

The Master Plan will focus on identifying best practices, capacity requirements based on a demand analysis, strategic locations for housing and services, synergies that can be achieved through co-location and design guidelines for various types of housing that are needed. It will propose solutions with a goal of fully addressing homelessness in Surrey.

Homeless and At-Risk of Homelessness Populations in Surrey

Metro Vancouver Homeless Count

Homeless counts were conducted in Metro Vancouver in 2002, 2005, 2008, and in March 2011. The preliminary results of the 2011 homeless count were released on May 24, 2011. The results show that the overall number of homeless people found on count day in Metro Vancouver had not significantly changed from the number found in 2008 (2,623 in 2011 versus 2,660 in 2008), but more people were found in a shelter or other type of transitional housing (1,892 were sheltered in 2011 versus 1,086 in 2008).

The preliminary 2011 homeless count results for Surrey show that:

- 388 homeless people were counted in Surrey, a slight decrease from 402 homeless people in 2008;
- Surrey's 2011 homeless population represents 15% of the region's total homeless population, the same as in 2008;
- 40% of Surrey's homeless were sheltered, up from 24% sheltered in 2008. This is lower than the regional average of 72% sheltered on the night of the count;
- 24% of Surrey's homeless are Aboriginal (95 people); and
- 40 youth (under the age of 25) were found, representing 10% of Surrey's homeless population.

The 2011 homeless count data will be analysed further, with a final report expected to be released in the next few months.

At-Risk of Homelessness

CMHC defines households at increased risk of homelessness as those that are "*in need and spending at least half of income on shelter*" ("INALH" households). The 2006 census data indicates that 3,495 renter households in Surrey are INALH. Almost half of these at-risk households (47%) are one person households and 32% are households with children.

Homeless Initiatives in Surrey – 2006 - 2010

Since the Social Plan was adopted in 2006, the City of Surrey has been proactive in working with provincial partners to facilitate solutions to homelessness. Surrey's main focus has been on transitioning people off the streets and out of shelters and into permanent housing. Initiatives include:

- The Surrey Homelessness and Housing Fund was established in 2007 with the allocation of over \$9.5 million in funding from the City of Surrey's Affordable Housing Reserve Fund. The Fund is managed by the Vancity Community Foundation on behalf of the Surrey Homelessness and Housing Society. The Society's mission is to raise, manage and distribute funds to support programs, projects and initiatives to make a difference in the lives of people

who are homeless or at-risk of homelessness in Surrey. To date, over \$1.5 million in grants have been awarded to non-profit agencies in Surrey;

- In 2008, a City of Surrey - BC Housing Memorandum of Understanding ("MOU") was signed toward the development of supportive housing for people who are homeless or at risk of homelessness. To date, three projects are being developed under the terms of the MOU – the Creekside Health and Housing Centre, YWCA's Alder Gardens and Timber Grove. Under the terms of the MOU, the City has committed to a long-term lease of City property at a nominal rate and to waive all municipal fees and charges. These projects will be completed and ready for occupancy in 2011 (Timber Grove) and 2012 (Alder Gardens and Creekside). The three MOU projects will provide an additional 156 new housing units for people who are homeless or at-risk of homelessness in Surrey;
- BC Housing's Homeless Outreach Program was introduced in Surrey in the fall of 2006. Surrey now has six outreach workers who work out of three community-based agencies linking homeless people to housing and other support services;
- BC Housing's Extreme Weather Response Program was introduced in 2006 in communities where the number of homeless people exceeds the shelter beds available, including Surrey. The Program funds time-limited temporary shelter spaces on mats in churches and community agencies during periods when the temperature or weather conditions threaten the health and safety of homeless people; and
- Under the leadership of the Ministry of Social Development ("MSD"), the Province initiated the Homeless Integration Project ("HIP") in March 2009 in five BC communities, including Surrey. Its purpose is to focus on the chronically homeless population and integrate resources across community agencies and government. Surrey's HIP initiative is called Surrey Homeless Outreach Works ("SHOW"). A SHOW team has been established in Surrey that includes representatives from MSD, BC Housing, Fraser Health, several non-profit agencies, Surrey Homelessness and Housing Task Force, RCMP and the City. Since HIP was initiated in 2009, 356 homeless people have been moved off the street or from shelters and into more permanent housing as a result of this initiative.

DISCUSSION

The preliminary results of the 2011 homeless count indicate that the efforts of the City of Surrey, and other government and community partners to address homelessness have made a difference. While the population of Surrey has continued to grow since 2008, the homeless population did not increase during this period.

Municipalities do not have the mandate or resources to eliminate homelessness. This will require a serious commitment from the provincial and federal levels of government, including a national housing strategy. However, municipalities can play an important leadership role on the issue. Surrey's Master Plan for Housing the Homeless will provide strategic direction for ensuring that actions to address homelessness in Surrey respond to local needs, fit the Surrey context, and are taken in a coordinated manner. The Master Plan will also assist the City in responding to future partnership opportunities with the Province and other funders.

Purpose and Scope

The purpose of the Master Plan is to provide strategic direction for facilitating the provision of housing and services for people who are homeless or at-risk of homelessness in Surrey. The Master Plan will include:

- a plan for the provision emergency shelter services in Surrey, including demand analysis, best practices, locations, design and strategic partnerships;
- a plan for the provision of supportive housing for the homeless and at-risk populations;
- strategies to facilitate partnerships between the City of Surrey and BC Housing, as well as other key government and community funders toward the development of emergency shelters and supportive housing for the homeless and those at-risk of homelessness;
- recommended City of Surrey policies, regulations and contributions to facilitate the provision of housing for the homeless and those at risk of homelessness; and
- recommended strategies and approaches for housing homeless and at-risk populations in private market rentals.

The Master Plan will draw upon local knowledge, data and feedback, evidence-based research, and the experiences of communities in BC and elsewhere, to identify best practices, approaches and solutions that will fit the Surrey context.

CitySpaces Consulting Ltd. has been contracted to prepare the Master Plan. CitySpaces has extensive experience in housing policy and programs, community planning, and stakeholder and public engagement. They have provided strategic input and facilitation services on Surrey's Housing Action Plan project, and have been the lead consultant on several of Surrey's new supportive housing projects.

Partnerships

Partnerships will be required to implement the recommendations of the Master Plan. BC Housing has committed to working in partnership with the City of Surrey in the development of the Master Plan and is sharing in the costs associated with preparing the Plan. Other partners will include:

- BC Ministry of Social Development;
- Fraser Health Authority, Mental Health and Addictions;
- Surrey Homelessness and Housing Society;
- Metro Vancouver Regional Steering Committee on Homelessness staff;
- Surrey Homelessness and Housing Task Force;
- Peninsula Homelessness to Housing Roundtable;
- Non-profit providers of housing for the homeless in Surrey; and
- Representatives of the development community.

The Terms of Reference, attached as Appendix I to this report, provide additional detail regarding the approach for developing, and expected outcomes of the Master Plan.

Social Planning Advisory Committee and Surrey Homelessness and Housing Society

Both the Social Planning Advisory Committee and Surrey Homelessness and Housing Society have been consulted regarding the proposal to develop the Master Plan.

A short presentation and discussion on the proposed Master Plan was included on the agenda of the October 28, 2010 Social Planning Advisory Committee meeting. The Committee was supportive of the development of the Master Plan.

The Master Plan was discussed at the November 23, 2010, Surrey Homelessness and Housing Society Board of Directors meeting. The Board expressed its support for the project, and discussed how the Master Plan would contribute to the Society's grants process by identifying priority shelter and housing projects, and partnership opportunities

SUSTAINABILITY CONSIDERATIONS

The Master Plan for Housing the Homeless in Surrey is consistent with the Sustainability Charter's "Action item SC9: Adequate, Appropriate and Affordable Housing".

CONCLUSION

The development of a Master Plan for Housing the Homeless in Surrey will demonstrate the City's continued leadership in facilitating solutions to social issues in Surrey and a commitment to creating a sustainable community.

Original signed by
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AM:saw

Attachment:

Appendix I Terms of Reference for the Development of a Master Plan for the Homeless in Surrey

Terms of Reference for the Development of a Master Plan for Housing the Homeless in Surrey

THE PROJECT

The Master Plan for Housing the Homeless in Surrey (the "Master Plan") will provide strategic direction for facilitating the provision of housing and services for people who are homeless or at-risk of homelessness in Surrey. It will:

- focus on the provision of shelter beds and supportive housing for the diverse population of people and families in Surrey that are homeless or at-risk of homelessness;
- recommend priority shelter and supportive housing projects that could be implemented in the short-term (e.g. next five years) and will provide sufficient details about these projects such that they will be ready to move forward in the planning process as funding is available; and
- be developed in partnership with BC Housing, and the process of developing the Master Plan will require engagement with other key government and community partners.

INTRODUCTION

Addressing homelessness is a corporate priority of the City of Surrey as it impacts the quality of life and social sustainability of the community.

Social Plan

The Plan for the Social Well-Being of Surrey Residents ("Social Plan"), adopted by Council in 2006, focuses on five priority social issues - homelessness and housing is one of these. The Social Plan identifies significant gaps between the need for and supply of shelter beds, transition and supportive housing, and low-income housing in Surrey, in addition to a need for homeless outreach services, employment programs and addictions treatment services. The Master Plan will contribute to the implementation of the recommendations of the Social Plan.

Housing Action Plan

In 2009, the Planning and Development Department began work toward the development of a Housing Action Plan (March 9 2009, Corporate Report No. R030). The purpose of the Housing Action Plan is to articulate a plan for municipal actions toward achieving an adequate supply of housing to meet the full range of incomes and needs in Surrey.

The initial phases of developing the Housing Action Plan have been completed (December 14 2010, Corporate Report No R235). This included: research and analysis of demographic and housing data; compilation of existing City of Surrey policies and regulations; and consultations with community stakeholders and staff on housing needs, issues and suggested strategies and solutions for addressing these needs.

Eliminating homelessness was clearly identified as a priority issue by stakeholders involved in the Housing Action Plan consultations. The need for additional transitional/supportive housing and low-income rental housing to accommodate this population was a suggested solution. The proposed Master Plan represents a response to this community stakeholder feedback.

PURPOSE

The purpose of the Master Plan for the Homeless in Surrey is to provide:

1. a plan for the provision shelter services in Surrey. This will include recommending the numbers of beds needed, preferred program models in relation to delivering such beds, a distribution of shelter services throughout the City and appropriate locations;
2. a plan for the provision of supportive housing for the homeless and at-risk populations. This will include identifying priority projects for new transitional and long-term supportive housing projects. For these priority projects, details related to appropriate location, tenant profile and program will be outlined.
3. strategies to facilitate partnerships between the City of Surrey and BC Housing, as well as other key government and community funders toward the development of emergency shelters and supportive housing for the homeless and those at-risk of homelessness;
4. recommended City policies, regulations and contributions to facilitate the provision of housing for the homeless and those at risk of homelessness. The Master Plan will outline the contributions (including specific sites) that the City of Surrey will make toward implementing the shelter beds and supportive housing projects outlined in the Master Plan; and
5. recommended strategies and approaches for housing homeless and at-risk populations in private market rentals.

The Master Plan for the Homeless in Surrey will take will take into account the:

- City of Surrey context. It will identify approaches and solutions that fit for the community of Surrey;
- diverse populations of homeless in Surrey. The Master Plan will include recommendations related to specific population groups including youth, women, Aboriginal people, people with mental health and addictions problems, and people transitioning from the justice system;
- promising practices and shelter/housing models that have proven to be effective in Surrey and in other communities; and
- Housing First approach. While the Master Plan will address the provision of shelter services, the goal of the Master Plan is to provide permanent housing solutions as a means of eliminating homelessness in Surrey.

PROJECT SCOPE

The project will be guided by a Steering Committee made up of key City Planning and Development staff, BC Housing staff, and the Chair of the Social Planning Advisory Committee and Chair of the Surrey Homelessness and Housing Society Board. The general scope and sequence of the project is summarized below.

Project Components

Stage 1: Background Review and Preliminary Planning (May – September 2011)

- Review and summarize information from existing documents including the Plan for the Social Well-Being of Surrey Residents; draft City of Surrey Housing Action Plan: Background Information report and corporate reports; City of Surrey social housing maps; and the 2011 Metro Vancouver Homeless Count results.
- Research and summarize promising practices or program models from other jurisdictions for shelters, supportive housing, and other housing programs for the homeless and those at-risk of homelessness.
- Consult with key stakeholders on the issues and gaps in emergency shelters and supportive housing in Surrey including:
 - BC Ministry of Social Development (MSD), SHOW Initiative;
 - Fraser Health Authority, Mental Health and Addictions;
 - Surrey Homelessness and Housing Society;
 - Metro Vancouver Regional Steering Committee on Homelessness staff;
 - Surrey Homelessness and Housing Task Force;
 - Peninsula Homelessness to Housing Roundtable;
 - Non-profit providers of housing for the homeless in Surrey; and
 - Representatives of the development community.
- Prepare a preliminary plan document that includes:
 - Identification of key gaps/issues in shelters in Surrey to fully address the demand for such shelter services;
 - Identification of key gaps/issues in supportive housing for the homeless in Surrey to fully address the demand for such housing;
 - Identification of priority shelter projects for implementation in next 5 years; and
 - Identification of priority supportive housing projects for implementation in next 5 years.

While the preliminary plan will address the need for emergency shelter, the focus will be on providing permanent housing solutions as a means of eliminating homelessness in Surrey's neighbourhoods.

Stage 2: Housing Procurement Action Plan (September 2011 – February 2012)

- Develop a plan for each of the priority shelter and housing projects identified in Stage 1 which includes:
 - Identification of potential sites;
 - Program models (# of units, tenant profiles, support services etc.);
 - Preliminary budget; and

- Potential funding sources.
- Convene a funders meeting to discuss the priority projects including:
 - City of Surrey
 - BC Housing
 - Fraser Health Authority, Mental Health and Addictions;
 - Surrey Homelessness and Housing Society; and
 - Metro Vancouver Regional Steering Committee on Homelessness staff.
- Prepare a two-part Master Plan for Housing the Homeless in Surrey that includes the information from each of Stage 1 and 2 of this process. The Stage 1 information will be a public report; Stage 2 information will be a Closed Council report.

PROJECT DELIVERABLES

Stage 1:

- Meetings with the Steering Committee (City of Surrey and BC Housing) at the beginning and end of Stage 1 and during the Stage 1 process as necessary.
- A preliminary Master Plan document in electronic format as described in the previous section on Project Scope.
- Day-to-day contact will be maintained between the Consultant and Project Manager, and Project team as necessary.

Stage 2:

- Meetings with the Steering Committee (City of Surrey and BC Housing) at the beginning and end of stage 2 and during the Stage 2 process as necessary.
- A funders meeting as described in the previous section on Project Scope.
- A final 2-part Master Plan for Housing the Homeless in Surrey, as outlined in the previous section on Project Scope, in electronic and hardcopy format. The Consultant will provide 25 hard copies of the Master Plan to the City and a fully reproducible digital version of the Master Plan to the City.
- Participation in a presentation of results and recommendations to City Council and BC Housing.