

# TEMPLATE FOR MUNICIPAL SHELTER PLANS



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## INTRODUCTION

A meeting of Alberta Urban Municipalities Association's (AUMA) Mayors in the spring of 2000 resulted in a request to the administration of AUMA. They were asked to develop a template that Municipalities can use to identify their respective housing needs, potential solutions and the role that each level of government and private and non-profit sectors should play.

As a result of this mandate, AUMA administration commissioned R. Beaupré & Associates Consulting Inc. to develop a process that could be utilized as a template for the development of Municipal Shelter Plans.

The objectives of the template are:

- To provide a consistent approach for all municipalities;
- To provide an user-friendly process that Municipal Administration can use without requiring extensive specialized professional expertise;
- To provide a cost-effective means to complete a Municipal Shelter Plan;
- To provide a tool for the AUMA to use in its approach to senior level governments for additional housing assistance, e.g. if all Municipalities in Alberta are utilizing a consistent format for their housing plans, it will be easy to build a provincial scenario of housing needs, solutions and partnership roles;
- To support the Federation of Canadian Municipalities' (FCM) call for a comprehensive National Housing Strategy;
- To provide the opportunity to the individual Municipalities to present their own case to senior level government;
- To provide the opportunity to both the individual Municipalities and AUMA in liaising and planning with the private and non-profit sectors; and
- To provide essential input for business plans and budgets at the municipal, AUMA and senior government levels.



## BACKGROUND

In 1993, the Federal Government and the Alberta Government terminated funding for new housing supply programs. While existing programs such as family housing, special needs housing, aboriginal housing and seniors housing continued to be supported on the operational and administration side, the supply of new social housing essentially ground to a standstill by 1995/96.

The housing development industry, both private for profit and not-for-profit, soon realized that the housing supply for low and modest income Albertans was not economically feasible to produce without subsidies. In particular, the private for profit industry turned to the more lucrative home ownership market. To compound the problem of affordable housing stock, rental property owners began converting existing rental stock to ownership, turning rental units into condominiums for sale.

The Alberta Advantage from an economic perspective contributed to the shortage of existing housing supply by increasing the immigration of people from other provinces and territories, and in fact from other countries, as employment opportunities steadily improved. All of these factors have placed tremendous pressure for affordable housing and support services in many Alberta Municipalities. On its own, the housing industry is unable to develop economically viable housing options despite the growing demand.

The aging population, people with special needs and the growing population of homeless contribute to the problem for government. Supportive Housing is becoming a common term that is a key topic for discussion at all levels of government, as well as community service agencies and special interest organizations.



## FEDERAL/PROVINCIAL INITIATIVES

In 1999/2000 the first new housing and support programs by the Federal and Alberta Governments since 1993 were initiated.

In December 1999, the Honourable Claudette Bradshaw announced a seven hundred and fifty million dollar (\$750,000,000.00) program, Supporting Partnership Initiatives, to assist with the alleviation of homelessness in Canada.

In the fall of 2000, Alberta Community Development released two policy documents - The Homelessness Policy Framework: Implementation Strategy and the Family and Special Purpose Housing (A Policy Framework for Alberta). In addition, the Honourable Stan Woloshyn, Minister for Alberta Community Development announced the Seniors Supportive Housing Incentive Program. This program provides capital grants which are intended as incentive funding for proposals from seniors housing foundations and management bodies, which are able to raise the capital for project development. This twelve million dollar (\$12,000,000.00) incentive program is anticipated to generate seventy-five to eighty million dollars (\$75,000,000.00 to \$80,000,000.00) of seniors' housing projects. Minister Woloshyn has also been successful in obtaining a marginal increase to the Alberta Rent Supplement Program this year.

While there is no assurance that Federal and Provincial programs will continue with long-term incentives, or that it will be expanded to include families and youth, this is the optimum time to negotiate with senior levels of government.



## **AUMA INITIATIVES**

The establishment of the Housing Policy Task Force and the housing policy discussion paper, "An Agenda to Create Solutions, January 2000" have set the stage to move forward. The discussion paper provides an excellent overview of the issues relative to housing and possible solutions.

AUMA's initiative to develop a template, a consistent formula and process for Municipal Shelters Plans, is timely and appropriate. Since AUMA undertook this initiative, both senior levels of government have prescribed the need for Community Housing Shelter Plans as a prerequisite to receiving assistance towards homelessness projects, family and special needs housing and seniors housing.



## RESEARCH AND STAKEHOLDER CONSULTATION

A number of reports and documents were used as consultation input and primary resource information in the development of the Template and they are identified in the Reference Material section of this report.

### Stakeholder Consultation

#### Alberta Urban Municipalities Association (AUMA)

- Consultation occurred with the AUMA Housing Policy Task Force at their meeting of August 24<sup>th</sup>, 2000 and on September 22<sup>nd</sup>, 2000 by facsimile.
- The draft outline of the Template was also presented to a large audience of the AUMA membership at the September 27-30<sup>th</sup>, 2000 Annual Convention and Trade Show in Calgary.

There were no requests for amendments received by either AUMA administration or the Consultant as a result of the last two consultation actions.

#### Alberta Government Departments Involved in Housing and Support Services

- Alberta Community Development
- Alberta Human Resources and Employment
- Alberta Health and Wellness
- Alberta Intergovernmental and Aboriginal Affairs

#### Federal Government Departments Involved in Housing and Support Services

- Human Resources and Development Canada
- Canada Mortgage and Housing Corporation

#### Other Stakeholders

- Housing Development Sector (For Profit)
- Housing Development Sector (Not-for-Profit)

#### Aboriginal Community

- Metis Nations of Alberta
- Indian Association of Alberta



## THE RECOMMENDED TEMPLATE

The Template for Municipal Shelter Plans has been developed with the following objectives in mind:

- Provide a consistent, user-friendly and cost-effective model for AUMA's member Municipalities;
- Readily accessible;
- Easy to follow;
- Timely to Produce;
- Effectively identifies housing need; and
- Effectively identifies potential solutions.

The recommended Template provides eleven (11) elements for development/action. They are:

1. Introduction
2. The Purpose
3. Establishing the Housing Need
4. The Existing Supply
5. The Demand
6. The Required Supply
7. Summary of Requirements
8. Funding Options
9. Community Consultations
10. The Implementation Plan
11. The Required Internal Municipal Action

The recommended Template, including a Glossary of Terms, is outlined in this section.



## OUTSTANDING ISSUES

There is one issue with the Template that requires resolution.

### **Glossary of Terms**

Specific definitions currently used by the three levels of government, the Federation of Canadian Municipalities and numerous special interest organizations vary considerably. Specifically, the definition for homelessness, affordable housing, supportive housing, special needs housing and social housing are at variance.

### Options

- Use the Federation of Canadian Municipalities' definitions;
- Use the Federal Government's definitions;
- Use the Alberta Government's definitions (Note: Alberta Community Development is working on developing standard definitions currently.); or
- Develop a 'Made in Alberta' municipal definition for all categories of housing.

### Recommendations

- It is recommended that the AUMA work with Alberta Community Development to develop a 'Made in Alberta' standard.
- Alberta Community Development should lead this initiative, including consultation with all of the relative provincial departments (e.g. Alberta Health and Wellness, Human Resources and Employment, International and Intergovernmental Relations, etc.).
- AUMA should represent member Municipalities and ensure consultation takes place.

This process will enhance the rationale for a joint Provincial/Municipal Housing Advisory Team, as recommended in "Agenda to Create Solutions".



## FUTURE ACTIONS

- Review Report "Recommended Template" and Issues with AUMA Housing Policy Task Force.
- Proceed with recommended draft letter to the Honourable Stan Woloshyn, Minister of Community Development, with copies going to the Premier and the Honourable Walter Paszkowski, Minister of Municipal Affairs for their information. This will update the Province on the actions taken to date by the AUMA and initiate the AUMA's request for a meeting.
- Proceed with finalizing the presentation on housing issues facing member Municipalities, request through Doris Porter, Cabinet Policy Coordinator, a meeting with Standing Policy Committee on Health and Safe Communities.
- Proceed with the objective to meet with the Premier, initiated by a letter (letter composition very similar to Minister's draft) requesting to make a presentation and gain a commitment from the Province for further action on housing issues.



## SUMMARY OF REFERENCE DOCUMENTS

The following documents were used to develop this report and can be used for reference when preparing a Municipal Shelter Plan using the Recommended Template. Where possible the filepath is listed to allow for downloading and/or utilization of the reports during the preparation of the Plan.

### **Federal Government**

<http://www.gc.ca>

\*Supporting Community Partnerships Initiative – August 29, 2000  
The Government of Canada's Homelessness Initiative

\*Supporting Community Partnership Initiatives, Community Guide - August 2000  
Human Resources and Development Canada

\* Both of these reports can be accessed at:  
<http://www.hrdc-drhc.gc.ca/common/news/labour/99-88.shtml>

Statistics Canada - Statistical Profiles - Edmonton, Calgary, Airdrie, Camrose, Grande Prairie.  
<http://ceps.statcan.ca/english/profil/PlaceSearchForm1.cfm>

### **Provincial Government - Alberta Community Development**

<http://www.gov.ab.ca/mcd>

Alberta for All Ages: Directions for the Future – June 2000  
Alberta Community Development  
<http://www.gov.ab.ca/mcd/seniors/impactaging/impactaging.htm>

A Housing Policy Framework for Alberta - Family and Special Purpose Housing, July 2000  
Alberta Community Development  
<http://www.gov.ab.ca/mcd/housing/PolicyFramework.pdf>

Homelessness Policy Framework: Implementation Strategy – July 2000  
Alberta Community Development  
<http://www.gov.ab.ca/mcd/seniors/housing>

Seniors Supportive Housing Incentive Program – September 2000



Alberta Community Development

(<http://www.gov.ab.ca/mcd/seniors/housing/homelessnesspolicyframeworkreport.pdf>)

## **Municipal Governments**

Edmonton Community Plan on Homelessness – Draft  
And Report on the Planning Charette – May 2000

([http://www.gov.edmonton.ab.ca/comm\\_services/city\\_wide\\_services/housing/index.html](http://www.gov.edmonton.ab.ca/comm_services/city_wide_services/housing/index.html))

\*A Vision for Calgary Social Housing – January 2000  
Calgary Regional Planning Committee

Calgary Three Year Plan to Address Homelessness – Draft  
A Community Stakeholder Consultation

(<http://www.calgaryhomeless.com/news.htm>)

\*Not on the City of Calgary's website at this time but will be shortly and found at  
<http://www.gov.calgary.ab.ca/community/publications/index.html>

## **Federation of Canadian Municipalities**

(<http://www.fcm.ca>)

Towards a National Housing Strategy – April 26, 2000  
A Working Paper Prepared for the FCM Big City Mayors' Caucus  
Federation of Canadian Municipalities

(<http://www.fcm.ca/english/national/housing/housing2000-e.pdf>)

A Synopsis of a National Symposium - April 2000  
Federation of Canadian Municipalities

(<http://www.fcm.ca/english/communications/crime-e.pdf>)

## **Alberta Urban Municipalities Association**

(<http://www.munilink.net>)

An Agenda to Create Solutions – February 2000  
A Report from the AUMA Housing Policy Task Force  
Alberta Urban Municipalities Association

(<http://www.munilink.net/main/sub3/Agendacreatsolu.rtf>)

AUMA Housing Policy Task Force - 2000 Resolutions

(<http://www.munilink.net/main/sub3/2000resostatus.doc>)

