Need to accommodate range of programs and treatment options, including those on methadone and psychiatric medication.	Prov/ VCH/ City	Some progress	The Province has initiated a program to develop standards for recovery homes.
62	Expand capacity of Sunrise Hotel Dental Clinic and provide more throughout Vancouver to provide full range of dental services for homeless and those at risk of homelessness.	Prov	Some progress	BC Cancer agency has developed oral cancer screening program in DTES at the Lifeskills Centre.
63	Expand capacity of Community Health Centres to serve more people who are homeless or at risk of by: <ul style="list-style-type: none"> • Being open longer hours • Increasing health care staff • Training staff to provide a welcoming environment for people who are homeless 	Prov	Some progress	<p><u>Three Bridges CHC</u></p> <ul style="list-style-type: none"> • Added 3.5 FTEs that directly work with homeless (Nurse Practitioner does outreach 2 AMs per week, Clinical Coordinator, Social Worker, Mental Health Counsellor. • Staff receive orientation on community, including homeless. Community counsellor took part in Homeless Action Week and interacts on a regular basis with the many not-for-profits in the area that provide services to the homeless. <p><u>Downtown Community Health Centre</u></p> <ul style="list-style-type: none"> • DCHC added a clinical care coordinator and an NP to their staff roster (2 FTEs) • Staff are multidisciplinary with a requirement for a minimum of 3 years experience working with marginalized populations.

				<ul style="list-style-type: none"> • Each day, nursing, medical and social work staff provide outreach services to homeless individuals. • Professional development for 2007 include training in addictions, aboriginal health, mental health, women's health, housing access.
64	Encourage more physicians to work on an outreach basis and meet people who are homeless.	Prov	Some progress	<ul style="list-style-type: none"> • VCH addresses this need with nurse practitioners. Outreach teams, like VISU and CHT, have Nurse Practitioners. NPs can do much of what doctors can do in terms of diagnosis, prescriptions, etc.
65	Adequately fund convalescent health care services to individuals who are homeless or in unstable housing.	Prov	Some progress	<ul style="list-style-type: none"> • VCH has not added convalescent beds and is concerned about having discharges to inappropriate places (e.g. shelters). Have set goal of ensuring that all people who are discharged go somewhere with appropriate supports. • VCH recently created a staff compliment in a non-market SRO to support 7 people discharged with high needs (e.g. in wheelchairs, etc) and will expand this approach in new housing resources (e.g. 65 East Hastings)
66	Determine need for an easily accessible patient record database by health care providers (confidentiality and	Prov	Significant progress	<ul style="list-style-type: none"> • CareConnect project is a major initiative to link at VCH

	accessibility key)			and Providence databases together. Some connection to other databases. <ul style="list-style-type: none"> • Very substantial progress has been made on this initiative. This HAP action is almost complete.
67	Change RTA regulations to: <ul style="list-style-type: none"> • Limit annual rent increases to either CPI or a reasonable percentage but not both • Ensure tenants not evicted for cosmetic renovations • Permit arbitrators to extend time for tenants to pay rent under reasonable circumstances • Provide adequate access to RT offices for Vancouver tenants by re-opening office and extending hours • Additional resources to organizations that assist tenants in resolving disputes 		Some progress.	Mayor Sullivan wrote to Premier Campbell May 14, 2008 to encourage changes to the RTA to better protect renters, and additional RTB resources in Vancouver.
68	Reinstate funding for legal aid.	Prov	No progress	
69	Fund programs to prevent evictions including: <ul style="list-style-type: none"> • mediation services • rent assistance and rent bank programs • support to landlords with tenants whose behaviours might otherwise result in an eviction • one-to-one assistance to work with individual tenants to avoid eviction 	City/ Prov	No progress	City and Province are discussing a partnership with respect to securing \$35,000 matching from Province to provide tenant support services. No progress on other measures, such as the rent bank.
70	Develop comprehensive housing registry for applicants to obtain private and social housing: Registry would: <ul style="list-style-type: none"> • serve as single access point for BC Housing, BC non-profit Housing Association, Cooperative Hsg Fed of BC and other providers • Work with BC Housing to ensure that social housing units for disabled are available for target population • help people locate and access private rental market (possible incentives for landlords to participate) 	City/ BC Hsg and others	Significant progress	In 2005, BC Housing developed and launched the Housing Registry database - a central registry of applicant information. Database needs to be further developed to expand the range of housing providers participating in the registry and overcome some of early challenges.

	<ul style="list-style-type: none"> • financial assistance to help clients obtain housing (e.g., damage deposits, moving expenses) • work to overcome barriers to accessing housing (e.g., discrimination, landlord references, etc.) • provide case management to ensure access to support services as necessary 			BC Housing is also developing a coordinated tenant selection process for supportive housing, beginning with the newly purchased provincial SROs.
71	Work together to ensure effective discharge planning so individuals linked to appropriate housing and support services.	City/ Prov/ Fed/ VCH	Some progress	<p>Several initiatives are underway related to the Drug and Community Court, and to improved discharge planning from hospital. These include the Vancouver Intensive Services Unit, focused on addicted offenders and the Community Transitional Care Team, focused on those released from hospital. Both teams are examples of integrated approaches involving MEIA, VCH, Corrections and others.</p> <p>These initiatives represent a good start, but more resources are needed to ensure people who are discharged have appropriate housing and supports.</p>
72	<p>Ensure full range of services to prevent homelessness including welfare, housing, mental health and addiction services and:</p> <ul style="list-style-type: none"> • life skills and employment training • family mediation • counseling • childcare, parent support and parent education • homemaking support • early childhood development and intervention programs • in-school early prevention programs 	Prov/ All	Some progress	There are useful examples of many of these services, but more and targeted resources are needed.

	<ul style="list-style-type: none"> • settlement services for new immigrants 			
73	<p>Ensure people at risk of homelessness have access to services to prevent homelessness:</p> <ul style="list-style-type: none"> • 24 hour access and one-stop information and referral services (e.g., BC 211) • 24 hour access and one-stop information and referral services (e.g., BC 211) • Ensure services in physically accessible buildings • User friendly information (e.g., in various languages, written and electronic, etc.) • Provide bus tickets and van service (e.g., Safe Ride) • Provide child minding services so parents can make appointments and meetings • Respecting and accommodating individuals with different cultural backgrounds • Help people obtain necessary ID • One-on-one advocacy for services 	Prov/ All	Some progress	There are examples of many of these services (e.g. 211 is being developed), but more and targeted resources are needed.
74	Provide funding for more street outreach services available 24/7 and improve coordination among programs.	Prov/ Fed/ City	Significant progress	Outreach services, including BC Housing's Homeless Outreach Program have been expanded significantly.
75	Provide funding for more outreach services outside of the downtown core.	Prov	Significant progress	Homeless Outreach Program was expanded to other parts of the city and province. Seven outreach Teams now in place from the West End to Collingwood.
76	Provide funding for more drop-in centres to be fully accessible, open 24/7 with a sufficient level of staffing and pet friendly	Prov	No progress	
77	Provide funding for more drop-in centres outside downtown core	Prov	No progress	No new drop-in centres have been developed, but some existing centres have adjusted to the increase in homelessness by

				welcoming people who are homeless inside (e.g Collingwood Neighbourhood House).
78	Consider development of drop-in centres targeted to specific populations (e.g., women, youth) so they feel safer.	Prov	No progress	
79	Find ways to increase linkages between drop-in centres and services	Prov/ All	Some progress	While no initiatives have been undertaken, the expansion of outreach services is helpful. Also, some community centres have taken the initiative to develop programs that respond to homelessness (e.g. Collingwood).
80	Support and implement Homeless Individuals and Families Information System (HIFIS) to obtain information about the number and characteristics of people who use emergency shelters and people that are turned away from these facilities.	Prov/ Fed/ City	Some progress	BC Housing has taken over and is developing system.
81	Provide funding to support all Lower Mainland emergency shelters so they can participate in HIFIS.	Fed/ Prov	No progress	
82	RSCH to allocate resources to undertake a regional count in 2007 and every two years thereafter.	RSCH	Done (ongoing)	Count was completed March 11, 2008. City partnered to develop and implement count.
83	Allocate resources to develop and update estimates of numbers and characteristics of those at risk.	RSCH	Ongoing	At-risk data is census based. It is available every 5 years, usually several years after the primarily census data is released (next data by 2009/10).
84	Resources to update Regional Inventory of Facilities and Services every 2 years and make it accessible to agencies.	RSCH	Done (ongoing)	Most recent inventory completed in August 2007 and it is available on Metro Vancouver website.

				Accuracy dependent on member review and input.
85	Allocate resources to develop strategy and supporting material for public education about homelessness.	RSCH	Done (on going)	Homelessness Action Week has become a highly successful annual event.
86	Implement Regional Homeless Plan.	RSCH/ Prov/ Fed/ GVRD munic	Some progress	Regional Affordable Housing Strategy and municipal housing action plans will complement and enhance these efforts.
87	Implement Homeless Action Plan.	City/ Fed/ Prov/ VCH	Some progress	Actions taken to implement HAP from 2005-2008 indicate that Some Progress has been achieved.

Non-Market Housing Projects, 2005-2010: Status May 15, 2005

Project/Location	Type	Total New Units	PROJECT TYPE				Year Funded Allocated
			Independent Non-market Units	Supportive/ Transitional Units	Non-market Units lost in redevel't	SNRF?	
COMPLETED							
Helping Spirit Lodge (1495 Kingsway)	Conv	36	36			No	
Watson House (1125 Pendrell Street)	Conv	8		8		No	2005
Fraser Street Transitional Housing (5616 Fraser)	New	30		30		Yes	2003
Performing Arts Lodge (581 Cardero)	New	111	111			No	2003
Onsite (137 East Hastings)	New	30		30		Yes	2005
Grace Mansion (596 E. Hastings)	Conv	85		85		No	2007
Granville Residence (1261 Richards)	Conv	82		82		No	2004
Vivan (512 E. Cordova)	Conv	24		24		No	2007
Jackson Avenue Coop (231 Jackson)	Conv	23		23		No	2005
Tamura House (396 Powell)	Conv	110		110		No	2008
Smith-Yuen Apartments (475 East Hastings)	New	52		52		No	2000
Doug Storey Residence (768 Richards)	New	46	46			No	2004
12		637	193	444			
UNDER CONSTRUCTION							
Olympic Village	New	250	250			No	2003
Pennsylvania Hotel (411 Carrall)	Conv	44		44		No	2006
Woodward's	New	200	75	125		No	2003
65 E. Hastings	New	92		92		No	2005
Kindred Place (1321 Richards)	New	87		87		No	2006
5		673	325	348			
IN PROCESS							
505 Abbott St.	New	120		120		No	2007
675-691 East Broadway	New	100		100		No	2007
3588-96 West 16th/ 3212-28 Dunbar	New	50		50		No	2007
1607-15 West 7th Ave.	New	70		70		No	2007
1050 Expo Boulevard	New	100		100		No	2007

1721-23 Main St.	New	80		80		No	2007
215-225 West 2nd Ave.	New	100		100		No	2007
Marble Arch (518 Richards)	Conv	150		150		No	2007
St. Helens (1161/63 Granville)	Conv	96		96		No	2007
Carl Rooms (335 Princess)	Conv	44		47		No	2007
Rice Block (404 Hawks)	Conv	42		43		No	2007
Molson's Bank Building (166 E. Hastings)	Conv	42		45		No	2007
The Park Hotel (429/433 W. Pender)	Conv	56		56		No	2007
Walton (261-265 E. Hastings)	Conv	48		48		No	2007
Orange Hall (329-341 Gore)	Conv	27		27		No	2007
Orwell Hotel (465 E. Hastings)	Conv	55		55		No	2007
Savoy Hotel (258-260 E. Hastings)	Conv	25		25		No	2007
Gastown Hotel (110 Water St.)	Conv	91		91		No	2008
Shaldon Hotel (52-60 E. Hastings)	Conv	55		55		No	2008
Arco Hotel (81-83 W. Pender St.)	Conv	63		63		No	2008
Pender Hotel (31 W. Pender)	Conv	36		36		No	2008
Marr Hotel (401 Powell)	Conv	24		24		No	2008
Rainier Hotel (307-315 Carrall)	Conv	47		47		No	2008
337 W. Pender	New	102		102		No	2007
Union Gospel Mission (601 E. Hastings)	New	91		91		Yes (54 transitional units are SNRF)	2007
966 Main Street/ 1005 Station	New	80		80		No	2007
1134 Burrard St.	New	100		100		No	2007
1233-51 Howe St.	New	100		100		No	2007
606 Powell St.	New	100		100	-24	No	2007
1308 Seymour St.	New	100		100		No	2007
590 Alexander St.	New	100		100	-76	No	2007
34		2294	0	2294	-100		
		-100		-100			
TOTAL :		3504	518	3086		100 Units subtracted from total due to units lost in redevelopment of Drake Hotel and Maria Gomez project.	

Supportive and Transitional Housing Development, 2005-2010

There has been confusion and differences of opinion about how to count or designate various types of low-income housing. This analysis demonstrates how the housing unit numbers included in the body of this report were derived. The analysis demonstrates that the level of non-market housing production anticipated between 2008 and the end of 2010 will be sufficient to more than offset SRO losses. As a result, many new units developed between 2005 and 2008, and those currently in the development process, will contribute to reductions in homelessness.

Table 1: Gross Non-Market Housing Additions by Area, 2005-2010

	Completed 2005-2008	Under Construction	In Process	Total
Downtown Eastside	324	336	1028	1688
Downtown South	82	87	396	565
Rest of City	231	250	770	1251
Total	637	673	2194	3504

- There will be 3,504 units of non-market housing added to the stock by the end of 2010, including 637 units that have been completed since HAP was adopted in 2005. Just under half of these units will be added in the Downtown Eastside, 15% in the Downtown South and approximately one-third in the rest of the city.

Table 2: Gross New Non-Market Housing Additions by Area (excluding Provincial SRO and other purchases of market housing), 2005-2010

	Completed 2005-2008	Under Construction	In Process	Total
Downtown Eastside	82	292	373	747
Downtown South	0	87	300	387
Rest of City	187	250	620	1057
Total	269	629	1293	2191

- The purchase and conversion of existing market units to non-market comprise 1,313 units (38% of all units), primarily through the provincial purchase of SRO buildings. The remaining 2,175 units (62% of all units) are new construction.

Table 3: Gross New Supportive Housing Additions by Area (Excluding Provincial SRO Purchases and other purchases of market housing, Independent Affordable Housing and SNRF Units), 2005-2010

	Completed 2005-2008	Under Construction	In Process	Total
Downtown Eastside	52	217	319	588
Downtown South	0	87	300	387
Rest of City	46	0	620	666
Total	98	304	1239	1641

- Focusing in on HAP targets for supportive and transitional housing, 1,641 new supportive and transitional units will be added to the stock by the end of 2010, including 98 units completed since 2005. This number is derived by excluding all market housing (mostly SROs) that has been purchased and converted to non-market housing. It also excludes independent affordable housing units, such as the 250 units at the Olympic Village and 75 units at Woodward's. Finally, units classified as Special Needs Residential Facilities are excluded, but they will be included in later analysis as they contribute to meeting HAP transitional housing objectives.

Table 4: Anticipated Net New Supportive/ Transitional Housing Additions by Area (in excess of units required to replace SRO losses), 2005-2010

	New Supportive Housing Units	<i>Potential Change in Low-Income Singles Units by 2010</i>	Supportive Units Contributing to Homelessness Reduction by 2010	SNRF Units Contributing to Transitional Housing Targets	Total Units Contributing to HAP Supportive/ Transitional Housing Targets
	A	B	C	D	E
Downtown Eastside	588	625	588	84	672
Downtown South	387	-117	270	0	270
Rest of City	666	N/A	666	30	696
Total	1641		1524	114	1638

- Table 4 assesses the number of new supportive and transitional housing units that will exceed anticipated SRO losses in areas of the city where SRO replacement policies are in place (the Downtown Eastside and Downtown South). These units will result in a net increase in low-income stock and therefore contribute to homelessness reduction. The anticipated change in low-income singles stock (Column B) comes from two sources. The anticipated change in the DTES was analyzed and presented in the Council memo *Housing Stock in the DTES, 2003-2008* dated June 9, 2008. The anticipated change in the Downtown South was analyzed in the *2007 Survey of Low-Income Housing in the Downtown Core*. These documents are available on the Housing Centre website at www.vancouver.ca/housing under Other Research and Data.

- In the DTES, staff project that the 1:1 replacement policy will be more than met by the end of 2010. From 2003 to 2010, there will be a net increase of 625 units in the low-income stock. As a result of this increase, none of the 588 new supportive housing units will be required to offset SRO losses. In addition, 84 SNRF units assisting people with addictions will be added. The net increase in supportive and transitional housing units in the DTES by the end of 2010 will be 672 units.
- In the Downtown South, staff project that by the end of 2010 there will be a 30 unit decrease in the low-income housing stock since the 1:1 policy was established in 1991. This analysis factored in the 87 unit Kindred Place development at 1321 Richards Street. As a result, both the 30 unit decrease in stock and the 87 units from Kindred Place (a total of 117 units) will be subtracted from the 387 gross supportive housing additions currently under construction or in process. The net increase in supportive and transitional housing in the Downtown South by the end of 2010 will be 270 units.
- The rest of the city will see 666 new supportive and transitional housing units by the end of 2010. In addition, 30 SNRF units have been completed in Rain City Housing's Fraser Street project. The net increase in supportive and transitional housing units outside of the DTES and Downtown South will be 696 units.
- In total, 1,638 net new supportive and transitional housing units will be added to the stock by the end of 2010, including those units completed since 2005. Including the 300 units added through VCH's Supported Independent Living (SIL) program (rent supplements and supports in the private rental market), we expect to add 1,938 supportive and transitional housing units by the end of 2010. These additions will achieve approximately half of the HAP target of 3,800 units by 2015.