

REPORT ON HOMELESS ENCAMPMENTS ON PUBLIC LAND

The logo for the City of Edmonton, featuring the word "Edmonton" in white, sans-serif font centered within a solid blue square.

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OrgCode Consulting, Inc.



This report has been prepared by OrgCode Consulting, Inc. for the City of Edmonton and Homeward Trust. Conclusions and insights are based upon data compiled by OrgCode Consulting, Inc.

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Summary

Outdoor homelessness is in many ways a response to shelter: rejection of the existing shelter beds available, persons rejected by shelter, lack of proximity to a shelter, or lack of shelter. People sleeping outside is not unique to Edmonton, but what is unique is the volume of people sleeping outside when there is sufficient capacity within the shelter system on any given night. Primary research through interviews with individuals sleeping rough and stakeholders in the homeless serving system revealed many reasons why people sleeping outside are not accessing shelter. Those with lived experience cited fear of violence and theft, overcrowding, strict overnight access instead of 24/7 admission and a lack of Indigenous services as some of the barriers to accessing emergency shelter beds.

There are two primary recommendations to better respond to encampments on public land. First, the existing practice of encampment resolution should be more formalized and inclusive of all parties to assure decision making and planning of encampment clearing is trauma-informed, compassionate, clearly communicated, and more deeply enriched with direct participation of shelter, supports, and housing resources. Establishing shared priorities for all parties will encourage better decision making that benefits not only the individuals camping and but the communities that are negatively impacted by encampments.

Second, Edmonton should reject sanctioned tent encampments and develop alternatives to sleeping outdoors along two paths: shelter and housing. Edmonton, in partnership with the Province, should immediately embark on a comprehensive review and realignment of the emergency shelter system examining practice, design, size, and locations guided by the rich data and leadership knowledge on the needs of those unsheltered and emergency sheltered. Housing ends homelessness; Edmonton should both aggressively implement its affordable housing plan to develop permanent supportive housing units as well as take advantage of the current rental market occupancy available with rapid implementation of increased scattered-site housing strategies such as master leasing.

Edmonton has demonstrated an exceptional propensity to organize, research, and implement best practice. With focused leadership, Edmonton is positioned to make a significant impact to reduce the number of persons who sleep outdoors.

1. Assignment and Methodology

OrgCode Consulting, Inc. was contracted by the City of Edmonton, in collaboration with Homeward Trust, following a City Council motion that sought to develop possible options to immediately reduce the number of Edmontonians sleeping in makeshift camps around the city, including the river valley. The requested inquiry was to include:

- an overview of what emergency shelter services currently exist, their capacity, and current utilization;
- research into why individuals experiencing homelessness prefer to camp

over other emergency shelter options as well as research into evidence-based strategies that have worked in other cities to reduce encampments;

- options for reducing the number of homeless encampments on public land, including consideration of alternative temporary and quickly implementable options for providing additional shelter, if necessary;
- engagement of key stakeholders in Edmonton including service providers and the Government of Alberta; and
- recommended next steps.

The methodology for our work involved both primary and secondary research. OrgCode began conducting its investigation between January 14 and February 15, 2019 including two site visits to Edmonton between January 19 – 26 and February 4-6. The methodology of our work involved:

- Documentation review including, but not limited to: Edmonton Point in Time homeless count histories, the Updated Plan to End Homelessness, Terms of Reference for Coordinated Access system, News media accounts related to unsheltered homelessness in Edmonton, Recover Edmonton Ethnographic Research, bylaws and other policies and procedures.
- Homeward Trust Homeless Management Information System (HMIS) Data
- Review of Homeward Trust engagement interviews with rough sleepers persons
- OrgCode Rough Sleeper Interview Survey of 14 persons
- OrgCode Key Informant Entity Interviews with 28 persons
- Comparative review of other urban responses to unsheltered homelessness
- Emergency Shelter Utilization Analysis
- Workshop with Key Stakeholders including Service Providers, City Departments and Provincial Government Representatives

2. The Status of Persons Living Outdoors

Throughout the course of conversations, surveys and interviews there were universal expressions by the community that all efforts should be made to shelter and protect those without homes. The prevailing attitudes of response were to lead with empathy, compassion and urgency. The intractable presence of unsheltered homelessness, Edmonton's weather extremes and the associated community optics, has challenged the best service efforts, tested the patience of collaborations and co-ordination but resoundingly stirred the collective belief of homeless serving system stakeholders that Edmonton possesses the capacity and motivation to develop effective solutions that retain the respect and dignity of the people they serve.

2.1. Who is Living Rough in Edmonton

Homeward Trust maintains the Homeless Management Information System (HMIS), a dynamic real-time database that provides an array of system, program and client level information. The HMIS houses the Homeward Trust Coordinated Access process representing the most robust data set for understanding the nature and extent of homelessness, including those who sleep outdoors.

An examination of By Names List data (BNL) as of January 2019, details that of the 1,923 persons on the list, 25%, 486 unique individuals reported that they primarily live outdoors. (See Figure 1). This represents an increase from the 2016 Point in Time (PiT) Homeless Counts conducted by Homeward Trust, which identified 388 people sleeping outside.

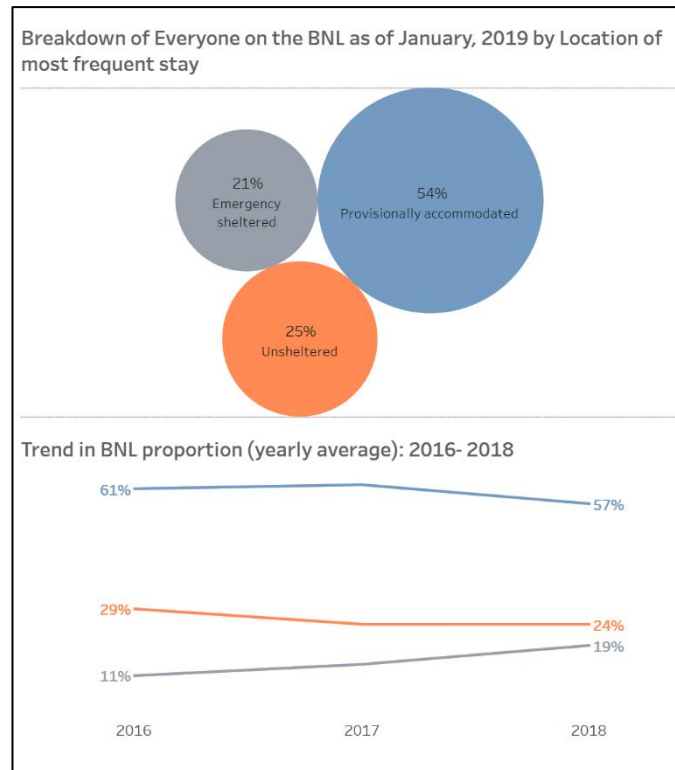


Figure 1. By Name List composition by location of stay. Source: Homeward Trust HMIS January 2019.

Taking a deeper dive into the information gathered through Homeward Trust's Coordinated Access process which utilizes the Vulnerability Index - Service Prioritization Decision Assistance Tool (VI-SPDAT) screening instrument - provides insight into the elevated acuity, housing barriers, and presenting health conditions of persons living outdoors in comparison to living in other locations.

On background, the VI-SPDAT is a survey used by over 1,000 organizations across the globe that assesses an individual's history of homelessness and housing, risk factors for victimization and harm, wellness (including physical and mental health and substance use), and socialization and daily functioning capacity. Results are measured on a scale of 0-17 where a score falling between 0-3 is considered low acuity, a score of 4-7 signals mid acuity, and those scoring 8 or greater are determined to be the most vulnerable facing the greatest barriers to housing stability, or high acuity. These scores inform system navigation and intensity of support for program participants in order to achieve a positive housing outcome. It also helps inform the order - or priority - in which people should be served.

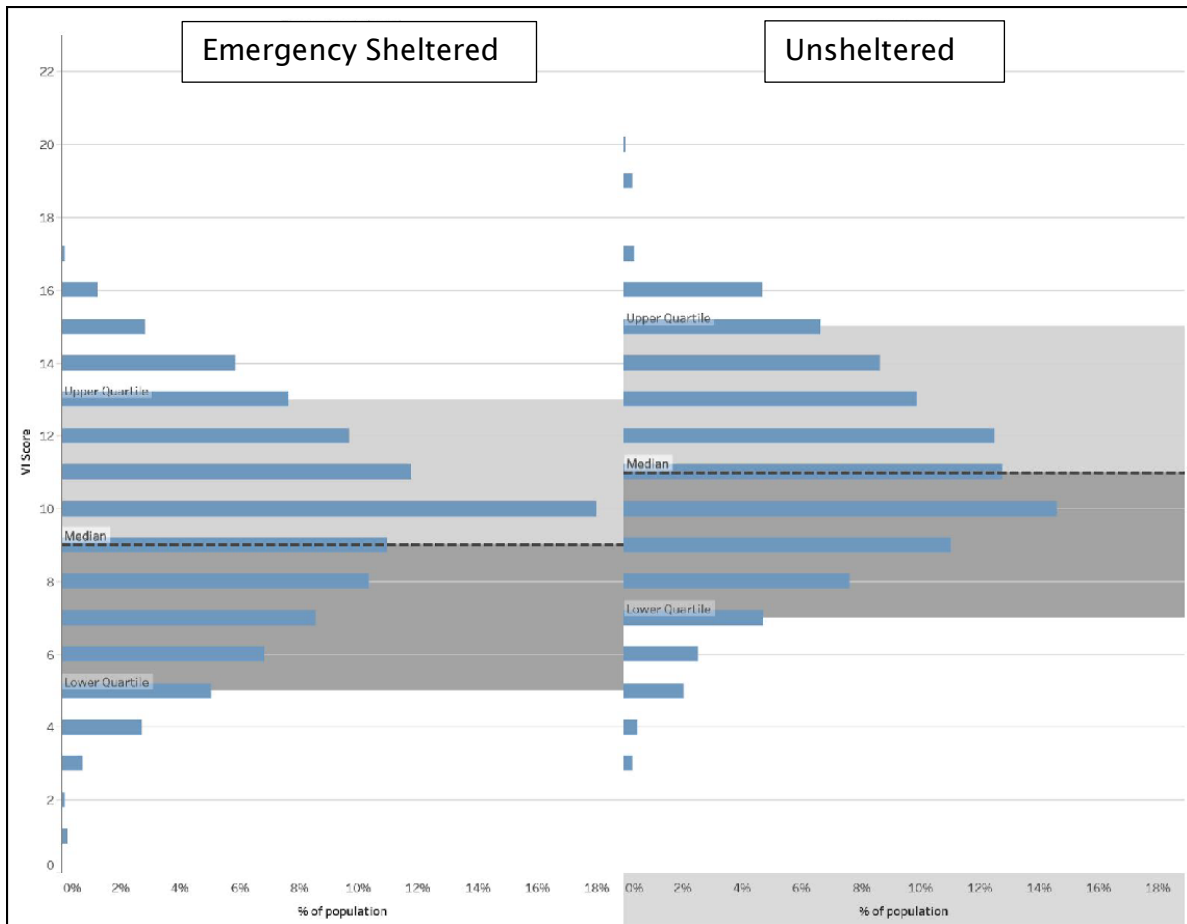


Figure 2. Comparison of VI-SPDAT acuity scores of sheltered and unsheltered. Source: Homeward Trust HMIS January 2019.

As Figure 2 demonstrates, when examining acuity scores over the past two years the median VI-SPDAT score for unsheltered is 10.5, compared to 9 for emergency sheltered. Overall, approximately 90% of unsheltered score as high acuity (8 or more) compared to approximately 83% of emergency sheltered. The level of persons scoring as high acuity informs the strategies and levels of support necessary for persons sleeping outdoors.

To further understand the challenges and barriers of the unsheltered, the Coordinated Access data in Figure 3 shows that nearly 30% present with tri-morbidity, that is experiencing conditions of physical health, mental health and substance use. Thirty-seven percent present with two conditions, and only 5% report no significant health condition.

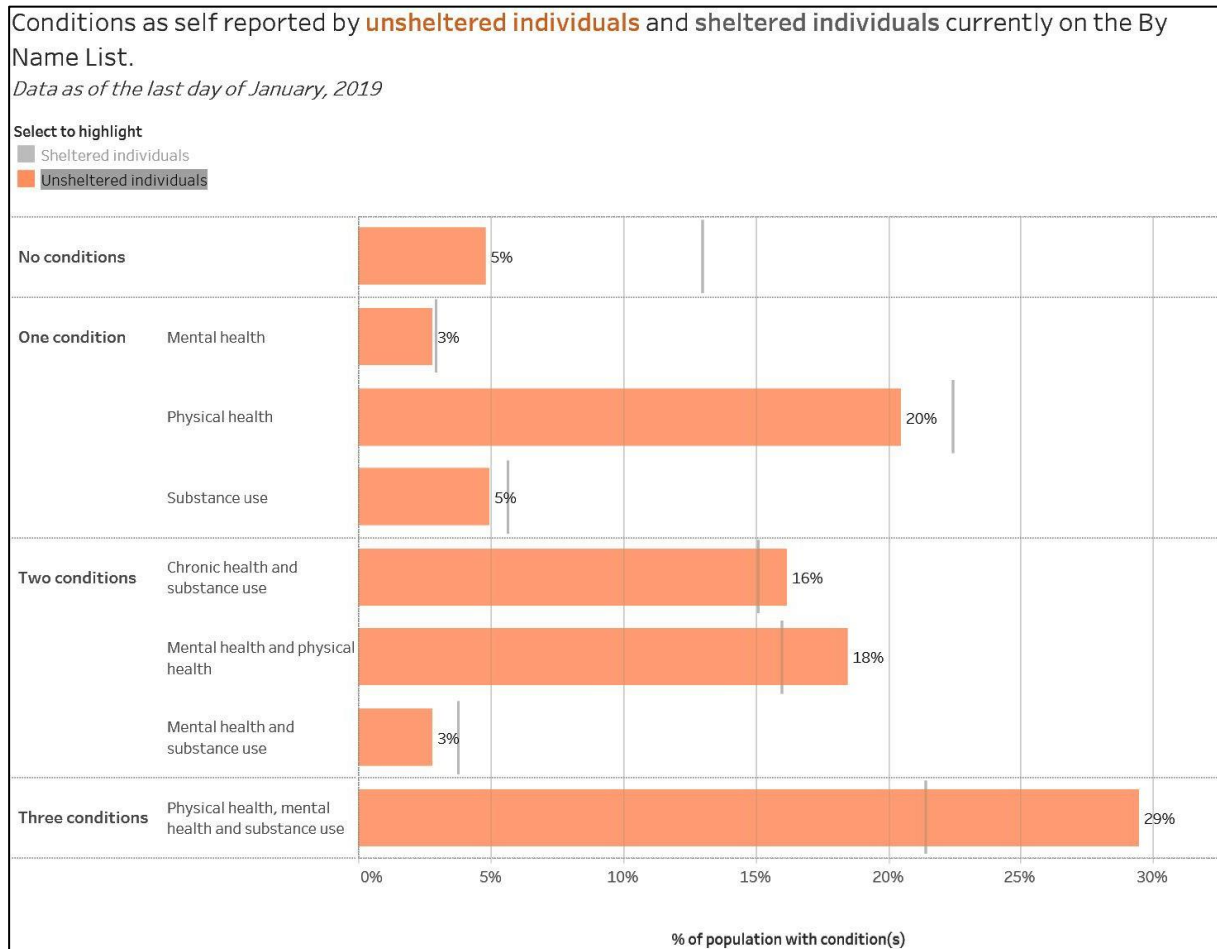


Figure 3. Self-reported conditions by Unsheltered Persons on By Name List. Source: Homeward Trust

Edmonton's Plan to End Homelessness and its corresponding system framework have established the principles of Housing First and prioritized permanent supportive housing as the appropriate interventions for this cohort of tri-morbid, rough sleepers. Edmonton has also built out the needed outreach services to identify, assess and assist with housing navigation and placement. However, demand significantly exceeds the current supply.

2.2. In the Voice of Persons Living Homeless: Why we live outdoors

In a community with a climate where temperatures regularly dip into deadly arctic conditions for months at a time, it can seem unfathomable that persons would choose not to seek shelter accommodations overnight. To understand why individuals are making this decision, OrgCode reviewed existing data and conducted interviews with people sleeping outside.

During the first site visit by OrgCode the week of January 21, our team spoke with 14 persons sleeping rough. In a complimentary survey effort that same week, outreach teams interviewed and additional 71 persons to gather information on how to improve housing outcomes for individuals who are sleeping outdoors.

From the OrgCode conversations, in all but one case, the individuals were very open to having a dialogue about their experience, and the reasons they choose camping over staying in an emergency shelter in Edmonton. There were themes that were prevalent in their stories, all which had to do with the real or perceived inadequacy of other shelter options(s) available to them (see Figure 4):

- Unsafe. They feared for their physical safety, many from past experience.
- Overcrowded. There is a lack of personal space which is exacerbated by laying on mats on the floor beside other people.
- Lacking in providing independence. Individuals felt that the system of having to leave the shelter at a set time, go to sleep at a set time, and meals at a set time was not acceptable. They would prefer twenty four hour access, with low barriers to getting a bed.
- Lack of Indigenous services. A majority of the interviewees were of Indigenous background and expressed a need for more welcoming environments and accommodations.
- Systemic issues. It was expressed that barring/banning from service felt arbitrary, and that shelter staff should be better trained.

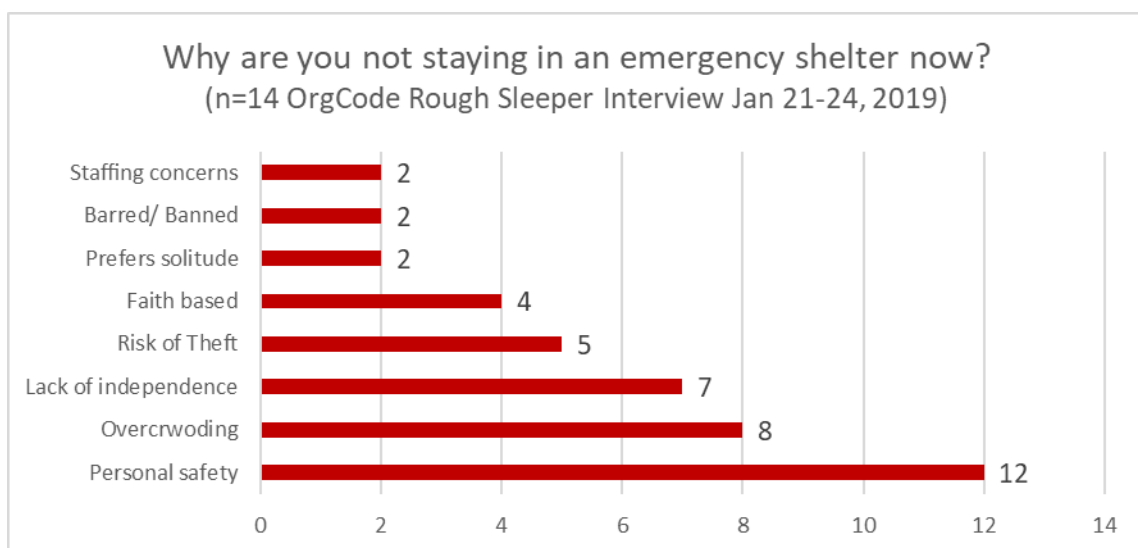


Figure 4. OrgCode interview results with unsheltered homeless. Source: OrgCode.

Concurrent to the OrgCode conversations with persons with lived experience, a survey was undertaken by Homeward Trust as part of a research prototype project. Those results were shared with OrgCode to augment our findings. Those persons interviewed were asked “Why do you sleep here rather than a shelter or other option?” Of the twenty-some different categorical responses, the most frequently mentioned reasons are represented in Figure 5.

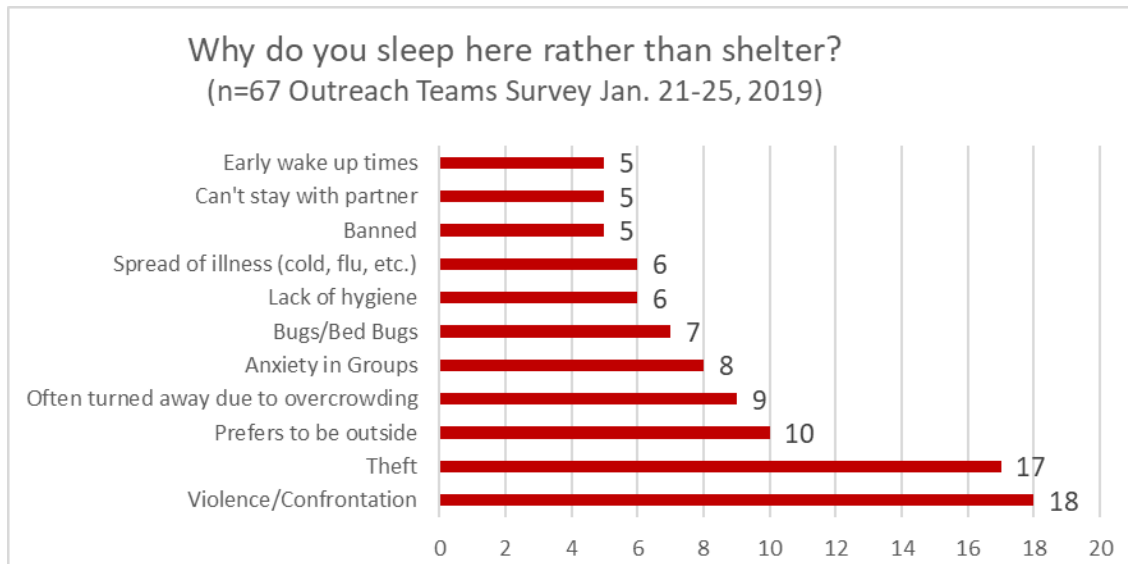


Figure 5. Street Outreach interviews with persons sleeping outdoors facilitated by Homeward Trust.

2.3. In the Voice of the Homeless Serving System: Why persons live outdoors

OrgCode conducted multiple interviews with key informant stakeholders that work within the homeless serving system during the investigation. These conversations followed discussion prompts to understand the following:

- the role of the key informant and their organization within the scope of the homeless serving system;
- unsheltered homelessness, and encampment response;
- their specific observations, knowledge, and perspectives on why persons choose to sleep outdoors and choose not to seek emergency shelter;
- their perspectives on solutions, options, and system level challenges to respond to these choices;
- their perspectives on the leadership and decision making roles of the homeless response system stakeholders, the City of Edmonton, the Government of Alberta and the federal government;
- their perspectives on alternative living solutions used in other communities.

Key informant feedback related to why persons live outdoors was consistent with the feedback from persons with lived experience. The responses can be categorized as: emergency shelter rules, operations, and facilities; negative experiences involving interactions with other sheltered homeless persons and shelter frontline staff; desire for autonomous decision making regarding lifestyle choices; and disabling individual mental health and substance use conditions.

Responses generally echoed the expressions of persons with lived experience, however practitioners brought both the impressions of not just behavioral considerations but offered characteristics of shelter that might counter the perceptions of clients and create more welcoming space.

The presence of mental health conditions and co-occurring substance use were cited most often and the subsequent profound barriers they present to overnight stays in shelter. There was concern that some of the inflow of homeless presenting with multiple conditions was being fed by insufficient interim or permanent supportive housing upon discharge from institutional or treatment care.

There was considerable discussion of the multitude of triggering characteristics of sheltering in barracks style facilities such as line-ups, institutional similarities, noise, crowded sleeping quarters, and continuous and unavoidable witness and proximity to others in distress.

Personal possessions also presented as a very important contributing factor either because of the experience of having items stolen, wishing to retain substance use items disallowed in shelter, or the habits of some to collecting or hoarding large quantities of items impossible to be stored or accommodated in a communal setting.

Within the collective experience in homeless work by OrgCode Associates across Canada and the United States over the past two decades, none of these themes are unique to Edmonton. Systems of care have opportunities to address the barriers to shelter, housing, and to reduce the incidence and trauma experienced by rough sleepers.

3. Emergency Shelter

3.1. Inventory of Shelter, Capacity and Utilization

To understand the degree to which unsheltered homelessness could be reduced through a sheltering opportunity, OrgCode gathered sheltering information to compare the capacity and current utilization of beds available. According to the City of Edmonton, there are approximately 716 emergency shelter beds and 301 transitional housing beds available on any given night.

Emergency Shelter Name	Number of Beds
1. Hope Mission, Herb Jamieson Centre	250
2. Hope Mission, Intox	70
3. Hope Mission, Youth	60
4. Hope Mission, Women	70
5. Hope Mission - Mat Emergency Shelter Program	200
6. Women's Emergency Accommodation Centre	66

There is shelter capacity if people want to go indoors, but available space should not be interpreted as easy to access or preferable. Of the approximate 207 (29% of 716) unused shelter beds each night, the majority are provided by Hope Mission and serve primarily single males. This winter, The Mustard Seed created a small emergency weather overnight sheltering space for 40 persons on the southside of Edmonton.

People sleeping outside is not unique to Edmonton, but what is unique is the volume of people sleeping outside when there is capacity within the shelter system on any given night.

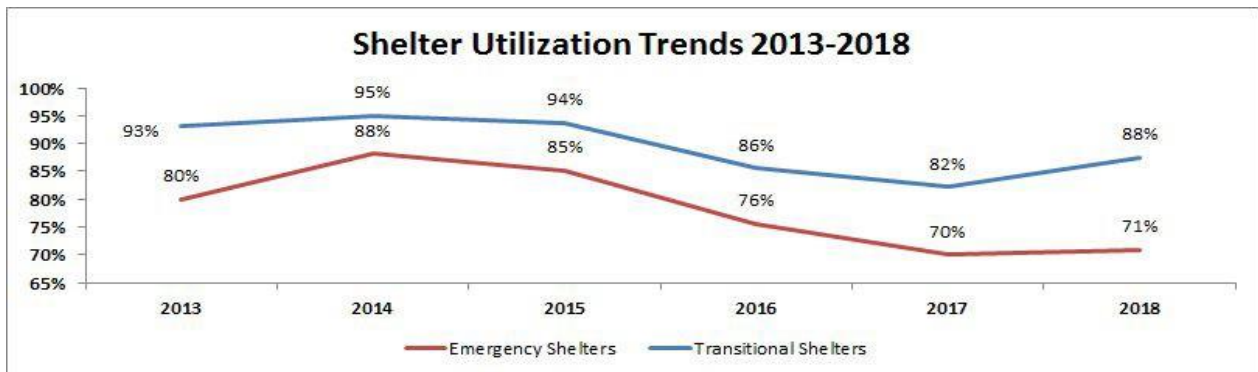


Figure 6 Emergency Shelter Utilization History. Source: City of Edmonton.

3.2. Access to Shelter: Service Hours, Line-ups and Winter Weather

Available shelter capacity does not necessarily equate to accessibility. Space available at shelters may not be appropriate space or a suitable match to the needs of the persons experiencing homelessness. Persons who may be particularly challenged include those with highly complex conditions or behavioral characteristics that are not suited to a large group environment or whose circumstances cannot easily meet limited intake or mandated next-day exit requirements that create a less welcoming

environment and perpetuates the 24-hour survival cycle of the homelessness experience.

An overview of the array of night and day sheltering, meals, and drop-in schedules demonstrates that for the most part, at any point in a 24 hour day, there is some place that a person could go and not be left outdoors – subject to capacity levels.

During winter months, the coordinated emergency weather response greatly expands accessibility lifting many restrictions, hours of intake, and provision of day-stay warming centers. Overwhelmingly, service providers during interviews and the collective workshop, believed that to address the non-use of emergency shelter, Edmonton had to review its current shelter system and develop more sheltering options that were designed, staffed and resourced to address the needs of those that faced significant barriers to housing.

3.3. Shelters as Part of the Emergency Response System

The Edmonton Updated Plan to Prevent and End Homelessness articulates the components of Edmonton’s homeless-serving organizations and how they interact as an integrated system. The effectiveness of the relationships and collaborative service delivery between each of the interventions are critical to reducing the number of persons sleeping outdoors in Edmonton. Figure 7 below, details how each component of the homeless-serving system cannot exist in isolation. The overlapping work creates a seamless approach essential not only to the benefit of serving persons experiencing a housing crisis that has resulted in homelessness, but to support a system that clarifies the respective roles and accountabilities of each system player.

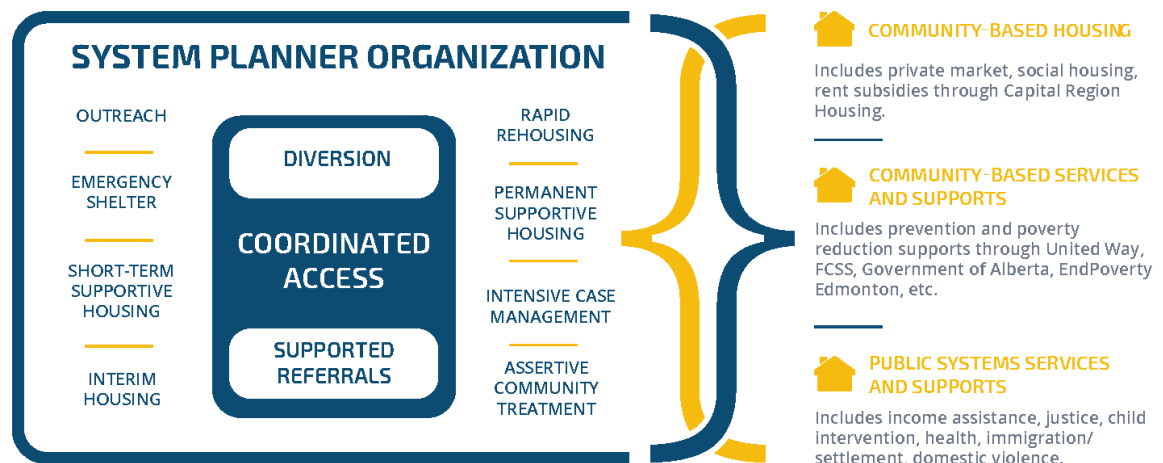


Figure 7 System Integration Diagram. Source: “A Place to Call Home: Edmonton’s Updated Plan to Prevent and End Homelessness.”

Emergency shelters are a critical component of an effective homeless emergency response system. When a Coordinated Access process is unable to prevent or divert individuals and families from homelessness, the system should provide connection to an appropriate shelter that is trauma informed and housing focused. Outreach efforts are also critically important when working with people who are camping. People living in encampments are disconnected from the housing and support services that should be offered in emergency shelter, short-term supportive, and interim housing. Both emergency shelters and outreach teams provide critical entry points to the homeless serving system, and are necessary for ensuring unsheltered homeless individuals are connected to housing options.

To resolve chronic homelessness, all components of the homeless serving system need to be engaged in housing focused efforts. Edmonton's sheltering system has an opportunity to adopt best practices that can address some of its unsheltered homeless concerns as well as to better meet the needs of high acuity homeless. Collectively, Edmonton as a community should develop a standard of care for emergency shelter services. The standards should include specific sub-population sheltering needs such as households with children, transitional aged youth, persons with physical or mental health disabling conditions, persons requiring ongoing harm reduction accommodations, etc. The design of services should meet the needs of shelter stayers. The extensive homeless management information system maintained by Homeward Trust, through its Coordinated Access which collects data on the needs, barriers and risks of sheltered and unsheltered clients can provide a wealth of information to inform on shelter experience considerations to support sheltering, supports and rehousing strategies.

3.4. Recommendations to Improve the Shelter Experience

Over the past decade, the implementation of a Housing First approach is resulting in the transformation of emergency shelters across Canada. The housing-focused shelter engages its guests at every juncture of their stay with the assessment, basic needs, resources, tools, navigation and placement supports to achieve housing stability. Some shelters, in responding to the needs presented by complex conditions of homelessness adapt with co-location or rapid access to medical and behavioral health supports, create harm-reduction low barrier access, and incorporate flexible person-centered service delivery approaches. Data drives the operations of housing focused shelters because they are seeking continuous improvement measured primarily by reducing the length of stay in homelessness and exits to housing.

Because emergency shelter, in its most basic service, provides overnight accommodation, it is important to emphasize the essential role that sleep plays in physical and mental health and wellbeing. Even one night of incomplete and disruptive sleep results in diminished alertness and cognition.

Without sufficient sleep, the human body cannot function well, resulting in fatigue, confusion, depression, concentration problems, hallucinations, illness, and injury. Chronic sleep deficit hastens the onset and increases the severity of age-related ailments, including diabetes, hypertension, obesity, and memory loss. Good sleep helps to balance hormones and other vital brain and body chemicals and is critical in converting the day's experiences into usable long term memory, allowing the brain to cleanse itself of stress that accumulate during waking hours. Given the presentation by a majority of shelter seekers with preexisting physical and mental health and substance use conditions, emergency shelter services must provide services in such a way that allows guests the opportunity to gain at least eight hours of sleep.

Below are recommendations for shelter design, practice and policies that can provide a welcoming and dignified environment which likely would impact the number of people residing outdoors and their desire to access shelter.

Recommendation: Expand Shelter Admissions

- Expand to 24/7 shelter admissions and stay, including expansion of shelter stays that involve continuous-stay enrollments to reduce the stress of daily shelter search. These beds are created by minimizing the proportion of beds that are subject to night by night walk-up stay. This replaces the daily rhythm of activities from gathering up of possessions and walking from facility to facility with opportunities to be engaged by staff and focused on housing and wellness. Transformation of longer stay in shelter is then matched with more structured case management, housing planning, navigation and placement staffing to plan an exit from shelter to permanent housing.
- As transitioning to 24/7 shelter admissions would require initial planning and resourcing, shelters can immediately implement intake practices and protocols that are transparent to the entire system of care, that can effectively balance the load of accommodations across all shelters when space becomes full and address individual guest vulnerabilities by staggering both intake and exit times to reduce line ups and minimize exposure to cold and darkness. Examples include allowing seniors to enter at 1:00 pm, women at 2:00 pm, etc.

Recommendation: Improve Sleeping Accommodation



Figure 8 Example of bedding in emergency shelter setting. Source: Austin Street Center, Dallas, Texas

- Provide more dignified sleeping accommodations by replacing the use of mats with mattresses and bunks. This may require reconfiguration of existing services because some shelters use sleeping floor space for other dining, therefore mats are easier to pick up. The use of mats can be reserved for emergency weather bed accommodation and some harm reduction applications.

Recommendation: Develop Consistent Barring and Reconciliation Policies

- Establish systemwide barring/banning policies in order to consistently apply expectations for both guests and system staff involved in identifying shelter to understand conditions and path to restore shelter services. A starting point is existing winter response protocol agreed to by the shelter system that includes lifting service bans to assure guests have access to shelter.
- Beyond systemwide barring/banning policies a process that includes reconciliation and reintegrating into a program or use of services in an organization needs to be in place. In the most recent experience with the extreme weather and the use of the Central Edmonton Transit Station, there were some individuals who still exhibited violent behavior and could not stay in at that location. Beyond a system wide banning policy there still needs to be another option for individuals who are a risk factor for others at the location.

This could include the status of the individuals mental health and information as to who's working with the individual.

Recommendation: Provide Storage Capacity

- Develop immediate and transitional storage capacity and belongings practices that allow persons to keep personal items in their possession while in shelter, and also provide longer term secure storage for additional possessions. Forcing clients to carry all possessions to every activity in effect 'outs' someone as presenting as homeless, creates risk of theft and becomes a barrier to seeking services, including shelter, work and simple dignity.¹



Figure 9 First United Storage Facility in Vancouver, BC for street involved homeless.

Recommendation: Evaluate and Improve Safety Practices

- Collaborate with crime prevention and police services to conduct security audits of shelters in order to develop strategies and implement tactics that can address the incidence of theft and create a sense of security and calm for guests and staff.

4. Encampment Resolution

Outreach teams are critical to connecting unsheltered homeless people with Edmonton's homeless serving system, including interim and transitional housing, housing focused shelters, and Coordinated Access. Edmonton has made progress in this area and, through the Homeless on Public Lands initiative, integrated a social service component to the City's response to camp remediation. Outreach teams from Boyle Street Community Services and Bissell Centre connect with campers with the goal of connecting them to housing related supports. The process involves extensive resources from City staff, including representatives from Parks and Roads Services, City Operations, Park Rangers, Bylaw and Peace Officers, Transportation, Family and Community Supports, the Edmonton Police Service, Fire Rescue Services and 24/7 Crisis Diversion.

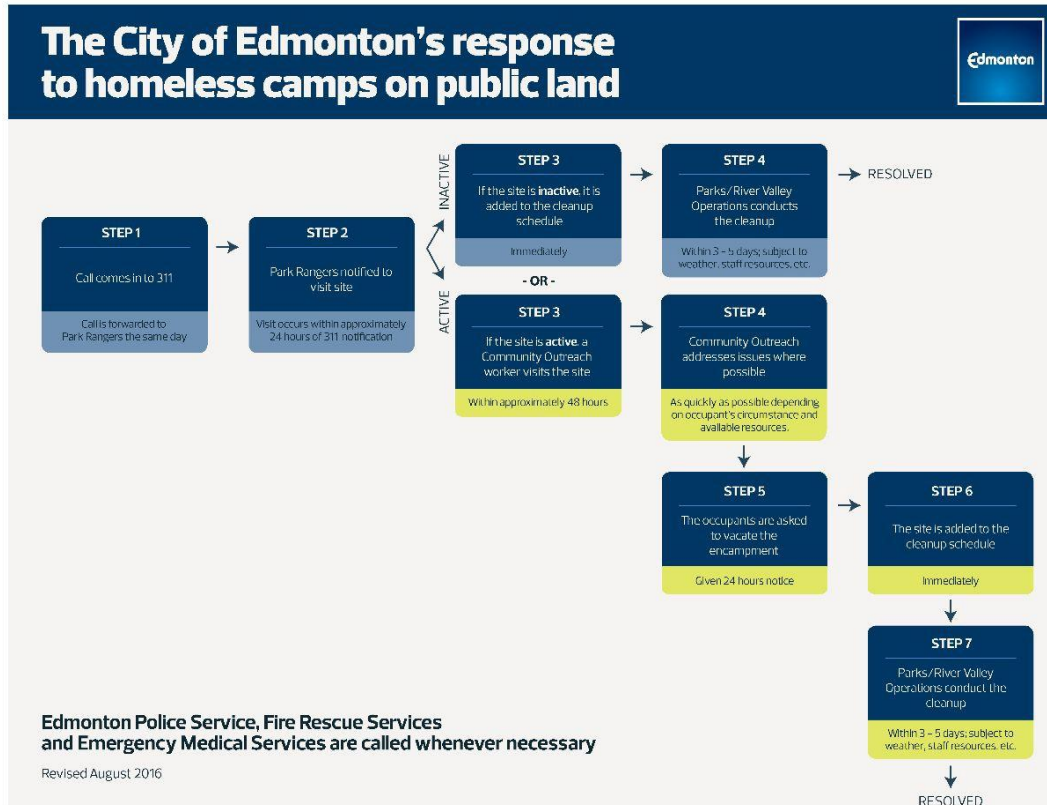


Figure 10 Organizational Chart of encampment on public land response process. Source: City of Edmonton.

The systemic response system, supported by the Homeless on Public Lands Steering Committee and Working Group, and enhanced with housing-focused street outreach teams, have generated positive results of housing 52 people in 2017 and 54 in 2018. Despite these results, the reports of encampments has remained constant, with 2,110 locations cleared in 2017 and 2,250 in 2018. It is believed that the increase in numbers is at least partially given to the ease of electronic reporting capacity of the 311 system combined with increased public awareness. Nevertheless, there is an extensive amount of public resources consumed by encampment clean-up activities. The City estimates encampment cleanup efforts cost approximately \$1.7 million annually.

In examining approaches to encampment resolution, efforts must strive to adhere to Edmonton's commitment to trauma-informed care and harm reduction strategies. Adopted approaches must acknowledge that persons with lived experience of chronic homelessness often have histories rooted in physical and emotional trauma, victimization, abuse, discrimination, abandonment, as well as other effects of physical, emotional and substance use disabling conditions. All solutions must be implemented in the context of creating streamlined and trusting pathways to supports, shelter, and housing.

4.1. The Balance of Protecting People who are Homeless and Protecting Public Land

One of the most challenging aspects of the work is balancing the mandate to respond to the human service needs of persons living rough and to maintain and protect public spaces and parkland. This tension was repeatedly expressed by stakeholders working in this space who agreed that criminalizing sleeping rough was not an option. Street outreach teams have generally been given an opportunity to intervene with services and housing planning where able, followed by enforcement activities mandating vacating the space and swift clean-up of camp debris.

From the perspective of street outreach and rough sleepers, often times this process was hurried and resulted in frequent miscommunication, loss of needed personal effects, and unknown expectations of just when their camp would be cleared.

From the perspective of those charged with protection of public land, they have witnessed degradation of land, trees and other extensive damage.

Too often the end result is re-encampment in new public spaces, sometimes only meters away from the original site. The result is a cycle of complaint, intervention, vacate, and clean-up, where outreach workers don't have enough time to build trusting relationships with campers that allow for the development of a plan to access the homeless serving system to search for and find housing. Opportunities to actually restore land were rare if ever as encampment clean-up is a full-time task. Though the current encampment clean-up process has yielded some results, it seems to be out of balance.

4.2. Recommendations to Improve Encampment Resolution Processes

A method to develop a more balanced approach to the public responsibility to both people and public space is to move from a strictly 311 complaint driven first-in, first-out process to a more structured prioritization process for addressing encampments. The balanced approach needs to consider the individuals health, public health and safety factors and environmental impact.

Formalizing the Encampment Resolution Teamⁱⁱ should involve multi-agency system players in the decision-making process. Closure decisions would be based on multiple factors of urgency as opposed to responding to encampments through repeated cycle of chasing single campers from site to site or being over reactive to crowd pressured 3-1-1 hits. Encampment resolution decisions are lead from the perspective of public good.

Recommendation: Establishing Encampment Resolution Priorities

In the same method of measuring vulnerability and barriers to understand how to invest housing interventions, encampment clean-up resolution decisions can

equally apply measures for prioritization. These should be divided into two categories: 1) Site Risk and 2) Client Risk.

Site Risk refers to characteristics such as public safety, public health, and parkland degradation. Definitions of risk and measures should be determined by those professionals charged with the protection of this space. Metrics that can be used to establish priority can be: 311 calls, 911 calls, 24/7 Crisis Intervention Calls, presence of needles, fire and chemical risk, tree and foliage destruction, number of structures and volume of debris. Additionally, consideration of risk may involve proximity to homes, common public areas, or other public space with significant public use. Collectively, these elements can establish a scale of urgency warranting the coordinated action of City resources.

Client Risk refers to the characteristics of vulnerability that are already well-established in the homeless serving system through assessment information. Additional rough sleeper variables can be the number of individuals, age, heavy utilization of emergency services, or housing planning status. These risk factors can influence the timing of encampment resolution and provide the scope, method and resources that should be deployed to maximize the opportunity for a sheltering, housing or service outcome over re-encampment.

Recommendation: Operationalizing Encampment Resolution Decisions

Figure 10 above details the current decision making and workflow of response to encampments that are submitted through the 311 system. The recommendation to implement a more comprehensive decision making operation begins by modifying Step 3 for active encampments. After identification of an encampment, there would be two stages of background work to be brought to the Encampment Resolution team meeting.

1. Site Risk Assessment: EPS, Fire, Parks assessment of public health, public safety, parks degradation, proximity to high public use space, proximity to unsafe vehicular/traffic space
2. Client Risk Assessment: Outreach Teams conduct census, VI-SPDAT and assessment, examine HMIS history, research HUoS, length of stay in homelessness and service provider history, housing plan status
3. Encampment Resolution Team Meeting: Cases are presented by both assessments to staff the encampment cases, make priority decisions, get all on same page as to where, why, who, how and when an encampment is cleared.
4. Encampment Resolution Priority Schedule: Encampments are slated and scheduled for resolution based on the Team decisions and prioritization knowledge.

Encampment Location / District	Site Risk Score	Number of Structures & Clients	Priority Score	Aggregate Client Risk Score	SO Schedule & Resources	Vacate Notice Delivery	Resolution Date and Time	Site Leads SO / City
SW 5 123 Main	5	2/6 Propane tanks 4 trees cut	13	15 <i>*only 3 clients agreed to be assessed</i>				SO Team 1 John, Parks
SW 5 100 Oak	3	3/1 Mega-structure	7	12				SO Team 1 John, Parks
S 4 Branch Park	2	1/2	4	18 <i>1 Client Referred to ICM – estimate 20 days to housed</i>				Shelter SO Central PD
NE 2 Dog Park	1	1/1	3	9				Not assigned

Figure 11 Example of Encampment Resolution Priority and Scheduling.

The matrix in Figure 11 is an example of where the site data and evaluations come together for decision making. Both the needs of the public land and the status of clients are considered. All relevant players staff the case, agree on the plan of action, who leads the site, and allows for a structured allocation of resources. Below are common steps to a more structured practice for encampment resolution:

- ✓ Establish clear dates for closure to provide campers, service providers, neighbourhood and City official expectations *“The encampment is slated for resolution on Wednesday, February 27 at 10 am.”*
- ✓ Provide initial written vacate notice to campers as soon as the vacate date is set by the Encampment Resolution Team. These should be delivered to each tent or structure by a City official that is charged with bylaw enforcement. If the vacate date is over a week in the future, a second delivery notice should be delivered closer to vacate date. If schedule is going to be amended, amend written notices immediately to keep clients in the communication loop. In practice, as dates are set and closures occur on schedule as planned, camper expectations will begin to conform to practice. In some cases, these established dates can assist outreach workers in dialogue with clients to navigate decision making.
- ✓ Throughout the process the individual(s) at the encampment will be included and informed of a service plan and modifications to the plan when required. All plans for the encampment location are shared with all parties involved.
- ✓ Plan ‘hotspot’ service engagement based on outreach team assessments. This may include mental health, addiction, health, and emergency shelter providers to work side by side tent-side with teams. In the case of emergency shelters, actual shelter staff can begin the process of

welcoming to resolve any misinformation, myths, and clarify facility design and supports. The established practice of warm transfers from shelters or street outreach to housing should be extended as best practice from encampment to shelter. Even if it is unsuccessful during an encampment resolution, the face to face contact can be influential in the future. The level of engagement needed may have a direct impact on the time needed and the scheduling of closure.

- ✓ Create a practice that clean ups are on set days of the week such as Tuesday – Thursday. Encampment vacate dates should be avoided on Mondays to assure all activities have been followed through and aligned. Additionally, they should be avoided on Fridays to reduce the possibility that there is loss of materials and supplies before the weekend.
- ✓ Set vacate times in the morning to allow for as much day light time as possible for last minute campers who will wait until the last moment. Outreach teams, as able, should visit the site the day before to connect with clients, provide bags or other storage items and reinforce options, contact information and to understand if and where a re-encampment may be planned.
- ✓ For sites where the parkland degradation was a priority, work in restoration schedules with the clean-up schedules for inactive encampments. Designate area as a restoration area and include who is responsible and who to call for more information.

5. Other Communities Alternative Living Space

Urban communities across North America have been grappling with a crisis in affordable housing, emergency shelters over 100% utilization, and encampments encroaching on public space have responded in a variety of ways to create alternative living space.ⁱⁱⁱ

In Edmonton, despite shelters experiencing an average 71% occupancy, discussions have been considered regarding developing temporary housing alternatives for those people that are not engaging in emergency shelter. During OrgCode’s interviews and discussions with key stakeholders, the community was split on strategies of creating sanctioned outdoor space, such as tent cities, and other alternatives to reduce the number of homeless encampments. Some persons felt like the City has no choice but to consider sanctioning an encampment, and others, especially those that remembered the ‘tent city’ that formed in 2006, resoundingly believed that Edmonton must provide solutions that do not involve soft-sided tent options.

This report provides four case studies of alternative living spaces developed in other communities. These alternative living spaces are options that need to be considered alongside current context, cost, and strategic alignment with the homeless serving system.

5.1. Seattle, Washington - City permitted villages

The City of Seattle created a new temporary land use permit type called “Transitional Encampment – Interim” to allow for building temporary structures such as tents and sheds on vacant lots within the city. These City permitted villages provided:

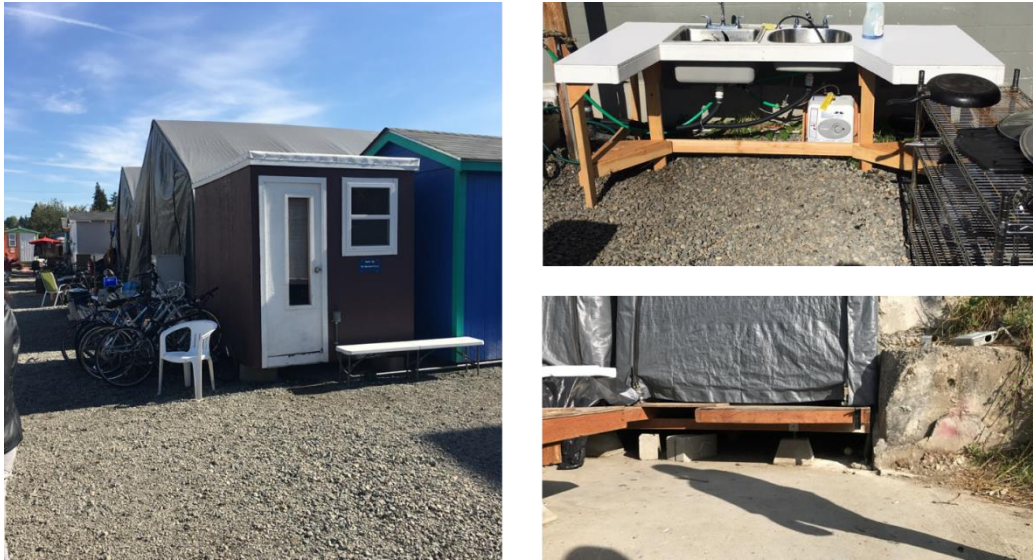


Figure 12 Seattle, Washington City permitted village Source: OrgCode

- Six sites throughout the City with two-year permits. Continuously, as permits come to a close, there is a search for subsequent locations;
- 70-80 persons live at each site;
- Some locations include individual tents on raised pallets, large shared tents with cots at initial intake, and small ‘tiny home’ sheds with electricity;
- Sites feature a community kitchen, food and drinking water under a large tent;
- Portable bathroom service and trash service, water for washing dishes;
- Sites are managed by the Low Income Housing Initiative (LIHI) that provides onsite case management, housing assessments, and serves as a door for Coordinated Access. Placement at the villages are assigned through Coordinated Access and is classified as transitional housing. Housing outcomes and program performance indicators are regularly reported;
- Some lots are owned by LIHI and utilize the space for villages while they complete the process of securing capital, planning, etc. to put permanent supportive housing multi-family buildings on the site;
- Animals, families, all household demographics are allowed; and,
- Residents have a very strong sense of community with tasks such as the security front gate, kitchen, clean up, are rotated responsibility. Residents express that they feel the villages are much safer and stabilizing, especially for women.

Despite the apparent approval of neighbouring businesses and community, site issues such as hoarding and rodents are a constant struggle. Because of the temporary nature of the structures, the facility quickly degrades.^{iv}

5.2. Seattle, Washington – Navigation Center

The Navigation Center model is essentially a small neighbourhood-level emergency shelter created out of existing repurposed commercial and office structures. It's purpose is to be an extended front door to the homelessness emergency response system strategically distributed throughout the community. The sites provide both basic human needs and professional staff to provide and assist residents to navigate assessments, supports, referrals, and pathways to housing outcomes.

Facility features include:

- Permitted for 75 person occupancy with smaller semi-private 'sleeping rooms'
- Low barrier with both emergency-walk up when available and assigned beds through the Coordinated Access system
- Full time security and professional case management staff onsite with satellite support services
- 24/7 admissions policy
- Somewhat harm reduction model, consumption not allowed on site
- Essentially a smaller neighbourhood level emergency shelter
- Community space for meetings, cooking, etc.
- Significant covered secure storage for longer-term stayers. However, there is still continuous monitoring of the hoarding tendency of some residents

Because the structures are permanent, smaller, and in natural commercial corridors, they have much less impact on the neighborhood. As with the City permitted villages, the Navigation Centers maintain a strict Good Neighbour agreement that includes an aggressive perimeter maintenance policy that disallows encampments, substance use, etc. Residents are compensated to maintain navigation center grounds. The navigation center is a door to Coordinated Access.



Figure 13 Seattle, Washington Navigation Center Source: OrgCode

5.3. Vancouver BC -Temporary Modular Housing

This example combines the temporary short-term response to encampments with more permanent structures of modular housing (workforce housing). The primary benefits experienced in the City of Vancouver in the installation of temporary modular housing included:

- Can be constructed in about three months on vacant or underused sites across the city
- Provides immediate relief to hundreds of people without a home
- Supplies the right supports until more permanent social housing is available
- Can relocate and reconfigure to fit different sites
- Creates a sense of community with amenity space and connections to the neighbourhood.^v

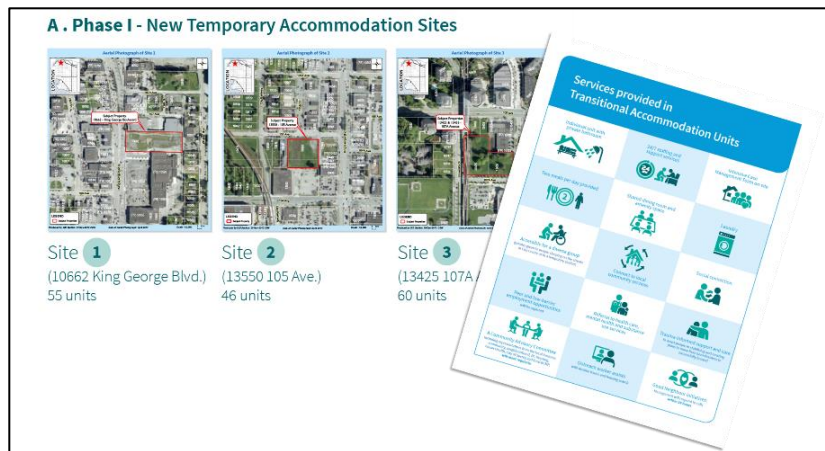


Figure 14 BC Housing Report on Temporary Modular Housing program.

During the planning process the City identified three locations at which to provide the temporary housing, including a well-planned service and support schedule.

The 160 units of modular housing allows for private units with essential amenities as well as office and community space with 24/7 onsite staffing. The target residents for the projects were rough sleepers that had formed an extensive tent city. Many residents did accept the new transitional housing, but not all. Housing outcomes are being realized.

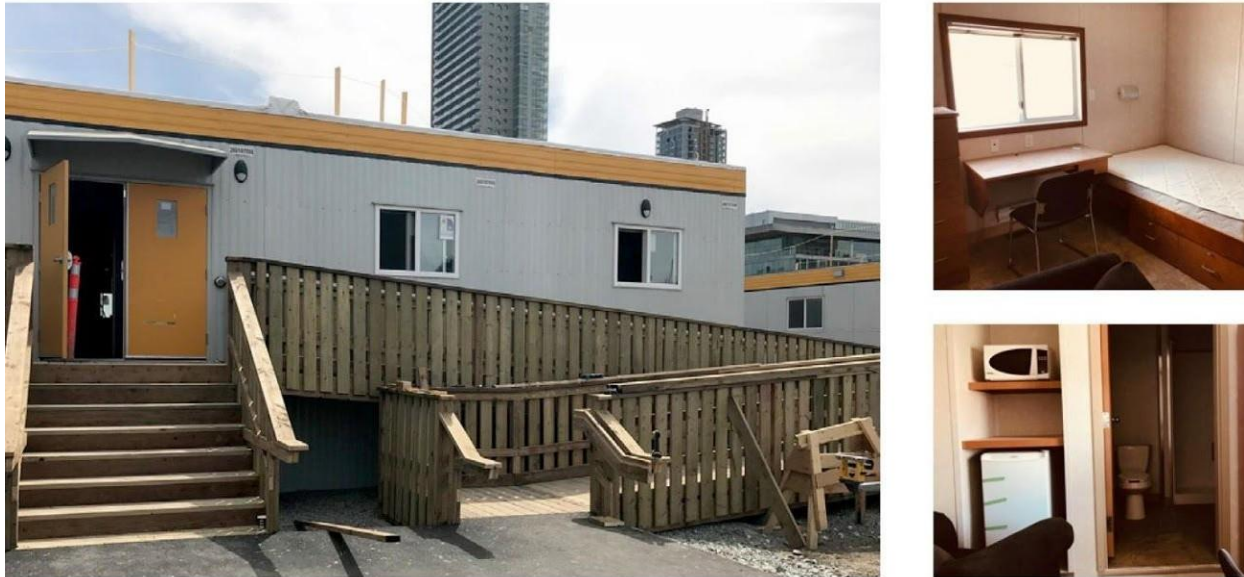


Figure 15 Vancouver BC - Modular Housing

5.4. San Francisco – Navigation Centers

San Francisco was one of the first communities to adopt a Navigation Center model to decentralize critical support and housing services within their city. All navigation center locations are a door to Coordinated Access, are storefronts for support services, and maintain approximately 85 transitional beds. The Navigation Center beds are assigned exclusively from street outreach teams that work with the city's Encampment Resolution committee.



Figure 16 San Francisco, California Navigation Center site, Source: OrgCode.

As the photos reveal, the layout of some of this center occupies vacant land where modular buildings are arranged around the perimeter of the lot creating a central courtyard space. The site provides 24/7 security and services, has a 24/7 in and out policy and is equipped with kitchen, laundry and other amenities with semi-private sleeping units. No consumption of substances are allowed. The sites are well maintained.

The sites are classified as transitional housing, assigned through coordinated assessment where street outreach workers control the assignment to navigation centers based on vulnerabilities. Residents receive supports and await permanent housing opportunities. Because of the overwhelming number of unsheltered homeless in the city, placement in Navigation Center housing has in some cases steered away from the assignment by prioritization and instead pressured to make placements based on political pressure to take persons based on if they are camping in their ward.

5.5. Recommendations to Expand Shelter and Housing Opportunities

It is strongly recommended that the community not adopt a model of sanctioning tent-based encampment areas. While some sanctioned tent-city grounds are better run than others, issues are present at all nonetheless. Our review, from Ohana Zones in Hawaii to sprung structures in San Diego, from piecemeal “build your own” sites in Portland to intentional communities in Sonoma Valley, all have been mired with issues that make the response to homelessness more difficult. Non-permanent structures cannot provide the needed climate protections and inhabitants would still require constant weather emergency response. Tent cities, even when provided portable washrooms, rubbish bins and coordinated donated food deliveries and other services

quickly degrade, sprawl and create environments of their own characteristic antithetical to trauma informed, person-centred, safe and supportive housing-focused care. Furthermore, other jurisdictions that examine sanctioned encampments tend to do so because their emergency shelter system is stretched beyond capacity, which is not the case in Edmonton.

Recommendation: Develop a Bridge Housing Program Model

Bridge housing can be an effective model in facilitating rapid change from a circumstance of sleeping outdoors to permanent housing. Bridge housing can take a number of forms, the underlying principle is that it is a temporary safe place for the individual to stay while being supported in securing permanent housing. Examples of bridge housing can include (not an exhaustive list):

- Master leasing of apartments- whether single or scattered site, or both;
- Dedicated block of hotel rooms and prearranged agreement with the vendors;
- Shelter space retained specifically for participants of a housing focused outreach program; and,
- Some/All spaces within a rooming house and agreement with owner.

In addition to different sites mentioned above that constitute examples of bridge housing, a bridge housing model is a highly effective tool if the service includes no barrier access, ensuring engagement with individuals about permanent housing is frequent and consistent (i.e. daily), and that supports provided to the individual are adaptive, flexible, and continually re-assessed with move out date in mind. A bridge housing model for high acuity clients can present the opportunity to mitigate challenges of transiency, personal safety, and unpredictability for the individual. It also provides opportunity for additional observation and support by housing staff, which can assist with a deeper understanding of a participant's support needs.

A bridge housing model would help address challenges in Edmonton. During the investigation and interviews in the field, the barrier to making more housing placements is housing opportunities. Street Outreach is a highly effective door to Coordinated Access and is a primary prioritization component. However, as was identified in the analysis of Homeward Trust's assessment data, the prevalence of co-occurring and tri-morbid conditions and the high acuity status among persons living rough demands the most intense housing and full wrap-around supports, site based and for some individuals, assisted care. With individuals that need assisted care, the existing facilities in our City are not an option for this population, which is one factor that contributes to the PSH gap.

The other added advantage of a bridge housing model is that the Housing First teams can create a service alliance with Outreach Teams in order to create faster access to housing. Outreach efforts are most successful when there is immediate housing available.

Recommendation: Conduct Feasibility Study of Navigation Center Model

During the stakeholder workshop, OrgCode presented the navigation center models from Seattle and San Francisco. There was reception to the concept of smaller shelter and supportive services spaces distributed throughout the community. Workshop discussions addressed the benefits of de-centralization of shelter, the challenges of how to site such facilities such as neighbourhood response, possibilities for specialization of services for Indigenous peoples, and cost.

In nearly all of the key informant interviews, stakeholders consistently expressed the need for more shelter options available in more places throughout the city, smaller less institutional designed shelters, and shelters that were enriched with the depth of services and case management support well integrated in a systemic way to housing outcomes.

Smaller shelters that navigate persons to specific supports and housing as a possible solution to address some current shelter model barriers warrants further investigation. OrgCode recommends that further study be considered to dive deeper into emerging emergency shelter models such as the navigation center approach.

6. Leadership and Coordination

The City of Edmonton and the homeless serving sector led by Homeward Trust have already adopted many of the known emerging and best practices to address unsheltered homelessness.

6.1. Recommendations for Leadership and System Improvement

During the stakeholder workshop to address the topic of encampments on public land, the strongest, most fervent, and most recommendations for improvement were elicited from the topic of Leadership and Coordination. This is a sign of a healthy system that is self-aware, engaged, and applying system wide accountability for solving this wicked problem.

Recommendation: Inter-agency and Systemwide Communication

As in all human experience, effective communication is essential for effective, efficient and continuous improvement and results. Several recommendations were identified by the stakeholders to establish improved communication to better:

- Review existing tables, workgroups and committees for scope of emphasis, purpose, merge or sunset. Leaders agreed that there existed some overlap in topics, and other topics of greater import were not such as emergency shelter.
- Most stakeholders were hungry for more data and information in a more timely manner.
- Several stakeholders in both individual interviews and through the workshop process believed that there were a lot of major City initiatives that were competing for priority or pulling the homeless serving system in multiple directions. New initiatives were seen to spawn new tables, draining even more leadership time and resources.

Recommendation: Establishment of Emergency Shelter Standards

During the key informant interviews, OrgCode asked leaders about the role of the provincial government was on the topic of encampments in public space. There was consistent concern that the province should establish evidenced-based emergency shelter standards as part of their funding decisions. Homeless system stakeholders expressed that they wanted to see increased accountability for use of funds that were better aligned to the system integration approach of Coordinated Access and the steps of prevention, diversion, assessment and driven by a trauma informed housing focus. In other words, the role of the province on the topic of encampments in public space is to see improvements to shelter, which is a provincial mandate. Given the Government of Alberta is jurisdictionally responsible for shelter policy, operations, and funding, it is in the best interest of the City of Edmonton to work with the province and community organizations to improve sheltering so it is aligned to best practices and local initiatives.

Recommendation: HMIS and Data Sharing

Homeless response systems the world over are grappling with data collection, data quality, and privacy and sharing standards. Data is one of the most critical tools for leadership decision making and system planning, coordination and optimization.

In “A Place to Call Home: Edmonton’s Updated to Prevent and End Homelessness” the community established an ambitious performance metric that by “*2020, Homeless Management Information System (HMIS) coverage and Coordinated Access participation will include 75% of all beds in emergency shelters, interim and short-term supportive and permanent supportive housing.*”

It is recommended that this item be given its needed prioritization including as a possible mechanism for leveraging funding opportunities.

Recommendation: Aggressively Implement the Edmonton Affordable Housing Plan

Of all the recommendations and strategies to amend and improve the existing homeless response system, the most impactful are those solutions that rapidly house individuals and families. Edmonton's Updated Affordable Housing Plan for 2019-2022 and its commitment to start constructing 150 units of permanent supportive housing per year over the next four years must be rigorously supported to achieve its intended benchmarks. Communities that are able to reduce the number of persons experiencing homelessness, including reducing the number of encampments on public land, aggressively embark on the long game through funding and supporting a pipeline of affordable, accessible, permanent supportive housing.

Recommendation: Continue to Support the Plan to Prevent and End Homelessness

The community of Edmonton plan to end homelessness, "*A Place to Call Home*" has established goals and actions that upon implementation and continued support, will have a profound impact on the number of persons experiencing chronic homelessness included rough sleepers. The systems integration approach, housing first model, coordinating prioritization and referral processes, intensive case management, including the expanded street outreach, have demonstrated effective best practice that results in ending homelessness through housing stabilization with wrap around supports.

However, targets established within the plan cannot be realized without continued support and the financial capacity to bring the successful practices to scale.

Appendix

A. Key Informant Interviews

Agencies participating in the key informant interviews:

- City of Edmonton: Family and Community Supports, Park Rangers
- Edmonton Police Service
- Homeward Trust
- Boyle Street Community Services
- Hope Mission
- George Spady
- E4C - Women's Emergency Accommodation Centre
- Youth Emergency Support Services
- Bissell Centre
- Homeless on Public Lands Operations Committee
- Homeless on Public Lands Working Group
- REACH Edmonton - 24/7 Crisis Diversion Team

Key Informant Interview Topics:

- The role of the key informant and their organization within the scope of the homeless serving system, unsheltered homelessness, and encampment response;
- Specific observations, knowledge, and perspectives on why persons choose to sleep outdoors and why they choose not to seek emergency shelter;
- Perspectives on the current encampment closure and clean-up process;
- Perspectives on solutions, options, and system level challenges to respond to the choices made by unsheltered persons;
- Specific ideas on the service and shelter needs of persons living unsheltered;
- Perspectives on the leadership and decision making roles of the homeless response system stakeholders, the City of Edmonton, the Government of Alberta and the Government of Canada; and
- Perspectives on alternative living solutions used in other communities.

B. Stakeholders Workshop on Encampments on Public Land

Agencies participating in the workshop:

- City of Edmonton: Family and Community Supports, Park Rangers, Municipal Inspections and Waste, Capital City Clean-Up, Transit Services, Fire Rescue Services
- Homeless on Public Lands Steering Committee
- Homeless on Public Lands Working Group
- Edmonton Police Service
- Homeward Trust
- Boyle Street Community Services
- Hope Mission
- George Spady
- E4C - Women's Emergency Accommodation Centre

- Youth Emergency Support Services
- Bissell Centre
- REACH Edmonton – 24/7 Crisis Diversion Team
- Salvation Army
- Mustard Seed
- Canadian Mental Health Association
- Alberta Health Services
- Government of Alberta, Housing and Homeless Supports
- City of Edmonton, Ward 6 Office
- Edmonton Community Development Corporation
- North Edge Business Association
- Edmonton Public Library

Workshop Discussion Summary:

Emergency Shelter

- Need Managed Alcohol and Harm Reduction IN shelter
- Outreach Teams – above bank connections
- Shelter is so much more than a shelter, need Case Workers
- Ensuring that people that are housed have a sense of community so that they aren't returning to shelter
- Shelter as transitional after detox ... warm hand offs IMMEDIATELY after shelter so not UN
- Shelters designed for the new purpose and role of emergency sheltering
- Determine “why” people access shelter
- Coordinated Outreach with Shelter Staff
- Dignified Community
- Ideals vs. Needs
- Diversified shelter approach (options) Small, big, geography, demographics
- Systemic coordination , process v. options
- Better Case Management Resources at Shelter level
- Gaps – create opportunities to meet needs not otherwise addressed
- Established metrics (What is ES success? How measure, how report, how share)
- Do we need external review of the sheltering system? Who is doing what well?
- Disconnect with information from the shelters is an excellent opportunity for shelter outreach and to breakdown myths and misinformation
- Agree: no more mats – dining hall should be a dining hall – minimize dual-use space (take capital) and create opportunities to minimize the line ups.
- Have a more diverse representative discussion of those who are not using specific resources
- Incomplete information, if shelters are key to solutions, why weren't people staying there engaged – 24/7 intact is already occurring
- Agree with shelter transformation
- Agree we need to change with evidence
- Agree with importance of storage solutions for homeless persons

Leadership and Coordination

- Can we map system mandate vs. actual work ***
- Need Historical information ; share more information
- Duplicating Topics = (Valuable) Time and resource consumption...

- Cycle of people – in and out-how can we reduce trauma and minimize moving program to program?
- Remand as Temp Shelter
- Leverage resources: different agencies have different ideas
- Listen to community, have to listen
- Absence of Indigenous involvement – FN Communities
- Communities listen to:
 - People, then Programs, then Policy(change) VS Policy, Practices, People (traditional)
- Build on success of integration
- Duplication for frontline staff, no one knows who to talk to
- Communication and navigation barriers
- Key starting point: Who determines core standards? [for shelter]
- Government Funder responsible for developing core standards with input from stakeholders
- Standards should be outcome driven [expect results form sheltering work]
- Evidence Informed standards
- Funding then tied to meeting the core standards of services and coordination with the system to get funding...have to collaborate [systemically]
- Need one coordinated neutral body that oversees & coordinates (e.g. BC Housing)
- Regulated, funded and have to meet requirements [likely about alt living space]
- Need province to be part of discussion in an ongoing way
- Need system planning that allows for different shelter options
- Key: how to fund shelter differently
- Coordination at a front line level but missing at a systems level (e.g. front line staff coordinated shelter entry, communicate, but not so much at system [CEO] level)
- If mandated and resourced appropriately would there be more opportunities to advance collective community vision
- Need to consolidate efforts on large system basis to ensure coordination
- Leadership focused on how we can start building different kinds of shelters and include consideration of an integrated innovative model such as “transition in place”
- Important to ensure standards include clarity on scope. E.g. there are somethings shelter workers shouldn’t be expected to do
- Would colocation of some services be beneficial?
- Info sharing is key and agreements should be established up front to foster good collaboration
- Need for more focused meetings/strategic conversation. e.g. focus only on encampments, focus discussion on shelter, often trying to do too much, scope too broad for a meeting
- Need to clearly articulate collective goal
- Need client representation, what are the solutions grounded in this experience
- Lots of opportunity to look at co-design – how can we create and opportunity to redesign shelter system to meet needs
- Struggle with governance – where does the shelter system get discussed?
- Not a lot of innovation
- First step has to be bringing everyone together ‘war room model’ [to tackle rapidly and turn things around swiftly]
- How the services interact, old models of service
- Prioritization; what are you doing? What are we doing
- This meeting about too many things
- Lot of leadership and some overlap suggest deeper dive / look into where is the overlap. How many meetings are we asking people to attend? Need to look at this and prioritize

- What is the problem we are trying to solve today....we all have some goal but tackling from organizational interest, but can we have collective [impact]
- Prioritize our own work, Pick One and focus
- Coordination mandated (including resourced, coordination and collaboration : this can evolve into good effective partnerships, e.g. 24/7 Crisis Diversion Team
- [address] inefficiency and fragmentation
- Everyone needs to understand current state to understand gaps and opportunities *look at system framework for gaps analysis^
- Reduction of meetings and give them authority to make decisions
- Remove duplication; same people, different people
- Focus of conversations all over the place: new initiatives spawn new tables...Exhausting
- Embedded law enforcement and public health more directly
- Hot Spot policing: Memorandum of Understanding to share information (privacy legislation is a barrier)
- Integrate community into conversation – pull along conversation
- Grounded in Personal story, recipient of services.
- [need more] upstream services and prevention.
- The more specific and reason why for our recommendations, the more we can do with it.
- Can we prototype some of these recommendations , e.g. Storage
- Have a better understanding amongst agencies and between agencies
- More FORCED collaboration
- Joint funding application
- Optimize desire for more collaboration, less accusation
- Have a process and support

Encampment Resolution

- Dignified choices and coordination after leaving an encampment
- Safety priorities for person
- Change in permitting process : Establish areas in River Valley where people can't camp. – *No camping zones* –
- Prioritize based on partner Edmonton Public Land
- Balance of environments 1)Enforcement 2)Outreach
- 21 day example of camp closure notice: sets a common timeline – what would be the best timeline for Edmonton
- Accountability by all involved
- Policy Community that All Follow
- Collaborative database and system collaboration
- Fuller picture/story for weekly-monthly reporting
- Implementation considerations – privacy sharing and create variability of timelines that are person centered.
- By-law considerations “Zero Tolerance Enforcement Zones” = subject to IMMEDIATE 24 hour resolution....[what would this be based on?]
- OR special permitting consideration
- What would be the Assessment Matrix
- Merging data, sharing across the system (for the scoring)
- Agree on priority pieces [set the policy/procedures] that can be reviewed, set by Encampment Table] Collaboration re: Risk Assessment The Site, The People
- Engagement for assessments takes time. Any Other resources required to complete VI SPDAT. [do you all have tough tablets?]
- Do we need new models [other than housing first] for the harder to house?

- Concern that there are no storage options for people
- Don't really believe people want to live rough – possibly other issues need to be addressed
- Different deadlines for police, clean-up and outreach IS an issue
- Couples, fell out of housing
- Municipalities need tools

Alternative Living Space

- Need political support e.g. if EPS on board, maybe more political / public support
- Privately owned property identification where people can be housed, but with management controls that foster better results
- Is there an opportunity for landlord engagement to house given our vacancy rate (more open market at the moment)
- Dumped furniture could be coordinated
- Smaller community shelters that look at specific groups, families w/children, couples. Reduces concentration of homelessness, might reduce NIMBY with appropriate supports, and, shift focus to long term solutions, not just overnight stay, person centred
- City needs to put living spaces where needed
- Need to hear voice of people experiencing the issue
- Can't force people to stay – but when they are ready, they need immediate options...supported housing as opposed to permanent housing [master leasing to support PSH priorities with a transition in place model....]
- Indigenous Centered approach – so doesn't feel like residential school all over again. More Ambrose Place model, indigenous services and level of support
- Storage: simple, concrete, can be done quickly.
- What we are doing now is not working [to the levels we want] We need to explore alternatives, how are other areas dealing with this?
- Support idea of improving what we have already
- Do not like alternative living spaces conflicts with TRC and residential schools
- Must have indigenous context
- Indigenous should be at the center of what we do

Other – Reaction to Initial Draft Observations and Recommendations – Further investigation

- Housing First Outcomes – very rooted in volume not complexity
- External review of how often people are cycling in and out of housing (negative exits and returns to homelessness, recidivism)
- BNL – how does length of time on the list translate to outcomes?
- Need more examples and models from other cities [with similar weather] Calgary, Denmark, Nordic Countries, Winnipeg, Sask. need freezing risk
- Look at best practices by specific populations i.e. White collar job loss, Indigenous mental health
- Social Justice Lens
- Joint projects w/ EPS, AHS, etc. crisis EPS and Housing [HUoS model expansion]
- Can we see the YEG data? (?)
- Everything costs money, how can we prioritize and agree?
- What do the recommendations cost?
- Need climate equivalent examples? [Seattle, San Francisco, etc. not viewed as relevant to some]
- Where are discussions about Addiction, Mental Health resources and managed alcohol programs?

Endnotes and References

ⁱ First United Homeless Programs and Services. <https://firstunited.ca/programs-and-services/storage/>

ⁱⁱ City of San Francisco Encampment Resolution Team. <http://hsh.sfgov.org/street-homelessness/encampment-resolution-team/>

ⁱⁱⁱ Storefront Labs: “Towards a Compassionate City A Symposium Podcast About Homeless Encampments.” 2016. <https://www.storefrontlab.org/towards-a-compassionate-city-1/>

^{iv} City of Seattle Homeless Services Update, July 2018. <https://homelessness.seattle.gov/update-city-permitted-villages/>

^v City of Vancouver, BC People and Programs, Temporary Modular Housing. <https://vancouver.ca/people-programs/temporary-modular-housing.aspx>