

## History of Permanent Shelter

1.	Briefing Memo .....	Page 2
2.	History of Permanent Shelter Report .....	Page 4
3.	Chart of Resolutions .....	Page 7
4.	April 29, 2021 - In Camera Council Report - Permanent Integrated Emergency Shelter Operational Model and Location – Request Council Feedback and Progress Update to Provincial Government .....	Page 20
5.	May 20, 2021 - In Camera Report - Permanent Integrated Emergency Shelter Operational Model and Location .....	Page 37
6.	May 26, 2021 - In Camera Report - Permanent Integrated Emergency Shelter Location Overview .....	Page 72
7.	June 7, 2021 - In Camera Council Report - Future Emergency Housing (Shelter) Next Steps .....	Page 88
8.	August 31, 2021 - In Camera Council Report - Permanent Emergency Housing (Shelter) Next Steps .....	Page 92
9.	October 4, 2021 - In Camera Council Report - Permanent Integrated Emergency Housing (Shelter) Update .....	Page 97
10.	November 15, 2021 - Open Council Report - Permanent Emergency Housing (Shelter) .....	Page 105
11.	November 29, 2021 - In Camera Council Report - Permanent Shelter Next Steps .....	Page 108
12.	December 1, 2021 - In Camera Presentation - Permanent Shelter Site .....	Page 139
13.	December 6, 2022 - In Camera Presentation - Site Overview .....	Page 176
14.	January 10, 2022 - In Camera Council Report - Permanent Shelter-Land ..	Page 216



## LEGAL SERVICES

Date: Feb 24, 2022  
From: Michelle Baer, City Solicitor  
Subject: Confidential Background Information re Permanent Shelter Search

---

The City has advocated for years to have a purpose-built permanent shelter in Red Deer. In 2020, negotiations with the Province recommenced in earnest, pursuant to a Memorandum of Understanding struck by the then Mayor and provincial representatives.

Council of the day was kept apprised of critical developments and asked to deliver critical-path decisions in numerous closed (*in-camera*) sessions.

The general rule in respect of closed meetings is that no person shall disclose information that is discussed/considered in a closed meeting, until such time as Council directs that the information may be made public.

A competing interest to the above general rule arises when there is a need for a Council, post-election, to carry forward business which commenced prior to the election but was discussed, wholly or partly, in closed sessions. In some cases, Councils can make do without being fully briefed on past confidential discussions. In other cases, it is important for all members of Council to have the same understanding of an issue, including those who are newly elected and unaware of those matters which the returning members addressed in earlier closed sessions. A narrow exception to the general rule has thus been established over time, which allows incoming Councillors to be apprised of such *in camera* information as is reasonably required to carry out the business of Council.

This exception is qualified at all times by a requirement that when information is shared with a new council, which was previously only shared in a closed session, the same rules pertaining to CONFIDENTIALITY attach to the information, namely:

- If the materials are printed, Councillors must be vigilant to ensure that no person other than the Councillor is able to read the materials. Do not leave them in open view, in reach of others, or in your vehicle. Printed materials, including any notes that a Councillor might make on the pages, must be returned to the Clerk or be shredded by the Councillor.
- If the materials are provided electronically, Councillors must not forward them to any person or permit any other person to read them. Emails must be filed in accordance with City records management procedures.

- If Council's discussion of the materials takes place via a remote (virtual) Council meeting, Councillors must ensure that no other person is able to hear or view the proceedings.
- Councillors must not disclose any matters discussed in closed session, directly or indirectly, by any means, until such time as Council as a whole agrees that the information can be publicly released.
- Past members of Council continue to be bound to keep confidential all matters discussed in closed sessions. This does not mean that current councillors are permitted to discuss these matters with former members of Council.
- Failing to maintain confidentiality is a breach of the MGA and the Code of Conduct.

The attached Report and Appendices outline the many meetings and Council decisions leading up to the site at 4934 54 Avenue being recommended for the Permanent Shelter.

This information is provided for Council's information only. Further updates will be provided in an upcoming Council meeting.

If Councillors have any questions in relation to the duty of confidentiality attached to these documents, please contact the City Solicitor directly.



February 24, 2022

## History of Permanent Shelter

Prepared by: Samantha Rodwell, City Clerk  
 Department: Legal & Legislative Services

### Background

---

2019

- Government of Alberta (NDP) announced \$7m in capital investment for a permanent shelter in Red Deer
- Government of Alberta requests a business case for Treasury Approval. **S.23(1)(b), S.25(1)(c)** submits a business case in November 2019

February 2020

- Government of Alberta (UCP) announced \$7m in capital investment for a permanent shelter in Red Deer

November 2020

- The Government of Alberta and The City of Red Deer agreed to work together through a Memorandum of Understanding on a permanent integrated shelter site
- Government of Alberta started a series of virtual community meetings to determine the functions of a permanent shelter

Spring 2021

- Government of Alberta asked the City of Red Deer to provide its Permanent Shelter site & operating model preferences

April 2021

- Administration forms a working group to explore viable shelter locations for both interim and permanent shelter options
  - The group gathered available Municipal, Provincial and other identified potential properties
  - Land & Economic Development provided a local commercial realtor with a broad set of criteria required for shelter operations. The realtor provided a lengthy list of additional locations for either sale or lease.
  - Between Municipal, Provincial and commercially identified sites, there were approximately 80 sites at this point. An initial evaluation of sites occurred, removing several based on size, availability and current use/occupancy.



- Remaining properties were divided into several categories for classification. The number of identified properties per category are listed below:
  - Vacant Lots: 6
  - Private Buildings: 16
  - Warehouses: 18
  - City Lands & Facilities: 13
  - Hotels or Convention Centres: 6
  
- City Administration appeared before Council where the following criteria for site evaluation were adopted:
  - Size minimum of 10,000 sq ft building space\*
  - Proximity to Services (Street Clinic, OPS, Food Services, Alberta Works, Housing Support Services, RCMP)\*\*
  - Amenities – washrooms, kitchen, laundry, storage, outdoor area
  - Zoning - discretionary use or if a rezoning process would be required\*\*
  - Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on minimizing population impacted due to the assumption of negative feedback that will be received during public consultation with either discretionary permit or rezoning processes \*\*
  - Costs – land, leases, improvements required to function as a shelter, transportation
  - Timing availability and time for required improvements
  - Land owner/property management willingness to have shelter use \*
  - Unique factors- contamination of lands or availability to leverage other funding sources
  - Operations & logistic efficiencies
    - \* Primary criteria that was deemed mandatory for operations
    - \*\* Secondary criteria utilized to determine “best” sites. 1/3 or 2/3 = Maybe, 3/3 Yes
  
- The “Yes” and “Maybe” sites resulted in a total of 38 potential sites
  - Council was provided a list of these potentially viable locations
  - Further work occurred with a local realtor to explore all “yes” options. Including current availability and willingness to sell (some listings were posted for lease only)

May/June 2021

- A Council Workshop was hosted on June 7th where Administration presented with four site options for Council’s consideration.
  - These options represented:
    - A vacant parcel of land
    - A City owned asset
    - Two buildings for purchase (Warehouse type facilities in different areas)
  - Direction was provided to Administration to move forward with procuring a building and land in **S.23(1)(b), S.25(1)(c)**



#### August 2021

- Council resolved to provide the necessary capital to support site acquisition

#### September/October 2021

- Administration provided a report that the acquisition of the site was not a viable option
- Council withdrew their motion to procure the S.23(1)(b), S.25(1)(c) site

#### November/December 2021

- Resolutions from June 7, 2021 can now be publically released
- Council reviewed 4 potential sites
- Council endorses 4934-54 Avenue and directs Administration to review the site with the Government of Alberta

#### January 2022

- Council endorses the following recommendations:
  - City retain ownership of the site.
  - Negotiate and execute a construction agreement with Government of Alberta
  - Make the Shelter Site public
  - Authorizes up to \$20,000 to facilitate community engagement
  - Approves up to \$200,000 to facilitate in-kind capital and cash contributions as identified in 2020 MOU

COUNCIL MEETING DATE	OPEN RESOLUTION	IN CAMERA RECOMMENDATION
<p>April 29, 2021</p>	<p>Resolved that Council of the City of Red Deer, having considered the In Camera Report dated April 29, 2021 re: Permanent Shelter, hereby directs Administration to complete an analysis as recommended in the report and that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 21(1)(a) Disclosure harmful to intergovernmental relations, 23(1)(a) Local public body confidences and 24(1)(a) Advice from officials.</p>	<p>Council review and provide feedback and/or additional options, criteria, scope, location suggestions and location criteria on the following information:</p> <ol style="list-style-type: none"> <li>1. operation model options</li> <li>2. operational criteria and operational scope</li> <li>3. location criteria</li> </ol>
<p>May 20, 2021</p>	<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services &amp; Development and Protective Services dated May 20, 2021, re: Permanent Shelter related to Matter 2 hereby endorses Option 6 as revised as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) Advice from officials and 21(1)(a) Disclosure harmful to intergovernmental relations.</p> <p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services &amp;</p>	<p>IN CAMERA RECOMMENDATION - Matter 2, Option 6 Council requested additional information to explore a public trust joint model (subsequently clarified to refer to 'purpose trust')</p> <p>IN CAMERA RECOMMENDATION - Matter 1 Council requested additional information on 6 site options: S.23(1) [REDACTED] Old Parks Site S.23(1)(b), [REDACTED] S.25(1)(c) [REDACTED]</p>

	<p>Development and Protective Services dated May 20, 2021, re: Permanent Shelter related to Matter 1 hereby directs Administration to bring back further information to a Special Council Meeting on May 26, 2021 commencing at 1:30 p.m.</p>	<p>S.23(1)(b), S.25(1) (c)</p>
<p>May 26, 2021</p>	<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services &amp; Development and Protective Services dated May 20, 2021 re: Permanent Shelter Matter 2, in addition to Council's endorsement on May 20, 2021 of Option 6 as revised, Council further endorses the additional information as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) Advice from officials and 21(1)(a) Disclosure harmful to intergovernmental relations.</p> <p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services &amp; Development and Protective Services dated May 26, 2021 re: Permanent Shelter Matter 1 hereby endorses the additional information as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of</p>	<p>Council was provided the additional information for Matter 1 and Matter 2 as requested from the May 20<sup>th</sup> Meeting</p>

	<p>Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) Advice from officials and 21(1)(a) Disclosure harmful to intergovernmental relations.</p>	
<p>June 7, 2021</p>	<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>Option C as discussed</b> In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(1)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	<p>IN CAMERA RECOMMENDATION  #1 - The City of Red Deer would move forward with procuring lands Option C – <b>S.23(1)(b), S.25(1)(c)</b> [REDACTED] for the purpose of the future Integrated Emergency Housing (Shelter) Site to be built, and that the City would retain ownership of the land for the project, pending financial funding approval</p> <p>Other Options  A – <b>S.23(1)(b), S.25(1)(c)</b> [REDACTED]  B – 4934 54 Ave – Old Parks Site  C – <b>S.23(1)(b), S.25(1)(c)</b> [REDACTED]  D – <b>S.23(1)(b), S.25(1)(c)</b> [REDACTED]</p>
<p>June 7, 2021</p>	<p><b>RESOLVED THAT COUNCIL OF THE CITY OF RED DEER hereby agrees to reconsider the following resolution passed on May 26 2021:</b></p> <p style="padding-left: 40px;">Resolved that Council of the City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services dated May 20 2021 re: <b>PERMANENT SHELTER MATTER 2</b> , in addition to Council’s endorsement on May 20 2021 of</p>	<p>#2 - That the Province would fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding and retain sole ownership of the capital and building asset;</p> <p><b>OR</b></p> <p>#2A- That the Province would fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding and acquire sole ownership of the capital building asset from The City for \$1, while The City will retain sole ownership of the land.</p>

	<p>Option 6 as revised, Council further endorses the additional information as presented in Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) advice from officials and 21(1)(a) disclosure harmful to intergovernmental relations.</p> <p>NOTE: the motion as moved by Clr. Lee, seconded by Clr. Handley will then be back on the floor. We recommend the motion be withdrawn.</p> <p>RESOLVED THAT COUNCIL OF THE CITY OF RED DEER hereby agrees to reconsider the following resolution passed on May 20 2021:</p> <p>Resolved that Council of the City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services dated May 20 2021 re: PERMANENT SHELTER</p>	
--	--	--

	<p>RELATED TO MATTER 2 hereby endorses OPTION 6 as revised as presented in Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) advice from officials and 21(1)(a) disclosure harmful to intergovernmental relations.</p> <p>NOTE: the motion as moved by Clr. Handley, seconded by Clr. Buchanan will then be back on the floor. We recommend the motion be withdrawn (the motion could be amended, however to limit confusion this is not recommended).</p> <p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #2</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of</p>	
--	---	--

	Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.	
June 7, 2021	Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #3 as amended</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.	#3 - That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians;
June 7, 2021	Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #4</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.	#4 - That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.

June 7, 2021	Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #5</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(1)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.	#5 - Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deer
August 31, 2021	Resolved that Council of The City of Red Deer having considered the report from Community Services Division and Financial Services dated August 31, 2021 re: Permanent Shelter Next Steps hereby endorses the direction as presented In Camera and agrees that the Information will remain confidential as protected under the Freedom of Information and Protection of Privacy Act Section 23(1)(a) Local public body confidences, 24(1)(a) Advice from officials and 25(1)(c) Disclosure harmful to economic and other interests as a public body and directs Administration to bring back a future report on the status of this work.	<p>On June 7, 2021, Council gave direction In Camera, to pursue the purchase of the property located at <b>S.2</b> [REDACTED] for the future construction of Red Deer’s Permanent Integrated Emergency Housing (Shelter) Site.</p> <p>To action this direction, Administration is requesting that up to \$2,500,000 be approved from the Capital Reserve to negotiate and purchase the site.</p> <p>Council allocated up to \$2.5 million to facilitate the acquisition of this property. The “up to” 2.5 million is requested to allow for costs related to risks including but not limited to <b>S.23(1)(b), S.25(1)(c)</b>, environmental studies, hazard abatement, legal or other related costs incurred or agreed to as part of the negotiations.</p>
October 4, 2021	Resolved that Council of The City of Red Deer having considered the In Camera	Council was advised a purchase was not viable.

	<p>report from Community Services &amp; Development and Protective Services dated October 4, 2021, re: Permanent Integrated Emergency Housing (Shelter) Update hereby endorses OPTION 4 as presented In Camera and requests this direction be communicated with the Provincial Ministries of Seniors &amp; Housing and Community &amp; Social Services as appropriate, and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Sections 21(I)(a) Disclosure harmful to intergovernmental relations, 23(I)(a) Local public body confidences and 24(I)(a) Advice from officials.</p>	<p>Council recommend Option 4 which was a hybrid of Option 3 with additional information. Additional Information required Administration to come back with specific sites</p> <p>Option 3: Bring back Business Cases for additional sites for City Council</p> <ul style="list-style-type: none"> <li>• The Province has indicated a need for a clear business case to be presented alongside the current business case, on which \$7m is being held for allocation to <b>S.23(1)(b), S.25(1)</b></li> <li>• Time frames would require that Administration once again explore options with a commercial realtor and select 1-2 sites to complete a full business case for.</li> <li>• Council may wish to provide initial guidance on the following: The City's willingness to be the long-term property owner, as the Province has expressed that they have no interest To utilize the \$2.5m from the Capital Reserve, originally intended for the <b>S.23(1)(b),</b> towards these additional option(s).</li> </ul> <p>The criteria for City Administration to evaluate sites:</p> <ul style="list-style-type: none"> <li>Size minimum of 10,000 sq. ft. building space*</li> <li>Proximity to Services (Street Clinic, OPS, Food Services, Alberta Works, RCMP)</li> <li>Amenities – washrooms, kitchen, laundry, storage, outdoor area*</li> <li>Zoning - discretionary use or if a rezoning process would be required</li> <li>Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on minimizing population impacted due to the assumption of negative feedback will be received during public consultation with</li> </ul>
--	---	---

		<p>either discretionary permit or rezoning processes</p> <p>Costs – land, leases, improvements required to function as a shelter, transportation*</p> <p>Timing availability and time for required improvements</p> <p>Land owner/property management willingness to have shelter use</p> <p>Unique factors- contamination of lands or availability to leverage other funding sources</p> <p>Operations &amp; logistic efficiencies</p> <p>* Primary criteria that are mandatory for operations</p> <ul style="list-style-type: none"> <li>• This option includes significant delays to the permanent shelter and a resulting possibility of project cancellation if the March 2022 deadline is missed: Council would have to select a new site with limited available options; currently all available sites require a change to zoning</li> </ul> <p>The City would have to present a business case to the Province to justify the reason and benefits of a new site selection, rather than the <b>S.23(1)(b)</b>, [REDACTED]</p> <p>The City or a designate would have to be able to receive the project funds (\$7m) prior to March 2022. Any funds above \$7m would likely be the responsibility of The City</p> <p>A City-led project management process will require additional funding, negotiation and communication with project stakeholders</p>
<p>November 15, 2021</p>	<p>Resolved that Council of The City of Red Deer having considered the report from Community Services re: Permanent Emergency Housing (Shelter) dated November 15, 2021 hereby authorizes Administration to work with the Government of Alberta’s Administration to achieve the outcomes of The City of Red Deer as outlined.</p>	<p>Council authorizes Administration to work with the Government of Alberta’s Administration to achieve the outcomes of The City of Red Deer.</p> <p>Council has considered the Permanent Emergency Housing (Shelter) in camera on numerous occasions. Resolutions from June 7, 2021 can now be publically released as this time:</p> <p>On June 7, 2021 Council passed the following resolution:</p>

		<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #3 as amended as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p> <ul style="list-style-type: none"> <li>• Recommendation #3 as amended stated: That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.</li> </ul> <p>On June 7, 2021 Council passed the following resolution:</p> <p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #4 as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p> <ul style="list-style-type: none"> <li>• Recommendation #4: That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model</li> </ul>
--	--	--

	<p><b>Resolved that Council of The City of Red Deer hereby agrees to set a Special Council Meeting on Monday, November 29, 2021 following the Multi-Year Budget Review Meeting to discuss:</b></p> <ul style="list-style-type: none"> <li>• Permanent Emergency Housing (Shelter) – In Camera</li> <li>• Temporary Emergency Housing (Shelter)</li> </ul>	<p>focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.</p> <p>On June 7, 2021 Council passed the following resolution:          Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #5 as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p> <ul style="list-style-type: none"> <li>• Recommendation #5: Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deerians.</li> </ul> <p>Special Council Meeting scheduled for November 29, 2021.</p>
--	---	--

November 29, 2021	Resolved that Council of The City of Red Deer having considered the In Camera report from Community Services dated November 29, 2021 re: Permanent Shelter hereby directs Administration to bring back a report regarding Option #5 as presented in camera and agrees the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local public body confidences, 24(1)(a) Advice from officials, 25(1)(c) Disclosure harmful to economic and other interests of a public body and 27(1)(a) Privileged information.	IN CAMERA RECOMMENDATION Council reviewed site options. Verbal Report with PPT. PPT reviewed the 4 short-listed sites and provided pros/cons for each site
December 6, 2021	Resolved that Council of The City of Red Deer having considered the In Camera Report from Community Services dated December 6, 2021 re: Permanent Shelter hereby endorses Option 1 as presented In Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act Section 21(1)(a) Disclosure harmful to intergovernmental relations, 23(1)(a) Local public body confidences and 24(1)(a) Advice from officials.	IN CAMERA RECOMMENDATION – Option #1 Recommended that Council: - Endorse the location for the permanent shelter to be located at the City owned surplus site at 4934 54 Avenue - Direct Administration to review site selection with the Government of Alberta. - Direct Administration to bring back a report within 2 months regarding anticipated costs and next steps
January 10, 2022	Resolved that Council of The City of Red Deer having considered the In Camera Report from Community Services dated January 10, 2022 re: Permanent Shelter –	IN CAMERA RECOMMENDATION: 1. The City should retain ownership of the site at 4934 54 Avenue and authorizes Administration to negotiate and execute a construction agreement with the Government of Alberta that aligns with Council's

	<p>Land hereby endorses the recommendations as presented In Camera and agrees that the contents of this report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act Sections 21(1)(a) Disclosure harmful to intergovernmental relations, 23(1)(a) Local public body confidences and 24(1)(a) Advice from officials until The City of Red Deer and Government of Alberta agree to a joint release of public information.</p>	<p>direction for a Permanent Integrated Shelter and protect the City's rights and risks</p> <ol style="list-style-type: none"> <li>2. That Council authorizes Administration to make the Permanent Shelter Site public in participation with the Government of Alberta</li> <li>3. That Council authorizes up to \$20,000, funded from the Operating Reserve Tax Supported (ORTS), to facilitate the community engagement as part of the Land Use Bylaw amendment, and that this funding allocation be made public through normal process upon completion of #2 above</li> <li>4. That Council approves up to \$200,000, funded from Capital Projects Reserve (CPR), to facilitate future in-kind capital and cash contributions as identified in the November 2020 MOU, and that this funding allocation be made public through normal process upon completion of #2 above</li> </ol>
--	---	--



## CITY PLANNING & GROWTH DEPARTMENT

April 29, 2021

### In Camera: Permanent Integrated Emergency Shelter Operational Model and Location – Request Council Feedback and Progress Update to Provincial Government

Prepared by: Ryan Veldkamp, Safe and Healthy Communities Supervisor &  
Emily Damberger, City Planning and Growth Manager  
Divisions: Community Services & Development and Protective Services

#### **Report Summary & Recommendation**

---

The City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and model preference with an update by April 30, 2021 and final feedback by May 28, 2021 (see Appendix A).

Administration has a review of locations and models underway and will return with recommended options for Council in May. Administration requires Council feedback on both the proposed operational model and location criteria. This report will also provide a progress update to the province to meet the April 30 update deadline.

Final feedback will be provided to the Provincial Government by May 28, 2021 to assist in their decision for both the Permanent Integrated Emergency Shelter location and the operating model.

Administration requests Council review and provide feedback and/or additional options, criteria, scope, location suggestions and location criteria on the following information in the report:

1. operation model options
2. operational criteria and operational scope
3. location criteria

Administration recommends as the April 30, 2021 progress update key information contained in the report is provided to the Province.

#### **Proposed Resolution**

---

It is recommended that Council pass the following resolution in open:

Resolved that Council of the City of Red Deer, having considered the In Camera Report dated April 29, 2021 re: Permanent Shelter, hereby directs Administration to complete an analysis as presented in the report and that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 21(1)(a) Disclosure harmful to intergovernmental relations, 23(1)(a) Local public body confidences and Section 24(1)(a) Advice from officials.

Note – Additional resolutions will be established based on Council feedback.

## Discussion and Analysis

---

### **Background**

#### *Provincial request and review*

The Province has been gathering information to assist in the decision of form and function of a future Permanent Integrated Shelter in Red Deer with a \$7 million dollar budget. This included two workshops with City representatives, shelter operator stakeholders, and MLAs. The focus to date was on function, elements to be included in the shelter model to best serve the community, and no conversation on form, location, occurred. No decisions were made during the workshops.

The City's Government Advocacy and Public Relations Strategist provided an in camera Council update on April 6, 2021. To recap the following information was provided on location and model options being considered by the Province:

- Option 1: Community-owned / Community operated
  - Solely owned by S.23(1)(b), S.25(1)(c), operator S.23(1)(b), S.25(1)(c), located on S.23(1)(b), S.25(1)(c)
- Option 2: Government-owned / Community operated
  - Government of Alberta, through Alberta Social Housing Corporation
  - Lease to shelter operator(s)
- Option 3: Third-party Ownership / Community operated
  - Third party would be property owner and property manager, with lease for shelter operations.

The Minister's preferred option is option 1 in the S.23(1)(b), S.25(1)(c) location due to potential extension to existing building, zoning (Direct Control District 19), timing and cost considerations.

The province is now requesting feedback from The City on Permanent Integrated Emergency Shelter location and model preferences.

#### *City Financial Contributions update - MOU*

The City and Province entered into an MOU (memorandum of understanding) regarding the Permanent Integrated Emergency Shelter, which includes financial contributions from both parties (Appendix C). As a result, a one-time confidential request for \$200,000 in operating funds from the Operating Reserve Tax Supported (ORTS) was submitted with the 2021-2022 budget for approval. With the project timelines unknown at that time, Council removed this from the budget and determined this would be revisited when more information was known about the permanent shelter.

A resolution will be needed in the future to approve these value in kind funds for the permanent shelter.

### *Federal Rapid Housing Dollars 2021*

Recently, the 2021 Federal Budget contained significant housing contributions. Newly accessible capital and operational dollars may provide a unique opportunity to explore viability of various sites for a combination of shelter and permanent supportive housing to serve CHHIP recommendations and targets.

Included in these federal measures are a \$1.5 billion investment in a second round of the *Rapid Housing Initiative* to address the urgent housing needs of vulnerable Canadians by providing them with affordable housing in short order. The target is to add a minimum of 4,500 new affordable housing units to Canada's housing supply and builds on the 2020 \$1 billion investment. Red Deer did not have any successful applications in the first round of this program. The program is overseen by the Canadian Mortgage and Housing Corporation and additional details will be forthcoming.

### **Analysis – Operational Model and Location**

#### *1. Operational Models - Province Options and Additional City of Red Deer Options*

Administration will review the operational model options provided by the province and will also review additional City of Red Deer options. All options will be reviewed using criteria, stakeholder workshop feedback, and City of Red Deer policies with a recommendation returning to Council in May. The province has requested an update by April 30<sup>th</sup>, and Administration needs Council to provide feedback on model options and criteria.

Administration has conducted an initial review of the operational model options provided by the province and have the following feedback and additional options for consideration:

#### **Province Option 1:** S.23(1)(b), S.25(1)(c)

- Solely owned by S.23(1)(b), S.25(1)(c)
- operators S.23(1)(b), S.25(1)(c)
- located on S.23(1)(b), S.25(1)(c)
- operating agreement S.23(1)(b), S.25(1)(c)

*Initial City Administrative feedback – The understood rationale behind the Provinces preference with this site primarily lies in its location in downtown, zoning, and ability to leverage existing land and infrastructure. The \$7 million will not cover land purchase and building construction and/or building renovations for the intended integrated services S.23(1)(b), S.25(1)(c) (separate entrances, and therefore the savings on this site is an advantage. S.23(1)(b), S.25(1)(c) may not be willing to relocate based on these terms.*

#### **Province Option 2:** Government of Alberta-owned / Community operated

- Government of Alberta, through Alberta Social Housing Corporation
- Lease to shelter operator(s)

*Initial City Administrative feedback – This is a more costly option as there is currently no existing asset to leverage. In order to purchase land and construct a new facility, or purchase a facility for renovation, it's likely that cost savings will need to be found and some of the "integrated" shelter components may need to be removed from the scope. For example, S.23(1)(b), S.25(1)(c) shelter may not be possible, or food services may not be able to be operated on-site due to costs. Additional investment dollars would likely be required to meet the desired outcomes. Operations could be provided by any service provider. S.23(1)(b), S.25(1)(c) could sell their properties and use as leverage.*

### **Province Option 3: Third-party Ownership / Community operated**

- Third party would be property owner and property manager
- lease for shelter operators

*Initial City Administrative feedback – This option is only feasible if there is a willing landowner or property manager. The province would fund the site operator. Inherently, the landowner likely has a desired profit margin that would be more costly than Option #1 for example. Uncertain at this time where, or if, the \$7 million Capital investment would be utilized. We'd need to understand capital retention implications and what type of long-term investment this represents (e.g. 20/25 years).*

### **City Additional Option 4: City Ownership/City Implementation:**

- City owned
- City managed
- Community operated

*Initial City Administrative feedback – This model would have both short and long-term financial implications for the organization. This would include an up-front contribution and may include long-term upkeep and maintenance of a facility. For operations, it should be noted that this would be an unusual arrangement and it's unlikely The City would be compensated for this additional administrative role. The benefit to The City being involved in selecting an operator would be the design and procurement of supports that coincide with CHHIP and existing Homelessness supports. Shelter is a provincial mandate, and this may absolve the province of their responsibilities.*

### **City Additional Option 5: S.23(1)(b), S.25(1)(c) Co-ownership /operations S.23(1)(b)**

- S.23(1)(b), S.25(1)(c) could leverage S.23(1)(b), S.25(1)(c) to support a joint purpose built integrated shelter.
- Province fund operators
- This could be implemented through a singular shared facility, a singular site allowing for multiple builds, or proximate locations.
- Operations would remain with the site owners.

*Initial City Administrative feedback – This option could leverage all existing assets to meet the community needs for a purpose built integrated shelter. Dialogue has occurred with both organizations and the province, there was some openness. City Administration has no opinion on ratio, as long as both sober and intoxicated shelter services are met.*

**City Additional Option 6:** Combined Application to the Rapid Housing Initiative for shelter and housing

- Rapid Housing Initiative joint application Province, City, operator
- Repurpose existing building within one year timeframe

*Initial City Administration feedback – It is anticipated Phase 2, 1.5 billion Rapid housing initiative, will be accepting applications in the upcoming months. This investment is focused on Affordable Housing, and the “Community Housing and Homelessness Integrated Plan” clearly articulates a need for various types of housing including Permanent Supportive Housing, and deep subsidy affordable housing options.*

*An application could be created whereas the Province commits its \$7m capital towards a shelter component of a facility, the City reiterates it’s support for the project as per the M.O.U., and the remainder of the housing be applied for through this initiative.*

*Learnings from Phase 1 of the Rapid Housing Initiative applications indicate that partnerships are a desired component of applications. A joint initiative could see a broad partnership and investment from various levels of government including the municipality and province, a site operator, and possibly others (e.g. Public/Private Partnership).*

*This could allow the Province’s \$7m investment to be leveraged to a far greater extent. While this would be a large project in nature, the Rapid Housing Initiative requires that all projects have a plan for completion within 1-year.*

*The nature of this grant is that this facility would not be “Purpose Built”, but would need to repurpose an existing facility. Most funded initiatives from Phase 1 were hotels or motels. Administration will continue to review program parameters to determine if shelter options with integrated housing supports (e.g. transitional, affordable, and/or permanent supportive housing) would be eligible.*

*There may be challenges with this option as the province is already leveraging federal dollars for the \$7 million allocation to date.*

**ACTION #1:** Administration requests Council feedback on options listed above. Council may provide comments, feedback, or additional options be brought forward as a resolution.

## *2. Function Criteria and Scope for Review of Model Options*

In order to facilitate the most robust review of the above model options, the following function criteria will be used by Administration to assess the above model options and return to Council in May.

- A. Operating Model criteria:
- Ability to support:

- Appropriate spacing for overnight shelter
- Separate Sober and Intoxicated supports
- Clinical Supports
- Access to Housing programming
- Basic dignity supports: washrooms, showers, laundry, lockers
- A 24-hour operating model

**B. Scope of Supports:**

- The model will be able to include or have the following in within close location proximity to:
  - Food services accessible to shelter stayers and the broader community
  - Health supports (e.g. PCN Street Clinic)

City Administration intends to complete a more robust analysis of the above options in the upcoming weeks, alongside the review of potential shelter locations. The review will include Council feedback, and alignment with the *Community Housing and Homelessness Integrated Plan's (CHHIP)* "Early Intervention and Coordination" recommendations. This will allow for a more robust understanding of the implications of each option for the community.

**ACTION #2:** Administration requests Council feedback on A. Criteria, and B. Scope listed above. Council may provide comments, feedback, or additional criteria or scope be brought forward as a resolution.

*3. Administrative Review of location criteria and location evaluation to date*

Administration has combined the site location options review of both the interim and permanent shelter due to their similarities and timing. Though the review to date has combined the efforts, both the interim and the permanent shelter will be evaluated separately as the criteria of cost and timing differ between the two.

Administration used the operational model criteria to establish site location criteria to review potential shelter location sites. Work continues to evaluate options. A report on site recommendations will return to Council in May 2021. Administration requires Council feedback on sites locations and criteria.

The Province has stated a preferred location of S.23(1)(b), S.25(1)(c) to provide the Permanent Integrated Emergency Shelter. City Administration is exploring S.23(1)(b), Site and additional sites with a collaborative working group including administrative representatives from City, Province, RCMP S.23(1)(b), S.25(1)(c). The group is considering either one site for both permanent and interim shelter or two sites, one for interim and a different site for permanent.

**A. The following site location criteria is being used for evaluation:**

- Size minimum of 10,000 sq ft building space
- Proximity to Services (Street Clinic, OPS, Food Services, Alberta Works, RCMP)
- Amenities – washrooms, kitchen, laundry, storage, outdoor area
- Zoning - discretionary use or if a rezoning process would be required

- Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on minimizing population impacted due to the assumption of negative feedback will be received during public consultation with either discretionary permit or rezoning processes
- Costs – land, leases, improvements required to function as a shelter, transportation
- Timing availability and time for required improvements
- Land owner/property management willingness to have shelter use
- Unique factors- contamination of lands or availability to leverage other funding sources
- Operations logistic efficiencies

To date approximately 80 sites have been considered with the assistance of a commercial realtor to identify privately available sites in industrial warehouses, offices, commercial buildings, hotels, including categories of Provincially owned sites, and City owned lands and facilities. Initial elimination of sites was based on size and availability, most City facilities and Provincial occupied sites were eliminated. The remaining 54 sites were mapped and put through the first steps of site evaluation and elimination of options (See Appendix B).

Administration requested feedback from the collaboration group on which site location criteria should be prioritized as the most important factors in the first round of evaluations and eliminations of site options.

B. The following site location criteria were considered most important and prioritized by the collaboration group:

1. Zoning – if the site has shelter (Temporary Care Facility) listed as a use within the District
2. Surrounding land uses – if the surrounding land use does not include residential
3. Proximity to services and supports – distance from existing food services, OPS, Street Clinic as these supports are yet to be determined in the operational model as costs and available resources may determine extent of services provided

54 sites were evaluated considering the above three criteria. The sites received a scoring of either a Yes (meeting all three criteria), a No (meeting none of criteria) or Maybe (meeting at least one of the criteria). A list of 38 sites remain to be evaluated, with nine (9) Yes site options and 27 Maybe site options (See Appendix B). The 54 site list required narrowing prior to review of remaining site criteria which required contacting each site to investigate landowner willingness, amenities available and then estimate cost of improvements.

The next step will be evaluating the remaining site criteria and requesting Council feedback on location criteria and if Council has prioritized site criteria.

**ACTION #3:** Administration requests Council feedback on A.Criteria, and B. Priortized site criteria listed above. Council may provide comments, feedback, or additional criteria or scope be brought forward as a resolution.

Changes may occur following review of all site location criteria depending on results and some shifts may occur. For example if all Yes category land owners are not willing to lease or sale land for a future

shelter, Administration will need to adjust. Cost may also play a significant factor, the \$7 million dollars available will not be sufficient to purchase land and a construct a new building. The most efficient cost strategy will be to retrofit an existing building, a site may be considered to costly though meeting all other site criteria.

Administration will use the site location criteria, and Council feedback to complete a review and bring forward recommended sites to Council in May 2021.

*Appendix A- Provincial Correspondence*

*Appendix B- Shelter Location Options reviewed to date Maps*

*Appendix C-Memorandum of Understanding*

Appendix A- Provincial Correspondence

April 6, 2021

Dear Mayor Veer:

On behalf of my colleague the Honorable Rajan Sawhney, Minister of Community and Social Services and I, we would like to thank you very much for our productive meeting on April 1, 2021. My colleagues and I appreciated hearing directly from you on the concerns being raised and expressed within your community. Alberta's government remains committed to supporting a project in Red Deer to address homelessness.

As we discussed, Minister Sawhney and I are comfortable in supporting a local solution to address the needs of your most vulnerable citizens. We would ask the City of Red Deer, in consultation with local MLAs and city council, to provide the Government of Alberta with a community-supported proposal to utilize the \$7 million in available provincial capital funding for an integrated emergency shelter service in Red Deer.

As previously stated, provincial capital funding is capped at \$7 million, and any additional costs must be covered by the City or the proponents.

I ask you to provide my office with an update on the progress you are making by April 30, 2021, and submit a final proposal for provincial consideration no later than May 28, 2021, which includes location, operator and service delivery model.

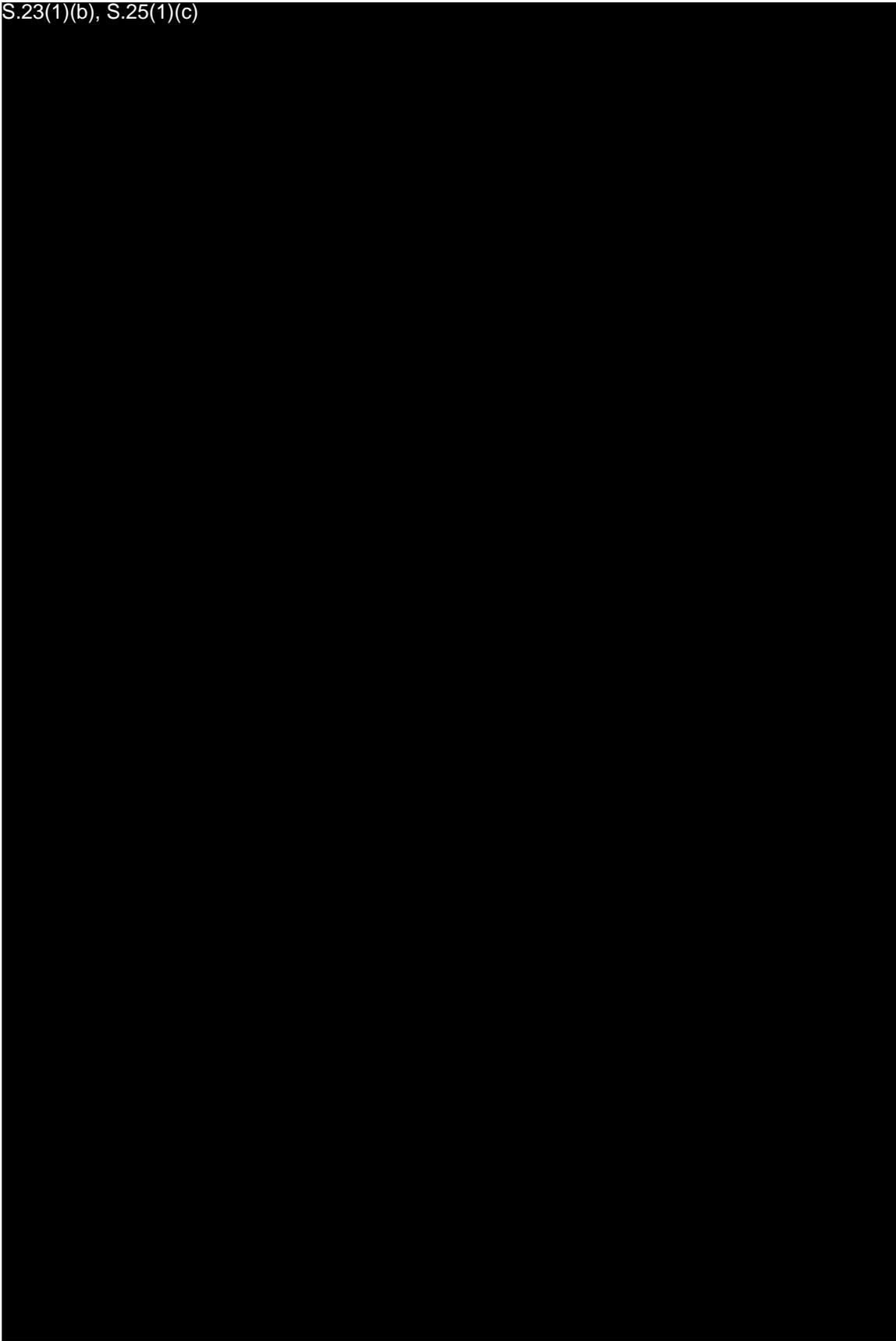
Minister Sawhney and I look forward to receiving your community-supported proposal for this vital project.

Sincerely,

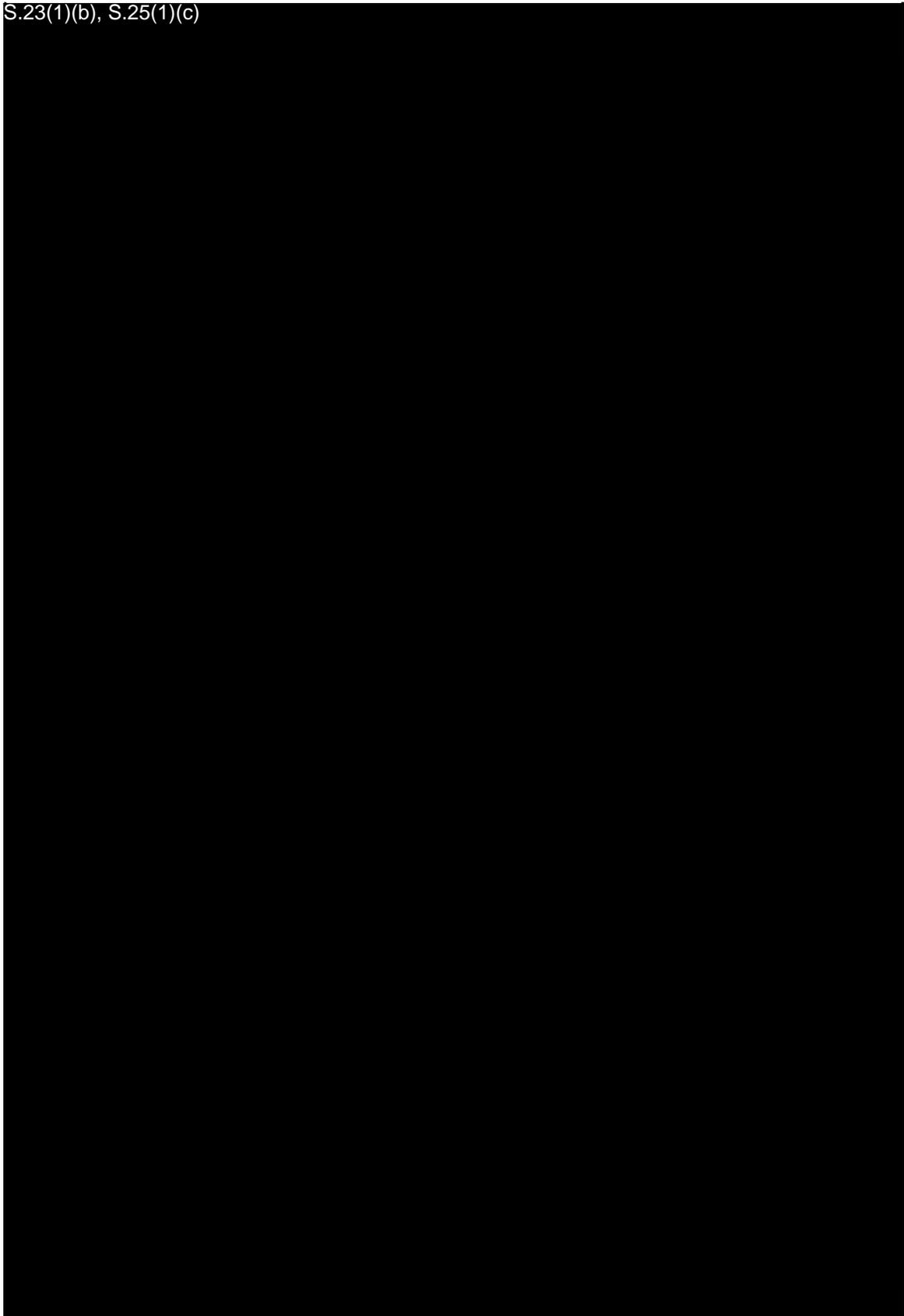
Josephine Pon  
Minister of Seniors and Housing

Appendix B- Shelter Location Options Reviewed to date

S.23(1)(b), S.25(1)(c)



S.23(1)(b), S.25(1)(c)



Potential Shelter Locations  
2021



Appendix C – Memorandum of Understanding  
*Integrated Emergency Shelter – City of Red Deer and Provincial Government*

Memorandum of Understanding

Dated the 19 day of November 2020.

The Government of Alberta,  
As represented by  
the Ministry of Seniors and Housing and the Ministry of Community and Social Services  
(collectively, "the Province")

- and -

The City of Red Deer  
("The City")

**Background:**

For the purpose of this Memorandum of Understanding ("MOU"), organizations which deliver overnight shelter and homeless support services will be referenced to as "the Agencies," which offer, among other programs, shelter services and supports to populations who are homeless, at risk of homelessness, or otherwise vulnerable in Red Deer.

The City and community have advocated for years to the Province for additional overnight shelter spaces in Red Deer, and for an integrated 24/7 emergency shelter that can provide year-round wrap-around integrated homeless services.

On February 27, 2020, the Province committed \$7,000,000 in its 2020 Capital Plan for a purpose-built Integrated Emergency Shelter in Red Deer, as more particularly described in the paragraph below ("**the Project**"). The Province and The City agree that the Province will be the Project Manager for the Project.

The Province and The City acknowledge their mutual objective is for Red Deerians to have access to a safe, accessible overnight shelter through the provision of a quality purpose-built Integrated Emergency Shelter, and the Province and The City recognize that shelter comprises one component of the housing continuum. The facility will provide shelter amenities and services such as, but not limited to, sober and intoxication emergency shelter beds and spaces, food preparation and services, showers, washrooms, laundry and storage facilities, and housing, counselling, health and detox supports.

**NOW THEREFORE** the parties wish to enter this MOU to set out key principles and shared understandings related to the Project.

1. The purpose of this MOU is to establish the general high-level understandings related to the provision of the Project with a capacity to be determined by the Province which will meet the current and future needs in Red Deer at a location (s) specified by the Province.
2. The Province and The City will work toward implementing the MOU where:
  - a) roles are clearly defined;
  - b) emergency shelter accommodation and service delivery planning are valued in order to achieve the best operational outcomes;
  - c) the focus is on collectively achieving public interest outcomes for the Red Deer community;
  - d) processes are established for appropriate input, reviews, approvals and decision making;
3. The Province and The City agree that the Province will be the Project Manager. As the project lead, the Province will design the service delivery model and coordinate the building of the Project. As Project Manager, the Province will work collaboratively and communicate with the City and the Agencies on the development of the service delivery design, as appropriate.
4. The Province and The City understand the value of collaboration and are committed to working together in the best interests of the Project. The Province and The City acknowledge and value the expertise that they each bring as a stakeholder to the Project. The Province and The City recognize that shelter infrastructure and operations are within Provincial jurisdiction while The City understands the community impact of the lack of integrated shelter capacity.
5. It is the Province and The City's expectation that as the Project progresses, they will consult with each other to address details related to construction, operations, transition planning, etc. in accordance with designated roles. Each party agrees to work together in good faith, including in respect of any agreements as are reasonably necessary to give effect to the Project.
6. The Project may integrate shelter infrastructure and services currently being provided by the Agencies (not limited to 24/7 shelter providers) in more than one location. By integrating shelter infrastructure and services, the Project may make for a cost-effective and operationally efficient shelter where it is easier for clients to access resources and supports.
7. In principle, the parties agree that:
  - a) The Province will fund primary capital infrastructure and be the Project Manager.
  - b) The Province and The City will collaborate on capital development while the Province will engage local stakeholders on service delivery design. The Province may also choose to engage with local stakeholders on capital.

- c) The City will contribute value in kind to the Project, provided the Province is the Project Manager, through potential one-time waivers or reductions of fees under municipal jurisdiction, such as but not limited to, utility connections, landscaping and sidewalks etc. Specific commitments will be articulated at the development stage. The City will not provide ongoing capital maintenance, capital for future capital expansion or operational dollars.

**Coming into effect:**

This MOU goes into effect upon the signing by the respective representatives with the appropriate signing authority. The signatures below indicate the parties' commitment to act in accordance with the statements contained within this MOU.

Consented and approved this 11 day of 12 2020.

THE GOVERNMENT OF ALBERTA

Rajan Sawhney  
PRINT NAME

  
SIGNATURE

Minister of Community & Social Services  
TITLE

THE GOVERNMENT OF ALBERTA

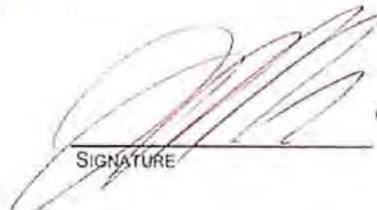
JOSEPHINE PON  
PRINT NAME

  
SIGNATURE

MINISTER OF SENIORS AND HOUSING  
TITLE

THE CITY OF RED DEER

Tara Veer  
PRINT NAME

  
SIGNATURE

Mayor, City of Red Deer  
TITLE



May 20, 2021

## In Camera: Permanent Integrated Emergency Shelter Operational Model and Location

Prepared by: Community Services & Development and Protective Services

### **Report Summary & Recommendation**

---

The City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and model preference with an update by April 30, 2021 and final feedback by May 28, 2021 (see Appendix A).

Administration has conducted a review of potential locations and models, incorporating feedback from the April 29, 2021 meeting of Council. City Council will be asked to provide recommendations to the Provincial Government for consideration.

An update was provided to the Provincial Government on April 30, 2021 and based on today's resolutions; final feedback will be prepared for the Provincial Government and submitted by May 28, 2021 to assist in their decision for both the Permanent Integrated Emergency Shelter location and the operating model.

Administration recommends in order of preference:

#### **First Choice:**

Option #5: Combined Application to the Rapid Housing Initiative for shelter and housing with location A. S.23(1)(b), S.25(1)(c)

#### **Second Choice:**

Option #1: S.23(1)(b), S.25(1)(c)

#### **Third Choice:**

Option #4: S.23(1)(b), S.25(1)(c)

with location A. Old Parks building site in Railyards 4934 54 Ave.

Administration requests Council review administration's recommendations and select their preferred option(s), and location suggestions to include to serve as The City of Red Deer's feedback to the Province on the Permanent Integrated Emergency Shelter.

### **Proposed Resolution**

---

It is recommended that Council pass the following resolution in open:

Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services & Development and Protective Services dated May 20, 2021, re: Permanent Shelter hereby endorses Option \_\_\_\_ as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) Advice from officials and 21(1)(a) Disclosure harmful to intergovernmental relations.

## Discussion and Analysis

---

### **Background**

#### *Provincial request and review*

The Province has been gathering information to assist in the form and function of a future Permanent Integrated Shelter in Red Deer with a \$7 million dollar budget. This included two workshops with City representatives, shelter operator stakeholders, and MLAs. The focus to date was on function, elements to be included in the shelter model to best serve the community, and no conversation on form, location, occurred. No decisions were made during the workshops.

The City's Government Advocacy and Public Relations Strategist provided an in camera Council update on April 6, 2021. To recap the following information was provided on location and model options being considered by the Province:

- Option 1: Community-owned / Community operated
  - Solely owned by S.23(1)(b), S.25(1)(c), operator S.23(1)(b), S.25(1)(c) located S.23(1)(b), S.25(1)(c) with operating agreement S.23(1)(b), S.25(1)(c)
- Option 2: Government-owned / Community operated
  - Government of Alberta, through Alberta Social Housing Corporation
  - Lease to shelter operator(s)
- Option 3: Third-party Ownership / Community operated
  - Third party would be property owner and property manager, with lease for shelter operations.

The Minister's preferred option is option 1 in the S.23(1)(b), S.25(1)(c) due to potential extension to existing building, zoning (Direct Control District 19), timing and cost considerations.

At the April 29, 2021 meeting of Council, a number of additional options were presented from Administration for consideration. An option for a City owned/implemented shelter was removed and an option for a Public Trust model was added.

#### *City Financial Contributions update - MOU*

The City and Province entered into an MOU (memorandum of understanding) regarding the Permanent Integrated Emergency Shelter, which includes financial contributions from both parties (Appendix D).

As a result, a one-time confidential request for \$200,000 in operating funds from the Operating Reserve Tax Supported (ORTS) was submitted with the 2021-2022 budget for approval. With the project timelines unknown at that time, Council removed this from the budget and determined this would be revisited when more information was known about the permanent shelter.

A resolution will be needed for these funds in the future to approve these value in-kind supports for the permanent shelter.

### *Federal Rapid Housing Dollars 2021*

Recently, the 2021 Federal Budget contained significant housing contributions. Newly accessible capital and operational dollars may provide a unique opportunity to explore viability of various sites for a combination of shelter and permanent supportive housing to serve CHHIP recommendations and targets.

Included in these federal measures are a \$1.5 billion investment in a second round of the *Rapid Housing Initiative* to address the urgent housing needs of vulnerable Canadians by providing them with affordable housing in short order. The target is to add a minimum of 4,500 new affordable housing units to Canada's housing supply and builds on the 2020 \$1 billion investment. Red Deer did not have any successful applications in the first round of this program. The program is overseen by the Canadian Mortgage and Housing Corporation (CMHC) and additional details will be forthcoming.

### *Social Enterprise*

At the April 29<sup>th</sup> meeting City Council requested information on how Social Enterprise could be incorporated into the various shelter models. Social Enterprise exists on a spectrum, but largely they are revenue-generating businesses focused on social good. On one end of the spectrum they can be income/revenue focused with the intent of helping the primary agency achieve their mission. Conversely, some Social Enterprises are break-even propositions that focus on the social return on investment (e.g. employment training).

Social Enterprises often fall in-line with traditional business operations. They require careful planning (business case) and expertise for roll out. Many non-profits lack the dedicated resources to proceed in this direction. Social Enterprise can likely be incorporated into any of the options that are being explored in this report. What may be required is an investment (e.g. incubator, start-up) of some type to encourage Social Enterprise as a prioritized component of shelter operations.

Upon further research, a common practice for shelters includes finding [Meaningful Activities](#). Meaningful activities can cover a range of options from volunteering to gardening, from kitchen programs to [recreation](#). The goal is to find or create [opportunities](#) that will reduce isolation and social exclusion, as well as to help someone integrate into their new life as a housed individual. This shift is consistent with a *Housing-Focused Shelter* approach. [Activities](#) should ideally be tailored to suit individual interests, needs, skills and abilities.

### *Housing-Focused Shelter*

The group in attendance at the workshops were presented with a *Housing-Focused Shelter* report (Appendix E). This work represents a promising practice that is being implemented at various Alberta shelters. This approach is pertinent for The City with its role in providing housing support services. This approach focuses on keeping individuals' experience of homelessness as rare, brief and non-reoccurring.

## Analysis – Locations and Operational Models

### 1. Administrative Review of locations and applicable criteria

A collaborative group was formed to help guide administration's work on shelter location viability. This group was supported by a local realtor to ensure the most fulsome review of potential options.

Approximately 80 available sites were initially considered including: industrial warehouses, offices, commercial buildings, hotels, including categories of Provincially owned sites, and City owned lands and facilities. Initial elimination of sites was based on size and availability, most City facilities and Provincial occupied sites were eliminated. The remaining 56 sites were mapped and put through the first steps of site evaluation and elimination of options (See Appendix B).

The following site location criteria were considered most important and prioritized by the collaborative group:

1. Zoning – if the site has shelter (Temporary Care Facility) listed as a use within the District
2. Surrounding land uses – if the surrounding land use does not include residential
3. Proximity to services and supports – distance from existing food, health, and social supports as these supports are yet to be determined in the operational model as costs and available resources may determine extent of services provided

This further application of criteria resulted in 39 remaining sites, with nine (9) Yes site options and 30 Maybe site options (See Appendix B & C)

Based on preceding site viability, the following site location criteria was also used for evaluation:

- Size minimum of 10,000 sq ft building space
- Proximity to Services (Health Supports, Food Services, Alberta Works, RCMP)
- Amenities – washrooms, kitchen, laundry, storage, outdoor area
- Zoning - discretionary use or if a rezoning process would be required
- Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on minimizing population impacted due to the assumption of negative feedback will be received during public consultation with either permit or rezoning processes
- Costs – land, leases, improvements required to function as a shelter, transportation
- Timing availability and time for required improvements
- Land owner/property management willingness to have shelter use
- Unique factors- contamination of lands or availability to leverage other funding sources

- Operations logistic efficiencies

The majority of locations are outlined in yellow and identified as “maybe”s. The primary reason for this is because they require a purchase of property. The overall expense of the property may significantly impact what’s feasible with the remaining capital funding. We have reviewed the operational models and what locations may fit best. This analysis is included in the recommendation section.

## 2. Operational Models - Province Options and Additional City of Red Deer Options

Administration has reviewed the operational model options provided by the province and with consultation with City Council added additional City of Red Deer options. It’s believed that all options could support the identified criteria that City Council requested:

### A. Operating Model criteria:

- Ability to support:
  - Appropriate spacing for overnight shelter
  - Separate Sober and Intoxicated supports
  - Clinical Supports
  - Access to Housing programming
  - Basic dignity supports: washrooms, showers, laundry, lockers
  - A 24-hour operating model
  - Social Enterprise

### B. Scope of Supports:

- The model will be able to include or have the following in within close location proximity to:
  - Food services accessible to shelter stayers and the broader community
  - Health supports (e.g. PCN Street Clinic)

The following provides a general overview of the options, and implications for potential operators:

### Province Option 1: S.23(1)(b), S.25(1)(c)

- Solely owned S.23(1)(b), S.25(1)(c)
- operators S.23(1)(b), S.25(1)(c)
- located on S.23(1)(b), S.25(1)(c)
- operating S.23(1)(b), S.25(1)(c)

### Pros:

- This option is the Province’s preferred option due to its location (proximate to services), zoning, and ability to leverage S.23(1)(b), S.25(1)(c).
- This option would have S.23(1)(b), S.25(1)(c) contributing approximately S.23(1)(b) land/infrastructure value to the project.

- c) It is anticipated that this option, and its available capital, could properly represent a *purpose built* option.
- d) Likely ability to include all requested service provisions identified. (e.g. food, health, housing & basic dignity services)
- e) Responsibility for building maintenance and upkeep would lie solely with the building owner  
S.23(1)(b), S.25(1)(c)

**Cons:**

- a) Neighbourhood fatigue. S.23(1)(b), S.25(1)(c)  
[REDACTED]
- b) Operations tied to building ownership. Province would have limited, if any, options to appoint a new operator if they were unhappy with the services provided.
- c) S.23(1)(b), S.25(1)(c) may not be agreeable to this option. The Province should be requested to gain support from S.23 operators before proceeding. It's believed to be desirable to relocate shelter operations from S.23(1)(b), S.25(1)(c)

**Other:**

- a) The Province's \$7m investment and City's in-kind supports would be directly invested-in and benefit S.23(1)(b), S.25(1)(c).
- b) S.23(1)(b), S.25(1)(c) currently plays an integral role in the community's Housing Intake/Outreach and Social Diversion work.

**Operator:**

- a) This option clearly articulates that S.23(1)(b), S.25(1)(c)  
[REDACTED]
- b) Administration recommends that City Council, through their letter to the Province, encourage a purposeful shift with these existing operators to a *Housing-Based Shelter* operating model that includes meaningful activities.

**Province Option 2: Government of Alberta-owned / Community operated**

- Government of Alberta, through Alberta Social Housing Corporation
- Lease to shelter operator(s)

**Pros:**

- a) The Province would maintain direct control of the site and be responsible for ongoing maintenance and upgrades. (Province would view this as a "con")
- b) Operations could be provided by any service provider, and be determined by a competitive process to explore all options.

**Cons:**

- a) This may be a more costly option as there's no existing asset to leverage.
- b) Project scope may be narrower due to budget considerations and may have limited "integrated" shelter options.

- c) City may be requested to provide Capital support to the project to reach the full vision of a 24/7 purpose-built integrated shelter.

*Other:*

- a) This is not a model that's utilized else-where in the province

*Operator:*

- a) This option allows for flexibility in service provider(s). As indicated, Administration does not have a preference for operator, but believes that a competitive process is transparent and may garner the best results. Best practice would be to ensure outcomes and indicators are established for service providers and performance is managed.
- b) Administration recommends that City Council, through their letter to the Province, support a shift to a *Housing-Based Shelter* operating model that includes meaningful activities.

**Province Option 3: Third-party Ownership / Community operated**

- Third party would be property owner and property manager
- lease for shelter operators
- Potential to represent a Public-Private Partnership (P3) model

*Pros:*

- a) This model would be considered provincially if its business case represents better quality, cost, schedule, value and delivery consistency.
- b) Existing facilities with willing third-party operators may represent the quickest turn-around.
- c) Facility owner would be responsible for ongoing maintenance and upgrades.
- d) A Provincial cost/benefit analysis would occur to ensure viability of this model

*Cons:*

- a) The Province has a very intensive [framework](#), review and approval process for P3 projects. This approval process may lead to further delays.
- b) If no willing proponents are determined at an RFQ stage, the project would return to the current "option" phase.
- c) Based on The City's work related to viable locations, there are limited numbers of private property owners willing to work with The City on this portfolio.

*Operator:*

- a) This option allows for flexibility in service provider(s). As indicated, Administration does not have a preference for operator, but believes that a competitive process is transparent and may garner the best results. Best practice would be to ensure outcomes and indicators are established for service providers and performance is managed.
- b) Administration recommends that City Council, through their letter to the Province, support a shift to a *Housing-Based Shelter* operating model that includes meaningful activities.

**City Additional Option 4:** S.23(1)(b), S.25(1)(c)

- S.23(1)(b), S.25(1)(c) could leverage S.23(1)(b), S.25(1)(c) to support a joint purpose built integrated shelter.
- Province fund operators
- This could be implemented through a singular shared facility, a singular site allowing for multiple builds, or proximate locations.
- Operations would remain with the site owners.

*Pros:*

- a) This option could leverage S.23(1)(b), S.25(1)(c) the community needs for a purpose built integrated shelter.
- b) This option represents an opportunity to relocate shelter services.
- c) Likely ability to include all requested service provisions identified. (e.g. food, health, housing & basic dignity services)
- d) Responsibility for building maintenance and upkeep would lie solely with the building owner S.23(1)(b), S.25(1)(c)

*Cons:*

- a) Operations tied to building ownership. Province would have limited, if any, options to appoint a new operator if they were unhappy with the services provided.
- b) S.23(1)(b), S.25(1)(c)

*Other:*

- a) City Administration has no opinion on ratio, as long as both sober and intoxicated shelter services are met. Based on analysis of nightly shelter usage, the breakdown is: 67% intoxicated shelter & 33% sober shelter. S.23(1)(b), S.25(1)(c) may be another considered factor.

*Operations:*

- a) This option would rely on S.23(1)(b), S.25(1)(c)

Administration recommends that City Council, through their letter to the Province, encourage a purposeful shift with these S.23(1)(b), S.25(1)(c) to a *Housing-Based Shelter* operating model that includes meaningful activities.

**City Additional Option 5:** Combined Application to the Rapid Housing Initiative for shelter and housing

- Rapid Housing Initiative joint application Province, City, operator
  - Council would need to provide direction on which party would be the lead agency and asset holder
- Repurpose existing building within one year timeframe
- Create an application whereas the Province commits its \$7m capital towards a shelter component of the facility & The City reiterates its support for the project as per the M.O.U.

- Rapid Housing Initiative funding would be applied for explicitly for housing aspects of the facility (e.g. Transitional, Permanent Supportive and/or Affordable Housing)

*Pros:*

- a) This represents an opportunity to meet the *Community Housing and Homelessness Integrated Plan's* call for a 24-hour emergency shelter, while also meeting additional housing targets (e.g. # of permanent supportive, transitional and affordable housing spaces)
- b) The rapid nature of the funding program would require project completion in one-year.
- c) Opportunity to reiterate a commitment to both shelter and housing options.
- d) Transitional units could improve housing readiness for individuals awaiting housing placement.

*Cons:*

- a) Funds have been allocated to the Canadian Mortgage and Housing Corporation (CMHC). At this time, they have not announced how these will be rolled out, or who's eligible for application.
- b) There are some rumors that CMHC may not take new applications due to the large number of submitted applications from the previous funding cycle.
- c) May be challenges with the Provincial Government already leveraging federal funds for their \$7m contribution.
- d) The nature of this grant is that this facility would not be "Purpose Built", but would need to repurpose an existing facility. Most funded initiatives from Phase 1 were hotels or motels.

*Other:*

- a) Careful planning is needed to allocate the appropriate number and types of housing resources. For example, transitional housing attached to shelter would need to be time-limited to encourage the transition to appropriate long-term affordable or market housing options.
- b) Additional housing resources may be required to support this direction, for example to staff transitional or permanent supportive housing spaces.
- c) If it's not desired to combine shelter and housing, Administration can continue to explore viable housing options related to the *Rapid Housing Initiative*.

*Operator:*

- a) This option allows for flexibility in service provider(s). As indicated, Administration does not have a preference for operator, but believes that a competitive process is transparent and may garner the best results. Best practice would be to ensure outcomes and indicators are established for service providers and performance is managed.
- b) Administration recommends that City Council, through their letter to the Province, support a shift to a *Housing-Based Shelter* operating model that includes meaningful activities.

**City Additional Option 6: Public Trust – See Appendix F**

3. City Administration Recommendations:

As outlined above, a fulsome review of potential locations and operational models is complete. Based on this review the following options are being presented as administration's recommendations and

have potential locations included (see Appendix B). The administration recommended options listed below are believed to be the most financially viable, and are presented in order of administration preference based on the expediency for implementation.

- 1) Option #5: Combined Application to the Rapid Housing Initiative for shelter and housing
  - This option could purchase a large hotel site to be used for two purposes, shelter and transitional housing and leverage dollars from federal and provincial governments. The Provincial 7 million can assist in a portion of the land acquisition funds, and renovations for the shelter side of the hotel and the Federal Rapid Housing dollars could fund the rest of the land acquisition and renovation for transitional housing.
  - This option explores the integration of housing options with a shelter. The intent is that transitional units could prepare individuals for market housing, while they await placement.
  - The rapid nature of this program would see the facility operational a year from approval, thus making it one of the quickest options.
  - Grande Prairie recently moved forward with a similar integrated model for housing titled a “Coordinated Care Campus”
  - Using a Housing-Based Shelter approach, individuals would first be directed to market housing alternatives. Where this isn’t possible, the facility could provide transitional housing units where individuals could gain preparedness for market housing while awaiting placement.
  - As a joint proposal, a lead organization would need to be identified to determine who’s applying and will retain the asset.
  - This option has a lot of uncertainty related to the roll-out of the next phase of the *Rapid Housing Initiative*. The program may not even accept new applications.

*Location Recommendations:*

- A. S.23(1)(b), S.25(1)(c)
    - The landowner for this facility is willing to explore all options, including public-private partnerships. One proposal is that the S.23(1)(b), S.25(1)(c) could be utilized for shelter and transitional housing, and the S.23(1)(b), S.25(1)(c) could be privately operated as affordable housing.
    - The cost of this site is substantial and likely only feasible if combined with the Provincial \$7m contribution and the remaining funds coming from CMHC.
    - There are substantial residential facilities in close proximity.
  - B. S.23(1)(b), S.25(1)(c)
    - The facility would likely have the appropriate S.23(1)(b), S.25(1)(c), kitchen facilities etc. to facilitate shelter operations.
    - The facility is very large and it would be difficult to balance the number of transition, permanent supportive and/or affordable housing units.
    - Neighbouring residential neighbourhoods to the S.23(1)(b), S.25(1)(c)
- 2) Option #1: S.23(1)(b), S.25(1)(c)
    - This option leverages S.23(1)(b), S.25(1)(c) asset to more fully realize the purpose-built 24/7 integrated shelter model.

- When reviewing locations, this location had appropriate neighbouring land-uses, direct-control zoning, and no residential uses located within 100m.
- This is an appropriately sized parcel where a facility could [S.23(1)(b), S.25(1)(c)] [REDACTED]
- Likely one of the quicker options as it leverages the existing facility.
- Ongoing maintenance and upgrades to the facility would be the responsibility [S.23(1)(b)] [REDACTED]
- There is fatigue in the [S.23(1)] neighbourhood [S.23(1)(b), S.25(1)(c)] [REDACTED]. There would need to be considerable input from the community on how better shelter design could lead to better neighbourhood outcomes.

3) Option #4: [S.23(1)(b), S.25(1)(c)] [REDACTED]

- This option [S.23(1)(b), S.25(1)(c)] [REDACTED]
- The option shares the similar benefits of Option #1, with the opportunity to re-locate services.

*Location Recommendations:*

*A. Old Parks Building (4934 54 Ave)*

- Budget for this project has been identified as a limiting factor. Opportunity exists here for The City to set the purchase price as such that it allows for the best shelter option.
- With the proximity to both a major roadway and the river, there are limited numbers of neighbouring properties. The property is located within a landfill setback and SDAB approval is required, with the river separating the two there are no environmental concerns.

*B. [S.23(1)(b), S.25(1)(c)] [REDACTED]*

- This is a large parcel in an industrial area.
- Renovations required would be extensive due to the previous industrial usage and would result in high costs
  - [S.23(1)] [REDACTED]
- [S.23(1)(b), S.25(1)(c)] [REDACTED] is still proximate to the Downtown and other supports this population may rely on.

*C. Vacant Lot(s) [S.23(1)(b), S.25(1)(c)] [REDACTED]*

- Close proximity to the [S.23(1)] and other [S.23(1)] supports
- Land is expensive and may limit the scope of the project
- Would need to fully realize the value of [S.23(1)(b), S.25(1)(c)] [REDACTED]
- Some neighbouring residential uses

**CITY COUNCIL ACTION:** Administration requests Council provide a resolution indicating their preferred operating model, location(s), and operator to be included in a letter to the Minister of Seniors and Housing, & Minister of Community and Social Services. In addition to the above, it's recommended that

City Council advocate for a shift to a *Housing-Based Shelter* operating model that includes meaningful activity.

*Appendix A- Provincial Correspondence*

*Appendix B- Shelter Location Options reviewed to date Maps*

*Appendix C- Red Deer Shelter Location Viability Chart*

*Appendix D- Memorandum of Understanding*

*Appendix E- Housing-Based Shelter*

*Appendix F – Option 6 – Information on Public Trust*

Appendix A- Provincial Correspondence

April 6, 2021

Dear Mayor Veer:

On behalf of my colleague the Honorable Rajan Sawhney, Minister of Community and Social Services and I, we would like to thank you very much for our productive meeting on April 1, 2021. My colleagues and I appreciated hearing directly from you on the concerns being raised and expressed within your community. Alberta's government remains committed to supporting a project in Red Deer to address homelessness.

As we discussed, Minister Sawhney and I are comfortable in supporting a local solution to address the needs of your most vulnerable citizens. We would ask the City of Red Deer, in consultation with local MLAs and city council, to provide the Government of Alberta with a community-supported proposal to utilize the \$7 million in available provincial capital funding for an integrated emergency shelter service in Red Deer.

As previously stated, provincial capital funding is capped at \$7 million, and any additional costs must be covered by the City or the proponents.

I ask you to provide my office with an update on the progress you are making by April 30, 2021, and submit a final proposal for provincial consideration no later than May 28, 2021, which includes location, operator and service delivery model.

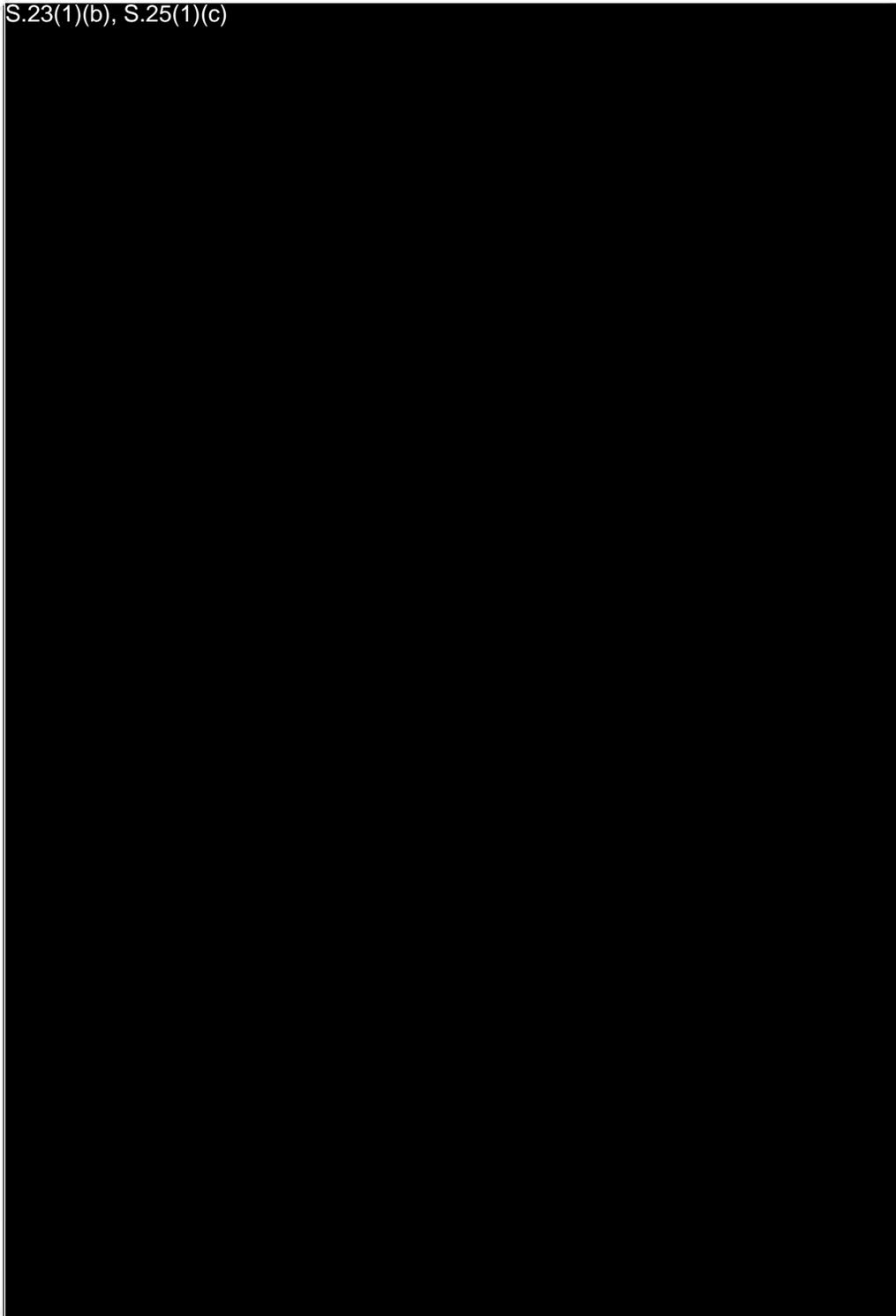
Minister Sawhney and I look forward to receiving your community-supported proposal for this vital project.

Sincerely,

Josephine Pon  
Minister of Seniors and Housing

Appendix B- Shelter Location Options Reviewed to date & recommended site options

S.23(1)(b), S.25(1)(c)

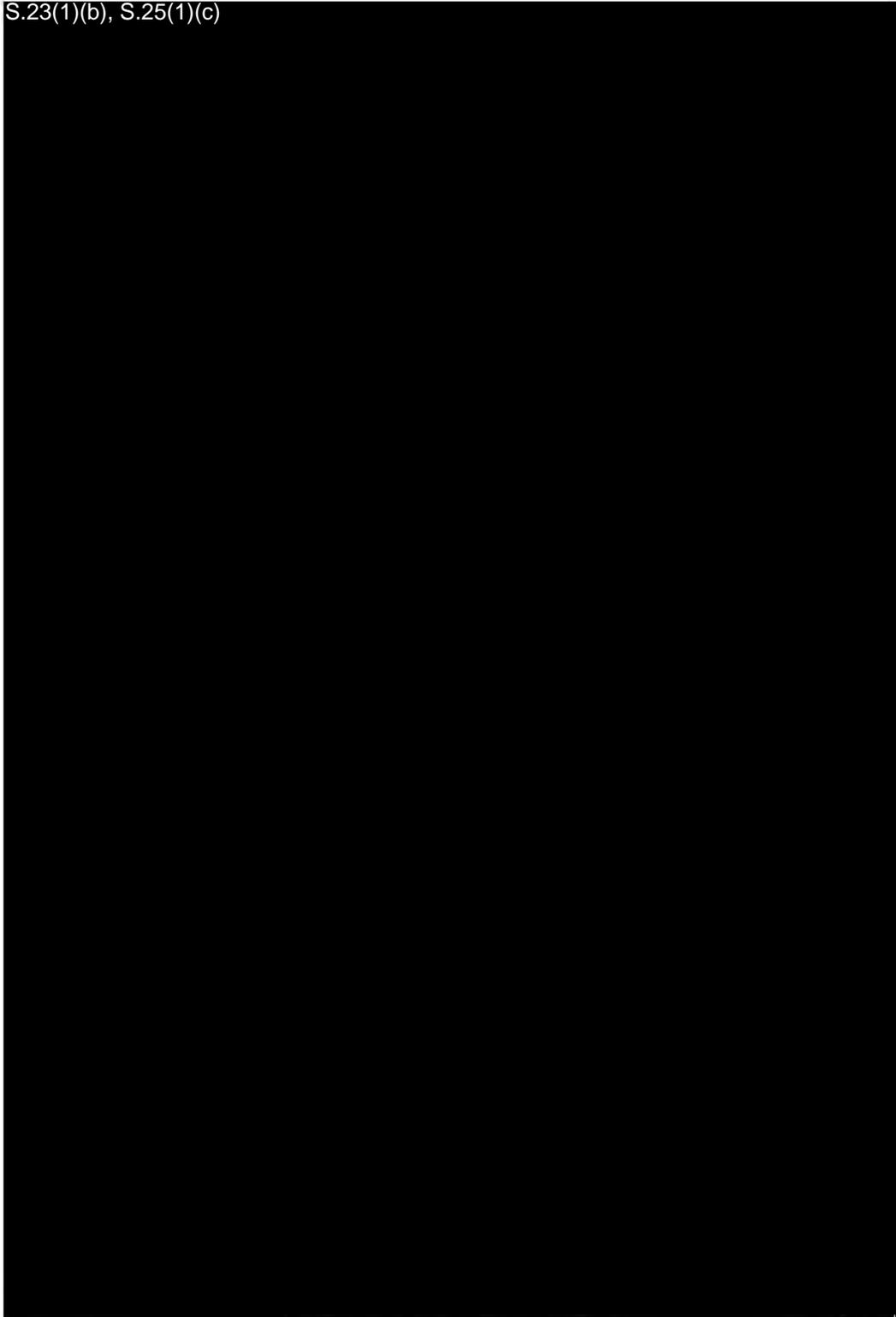


Recommended Shelter Locations  
2021



Recommended Sites

S.23(1)(b), S.25(1)(c)

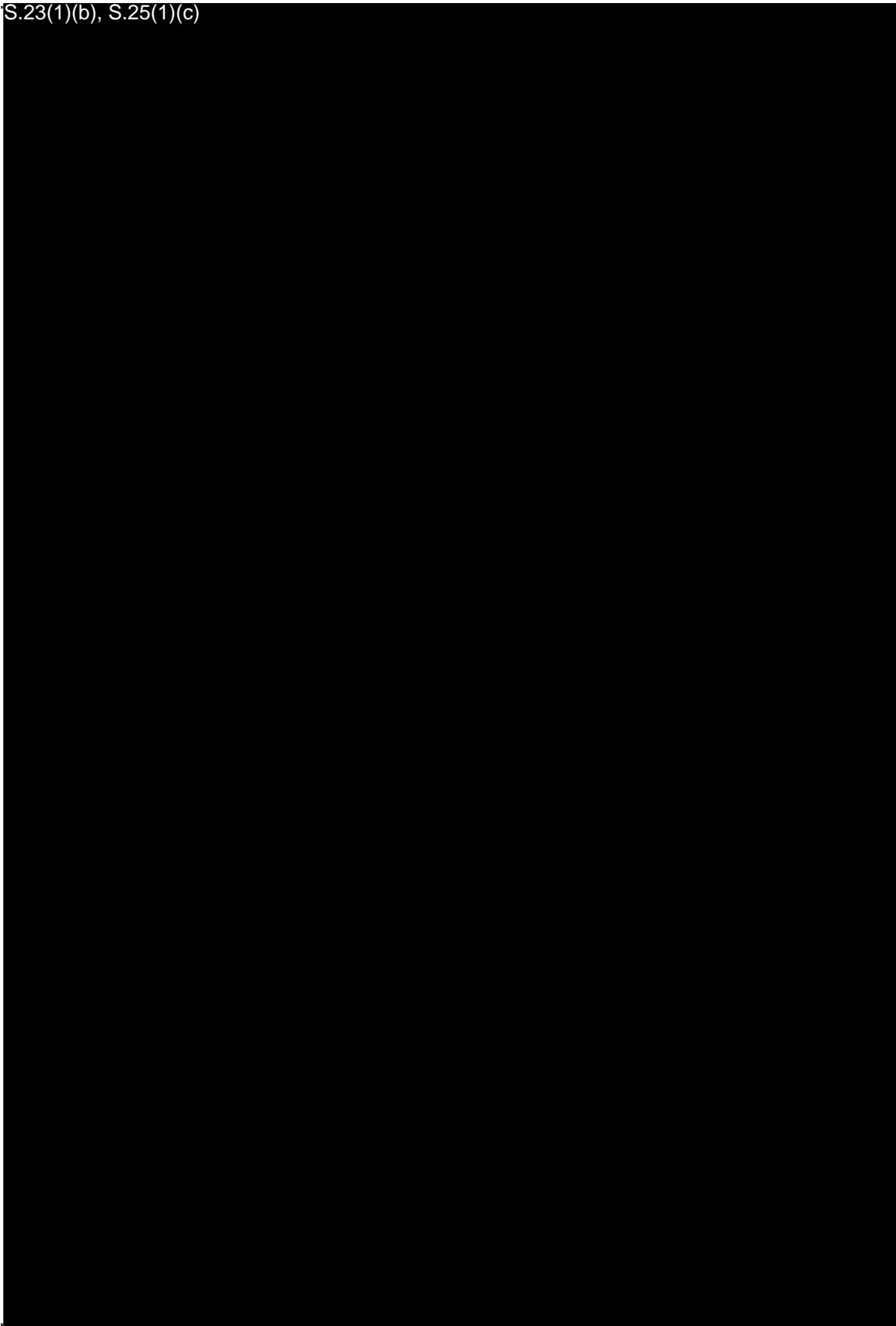


Potential Shelter Locations  
2021



Narrowed sites – “YES” and “Maybe”

S.23(1)(b), S.25(1)(c)





Appendix C- Red Deer Shelter Location Viability Chart

**Red Deer Shelter Location Viability Chart**

Viable Vacant Lot Options							
Option #	Location	Address	MAP ID#	Sale/Lease	Sale/Lease Price	Landowner willing to Lease	Comments
YES							
1	S.23(1)(b), S.25(1)(c)		20	N/A	S.23(1)(b), S.25(1)(c)	N/A	*City assessed value
2			22	Sale		N/A	*City assessed value **Combined size likely on the small side
MAY BE							
3	S.23(1)(b), S.25(1)(c)		29	Sale	S.23(1)(b), S.25(1)(c)	N/A	
4			none	N/A		N/A	
5			34	Not Listed		S.23(1)(b), S.25(1)(c)	N/A
Viable Vacant Private Building Options							
YES							
1	S.23(1)(b), S.25(1)(c)		36	Sale	S.23(1)(b), S.25(1)(c)	No	*City assessed value **Willing to sell only, not lease. Property requires extensive redevelopment.
2			19	Lease		No	

3	S.23(1)(b), S.25(1)(c)		27	Lease		N/A	S.23(1)(b) not deemed suitable for operating purposes
MAY BE							
4	S.23(1)(b), S.25(1)(c)		24	Sale/Lease	S.23(1)(b), S.25(1)(c)	No	*Unavailable for lease, only option if purchased
5	S.23(1)(b), S.25(1)(c)		15	Lease		Maybe	S.23(1)(b) manager indicated that he would need to confirm with upper management however it's highly unlikely given they are already dealing with issues from people being in the S.23(1)(b), S.25(1)(c). He was going to provide an email with some comments to share, I haven't received and didn't want to delay further, I'll let you know if I receive anything.
6	S.23(1)(b), S.25(1)(c)		42	Lease		No	
7	S.23(1)(b), S.25(1)(c)		23	Lease		No	The Landlord has concerns with leasability of the remaining units, reduced revenue and there is a S.23(1)(b), S.25(1)(c)
8	S.23(1)(b), S.25(1)(c)		33	Sale	S.23(1)(b), S.25(1)(c)	N/A	
9	S.23(1)(b), S.25(1)(c)		26	Sale		N/A	
10	S.23(1)(b), S.25(1)(c)		28	Sale		N/A	3-story building
<b>Viable Warehouse Options</b>							
YES							
1		S.23(1)(b), S.25(1)(c)	17	Sale	S.23(1)(b), S.25(1)(c)	N/A	

2	S.23(1)(b), S.25(1)(c)		18	Lease		No	
MAY BE							
3	S.23(1)(b), S.25(1)(c)		43	Lease		No	
4			21	Lease		Yes	
5			13	Lease			Waiting a response from landlord
6			4	Sale/Lease	S.23(1)(b), S.25(1)(c)	No	Not willing to lease, however the space is for sale *City Assessed Value
7			3	Sale/Lease	-	No	Property no longer marketed
8			1	Lease		No	"The Landlord took some time to think about it and decided to not pursue it. There was concern with how it would affect the neighbors;"
9			2	Lease		No	Comment: "I understand there is a need for a shelter but placing one in any industrial subdivision in my opinion is not a good location. There are not even any sidewalks in industrial areas! Wherever they end up the neighbors will be upset & values will decrease. Retrofitting/modernizing one of the old S.23(1)(b), S.25(1)(c) where they are somewhat isolated should be considered or perhaps an old hotel such as S.23(1)(b), S.25(1)(c)"

10	S.23(1)(b), S.25(1)(c)	7	Lease				This is S.23(1)(b), S.25(1)(c) [redacted] In the past we had approached them about what they will be doing with the property, however they have not responded. This was previously occupied by S.23(1)(b) for many years. The building is over 20,000sf and it's on over 8 acres. This would take extensive redevelopment since it's been used for S.23(1)(b), [redacted]. They would also need to charge for the additional land. If there are no other potential options, and the City believes this would be a suitable site, then we can try contacting them again however it seems the likelihood is low.
11	S.23(1)(b), S.25(1)(c)	10	Own	S.23(1)(b), S.25(1)(c)			

**City Lands & Facilities**

YES							
1	Old Parks building in Railyards	4934 54ave		N/A	\$ 2,205,600 .00	N/A	*Would require sub-dividing re. substation & is within a landfill setback
MAY BE							
2	S.23(1)(b), S.25(1)(c)			N/A	N/A	N/A	
3	S.23(1)(b), S.25(1)(c)		25	N/A	S.23(1)(b), S.25(1)(c)	N/A	*Incl. S.23(1)(b), S.25(1)(c) assessment
4	S.23(1)(b), S.25(1)(c)		32	N/A		N/A	*May be small for location of joint shelter. Large neighbouring residential facilities
5	S.23(1)(b), S.25(1)(c)			N/A	N/A	N/A	*Province indicated they will not co-locate S.23(1)(b), S.25(1)(c) [redacted]

6	S.23(1)(b), S.25(1)(c)		N/A	N/A	N/A	
7			N/A	N/A	N/A	
8			N/A	S.23(1)(b), S.25(1)(c)	N/A	*5 separate parcels
9			N/A		N/A	*City assessed value
<b>Viable Hotel/Convention Centre Options</b>						
MAY BE						
1	S.23(1)(b), S.25(1)(c)	37	Sale/Lease	S.23(1)(b), S.25(1)(c)	Yes	
2		37	Sale/Lease		Yes	
3		40	Sale		N/A	*City assessed value
4		41	Sale		N/A	*City assessed value **Pending offer from local S.23(1)(b), S.25(1)(c)
5		38				*City assessed value **From the receivership document: "The Receiver continues to investigate the options available to maximize realization on the property described above which will likely result in the listing of the real property for sale." ***Nearby Residential, added for comparison

Viabl  
e  
Optio  
n

Possi  
ble  
Optio  
n

Not  
Viabl  
e

Need  
s  
Follo  
w-up

---



Appendix D – Memorandum of Understanding  
*Integrated Emergency Shelter – City of Red Deer and Provincial Government*

Memorandum of Understanding

Dated the 19 day of November 2020.

The Government of Alberta,  
As represented by  
the Ministry of Seniors and Housing and the Ministry of Community and Social Services  
(collectively, "the Province")

- and -

The City of Red Deer  
("The City")

**Background:**

For the purpose of this Memorandum of Understanding ("MOU"), organizations which deliver overnight shelter and homeless support services will be referenced to as "the Agencies," which offer, among other programs, shelter services and supports to populations who are homeless, at risk of homelessness, or otherwise vulnerable in Red Deer.

The City and community have advocated for years to the Province for additional overnight shelter spaces in Red Deer, and for an integrated 24/7 emergency shelter that can provide year-round wrap-around integrated homeless services.

On February 27, 2020, the Province committed \$7,000,000 in its 2020 Capital Plan for a purpose-built Integrated Emergency Shelter in Red Deer, as more particularly described in the paragraph below ("**the Project**"). The Province and The City agree that the Province will be the Project Manager for the Project.

The Province and The City acknowledge their mutual objective is for Red Deerians to have access to a safe, accessible overnight shelter through the provision of a quality purpose-built Integrated Emergency Shelter, and the Province and The City recognize that shelter comprises one component of the housing continuum. The facility will provide shelter amenities and services such as, but not limited to, sober and intoxication emergency shelter beds and spaces, food preparation and services, showers, washrooms, laundry and storage facilities, and housing, counselling, health and detox supports.

**NOW THEREFORE** the parties wish to enter this MOU to set out key principles and shared understandings related to the Project.

1. The purpose of this MOU is to establish the general high-level understandings related to the provision of the Project with a capacity to be determined by the Province which will meet the current and future needs in Red Deer at a location (s) specified by the Province.
2. The Province and The City will work toward implementing the MOU where:
  - a) roles are clearly defined;
  - b) emergency shelter accommodation and service delivery planning are valued in order to achieve the best operational outcomes;
  - c) the focus is on collectively achieving public interest outcomes for the Red Deer community;
  - d) processes are established for appropriate input, reviews, approvals and decision making;
3. The Province and The City agree that the Province will be the Project Manager. As the project lead, the Province will design the service delivery model and coordinate the building of the Project. As Project Manager, the Province will work collaboratively and communicate with the City and the Agencies on the development of the service delivery design, as appropriate.
4. The Province and The City understand the value of collaboration and are committed to working together in the best interests of the Project. The Province and The City acknowledge and value the expertise that they each bring as a stakeholder to the Project. The Province and The City recognize that shelter infrastructure and operations are within Provincial jurisdiction while The City understands the community impact of the lack of integrated shelter capacity.
5. It is the Province and The City's expectation that as the Project progresses, they will consult with each other to address details related to construction, operations, transition planning, etc. in accordance with designated roles. Each party agrees to work together in good faith, including in respect of any agreements as are reasonably necessary to give effect to the Project.
6. The Project may integrate shelter infrastructure and services currently being provided by the Agencies (not limited to 24/7 shelter providers) in more than one location. By integrating shelter infrastructure and services, the Project may make for a cost-effective and operationally efficient shelter where it is easier for clients to access resources and supports.
7. In principle, the parties agree that:
  - a) The Province will fund primary capital infrastructure and be the Project Manager.
  - b) The Province and The City will collaborate on capital development while the Province will engage local stakeholders on service delivery design. The Province may also choose to engage with local stakeholders on capital.

- c) The City will contribute value in kind to the Project, provided the Province is the Project Manager, through potential one-time waivers or reductions of fees under municipal jurisdiction, such as but not limited to, utility connections, landscaping and sidewalks etc. Specific commitments will be articulated at the development stage. The City will not provide ongoing capital maintenance, capital for future capital expansion or operational dollars.

**Coming into effect:**

This MOU goes into effect upon the signing by the respective representatives with the appropriate signing authority. The signatures below indicate the parties' commitment to act in accordance with the statements contained within this MOU.

Consented and approved this 11 day of 12 2020.

THE GOVERNMENT OF ALBERTA

Rajan Sawhney  
PRINT NAME

  
SIGNATURE

Minister of Community & Social Services  
TITLE

THE GOVERNMENT OF ALBERTA

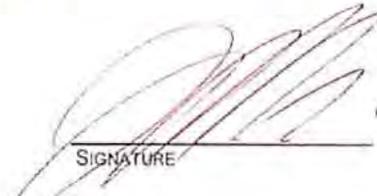
JOSEPHINE PON  
PRINT NAME

  
SIGNATURE

MINISTER OF SENIORS AND HOUSING  
TITLE

THE CITY OF RED DEER

Tara Veer  
PRINT NAME

  
SIGNATURE

Mayor, City of Red Deer  
TITLE

Appendix E – Housing-Based Shelter

## Housing-Focused Shelter

---

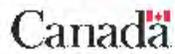
Prepared By:  
**OrgCode Consulting, Inc.**



In partnership with:  
**Canadian Shelter Transformation Network**



and  
**Canadian Alliance to End Homelessness**



*Funded in part by the Government of Canada's Homelessness Partnering Strategy's Innovative Solutions to Homelessness.*

*The opinions and interpretations in this publication are those of the authors and do not necessarily reflect those of the Government of Canada.*

March 2019

---

## Appendix F – Information on Public Trust and additional information on P3 approach

Note – Administration recommends if Council selects the public trust option to be shared with the province, that we recommend the province further explore this option. Basic information for a general understanding of public trusts is included, however Administration will not be able to provide answers to any questions on this topic as it is specialized information provided by third party legal consultants. Additional information requested will be at a significant cost to the city.

**A. Purpose Trust**

A “purpose trust”, often referred to as a “special purpose trust”, in its simplest terms is a trust arrangement where there are no identified beneficiaries (“**Purpose Trust**”). In this manner, the Purpose Trust will comply with most of the typical requirements for the creation of a trust, such as:

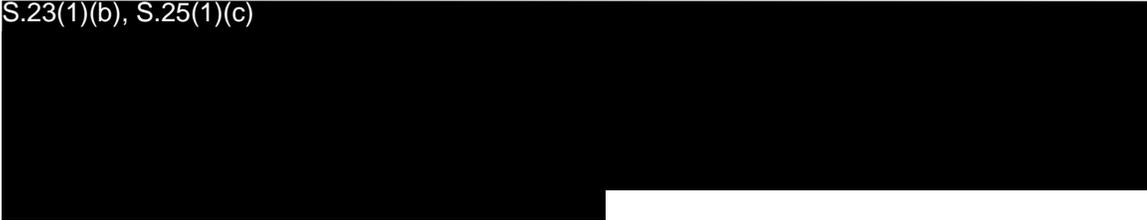
- a person creating the trust (the “**Settlor**”);
- person(s) identified who will act as the administrator of the trust (the “**Trustee**”);
- property that is the subject matter of the trust (the “**Trust Property**”);
- person or persons who will benefit from the administration of the Trust Property (the “**Beneficiaries**”);

However, instead of person identified as Beneficiaries, for whose benefit the trust property is being administered, the proposed trust identifies a “purpose”, hence the more common term of “special purpose trust”. In this regard, some very important points must be conveyed and understood about Purpose Trusts:

1. S.23(1)(b), S.25(1)(c)  

2. S.23(1)(b), S.25(1)(c)  

3. S.23(1)(b), S.25(1)(c)  

4. S.23(1)(b), S.25(1)(c)  

5. S.23(1)(b), S.25(1)(c)  


6. S.23(1)(b), S.25(1)(c)  
[Redacted]

7. S.23(1)(b), S.25(1)(c)  
[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

**B. Public Private Partnerships**

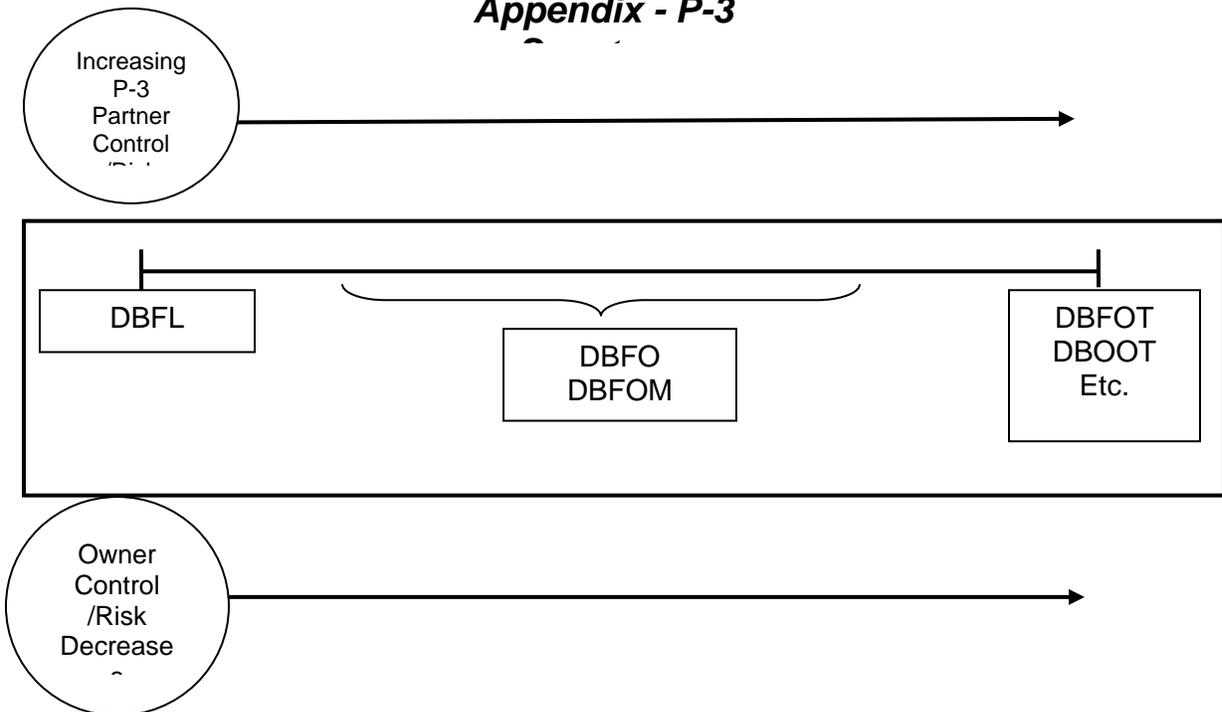
While there are many different names and labels that can be used for describing or identifying “Public Private Partnerships” or “P-3” transactions, the spectrum of types of P-3’s in the attached Appendix is likely the simplest means to convey the variety of models commonly used. In this regard:

1. **Far Left** – we have the Owner fully occupying the project once built to specification, and the Owner essentially owning (during the term of the lease), occupying, and operating the project through the term of the lease. Best example is a build to suit and lease arrangement, with the Owner taking on all operational control and maintenance through the lease term. As we move a little more to the right, more operational and maintenance responsibility will transfer to the P-3 partner together with control;
2. **Middle Ground** – this is where the long term operation and maintenance risk starts to be transferred in earnest to the P-3 partner, as they take on more and more of that responsibility, but still with the Owner obtaining some level of occupation of, and/or use, and/or benefit from the project subject to payment of course. This is the area of the commonly termed DBFO (likely the most commonly referenced P-3 model) and similar arrangements. Good examples here are the BC and Ontario hospital projects. As we move further and further to the right, there would be more and

more operational responsibility, control and risk transfer to the P-3 partner (e.g. Edmonton and Calgary Ring Road); and

3. **Far Right** – here we would have arrangements wherein the P-3 partner has full ownership and control of the project, and is essentially owning it, operating it, providing services to the public, receiving revenue, etc. Just a little farther right than the ring road examples, and getting into toll roads, toll bridges, and franchised utilities. The terms “full concession” and “franchise” show up out here, as there is actual full ownership and control out on this farthest end of the right. Examples in Alberta (although not touted as P-3, they clearly are) is the granting of municipal franchises to utility companies.

### Appendix - P-3



**DBFL** – Design, Build, Finance, Lease – a build to suit, with long term lease and control of entire project

**DBFO** – Design, Finance, Operate – a build to suit, with long term operating arrangement

**DBFOM** – Design, Finance, Operate, Maintain – a build to suit, with long term operating and maintenance arrangement

**DBFOT** - Design, Finance, Operate, Transfer – a build to suit, with long term operating and maintenance arrangement, and transfer to the public party at the end of the term

**DBOOT** - Design, Finance, Own, Operate, Transfer – a build to suit, with long term ownership and operating arrangement, and transfer to the public party at the end of the term

**Etc.** – any variety of the potential arrangements

Site	1st Choice (2 Points)	2nd Choice (1 Point)	Points
S.23(1)(b), S.25(1) (c)	KJ, LL, TV		4
	FW	KJ, LL, TV	5
	VH	BB, TH	4
	BB, DW		4
	TH	VH	3
		FW	1
	KJ	DW	2



May 26, 2021

## In Camera: Permanent Integrated Emergency Shelter Location Overview

Prepared by: Community Services & Development and Protective Services

### **Report Summary & Recommendation**

---

The City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and model preference with an update by April 30, 2021 and final feedback by May 28, 2021 (see Appendix A).

At May 20<sup>th</sup> Council provided the following input through resolution:

*Option # 6: Public Trust – with The City as a partner in the trust and requests that the Province proceeds with a competitive RFP process for selecting an operator, that is outcome based as per report presented in camera on May 20<sup>th</sup>, and with Housing-Focused Shelter included the model. The project shelter dollars should be leveraged for housing dollars but not at the expense of losing provincial dollars and timing.*

Administration has now provided additional details on a narrowed list of sites provided by Council.

Administration requests Council review administration's overview and select their preferred location suggestions to serve as The City of Red Deer's feedback to the Province on the Permanent Integrated Emergency Shelter.

### **Proposed Resolution**

---

Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services & Development and Protective Services dated May 26, 2021, re: Permanent Shelter hereby endorses Option \_\_\_\_\_ as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local Public Body Confidences, 24(1)(a) Advice from officials and 21(1)(a) Disclosure harmful to intergovernmental relations.

### **Discussion and Analysis**

---

#### **Background**

#### *Council Direction & Next Steps*



At the May 20<sup>th</sup> City Council Special Meeting, City Council gave the administration the direction that they wanted to advocate to the Province for:

*Option # 6: Public Trust – with The City as a partner in the trust and requests that the Province proceeds with a competitive RFP process for selecting an operator, that is outcome based as per report presented in camera on May 20<sup>th</sup>, and with Housing-Focused Shelter included the model. The project shelter dollars should be leveraged for housing dollars but not at the expense of losing provincial dollars and timing.*

In context of this direction, Administration was asked to provide additional feedback on the following sites:

1) S.23(1)(b), S.25(1)(c)

2)

3)

4) Old Park Site – 4934 54ave

5) S.23(1)(b), S.25(1)(c)

6)

## Analysis – Locations in the context of the Public Trust option

A few key points are applicable to all locations:

- 1) Administration recommends if Council selects the public trust option to be shared with the province, that we recommend the province further explore this option. Administration recommends Council identify the reason and the intent behind the public trust model, in order for the province to be clear on the outcome if they choose to consider other alternatives that meet the same intent.

For example, Council may indicate a desire for ongoing performance management for the site operator and clearly articulated outcomes and indicators.

The vast majority of options (with the exception of the old Parks site) do not leverage an existing asset through a Public Trust model. This will have significant financial implications as the Province has clearly indicated they have a maximum of \$7m to provide to the project. The City will likely be requested to provide any additional capital to make this viable. Council may also wish to commit dollars to their recommended site as a measure of influence on the location decision.



- 2) The \$7m figure is based on historic figures to build a purpose-built facility only. It does not account for any land-purchase costs, nor does it reflect a recent and anticipated minimum +25% increase for building construction costs.

In order to enable a Public Trust model, it's suggested that Council provide the land costs to the project. The approximate costs for each location are included below.

Administration has provided a review of the following options and ranked them in order of Administrative preference:

i. Vacant Lot x3 S.23(1)(b), S.25(1)(c)

Property Listed (?): YES

S.23(1)(b), S.25(1)(c)

Property Costs: S.23(1)(b)

What we know:

- Close proximity to the S.23(1)(b) and other S.23(1)(b) supports
- This land is privately owned by S.23(1)(b), S.25(1)(c)
- S.23(1)(b), S.25(1)(c)
- Some neighbouring residential uses to S.23(1)(b), S.25(1)(c)

Pros:

- This location is in close proximity to the S.23(1)(b), S.25(1)(c) and access to other supports that shelter stayers may access.
- This parcel has major roadways and a treeline to the S.23(1)(b), S.25(1)(c) limiting neighbouring uses
- Zoning is in place, C1 listing shelter as a use
- If desired, the site is large enough to also accommodate additional housing options in the future.

Cons:

- The price is the primary consideration for this parcel. At S.23(1)(b) the land costs alone would take over half the allocated funds.
- There are technically three lots available. It's believed that for this usage, the property owner would only be willing to sell all three parcels.
- S.23(1)(b), S.25(1)(c) likely to voice displeasure with location

**Administration recommendation** – Administration understands that the public trust model is desired to allow Council's influence as a vested party in site management. This site meets many criteria and has good opportunity to meet the needs of most involved. However it is costly. We believe if Council wishes the Province to seriously consider this site and put it on a level playing field with their preferred option then we need to offer to buy this site. By purchasing the site, The City will gain a level of control



desired, without the complicated uncertain public trust model, and could request an agreement similar to Westerner with a future operator and the Province. The site purchase will also be a commitment to our downtown community of hearing what they have said and taking action in response, moving the shelter. By purchasing the site, The City will have a long term asset to sell in the future at a prime location.

ii. **Old Park Site – 4934 54ave**

Property Ownership: The City of Red Deer

Assessed Value: \$2,205,600

What we know:

- This property contains an existing facility that has a garage. It would need to be determined if it serves any future use, or demolishing and rebuilding would be more appropriate.
- The property is located within a landfill setback and SDAB approval is required, with the river separating the two there are no environmental concerns.

Pros:

- Budget for this project has been identified as a limiting factor. Opportunity exists here for The City to set the purchase price as such that it allows for the best shelter option.
- With the proximity to both a major roadway and the river, there are limited numbers of neighbouring properties.
- This site is proximate to downtown and existing supports.

Cons:

- Located in the Railyards neighbourhood, where there have been several discussions about similar land uses for vulnerable populations.
- Close proximity to the Capstone development.
- The site is somewhat small and would likely require a multi-story build

iii. **S.23(1)(b), S.25(1)(c)**

Property Listed (?): NO

Assessed Value: **S.23(1)(b),**

What we know:

- From the receivership document: "The Receiver continues to investigate the options available to maximize realization on the property described above which will likely result in the listing of the real property for sale."
- The facility would likely have the appropriate **S.23(1)(b),**, kitchen facilities etc. to facilitate shelter operations.
- The facility is very large and it would be difficult to balance the number of transition, permanent supportive and/or affordable housing units.



## Pros:

- Could explore the opportunity of including housing uses such as: Transitional, Permanent Supportive, & Affordable

## Cons:

- Large facility may require additional funding, perhaps tied to housing uses to make viable.
- Neighbouring residential neighbourhoods to the **S.23(1)(b), S.25(1)(c)**

iv. **S.23(1)(b), S.25(1)(c)**

Property Ownership: **S.23(1)(b), S.25(1)(c)**

Assessed Value: **S.23(1)(b), S.25(1)(c)**

## What we Know:

- The proposed model does not identify **S.23(1)(b), S.25(1)(c)**. As such it would likely be required for a party to purchase this property, if the third party is willing to sell.
- This was the preferred site for the Province, however, this recommendation was based on the assumption **S.23(1)(b), S.25(1)(c)**
- This is actually two parcels of land with a suitable building to expand upon.

## Pros:

- This site is proximate to downtown and existing supports

## Cons:

- Site reliant on a willing third-party as the site is not currently for sale
- **S.23(1)(b), S.25(1)(c)** could add additional traffic patterns which would be unknown at time of shelter build.

v. **S.23(1)(b), S.25(1)(c)**

Property Listed (?): YES (No sale price listed)

**S.23(1)(b), S.25(1)(c)**

Assessed Value: **S.23(1)(b), S.25(1)(c)**

## What we know:

- This is a large parcel and building in an industrial area.
- Renovations required would be extensive due to the previous industrial usage and would result in high costs
- This area is not conducive to pedestrian traffic

## Pros:



- Limited neighbouring properties

Cons:

- This would be an incompatible land use with the neighbouring industrial land uses
- RCMP have raised concerns about the lack of natural-surveillance that exists in these areas, especially in the evenings
- Provincial CSS staff have indicated they would not support the location of intoxicated/sober shelter in industrial areas. While other sober only sites exist in Alberta, the operator has shared challenges with this operating model, including \$400,000 in annual transportation costs.

vi. S.23(1)(b), S.25(1)(c)

Property Listed (?): For Lease Only (unwilling for use)

S.23(1)(b), S.25(1)(c)

Assessed Value: S.23(1)(b), S.25(1)(c)

What we Know:

- Land & Economic Development have reached out to ownership in the past: No desire to sell at current time and have a plan for this location.
- If location is desirable, Administration can work with a realtor to explore if any purchase opportunities exist

Pros:

- Limited neighbouring land uses

Cons:

- Limited pedestrian infrastructure
- Provincial CSS staff have indicated they would not support the location of intoxicated/sober shelter in industrial areas. While other sober only sites exist in Alberta, the operator has shared challenges with this operating model, including \$400,000 in annual transportation costs.
- Seemingly unavailable
- Potential conflict with future vision S.23(1)(b), S.25(1)(c)

## Additional Administrative Recommendation



The above options were provided in the context of Council’s desire to explore a Public Trust operating model. As outlined, this option will have a likely request of City Council to ensure the project remains financially viable. If Council determines it’s unwilling to make this investment, based on its previous recommendations and dialogue with City Council, Administration would recommend proceeding with the following model and location:

S.23(1)(b), S.25(1)(c)

- Property solely S.23(1)(b), S.25(1)(c)
- operators S.23(1)(b), S.25(1)(c)
- located on S.23(1)(b),
- operating agreement S.23(1)(b), S.25(1)(c)

To bolster this option, it’s suggested there could be an opportunity for S.23(1)(b), S.25(1)(c), the Province, and The City to enter a joint Memorandum of Understanding. The goal would be to demonstrate and request for The City to be an active participant in sharing ideas on how shelters can be planned and operated in a non-regulatory role. For example, Council has expressed desire to change the operating model of shelters in Red Deer to *Housing-Focused Shelters*. This would also open the door for further integration of shelter supports into the housing continuum.



Appendix A- Red Deer Shelter Location Viability Chart

**Red Deer Shelter Location Viability Chart**

Viable Vacant Lot Options							
Op tio n #	Location	Address	MAP ID#	Sale/L ease	Sale/L ease Price	Lando wner willin g to Lease	Comments
YES							
1	S.23(1)(b), S.25(1)(c)		20	N/A	S.23(1)(b), S.25(1)(c)	N/A	*City assessed value
2			22	Sale		N/A	*City assessed value **Combined size likely on the small side
MA YBE							
3	S.23(1)(b), S.25(1)(c)		29	Sale	S.23(1)(b), S.25(1)(c)	N/A	
4			none	N/A		N/A	
5			34	Not Listed		S.23(1)(b), S.25(1)(c)	N/A
<b>Viable Vacant Private Building Options</b>							
YES							



1	S.23(1)(b), S.25(1)(c)	36	Sale	S.23(1)(b), S.25(1)(c)	No	*City assessed value **Willing to sell only, not lease. Property requires extensive redevelopment.
2		19	Lease		No	
3		27	Lease		N/A	S.23(1) not deemed suitable for operating purposes
MA YBE						
4	S.23(1)(b), S.25(1)(c)	24	Sale/Lease	S.23(1)(b), S.25(1)(c)	No	*Unavailable for lease, only option if purchased
5		15	Lease		Maybe	S.23(1) manager indicated that he would need to confirm with upper management however it's highly unlikely given they are already dealing with issues from people S.23(1)(b), S.25(1)(c). He was going to provide an email with some comments to share, I haven't received and didn't want to delay further, I'll let you know if I receive anything.
6		42	Lease		No	
7		23	Lease		No	The Landlord has concerns with leasability of the remaining units, reduced revenue and there is a S.23(1)



	S.23(1)(b), S.25(1)(c)					S.23(1)(b), S.25(1)(c)
8		33	Sale	S.23(1)(b), S.25(1)(c)	N/A	
9		26	Sale		N/A	
10		28	Sale		N/A	3-story building
Viable Warehouse Options						
YES						
1	S.23(1)(b), S.25(1)(c)	17	Sale	S.23(1)(b), S.25(1)(c)	N/A	
2		18	Lease		No	
MA YBE						
3	S.23(1)(b), S.25(1)(c)	43	Lease		No	
4		21	Lease		Yes	
5		13	Lease			Waiting a response from landlord
6		4	Sale/Lease	S.23(1)(b), S.25(1)(c)	No	Not willing to lease, however the space is for sale *City Assessed Value



7	S.23(1)(b), S.25(1)(c)	3	Sale/Lease	-	No	Property no longer marketed
8	S.23(1)(b), S.25(1)(c)	1	Lease		No	"The Landlord took some time to think about it and decided to not pursue it. There was concern with how it would affect the neighbors;"
9	S.23(1)(b), S.25(1)(c)	2	Lease		No	Comment: "I understand there is a need for a shelter but placing one in any industrial subdivision in my opinion is not a good location. There are not even any sidewalks in industrial areas! Wherever they end up the neighbors will be upset & values will decrease. Retrofitting/modernizing one of the old S.23(1)(b), S.25(1)(c) where they are somewhat isolated should be considered or perhaps an old hotel such as S.23(1)(b), S.25(1)(c)."
10	S.23(1)(b), S.25(1)(c)	7	Lease			This is owned by S.23(1)(b), S.25(1)(c) in the past we had approached them about what they will be doing with the property, however they have not responded. This was previously occupied by S.23(1)(b), S.25(1)(c) for many years. The building is over 20,000sf and it's on over 8 acres. This would take extensive redevelopment since it's been used for S.23(1)(b), S.25(1)(c)



	S.23(1)(b), S.25(1)(c)						S.23(1)(b), They would also need to charge for the additional land. If there are no other potential options, and the City believes this would be a suitable site, then we can try contacting them again however it seems the likelihood is low.
11		10	Own	S.23(1)(b), S.25(1)(c)			
<b>City Lands &amp; Facilities</b>							
YES							
1	Old Parks building in Railyards	4934 54ave		N/A	\$ 2,205,600.00	N/A	*Would require sub-dividing re. substation & is within a landfill setback
MA YBE							
2	S.23(1)(b), S.25(1)(c)			N/A	N/A	N/A	
3		25		N/A	S.23(1)(b), S.25(1)(c)	N/A	*Incl S.23(1)(b), S.25(1) assessment
4		32		N/A		N/A	*May be small for location of joint shelter. Large neighbouring residential facilities
5				N/A	N/A	N/A	*Province indicated they will not co-locate S.23(1)(b), S.25(1)

6	S.23(1)(b), S.25(1)(c)		N/A	N/A	N/A	
7			N/A	N/A	N/A	
8			N/A	S.23(1)(b), S.25(1)(c)	N/A	*5 separate parcels
9			N/A		N/A	*City assessed value

**Viable Hotel/Convention Centre Options**

MA YBE						
1	S.23(1)(b), S.25(1)(c)	37	Sale/L ease	S.23(1)(b), S.25(1)(c)	Yes	
2		37	Sale/L ease		Yes	
3		40	Sale		N/A	*City assessed value
4		41	Sale		N/A	*City assessed value **Pending offer from local S.23(1)(b), S.25(1)(c)



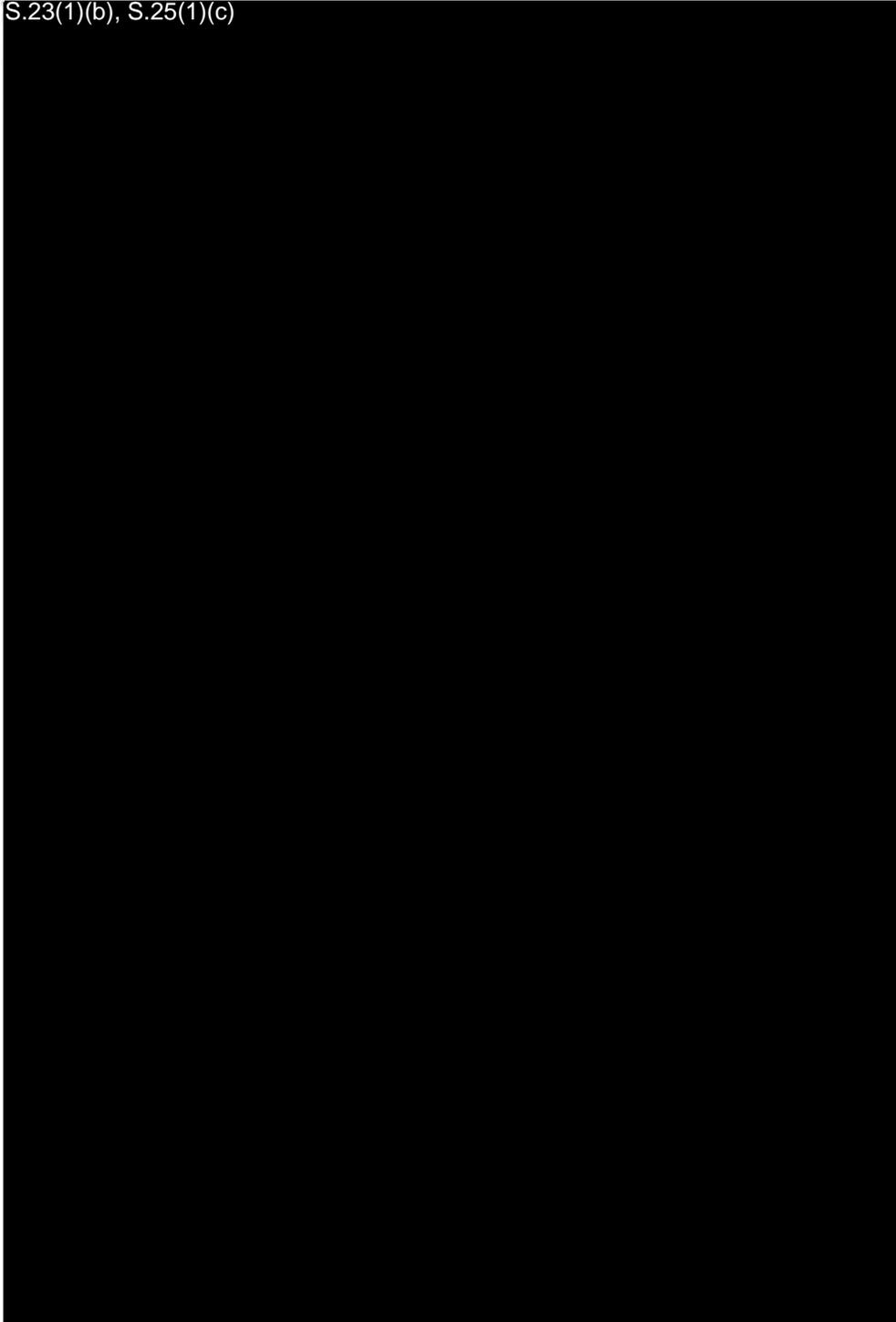
5	S.23(1)(b), S.25(1)(c)	38	S.23(1)(b), S.25(1)(c)	*City assessed value **From the receivership document: "The Receiver continues to investigate the options available to maximize realization on the property described above which will likely result in the listing of the real property for sale." ***Nearby Residential, added for comparison
---	------------------------	----	------------------------	---

Via  
ble  
Opt  
ion  
  
Pos  
sibl  
e  
Opt  
ion  
  
Not  
Via  
ble  
  
Ne  
eds  
Foll  
ow  
-up



*Appendix B – Yes & Maybe Site Map*

S.23(1)(b), S.25(1)(c)





June 7, 2021

## IN CAMERA: Future Emergency Housing (Shelter) Next Steps

Prepared by: A Collaboration of Community Services and Development and Protective Services

### Report Summary & Recommendation

---

The City of Red Deer must narrow and clarify our response to a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Housing (Shelter) location and model preference.

### Proposed Resolution

---

In response to the request of the Province of Alberta, the Council of the City of Red Deer hereby resolves the following for consideration of next steps:

1. The City of Red Deer would move forward with procuring lands at S.23(1)(b), S.25(1) [REDACTED] for the purpose of the future Integrated Emergency Housing (Shelter) Site to be built, and that the City would retain ownership of the land for the project;
2. That the Province would fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding and retain sole ownership of the capital asset;
3. That the Province would be responsible to determine through a service agreement the funding contract management and performance monitoring with accountability standards for one or more Operators that will to meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians;
4. That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.
5. Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deer.

## Background

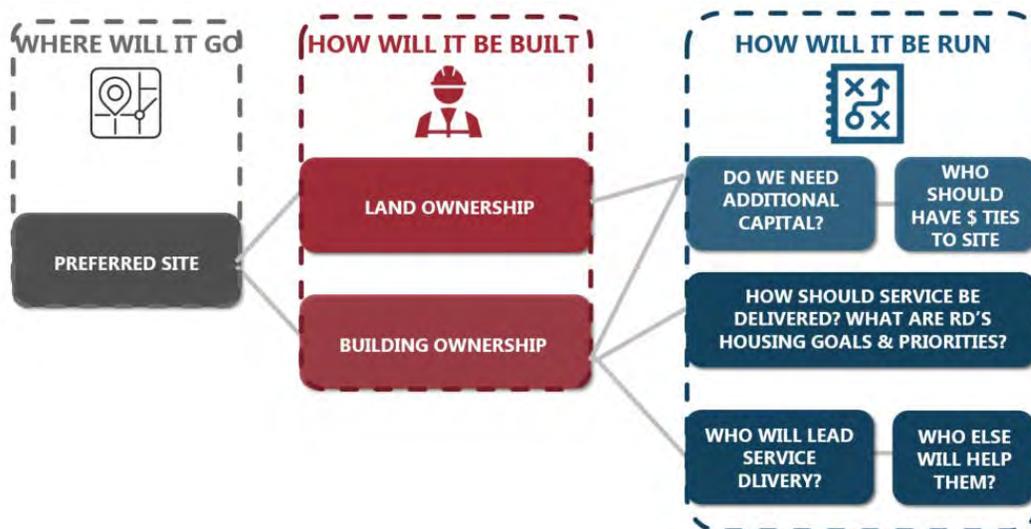
The City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and model preference. Council shortlisted to four potential sites:

- S.23(1)(b), S.25(1)(c) [REDACTED]
- 4934 54ave – Old Parks Site
- S.23(1)(b), S.25(1)(c) [REDACTED]
- [REDACTED]

Further, Council has been asked to finalize the operating model most preferred for this service provision in the community.

## Current Situation

Through recent conversation and workshop, Council is being asked to deliberate the following today:



Administration presented significant information on the four sites as identified above, along with other information seen in the presentation located in Appendix A.



## Analysis

---

The recommended approach of Administration and ultimately what is resolved by Council will need to be approved and vetted by the Province of Alberta, who is ultimately responsible for the provision of emergency housing within our community. However, it is recognized that the City has many experts in diverse areas that can support and drive the outcomes, keeping in mind Council's desires and outcomes for our community. It will be critical to ensure the Province upholds their commitments to engaging the City in next steps as outlined in the signed Memorandum of Understanding (MOU).

Currently Administration has also been very focused on the location of the site and some critical aspects regarding service provision. However, we recognize that based on our MOU and the partnership expressed by the Province of Alberta so far, that we will have opportunity to continue to influence the planning efforts at the many tables and next stages of this development. There will be appropriate times and places for all sorts of additional influences such as site design elements and proven neighbourhood integration strategies such as good neighbour agreements. Some of the conversations may happen at collaborative tables; some may come through permit or licensing applications or even legal agreements as we progress through today's resolutions. All of these aspects matter; they simply are not all for today's focus. The vision for a healthy, safer, Red Deer will continue.

If Council and the Province agree with the Administrative recommendation presented, Administration will set another discussion to review the land purchase in relation to our capital plan and determine the financial strategy we will employ to reach intended results. Further, involvement of our legal team will be critical in next steps to guide dialogue and manage risk for the City of Red Deer. Lastly, Administration would work with the Province of Alberta on aligning a robust communication strategy to release the site, funders, and operating models moving forward.

## Recommendation

---

The following recommendations from Administration are presented for Council's consideration. Administration recommends that the City of Red Deer solely procure the **S.23(1)(b), S.25(1)(c)**. The location has many attributes that give it strength and the site not only provides adequate space for the shelter but supports the pursuance of additional permanent supportive housing development options in the future, and that The City retains ownership of the land.

Administration recommends that Council expresses the City's desire for the Province to retain sole ownership of the Capital asset. This will allow for ease of future operating agreements and/or allow for service provider shifts over time if warranted.



Administration recommends that the City does not name preferred operators, but rather, prescribes the City's desire to have the Province ensure that Service Provision is met through outcome-based, low barrier, integrated service delivery through the housing focused model using housing first principles. It would then be the Operating Funder's obligation to ensure this occurs and accountability to all outcomes.

Administration recommends a Housing Focused Service Delivery Model with outcome based performance monitoring to complement the housing system of care ultimately striving to end chronic homelessness.



August 31, 2021

## In Camera: Permanent Emergency Housing (Shelter) Next Steps

Prepared by: Sarah Tittlemore, General Manager  
Ray MacIntosh, Chief Financial Officer

Departments: Community Services Division and Financial Services

### Report Summary & Recommendation

---

On June 7, 2021, Council gave direction In Camera, to pursue the purchase of the property located at S.23(1)(b), S.25(1)(c) [REDACTED] for the future construction of Red Deer's Permanent Integrated Emergency Housing (Shelter) Site.

To action this direction, Administration is requesting that up to \$2,500,000 be approved from the Capital Reserve to negotiate and purchase the site.

### Proposed Resolution (to be presented in Open)

---

Resolved that Council of The City of Red Deer having considered the report from Community Services Division and Financial Services dated August 31, 2021 re: Permanent Emergency Housing (Shelter) Next Steps hereby endorses the direction as presented In Camera and agrees that the Information will remain confidential as protected under the Freedom of Information and Protection of Privacy Act Section 23(1)(a) Local public body confidences, 24(1)(a) Advice from officials and 25(1)(c) Disclosure harmful to economic and other interests as a public body and directs Administration to bring back a future report on the status of this work.

*This resolution was updated after the agenda was distributed to give administration the flexibility to negotiate the terms of the agreement. This item will be coming back to Council at a later date for final approval with specific amounts that will be made public.*

### Background

---

The City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and model preference. On June 7, 2021, Council endorsed the following in camera direction via five separate Open resolutions protected by FOIP:

The City of Red Deer would move forward with procuring lands Option C – S.23(1)(b), S.25(1)(c) [REDACTED] for the purpose of the future Integrated Emergency Housing (Shelter) Site to be built, and that the City would retain ownership of the land for the project, pending financial funding approval;

That the Province would fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding and retain sole ownership of the capital and building asset;



That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians;

That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.

Council requests Ministry of Community and Social Services to continue to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deer.

## Current Situation

The land identified for the Permanent Shelter is for sale with an asking price of S.23(1)(b). The owner has recently put in approximately \$400,000 in upgrades which includes S.23(1)(b), S.25(1), etc., and the list price has increased from the S.23(1)(b), previously reported to Council. Further, the site has recently been S.23(1)(b), S.25(1)(c).

Administration is requesting Council allocate up to \$2.5 million to facilitate the acquisition of this property. The “up to” 2.5 million is requested to allow for costs related to risks including but not limited to S.23(1)(b), S.25(1)(c), environmental studies, hazard abatement, legal or other related costs incurred or agreed to as part of the negotiations.

## Analysis

We recognize that based on our MOU and the partnership expressed by the Province of Alberta so far, that we will have opportunity to continue to influence the planning efforts at the many tables and next stages of this development.

There will be appropriate times and places for all types of additional influences such as site design elements and proven neighbourhood integration strategies such as good neighbour agreements. Some of the conversations may happen at collaborative tables; some may come through permit or licensing applications or even legal agreements. However, the allocation of funds to facilitate securing the location of the future shelter site is the first step in moving forward on the project. Our Land and Economic Development experts will proceed with negotiations with the landowner, and work to negotiate and mitigate risks. The land sale will be contingent on owner acceptance and on an approved rezoning (process to occur in November 2021) to ensure the use is permitted prior to the City taking ownership.

## Financial Risks

Use of capital reserve



The budgeted closing balance of the Capital Reserve at the end of 2021 is expected to be \$12.7 million, prior to any additional approved spending. The ten year capital plan estimates to have only \$0.2 million by the end of 2023. In order to achieve having this reserve maintain a balance above zero will require a re-evaluation of other capital projects and their priority and timing.

S.23(1)(b), S.25(1)

S.23(1)(b), S.25(1)(c)

#### Ongoing operating costs

Further, there may be ongoing operating costs that may become the responsibility of the City for property management such as insurance or site maintenance. These would need to be considered and budgeted as negotiations continue with the Province of Alberta.

### **Recommendation**

---

Administration is recommending Council approve up to \$2.5Million from the Capital Reserve to facilitate the purchase of Council's preferred site for the Future Permanent Shelter in Red Deer.

# Permanent Emergency Housing (Shelter) Next Steps

August 31, 2021

Administration is recommending Council approve up to \$2.5 Million from the Capital Reserve to facilitate the purchase of Council's preferred site for the Future Permanent Shelter in Red Deer.

S.23(1)(b), S.25(1)(c)



October 4, 2021

## In Camera: Permanent Integrated Emergency Housing (Shelter) Update

Prepared by: A collaboration of Community Services & Development and Protective Services

### Report Summary & Recommendation

---

As part of Council's direction to City Administration, Land & Economic Development with support from Safe & Healthy Communities has investigated the potential purchase of S.23(1)(b), [REDACTED] for Red Deer's Permanent Integrated Emergency Housing (Shelter) site.

Dialogues have also occurred with City administration and Seniors & Housing Administration, with them sharing their understanding of details about the funding allocations made through the Treasury Board for this project.

Despite the November 2020 M.O.U. between The City and the Province that states otherwise, the Ministry of Seniors and Housing has indicated that the \$7 million is earmarked not for a new shelter location, but is intended to be distributed S.23(1)(b), S.25(1)(c) [REDACTED]. This was a surprise to City Administration. The Office of the Mayor and Council reached out to the Ministers' office for clarification. At the time of writing of this report, they had not received a response. Any update on this after the submission of this report will be shared verbally during the October 4 meeting of Council.

Based on information shared by Seniors and Housing Administration and the high risk of losing the \$7M in funds allocated to our community for permanent shelter under short timelines, Option 2 below is recommended, and that the City shift our strategy to influence for an outcome based integrated shelter. (See Council resolution in Appendix A for language on this preferred model)

### Proposed Resolution *(to be read in Open)*

---

Resolved that Council of The City of Red Deer having considered the In Camera report from Community Services & Development and Protective Services dated October 4, 2021, re: Permanent Integrated Emergency Housing (Shelter) Update hereby endorses option 2 as presented In Camera and requests this direction be communicated with the Provincial Ministries of Seniors & Housing and Community & Social Services as appropriate, and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Sections 21(I)(a) Disclosure harmful to intergovernmental relations, 23(I)(a) Local public body confidences and 24(1)(a) Advice from officials.

### Key Rationale

---

- 1) There are major liabilities associated with continuing with the purchase of the permanent shelter site located at S.23(1)(b), [REDACTED], as selected by Council.



- 2) The Ministry of Seniors & Housing, responsible for the capital construction of the Permanent Integrated Emergency Housing Facility (Shelter), is supporting their business case to proceed at the S.23(1)(b), S.25(1)(c) [redacted]. If the City does not wish the Ministry of Seniors & Housing to proceed at S.23(1) [redacted], they will require The City to provide a more convincing business case, immediately.
- 3) The community of Red Deer is at serious risk of losing the Permanent Integrated Emergency Housing option (Shelter) as the approved \$7 million will not be carried over to 2022.
- 4) Administration is recommending that the City of Red Deer strategy is revised, based on the Province initial and primary plan, to do the following:
  - a. Ensure the \$7million in funding will be allocated prior to the 2022 deadline;
  - b. Ensures the City can be an active participant in the sharing of ideas on how shelters can be planned and operated in a non-regulatory role;
  - c. Construction to begin immediately;
  - d. Achieve the City’s goal of Integration with focus on Council direction of June 7, 2021. The City can still focus on facilitating and encouraging community partnerships to ensure the shelter includes the broader housing spectrum of supports, through a Housing Focused Shelter model. (See Appendix A for Council resolution)

**Background & Discussion**

---

S.23(1)(b), S.25(1) (Council directed Site)  
(c)

On June 7, 2021, Council resolved, in camera, to pursue the purchase of the property located at S.23 [redacted] for the future construction of Red Deer’s Permanent Integrated Emergency Housing (Shelter) Site.

At the Tuesday, August 31, 2021, Council Meeting, Council passed a resolution and approved up to \$2.5 Million from the Capital Reserve to facilitate the purchase of Council’s preferred site for the Future Permanent Shelter in Red Deer. Within the In Camera report one of the Financial Risks identified was the S.23(1)(b), S.25(1)(c) [redacted] that exists on a portion of the property.

Following the passing of the Council Resolution on August 31, 2021, Administration has had the opportunity to look into the purchase of this property with both our local Commercial Realtor as well as having the City’s in house legal review the S.23(1)(b), [redacted] that is in place.

Comments regarding S.23(1)(b), [redacted] from the City’s In House Legal:

- S.23(1)(b), S.25(1)(c) [redacted]
- [redacted]
- [redacted]
- [redacted]



Tenant is in the 1<sup>st</sup> year of what could be a potential 10 year occupancy of a portion of the property. The location of their primary operations is also S.23(1)(b), S.25(1)(c) making S.23(1)(b), S.25(1)(c) ideal for their current operations.

Comments from Commercial Realtor:

- S.23(1)(b), S.25(1)(c)
- [Redacted]
- [Redacted]

Based on the above, Administration is concerned that pursuing this site exposes The City to the following potential risks:

- S.23(1)(b), S.25(1)(c)
  - S.23(1)(b), S.25(1)(c)
  - [Redacted]
  - [Redacted]
  - [Redacted]
- Rezoning
  - There are 42 landowners within the 100m radius for public consultation, including the current lease for the site. The expectation would be that the community as a whole (both landlords and tenants) would rally together to oppose the intended use and participate in the public hearing.

### Government of Alberta Administrative Dialogues

Administration has continued dialogues with members of Alberta Seniors and Housing (responsible for shelter capital building projects) and Community and Social Services (responsible for ongoing shelter operations). It's been shared that Treasury has no intention to carry the \$7 million funding for permanent shelter beyond this fiscal year (ending March 2022). As such, these funds must be distributed to an appropriate party by this time, or the project is at risk of being cancelled.

Despite the November 2020 M.O.U. between The City and the Province that states otherwise, the Ministry of Seniors and Housing has indicated that the \$7 million is earmarked not for S.23(1)(b), S.25(1)(c), but is intended to be distributed directly to S.23(1)(b), S.25(1)(c). The understanding is that the S.23(1)(b), S.25(1)(c), as well as a S.23(1)(b), S.25(1)(c), would bring the overall project to approximately \$14m and would bolster the Provinces \$7 million. The Ministry of Seniors and Housing Administration is asking The City to present them with a



Business Case for their consideration if we are wanting them to re-allocate these funds for a different site and a clear indication of whom they are to transfer the funds.

The Chief of Staff, Office of Mayor and Council, has reached out to both Ministers' office for a phone call or meeting to clarify statements from Provincial administration and remind them of the current MOU that is in place. As of the release of this report to Council, a response has not been received. If there is new information then it will be presented verbally in camera at the meeting.

Regardless of the frustration with the process, it is imperative that The City shows that tangible steps are being taken towards the development of a new shelter. Staff have prepared options for Council consideration and a recommendation. This is to ensure that Seniors & Housing can continue to advocate for this project being active and viable to Treasury. Communication between Red Deer City Council and Ministers Luan and Pon will still be critical to ensure clarity of roles and expectations.

## Options for Council Consideration

1. Continue with the procurement of S.23(1)(b), [REDACTED] - NOT RECOMMENDED Based on the information regarding the S.23 [REDACTED] on this property and the potential for large costs associated with S.23(1)(b), S.25(1)(c) [REDACTED], and the clarity required regarding the Provincial funding, including who will develop the site, it's Administration's recommendation to suspend any further work regarding this site acquisition.
  - This option includes significant delays to the permanent shelter and a resulting possibility of project cancellation if the March 2022 deadline is missed:
    - Council would have to rezone the selected site
    - The City would have to present a business case to the Province to justify the reason and benefits of a new site selection, rather than S.23(1)(b), [REDACTED]
    - The City or a designate would have to be able to receive the project funds (\$7m) prior to March 2022. Any funds above \$7m would likely be the responsibility of The City
    - A City-led project management process will require additional funding, negotiation and communication with project stakeholders
  
2. RECOMMENDED OPTION: Assuming the Province continues with their initial and primary plan for Permanent Integrated Shelter, The City adjusts our focus to influencing operations to achieve the June 7, 2021 Council directed outcomes as seen in Appendix A and as follows: :
  - June 7, 2021 In Camera Council Direction #3 - That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.



- June 7, 2021 In Camera Council Direction #4 - That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.
- June 7, 2021 In Camera Council Direction #5 - Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deerians.

RECOMMENDED- This option is most likely to succeed in meeting the March 2022 funding deadline:

- The Province and City would resume their usual/previously established roles and responsibilities (Province as the project manager and City as the influencer)
- The process was S.23(1)(b), [REDACTED]; the Province had previously undertaken stakeholder engagement for the permanent shelter
- The project follows the previously established plan set out by the Province, and requires the least amount of process clarification to proceed
- The site is zoned S.23(1)(b), which allows all uses of C1A. A Temporary Care Facility listed as a discretionary use
  - The site would require S.23(1)(b), S.25(1)(c) [REDACTED]

Option 3 – NOT RECOMMENDED: Bring back Business Cases for additional sites for City Council

- The Province has indicated a need for a clear business case to be presented alongside the current business case, on which \$7m is being held for allocation to S.23(1)(b), S.25(1) [REDACTED]
- Time frames would require that Administration once again explore options with a commercial realtor and select 1-2 sites to complete a full business case for.
- Council may wish to provide initial guidance on the following:
  - The City's willingness to be the long-term property owner, as the Province has expressed that they have no interest
  - To utilize the \$2.5m from the Capital Reserve, originally intended for the S.23(1)(b), [REDACTED], towards these additional option(s).
  - The criteria for City Administration to evaluate sites:
    - Size minimum of 10,000 sq. ft. building space\*
    - Proximity to Services (Street Clinic, OPS, Food Services, Alberta Works, RCMP)
    - Amenities – washrooms, kitchen, laundry, storage, outdoor area\*
    - Zoning - discretionary use or if a rezoning process would be required
    - Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on



minimizing population impacted due to the assumption of negative feedback will be received during public consultation with either discretionary permit or rezoning processes

- Costs – land, leases, improvements required to function as a shelter, transportation\*
- Timing availability and time for required improvements
- Land owner/property management willingness to have shelter use
- Unique factors- contamination of lands or availability to leverage other funding sources
- Operations & logistic efficiencies

\* Primary criteria that are mandatory for operations

- This option includes significant delays to the permanent shelter and a resulting possibility of project cancellation if the March 2022 deadline is missed:
  - Council would have to select a new site with limited available options; currently all available sites require a change to zoning
  - The City would have to present a business case to the Province to justify the reason and benefits of a new site selection, rather than the S.23(1)(b), [REDACTED]
  - The City or a designate would have to be able to receive the project funds (\$7m) prior to March 2022. Any funds above \$7m would likely be the responsibility of The City
  - A City-led project management process will require additional funding, negotiation and communication with project stakeholders

## Recommendation

---

Administration is recommending that Council give direction to stop the purchase for the City selected site for permanent Shelter located in S.23(1)(b), S.25(1)(c) [REDACTED], and focus our efforts on influencing the outcomes based, Integrated operations that will result following the construction S.23(1)(b), [REDACTED]

[REDACTED] This option would have the funding directly allocated S.23(1)(b), S.25(1)(c) [REDACTED], as Treasury has already approved. S.23(1)(b), S.25(1)(c) [REDACTED]

This site would allow for a S.23(1)(b), S.25(1)(c) [REDACTED]

With this approach, the City can be an active participant in the sharing its ideas on how shelters can be planned and operated through a non-regulatory role. The opportunity also exists to focus the integration of Emergency Housing (shelter) into the broader housing spectrum of supports. This ensures start of the project immediately, securing the project and \$7million for our community.



## APPENDIX A

OPEN RESOLUTION	IN CAMERA RECOMMENDATION
<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses Option C as discussed In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	<p>#1 - The City of Red Deer would move forward with procuring lands Option C – S.23(1)(b), S.25(1)(c) [REDACTED] for the purpose of the future Integrated Emergency Housing (Shelter) Site to be built, and that the City would retain ownership of the land for the project, pending financial funding approval</p> <p>Other Options            A – S.23(1)(b), S.25(1)(c) [REDACTED]            B – 4934 54 Ave – Old Parks Site            C – S.23(1)(b), S.25(1)(c) [REDACTED]            D – [REDACTED]</p>
<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #2a</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	<p>#2A- That the Province would fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding and acquire sole ownership of the capital building asset from The City for \$1, while The City will retain sole ownership of the land.</p>
<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #3 as amended</b> as presented In-Camera and agrees that the contents of the report will</p>	<p>#3 - That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.</p>



<p>remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	
<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #4</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	<p>#4 - That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.</p>
<p>Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses <b>recommendation #5</b> as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.</p>	<p>#5 - Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deerians.</p>



November 15, 2021

## Permanent Emergency Housing (Shelter)

Prepared by: Community Services

### Report Summary & Recommendation

---

Administration recommends that Council previous resolutions Permanent Emergency Housing (Shelter) with information protected under the Freedom of Information and Protection of Privacy Act can now be released.

It is recommended that Council authorize Administration to work with the Government of Alberta to achieve the intended outcomes and set a Special Meeting on November 29, 2021 to address additional information on this matter.

### Release of In Camera Information

---

Council has considered the Permanent Emergency Housing (Shelter) in camera on numerous occasion. Resolutions from June 7, 2021 can now be publically released as this time

On June 7, 2021 Council passed the following resolution:

Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #3 as amended as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(1)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.

- Recommendation #3 as amended stated: That the Province would be responsible to determine through a service agreement the funding, contract management deliverables including but not limited to Neighbourhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.

On June 7, 2021 Council passed the following resolution:

Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #4 as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(1)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.



- Recommendation #4: That the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.

On June 7, 2021 Council passed the following resolution:

Resolved that Council of The City of Red Deer having considered the In-Camera report from Community Services and Development and Protective Services re: Permanent Shelter dated June 7 2021 hereby endorses recommendation #5 as presented In-Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(l)(a) Advice from officials , 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.

- Recommendation #5: Council requests Ministry of Community and Social Services continues to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deerians.

## Proposed Resolution

---

Resolved that Council of The City of Red Deer having considered the report from Community Services re: Permanent Emergency Housing (Shelter) dated November 15, 2021 hereby authorizes Administration to work with the Government of Alberta Administration to achieve the outcomes of The City of Red Deer as outlined.

Resolved that Council of The City of Red Deer hereby agrees to set a Special Council Meeting on Monday, November 29, 2021 following the Multi-Year Budget Review Meeting to discuss:

- Permanent Emergency Housing (Shelter) – In Camera
- Temporary Emergency Housing (Shelter)

## Background

---

Since early 2015, The City of Red Deer has been focused on the long term goal of constructing a permanent, integrated shelter to serve Red Deer's most vulnerable, in service to the Social Policy Framework's Housing Goal that states: "Safe, accessible and affordable housing is available to all, and everyone is appropriately housed."

In 2019, the Government of Alberta announced \$7million dollars for a Permanent Shelter in Red Deer. Since that time, the City has been working with the Province and stakeholders on what the vision for success would look like for Red Deer.



On November 19, 2020, The City of Red Deer and the Government of Alberta, as represented by the Ministry of Seniors and Housing and the Ministry of Community and Social Services signed a Memorandum of Understanding to outline our mutual intentions for a quality, purpose built shelter. Further, in the Spring of 2021 the City of Red Deer received a request from the Provincial Government to provide feedback on the Permanent Integrated Emergency Shelter location and operating model preference.

## **Current Situation**

---

Through in camera deliberations this summer, Council received subject matter expertise and discussed many considerations to respond to the Provincial Government's request. All Site information will remain confidential as protected under the Freedom of Information and Protection of Privacy Act, Section 24(1)(a) Advice from officials, 23(1)(a) Local Public Body Confidences and 21(1)(a) disclosure harmful to intergovernmental relations.

However, following a meeting with the Minister of Seniors and Housing and the Minister of Community and Social Services, it is deemed in the best interest of continuing to move the project forward to bring the following resolutions (previously protected) to open Council.

Further, Administration is requesting authorization to work with the Administration of the Government of Alberta to continue to operationalize the direction before us today.

## **Analysis**

---

Emergency Housing (Shelter) plays a critical role in emergency interventions, referrals and diversion efforts. Red Deer's housing system has evolved very well in all other areas and it is time to further develop the diversion and shelter contributions to the system, ultimately decreasing overall inflow and improving housing stability outcomes. It is critical that The City of Red Deer continue work with the Government of Alberta to ensure the Permanent Integrated Shelter is constructed in Red Deer as soon as possible.

## **Recommendation**

---

Administration recommends that Council read the previous in camera recommendations into the open record and authorize Administration to work with the Government of Alberta to achieve the intended outcomes.



November 29, 2021

## In Camera: Permanent Shelter Next Steps

Prepared by: A collaboration of Community Services & Development and Protective Services

### Report Summary & Recommendation

---

This report is to provide City Council with an update on the work conducted to date and outline important next steps in the establishment of a Permanent Integrated Shelter in Red Deer.

Timing is a significant factor as the Provincial Ministry of Seniors and Housing have indicated that funds must be fully allocated by March 2022, with the project starting shortly thereafter.

Council is being provided with background information and Permanent Shelter Location options in this report on November 29<sup>th</sup> for consideration. The appendix provides four shelter options for consideration and includes visual representations and considerations of each site. During the November 29<sup>th</sup> meeting, Administration will present its pros/cons of each site and provide some of its recommendations.

It is anticipated that City Council will require some additional time to make such a major decision and to have an opportunity to ask questions of Administration. A preferred site will be brought back for resolution at the December 6<sup>th</sup> meeting of City Council.

### Background Information

---

The following is a high-level summary of the work that has occurred in finding an appropriate site for Permanent Integrated Shelter in Red Deer:

#### 2019

- Government of Alberta (NDP) announced \$7m in capital investment for a permanent shelter in Red Deer
- Government of Alberta requests a business case for Treasury Approval. **S.23(1)(b), S.25(1)(c)** submits a business case in November 2019

#### February 2020

- Government of Alberta (UCP) announced \$7m in capital investment for a permanent shelter in Red Deer

#### November 2020

- The Government of Alberta and The City of Red Deer agreed to work together through a Memorandum of Understanding on a permanent integrated shelter site



- Government of Alberta started a series of virtual community meetings to determine the functions of a permanent shelter

## Spring 2021

- Government of Alberta asked the City of Red Deer to provide its Permanent Shelter site & operating model preferences

## April 2021

- Administration forms a working group to explore viable shelter locations for both interim and permanent shelter options
  - The group gathered available Municipal, Provincial and other identified potential properties
  - Land & Economic Development provided a local commercial realtor with a broad set of criteria required for shelter operations. The realtor provided a lengthy list of additional locations for either sale or lease.
  - Between Municipal, Provincial and commercially identified sites, there were approximately 80 sites at this point. An initial evaluation of sites occurred, removing several based on size, availability and current use/occupancy.
  - Remaining properties were divided into several categories for classification. The number of identified properties per category are listed below:
    - Vacant Lots: 6
    - Private Buildings: 16
    - Warehouses: 18
    - City Lands & Facilities: 13
    - Hotels or Convention Centres: 6
  - City Administration appeared before Council where the following criteria for site evaluation were adopted:
    - Size minimum of 10,000 sq ft building space\*
    - Proximity to Services (Street Clinic, OPS, Food Services, Alberta Works, Housing Support Services, RCMP)\*\*
    - Amenities – washrooms, kitchen, laundry, storage, outdoor area
    - Zoning - discretionary use or if a rezoning process would be required\*\*
    - Surrounding land use - focus on density, desire for lower density locations, residential as an adjacent use is generally not included due to higher population density in residential areas, the focus is on minimizing population impacted due to the assumption of negative feedback that will be received during public consultation with either discretionary permit or rezoning processes \*\*
    - Costs – land, leases, improvements required to function as a shelter, transportation
    - Timing availability and time for required improvements
    - Land owner/property management willingness to have shelter use \*
    - Unique factors- contamination of lands or availability to leverage other funding sources
    - Operations & logistic efficiencies
      - \* Primary criteria that was deemed mandatory for operations
      - \*\* Secondary criteria utilized to determine “best” sites. 1/3 or 2/3 = Maybe, 3/3 Yes
  - The “Yes” and “Maybe” sites resulted in a total of 38 potential sites



- Council was provided a list of these potentially viable locations
- Further work occurred with a local realtor to explore all “yes” options. Including current availability and willingness to sell (some listings were posted for lease only)

## May/June 2021

- A Council Workshop was hosted on June 7th where Administration presented with four site options for Council’s consideration.
  - These options represented:
    - A vacant parcel of land
    - A City owned asset
    - Two buildings for purchase (Warehouse type facilities in different areas)
  - Direction was provided to Administration to move forward with procuring a building and land in S.23(1)(b), S.25(1)(c)

## August 2021

- Council resolved to provide the necessary capital to support site acquisition

## September/October 2021

- Administration provided a report that the acquisition of the site was not a viable option
- Council withdrew their motion to procure the S.23(1)(b), S.25(1)(c) site

## Current Situation

---

### Site Considerations:

In a review of the evaluation criteria discussed with Council, the criteria can be further simplified into four areas:

- 1) Site Contemplations - *Focus on best possible location; proximity to services and core housing communities*
  - Size minimum of 10,000 sq ft building space
  - Zoning - discretionary use or if a rezoning process would be required
  - Costs – land, leases, improvements required to function as a shelter, transportation
    - The Province has a maximum \$7m budget, which will likely require additional contribution from other sources
  - Timing availability and time for required improvements
  - Land owner/property management willingness to have shelter use
  - Unique factors- contamination of lands or availability to leverage other funding sources
- 2) Service Delivery Models - *Shifting to Housing Focused Shelter Services with Diversion as a priority*
  - Operations & logistic efficiencies
  - Adequate and appropriate space for service provision
  - Ability to accommodate multiple service providers – reducing overhead costs
    - Including on-site service provision – AHS, PCN, Food Bank, etc.



- 3) Site Design Elements - *The site design should balance the need for community acceptance with the need to provide a respectful and dignified experience for shelter-users, staff, and visitors*
- Amenities – washrooms, kitchen, laundry, storage, outdoor area
    - Outdoor areas that can be non-street facing are ideal
  - Potential opportunity for transitional housing units that minimize risks of relapse for pre/post addiction treatment and/or housing availability (e.g. Permanent Supportive Housing)
- 4) Neighbourhood Integration – *A shelter's positive integration with the neighboring context affects both the surrounding community and a shelter-user's sense of place and belonging*
- Surrounding land use - residential as an adjacent use is generally not ideal.
  - The focus is on minimizing population impacted due to the assumption of negative feedback that will be received during public consultation with either discretionary permit or rezoning processes
  - Council is unlikely to find any area in Red Deer where there is not opposition to a construction of this nature
  - Proximity to Services (Food Services, Alberta Works, Street Clinic, Housing Support Agencies, OPS, RCMP)
  - Minimizing foot traffic, improving safety for users
    - It's important to consider the pedestrian focused usage of a shelter, and current pedestrian infrastructure that exists (e.g. sidewalks, garbage cans, lighting) or could be installed

### Zoning Considerations:

The following is a list of land-use districts that consider shelter (Temporary Care Facility) as a discretionary use:

RI	RIA	R2
R3	CI	CIA
PS	DC 19 – S.23(1)(b), S.25(1)(c)	

While some residential zones include Temporary Care Facility as a discretionary use, the more compatible districts are CI, CIA, PS, and DC 19.

As discretionary uses, the majority of sites in these areas would continue directly to the development permit stage.

Council may have either a zoning or development permit role on a designated site, depending on its current land-use. One option Council may wish to consider is the role they wish the Province to play, and whether there would be benefits to the Province being the land owner.

## Analysis

---

### Options for Consideration:

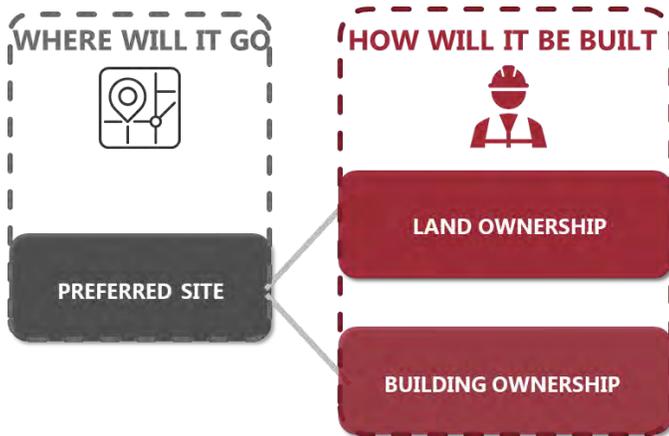
City Administration has provided Council with potential site options in the following categories:



- 1) Land the City Owns
- 2) Land for Purchase
- 3) Building for Purchase
- 4) Third-Party Owned

\*\*These options and visual representations are included in Appendix A

The primary discussion for Council currently is determining its preferred site and sharing this with The Province. Additional conversations will then need to occur to determine how the shelter will be built.





Appendix A:

---

See attached: "City Council – Permanent Shelter Site Supplement Package"

# City Council– Permanent Shelter Site Supplement Package

November 29, 2021

# Contents of the Site Supplement package:

1. Overview of 4 potential sites
2. A Map of Extreme Core Housing Needs and Homelessness Serving Agencies
3. Shelter Concept Drawings – External View
4. Shelter Concept Drawings – Floor Plan
5. For Each of the Four Site Options you will find:

# Overview of 4 Site Options

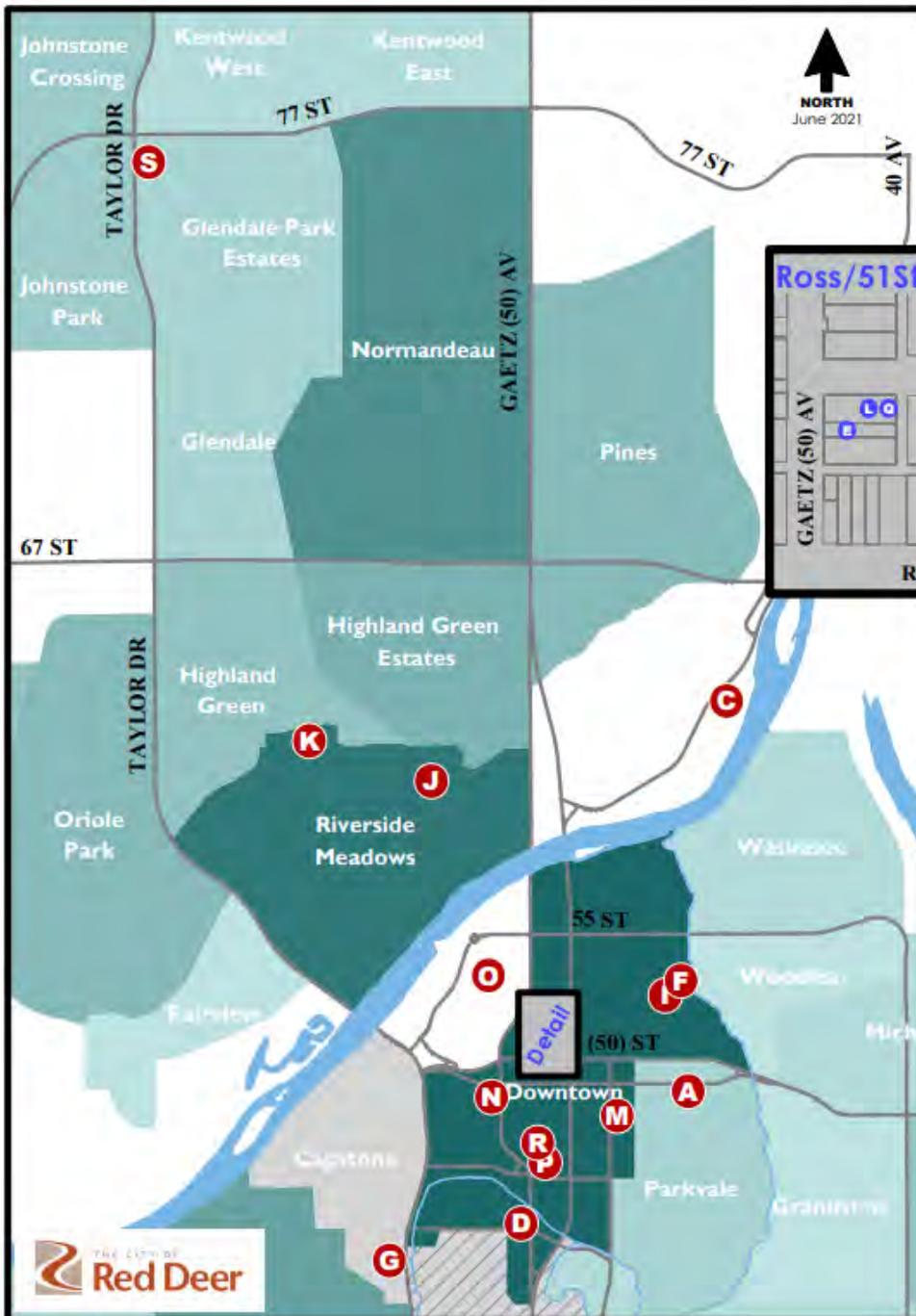
S.23(1)(b), S.25(1)(c)



S.23(1)(b), S.25(1)(c)



# Extreme Core Housing Need and Homelessness Serving Organizations

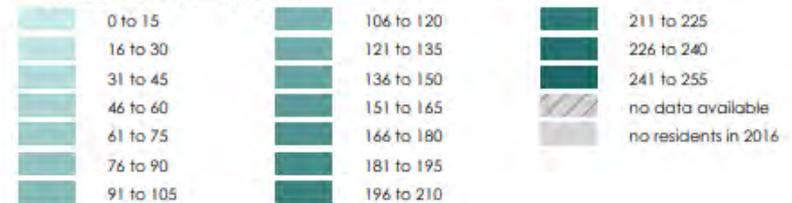


## Homelessness Serving Organizations

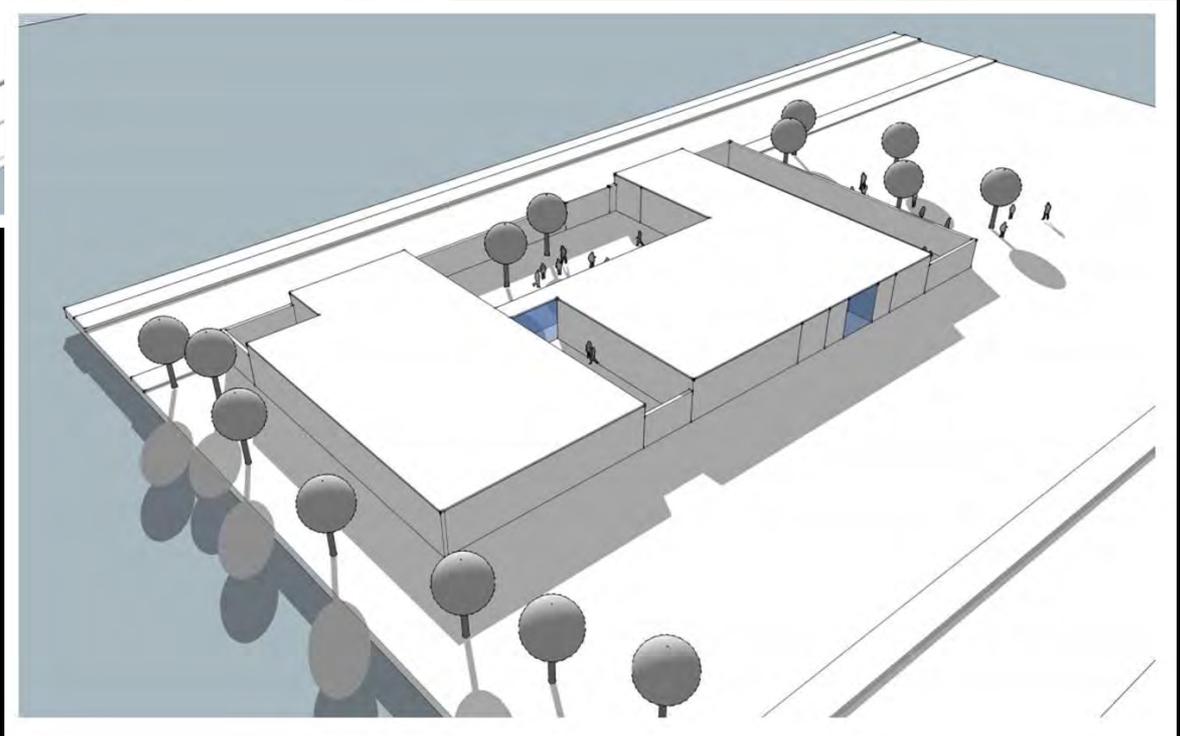
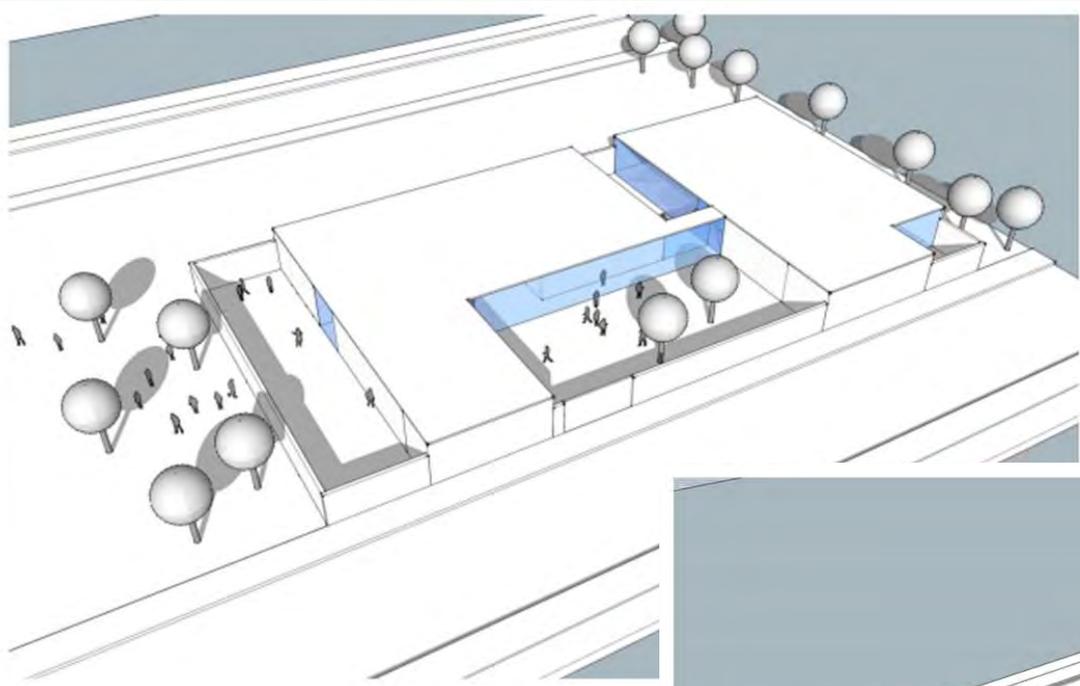
- A** 49th Street Youth Shelter
- B** Alberta Works
- C** Asocahum Cultural Housing Development
- D** Bredin Centre for Learning
- E** Canadian Mental Health Association
- F** Central Alberta Women's Emergency Shelter
- G** Central Alberta Women's Outreach Society
- H** John Howard Society
- I** McMann Services Association
- J** Mustard Seed
- K** Potter's Hands Housing
- L** Potter's Hands Soup Kitchen
- M** Red Deer Housing Authority
- N** Red Deer Native Friendship Society
- O** Safe Harbour
- P** Shining Mountains
- Q** Street Ties
- R** Turning point
- S** YMCA Intensive Case Management

## Number of Households spending over 50% Total Income on Shelter Costs

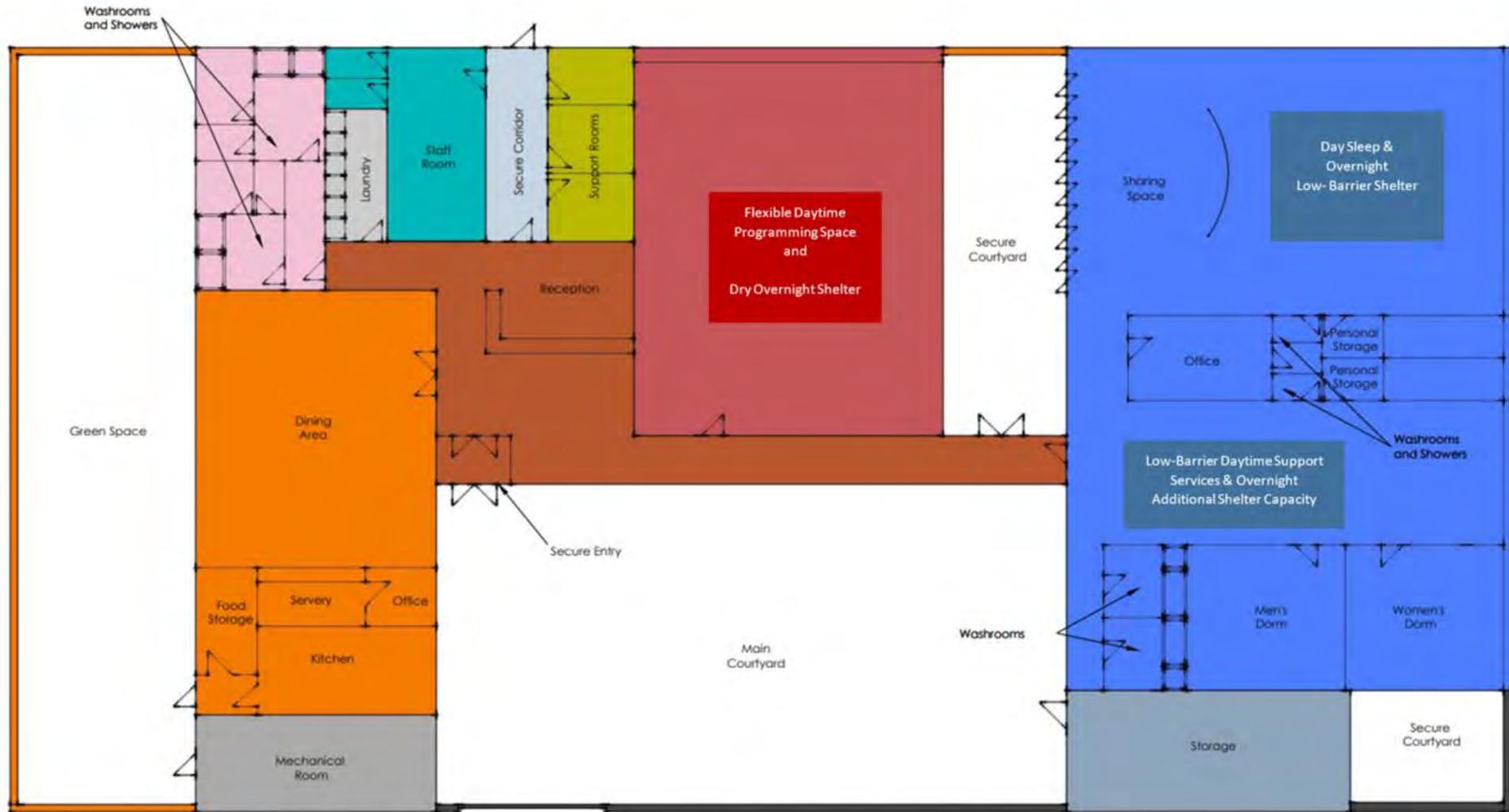
Source 2016 Federal Census



# Sample Shelter Design Ideas – External Views



# Sample Shelter Site Plan Design



S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Patterns – S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)





S.23(1)(b), S.25(1)(c)

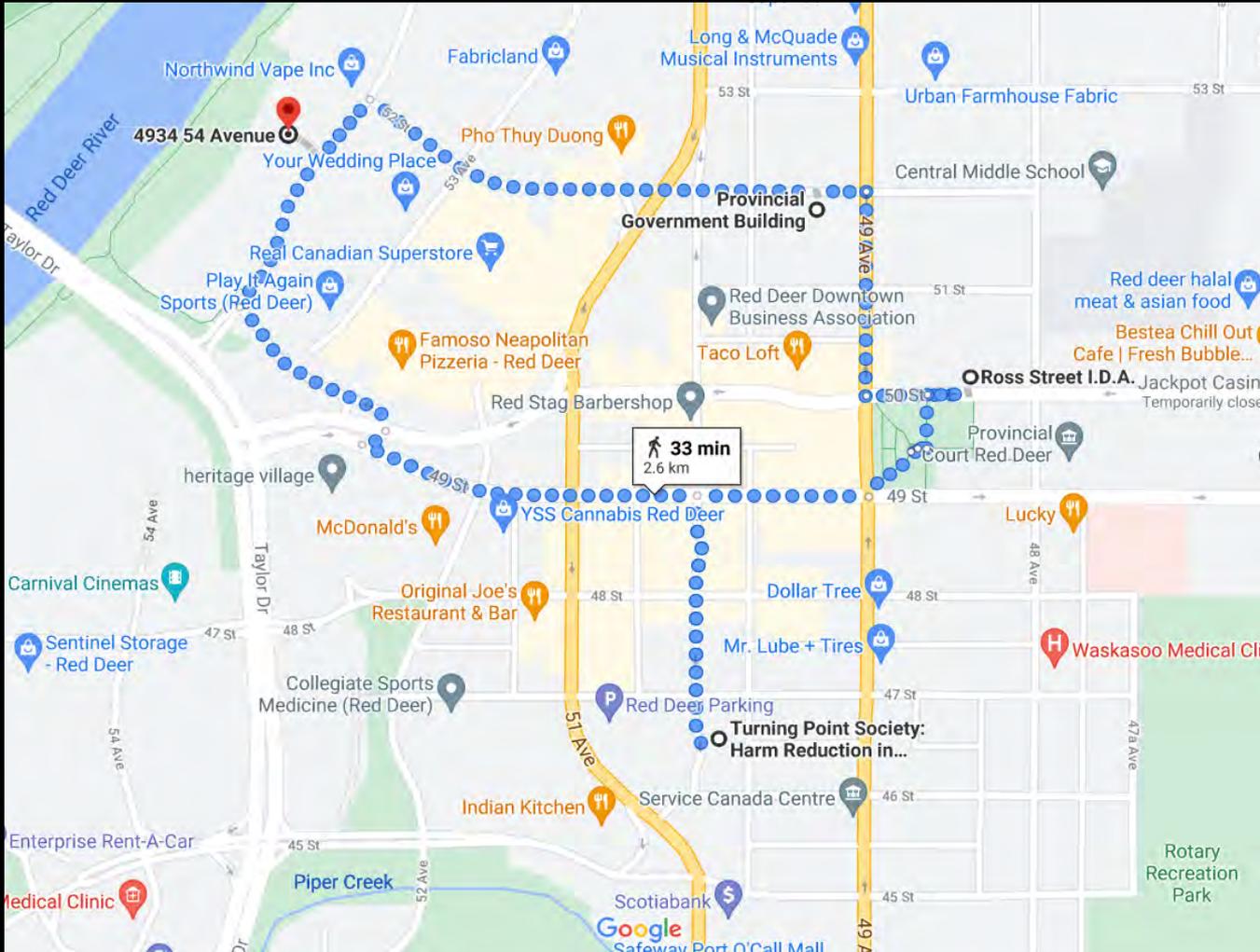
S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# 4934 54ave – City surplus lands



# Potential Foot Traffic Patterns – City surplus lands



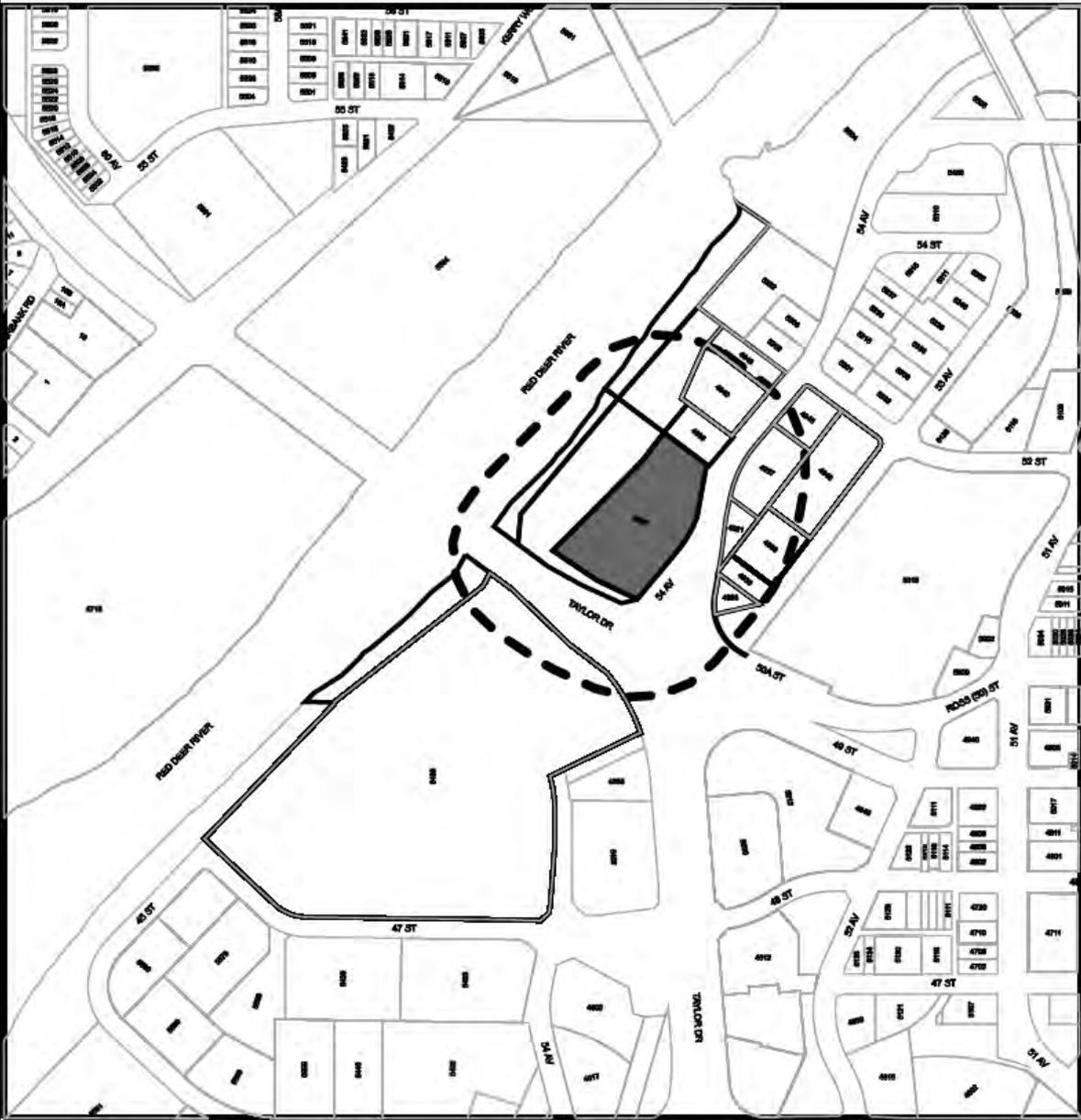
# City surplus lands



# City Surplus Lands Shelter Concept Option

(not to scale)





S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Pattern - <sup>S.23(1)(b), S.25(1)(c)</sup>

<sup>S.23(1)(b), S.25(1)(c)</sup>



S.23(1)(b), S.25(1)(c)



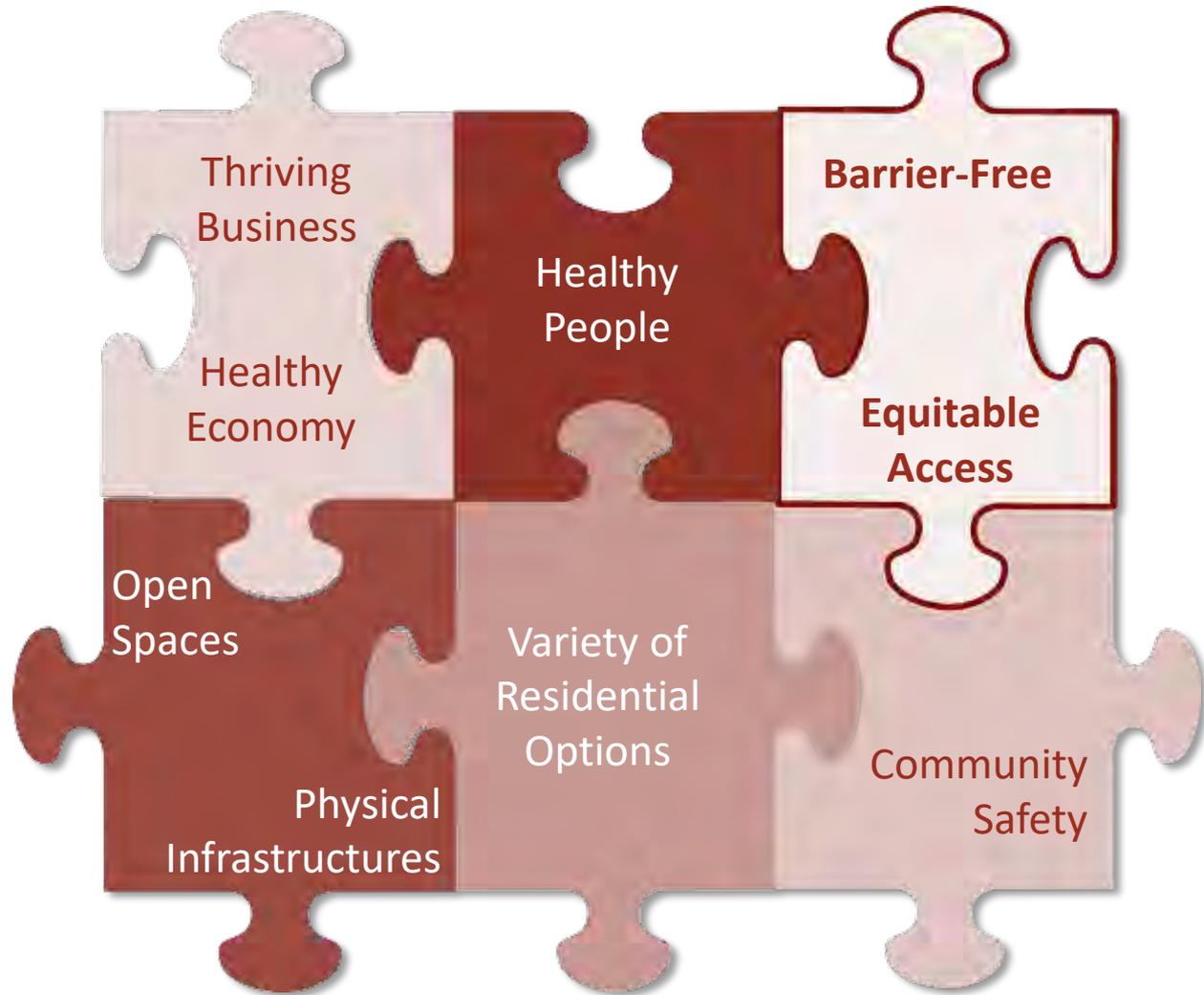
S.23(1)(b), S.25(1)(c)

# In-Camera City Council: Permanent Shelter Site

December 1, 2021

# THE PUZZLE OF DOWNTOWN

THERE ARE MANY CRITICAL  
PUZZLE PIECES REQUIRED



**focus**

**TODAY'S FOCUS IS PERMANENT SHELTER**

Interim Shelter discussions will occur as a different agenda item

**opportunity**

**THE PROVINCE IS LOOKING FOR COUNCIL'S OPINION**

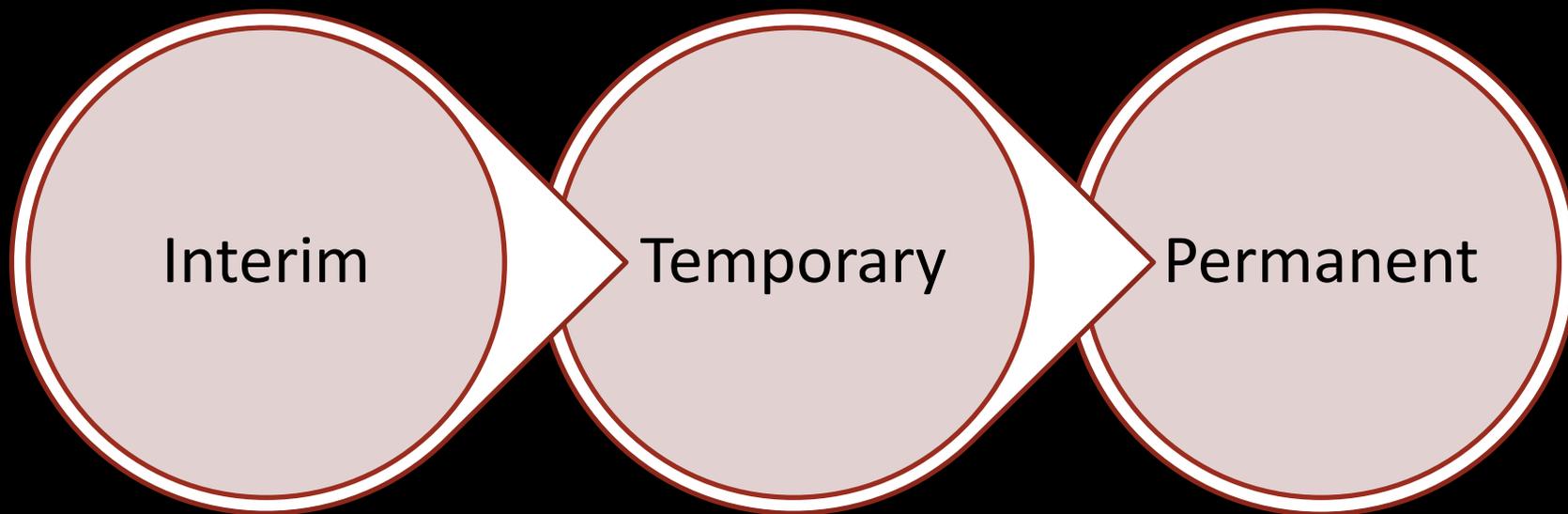
Preferred Site Option - #1 Priority

**process**

**TODAY'S PROCESS**

Administration will provide an overview of the various things to consider. Council has been provided with four options for consideration, and these will be explored further.

Which Shelter Conversation is which?

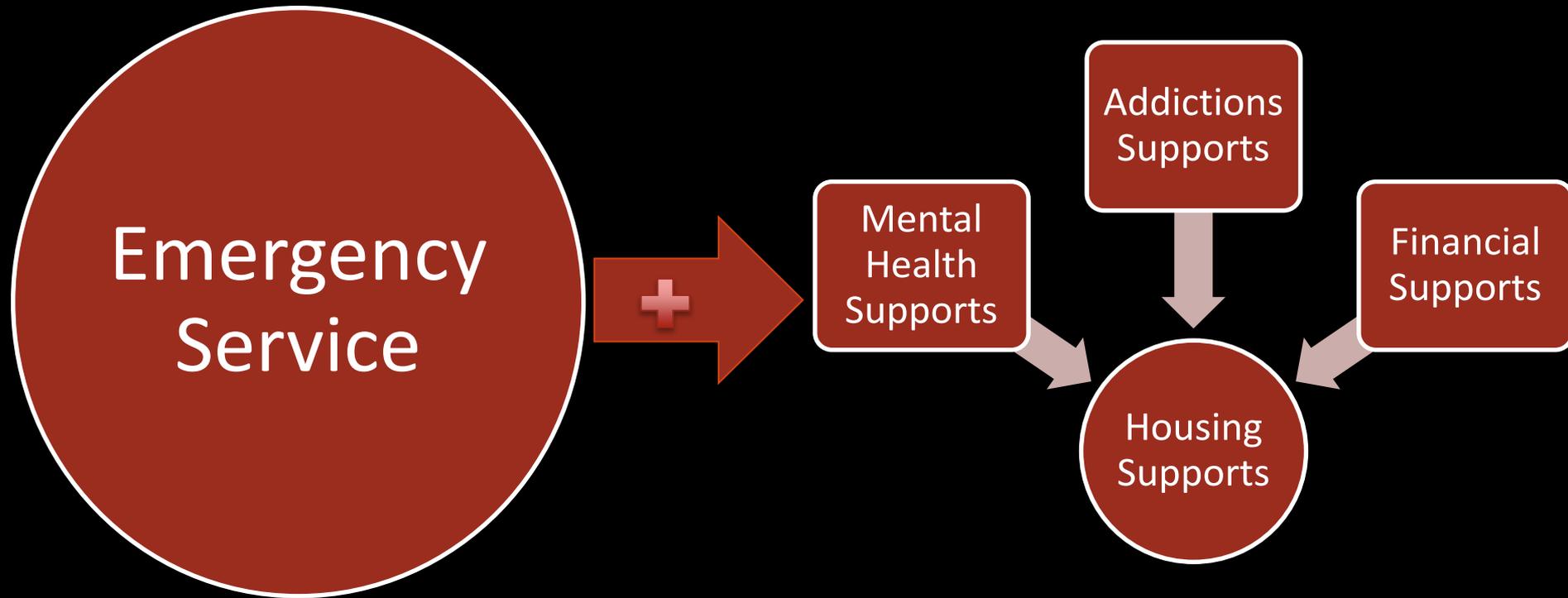


# Red Deer's Social Policy Framework

*"Safe, accessible, and affordable housing is available to all, and everyone is appropriately housed."*

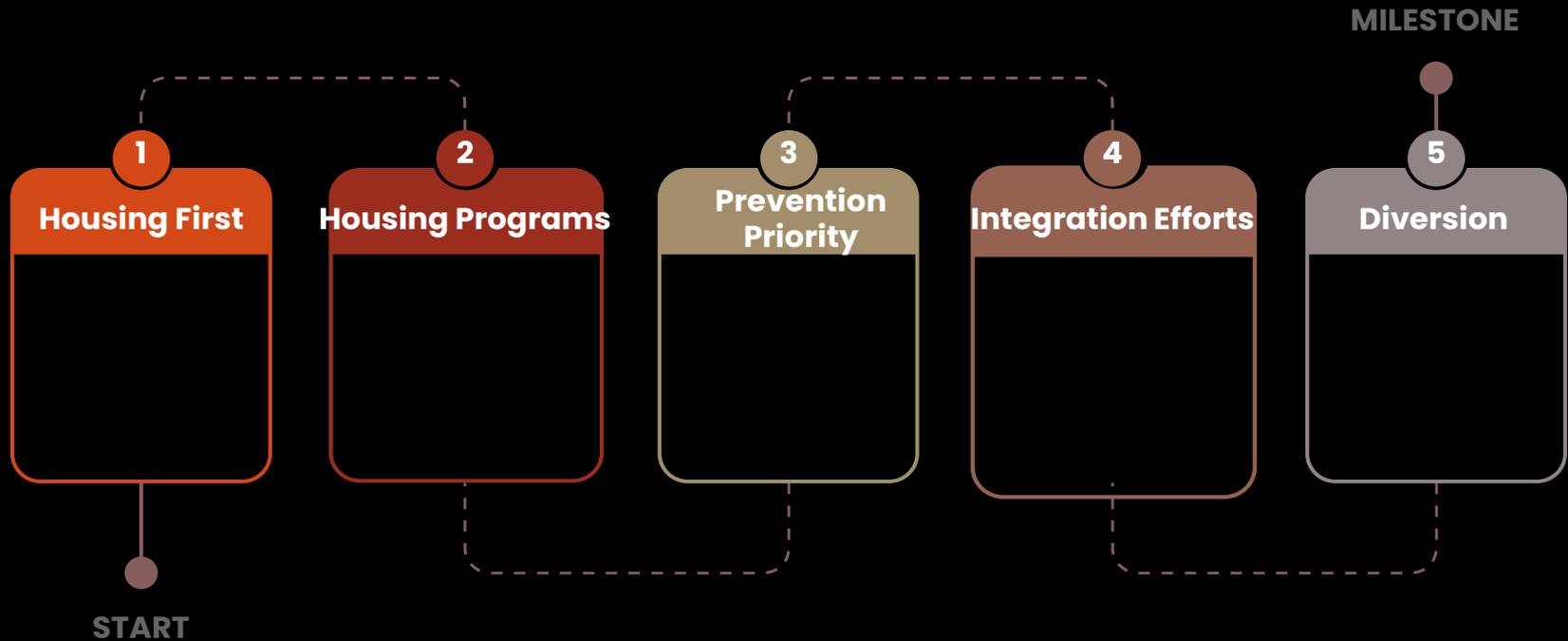


How are these priorities related to Integrated Shelter?



# HOUSING SYSTEM EVOLUTIONS IN RED DEER

IT'S COME A LONG WAY AND CONTINUES TO LEARN AND GROW EVERY YEAR

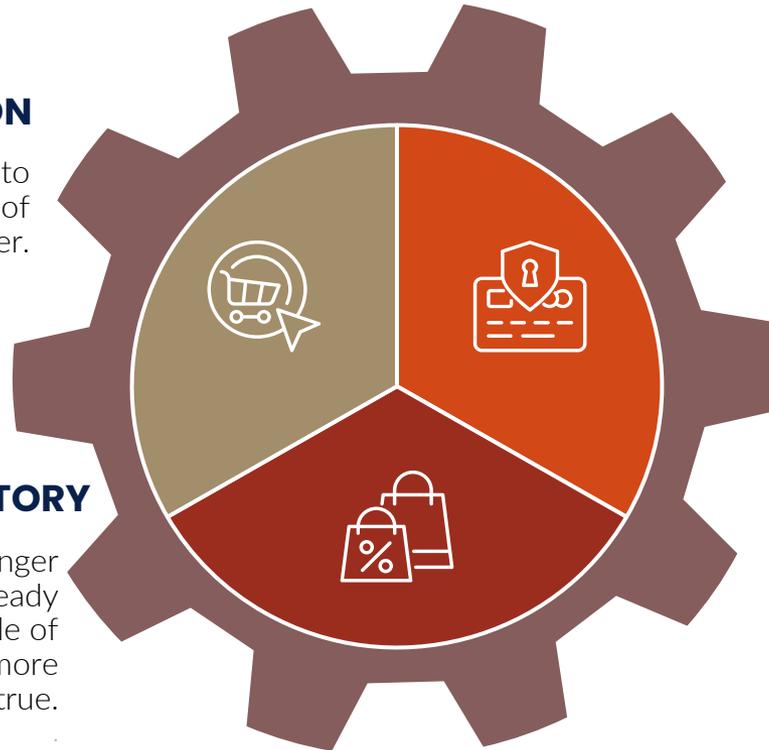


# HOUSING FOCUSED SHELTER MODEL

ADVICE FROM INTERNATIONAL INDUSTRY EXPERTS; ORGCODE CONSULTING

## SOCIAL INTEGRATION

This integration needs to occur outside the walls of the shelter.



## COMMUNITY INTEGRATION

People must return from shelter to the neighbourhoods and communities that are most supportive of their needs

## AFFORDABLE HOUSING INVENTORY

Keeping people in shelter longer does not make them more ready for housing or more capable of integration. The opposite is more likely to be true.

# Site Considerations

## SITE CONTEMPLATIONS

Focus on best possible location; proximity to services and core housing communities

## SERVICE DELIVERY MODELS

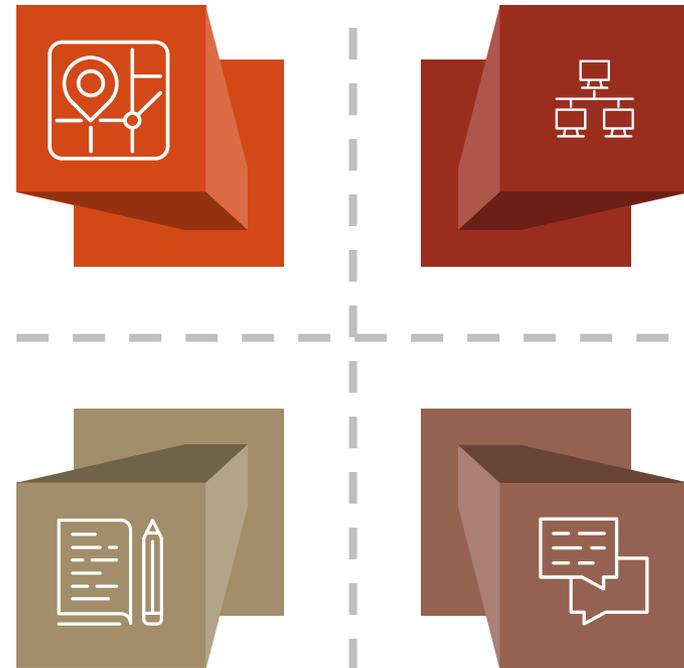
Shifting to Housing Focused Shelter Services with Diversion as a priority

## SITE DESIGN ELEMENTS

The site design should balance the need for community acceptance with the need to provide a respectful and dignified experience for *shelter-users*, staff, and visitors

## NEIGHBOURHOOD INTEGRATION

A shelter's positive integration with the neighbouring context affects both the surrounding community and a *shelter-user's* sense of place and belonging.



# Development & Business Sector Considerations

## PROBABLE PROS

## BUSINESS REALITIES



CHANGE THE MEDIA FOCUS



PURPOSE BUILT CHANGES THE VIEW



MITIGATING CURRENT RISKS



THERE IS NO PERFECT LOCATION



ECONOMIC DOWNTURN RECOVERY



PUBLIC HEALTH RESTRICTIONS



CRIME STILL NEEDS ATTENTION



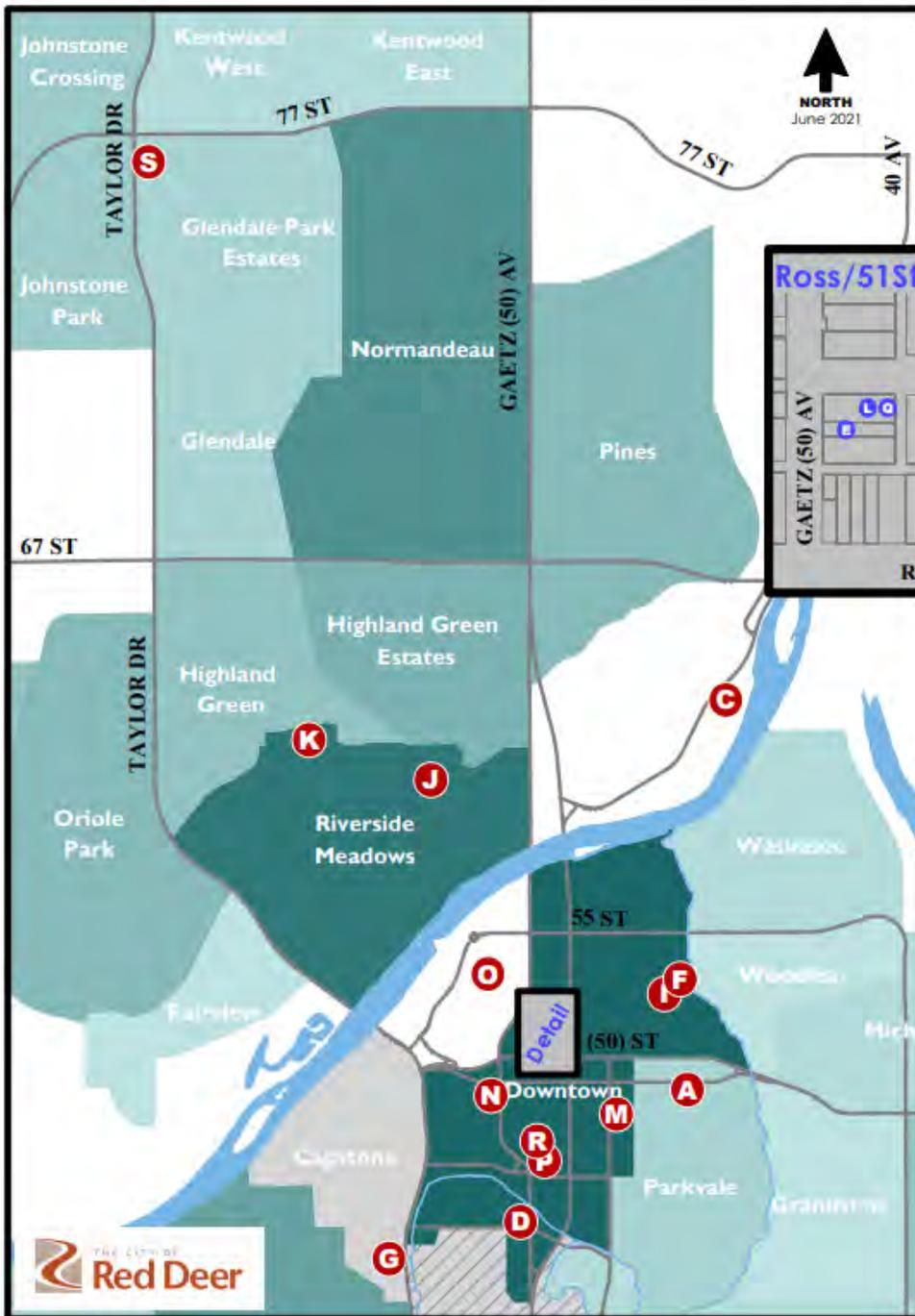
SOCIALLY UNWELCOMED BEHAVIOURS



## Project Budget & Timing Considerations

- **The Government of Alberta has indicated that they have a *maximum* of \$7m to contribute to this project**
  - **Treasury's approval was based on S.23(1)(b), S.25(1)(c) business case submission**
  
- **Timelines:**
  1. **Council direction on Site – December 2021**
  2. **Correspondence with Province & Land acquisition – January/February 2021**
  3. **Project start – March 2021**

# Extreme Core Housing Need and Homelessness Serving Organizations



## Homelessness Serving Organizations

- A** 49th Street Youth Shelter
- B** Alberta Works
- C** Asocahum Cultural Housing Development
- D** Bredin Centre for Learning
- E** Canadian Mental Health Association
- F** Central Alberta Women's Emergency Shelter
- G** Central Alberta Women's Outreach Society
- H** John Howard Society
- I** McMann Services Association
- J** Mustard Seed
- K** Potter's Hands Housing
- L** Potter's Hands Soup Kitchen
- M** Red Deer Housing Authority
- N** Red Deer Native Friendship Society
- O** Safe Harbour
- P** Shining Mountains
- Q** Street Ties
- R** Turning point
- S** YMCA Intensive Case Management

## Number of Households spending over 50% Total Income on Shelter Costs

Source 2016 Federal Census

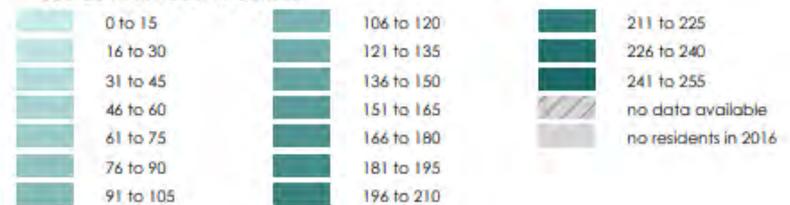
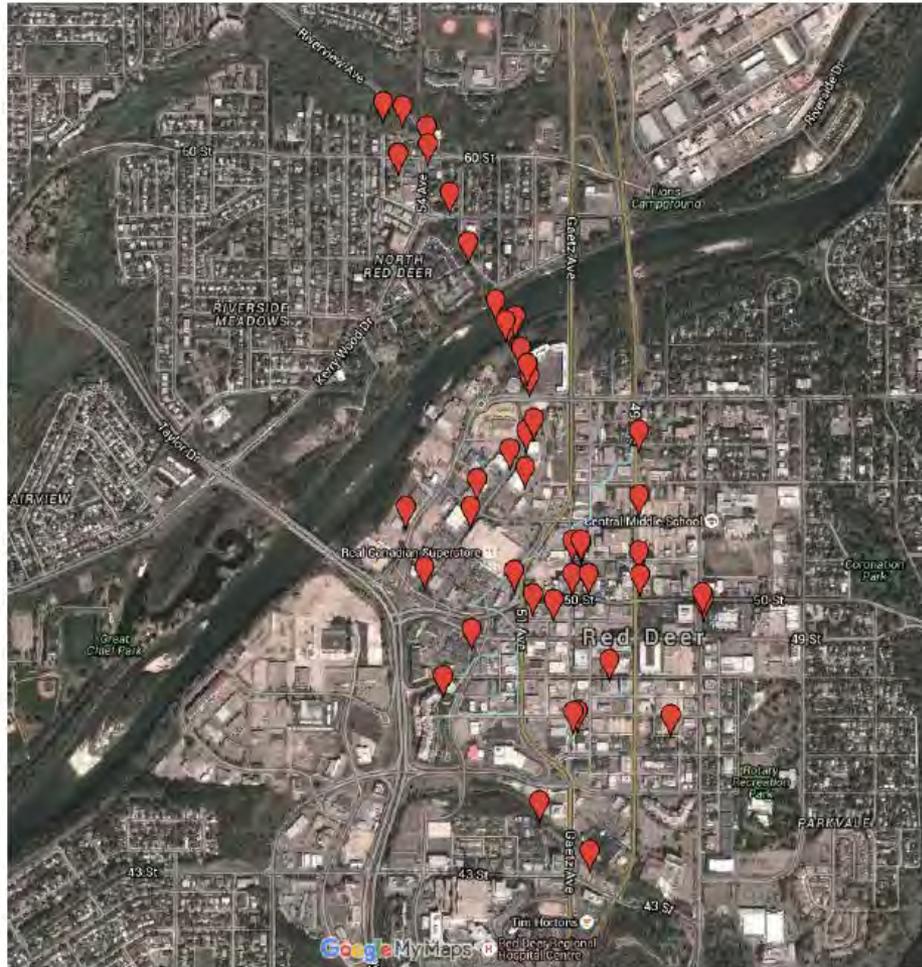


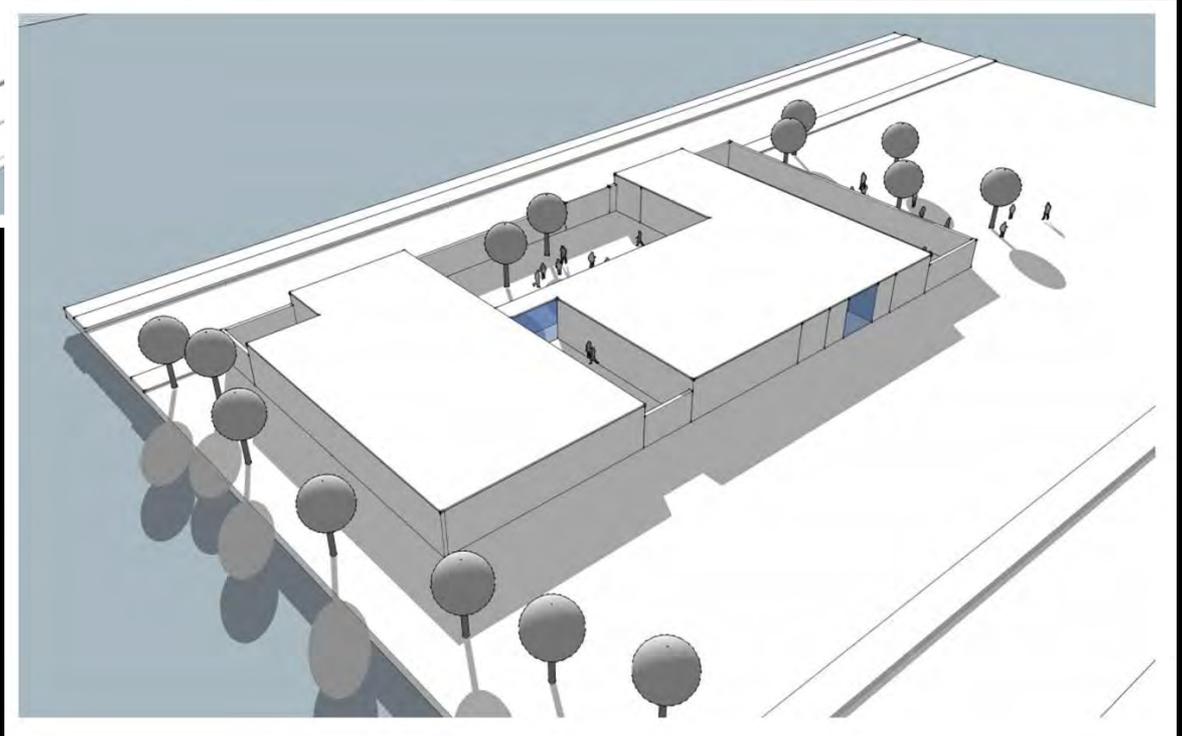
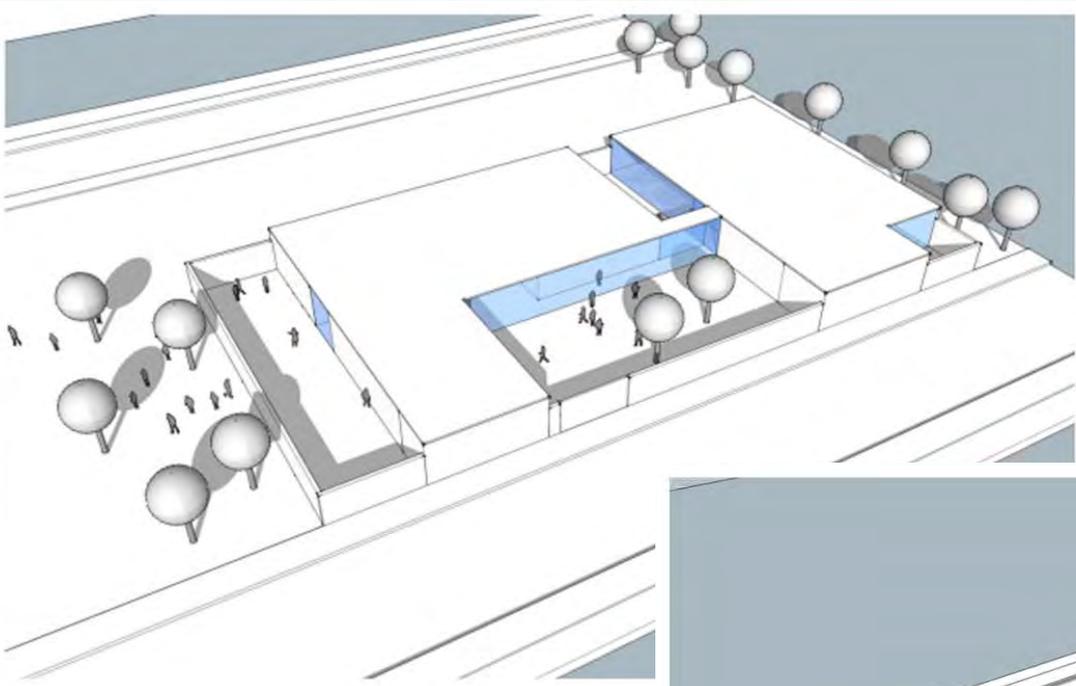
Fig. 1.0



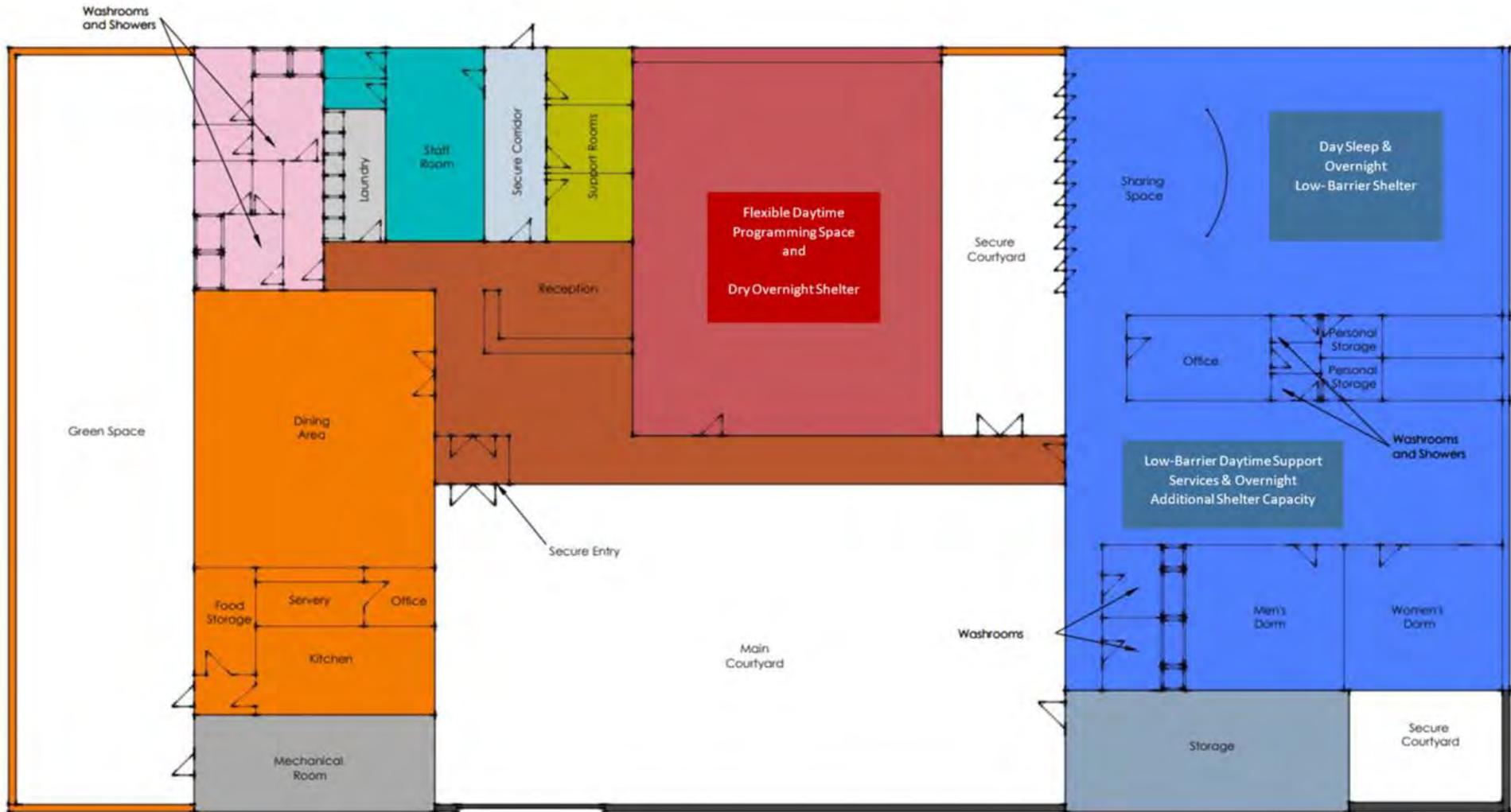
The map (Fig 1.0) gives an insight into where in Red Deer people who were homelessness recognized as noteworthy locations. It does not include three photos which were taken outside of the displayed area.

The photography is reported as each participant presented in turn (with a few of their photos), including content from their follow-up interview. Only a selection of the photos have been chosen for inclusion in the report; they have been selected based on their significance and indicative value.

# Sample Shelter Design Ideas – External Views

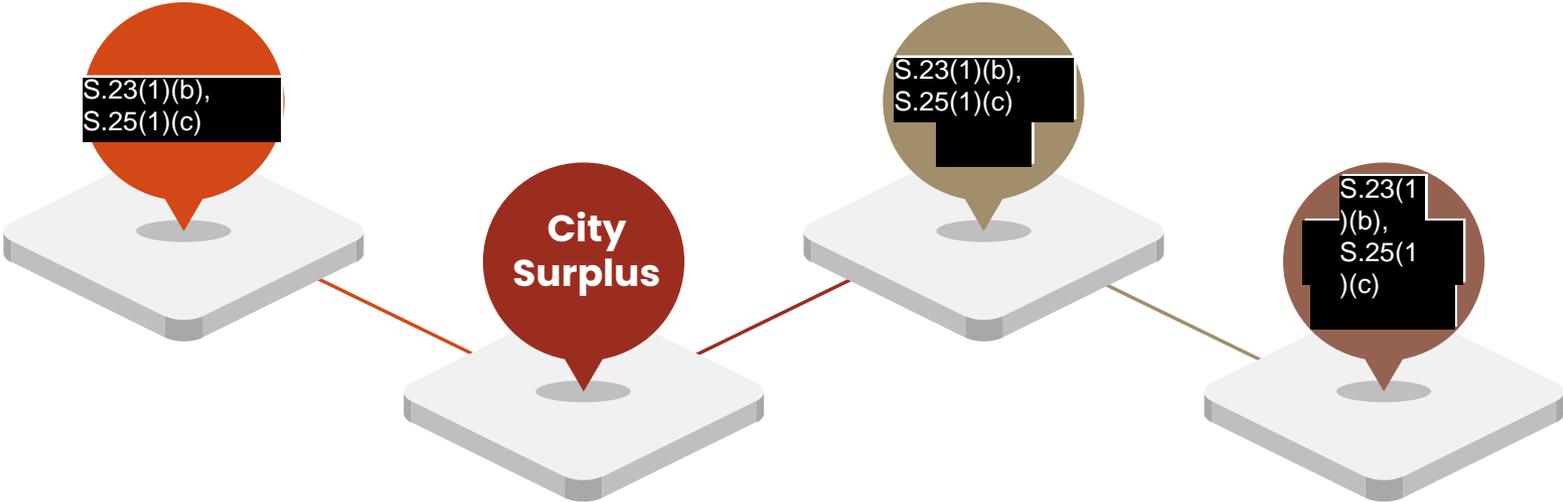


# Sample Shelter Site Plan



# SITE FOCUS

A DEEPER DIVE INTO THE FOUR SITES REMAINING ON COUNCIL'S SHORTLIST



S.23(1)(b), S.25(1)(c)

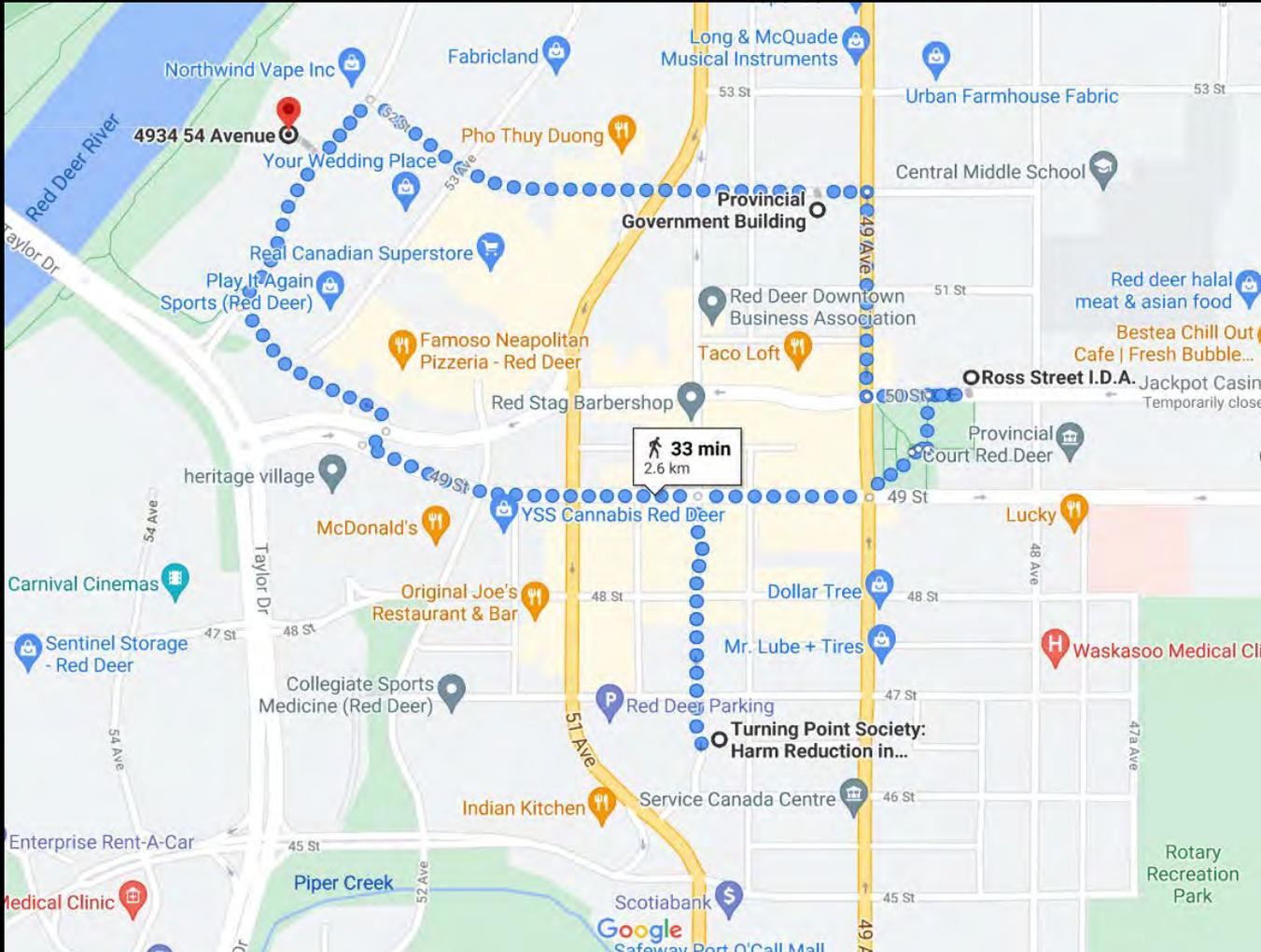
ary

S.23(1)(b), S.25(1)(c)

# 4934 54ave – City surplus lands

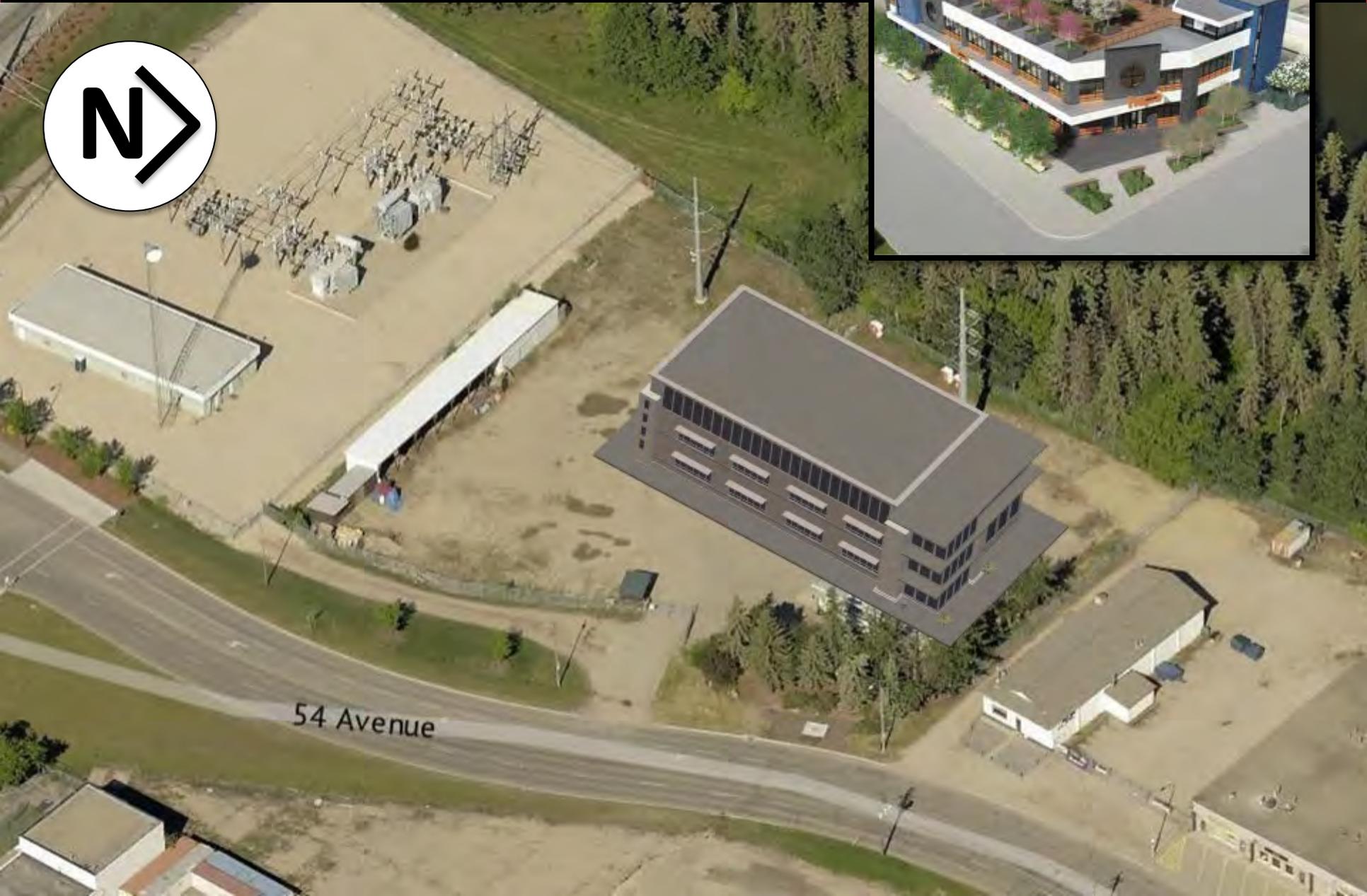


# Potential Foot Traffic Patterns – City surplus lands



# City Surplus Lands Shelter Concept Option

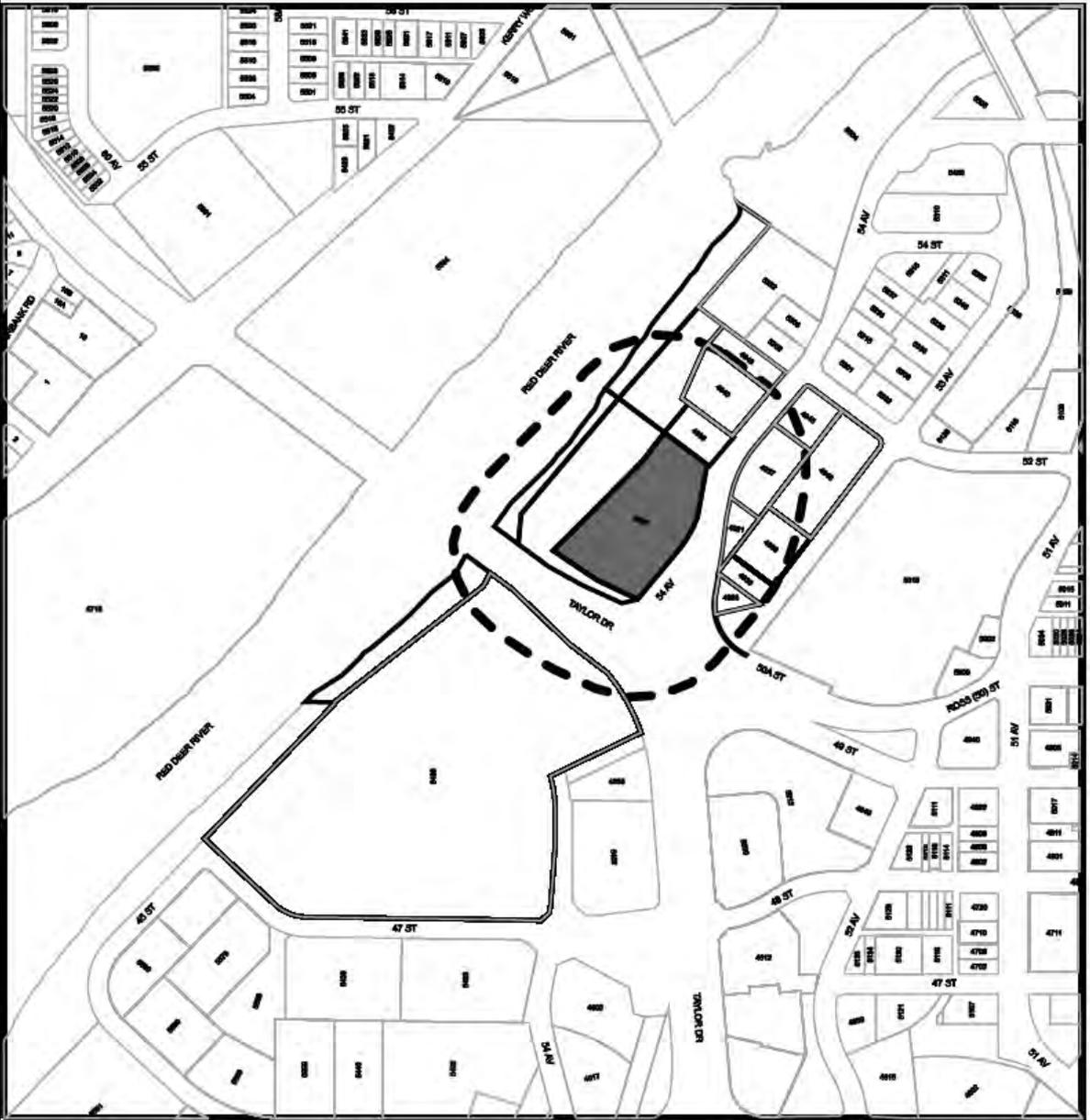
(not to scale)





## **SURPLUS LANDS SITE IMPACT HIGHLIGHTS**

- ✓ **CORD Capital Asset Contribution Value ~\$2.2M**
- ✓ **Established Traffic Pattern**
- ✓ **Anticipate NIMBY**
- ✓ **Close to Service Provision**
- ✓ **Limited Site Size**
- ✓ **Close to established Core Housing Communities**
- ✓ **Lack of pedestrian infrastructure**



S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Patterns –

S.23(1)(b), S.25(1)(c)



S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Pattern -

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

**SITE IMPACT**

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)



# QUESTIONS?

# City Council– Permanent Shelter Site Overview

December 6, 2021

**focus**

**TODAY'S FOCUS IS  
PERMANENT SHELTER LOCATION**

**opportunity**

**THE PROVINCE IS LOOKING FOR COUNCIL'S OPINION**

Preferred Site Option - #1 Priority

- Public announcement and shovel ready in March

**process**

**TODAY'S PROCESS**

Administration will provide an overview of the various things to consider. Council has been provided with five options for consideration, and these will be explored further.

# Start with the *why*



# Contents of today's presentation:

1. Overview of 5 potential sites
2. A Map of Extreme Core Housing Needs and Homelessness Serving Agencies
3. What *could* be?
  1. For Each of the Five Site Options you will find:

## Project Budget & Timing Considerations

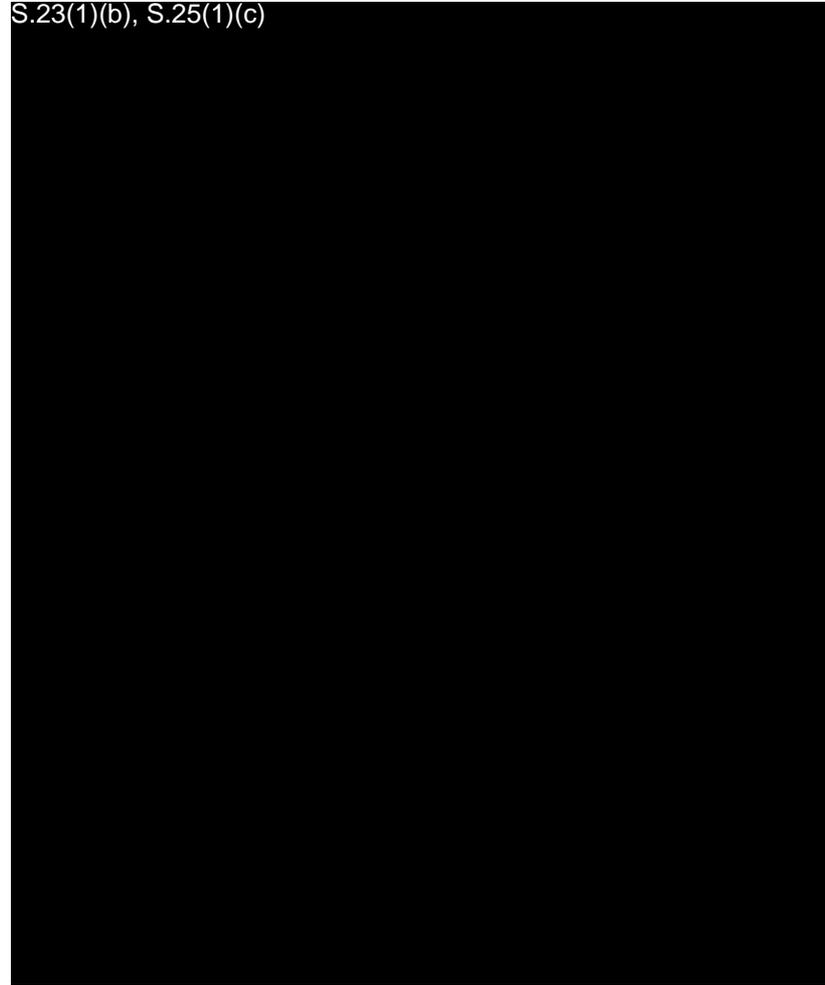
- The Government of Alberta has indicated that they have a *maximum* of \$7m to contribute to this project
  - Treasury's approval was based on <sup>S.23(1)(b), S.25(1)(c)</sup>

### Timelines:

1. Council direction on Site – December 2021
2. Correspondence with Province & Land acquisition – January/February 2021
3. Project announcement & shovel ready – March 2021

# Overview of 5 Site Options

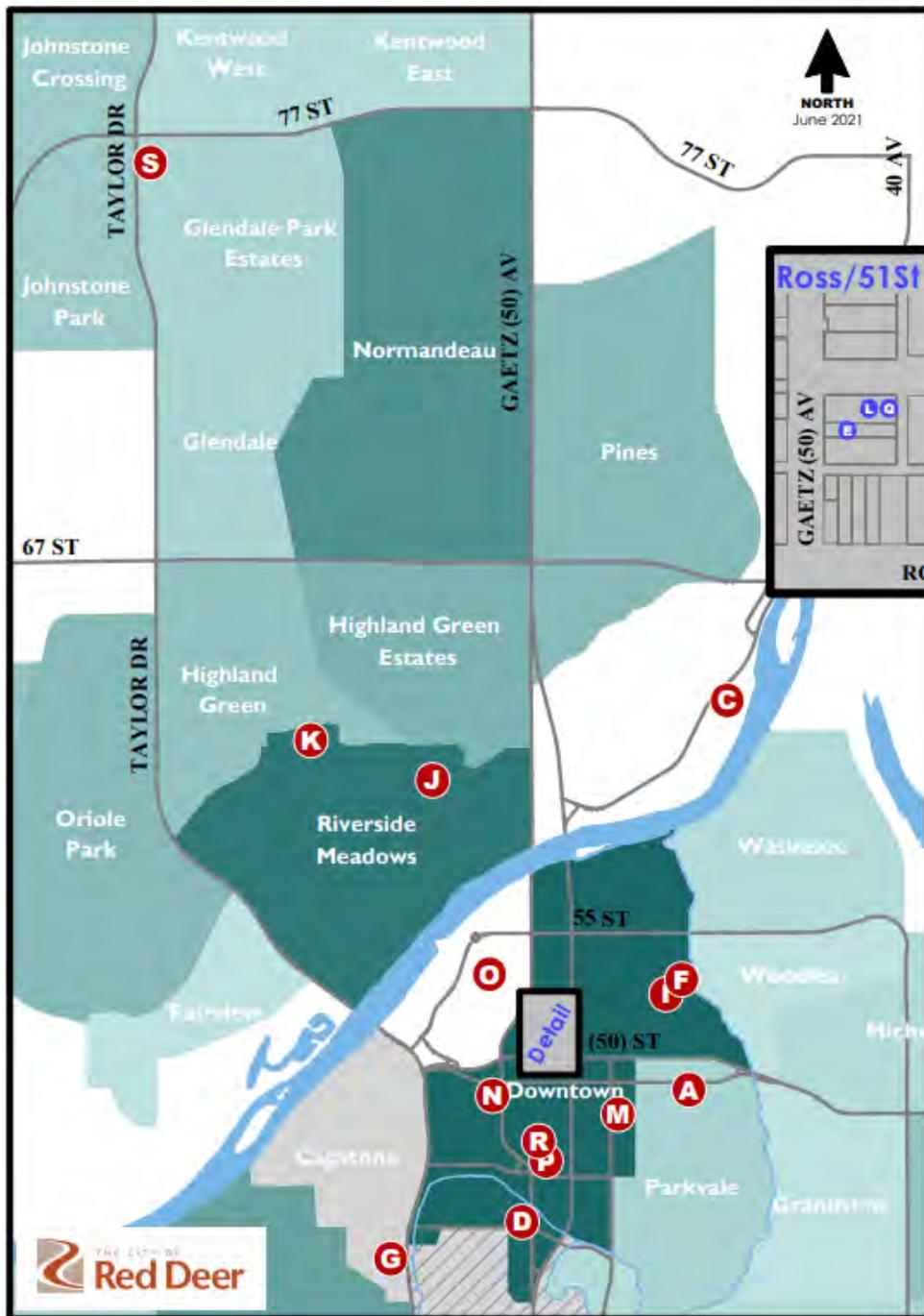
S.23(1)(b), S.25(1)(c)



4934 54 Ave– City surplus lands



# Extreme Core Housing Need and Homelessness Serving Organizations

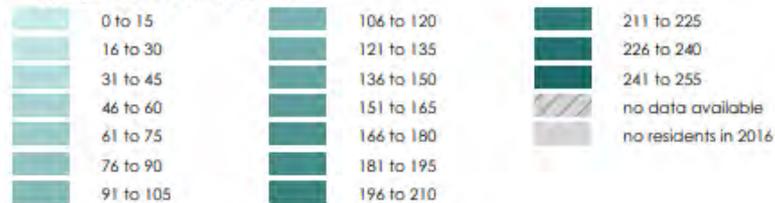


## Homelessness Serving Organizations

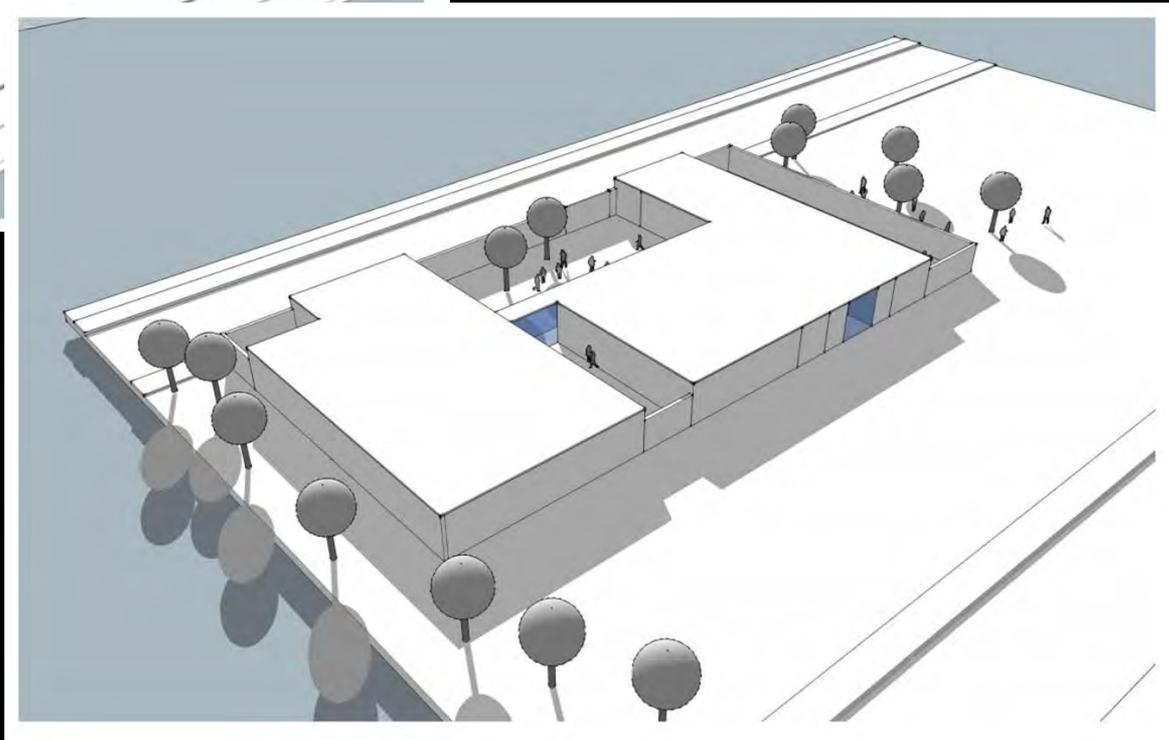
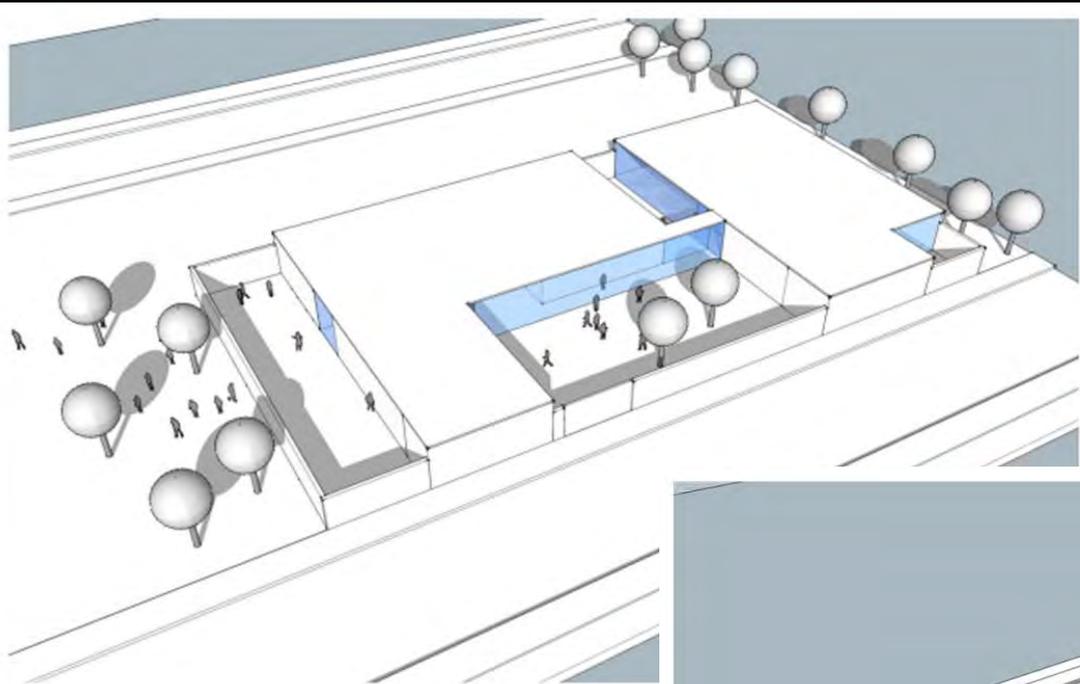
- A** 49th Street Youth Shelter
- B** Alberta Works
- C** Assoahum Cultural Housing Development
- D** Bredin Centre for Learning
- E** Canadian Mental Health Association
- F** Central Alberta Women's Emergency Shelter
- G** Central Alberta Women's Outreach Society
- H** John Howard Society
- I** McMann Services Association
- J** Mustard Seed
- K** Potter's Hands Housing
- L** Potter's Hands Soup Kitchen
- M** Red Deer Housing Authority
- N** Red Deer Native Friendship Society
- O** Safe Harbour
- P** Shining Mountains
- Q** Street Ties
- R** Turning point
- S** YMCA Intensive Case Management

## Number of Households spending over 50% Total Income on Shelter Costs

Source 2016 Federal Census

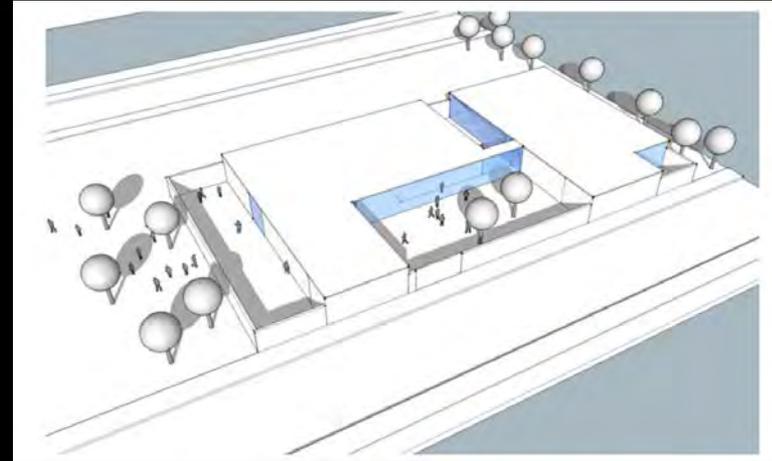


# Sample Shelter Design Ideas – External Views

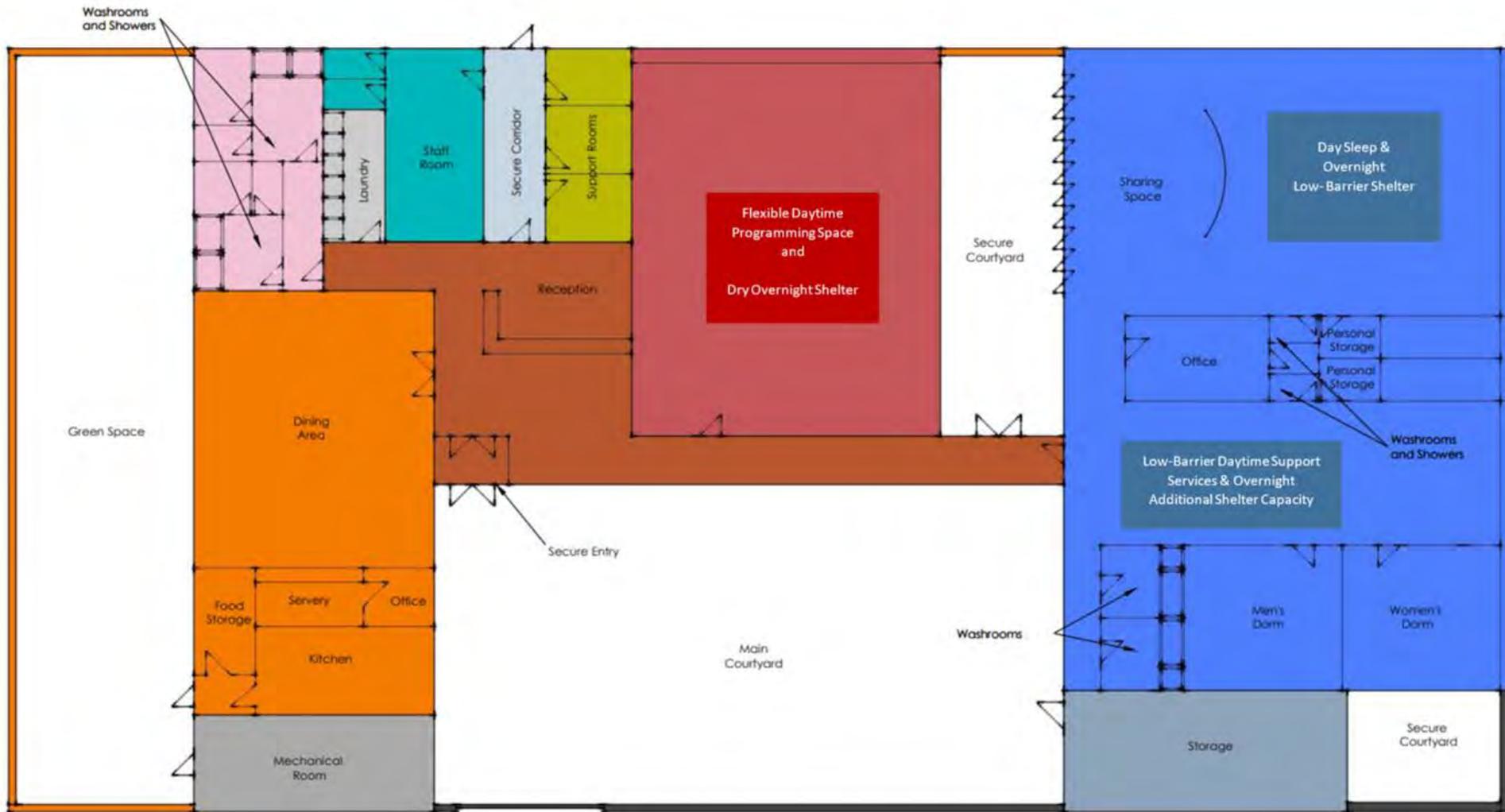


## What *could* be?

- Is this an area that's:
  - Developed
  - Under-developed
  - Un-developed
- Are the neighbouring land uses conducive to this type of land use?
- What could *change* to assist the accommodation of this development in the area? (e.g. install infrastructure, close a road, move a trail)
- Will this development blend in, or stand out?



# Sample Shelter Site Plan Design



# Option #1

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Patterns –

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# – Concept Option (not to scale)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

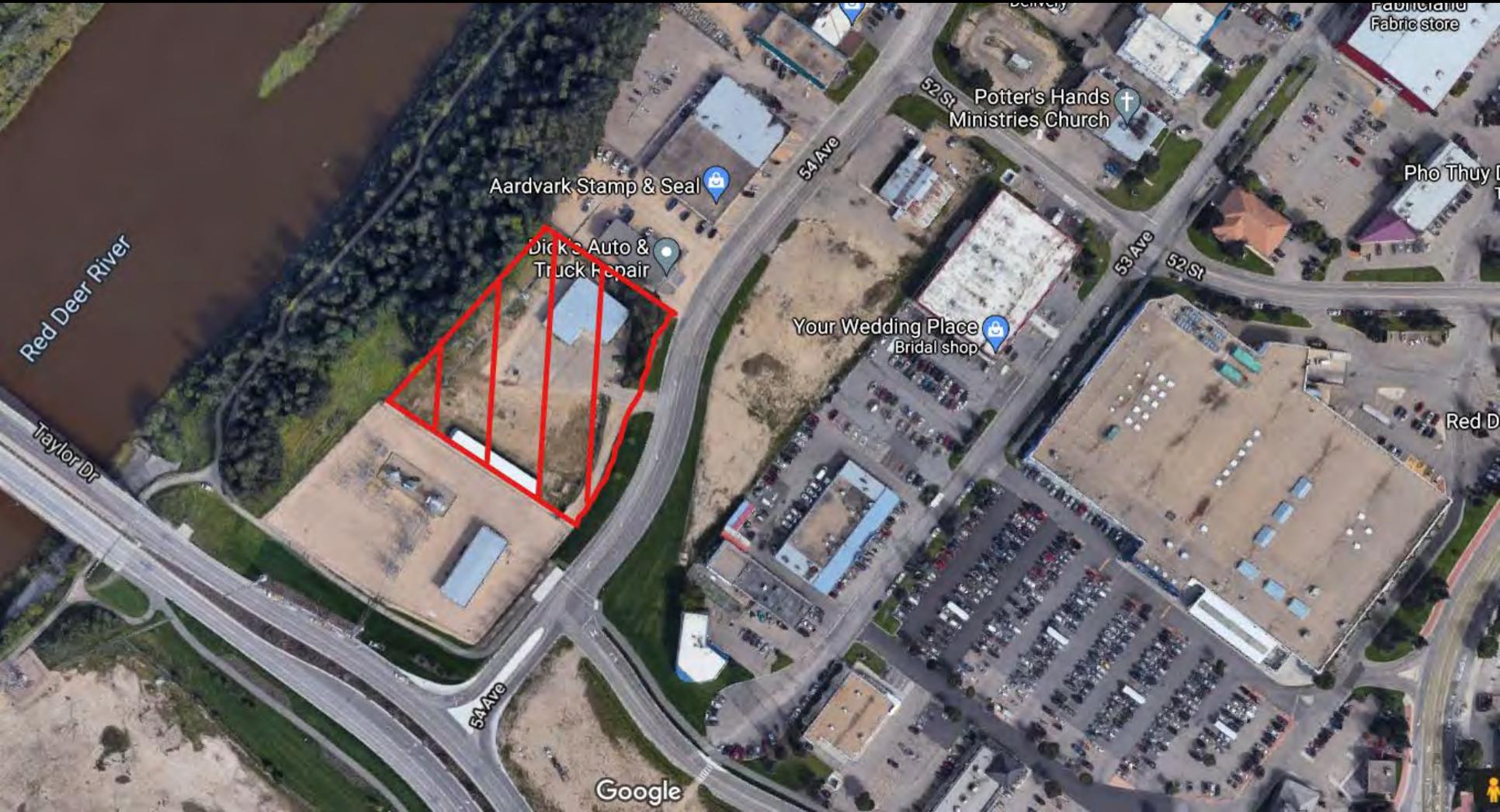
S.23(1)(b), S.25(1)(c)

erty

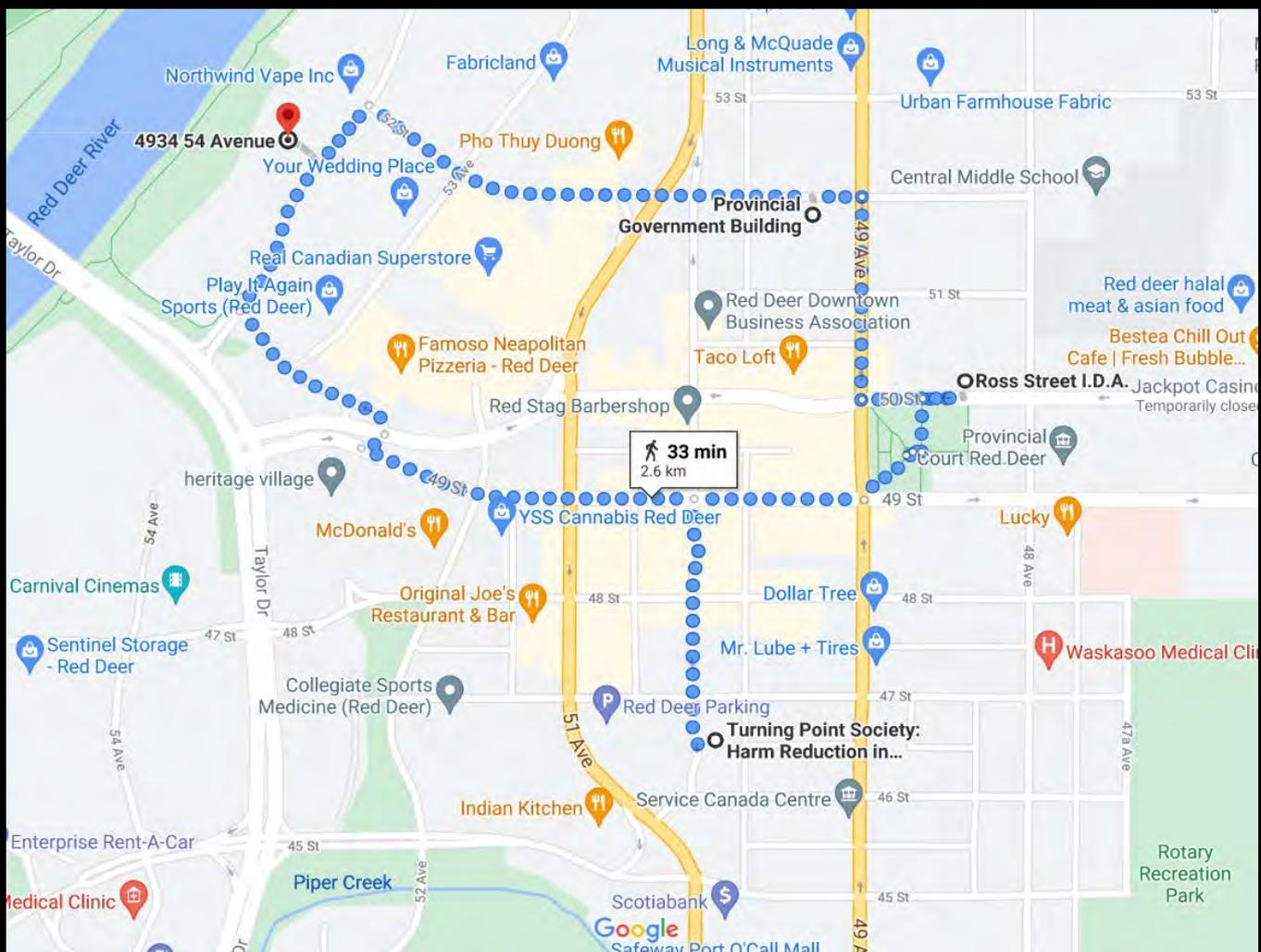
S.23(1)(b), S.25(1)(c)

# Option #2

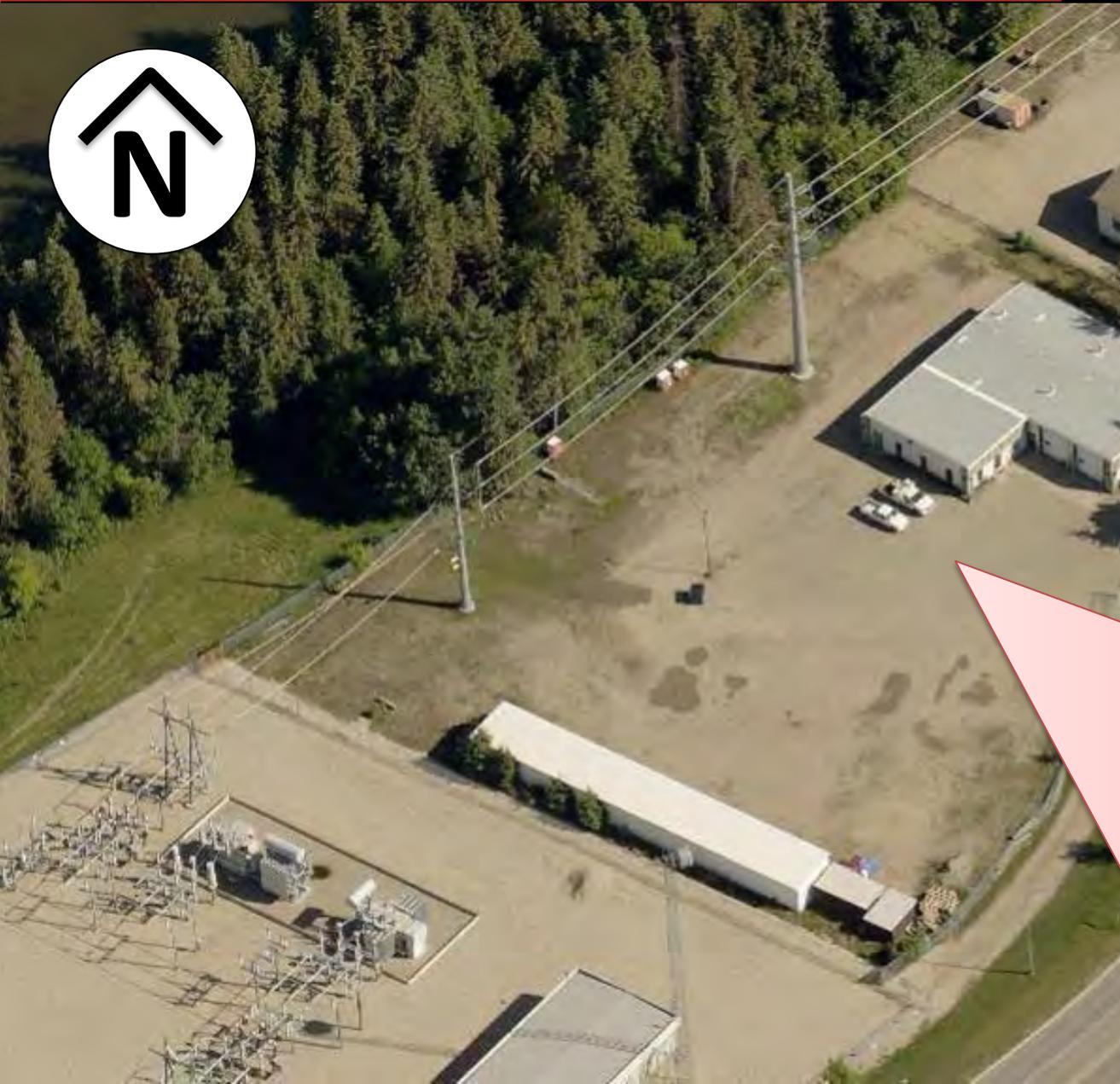
## 4934 54ave – City surplus lands



# Potential Foot Traffic Patterns – City surplus lands



# City surplus lands



## **SURPLUS LANDS SITE IMPACT HIGHLIGHTS**

Assessed Value: ~\$1m (full site assessed at \$2.2m)  
Site Size: ~1.4 acres (full site 3.3 acres)

- Established Traffic Pattern
- Anticipate NIMBY
- Close to Service Provision
- Limited Site Size
- Close to established Core Housing Communities
- Lack of pedestrian infrastructure
- Lot needs to be subdivided re. substation

# City surplus lands



## Engineering Initial Overview

- Access to the substation would be more difficult, can make it work
- Utility easements may pose issues. Overhead power likely includes height restrictions. Can always build closer to road
- Needs environmental review
- Utilities are old but shouldn't need a lot of work

# City Surplus Lands Shelter Concept Option (not to scale)





# Option #3

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Pattern -

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

Page 200

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Option #4

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Foot Traffic Pattern –

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)





S.23(1)(b), S.25(1)(c)

ge 207

S.23(1)(b), S.25(1)(c)

ary

S.23(1)(b), S.25(1)(c)

# Option #5

S.23(1)(b), S.25(1)(c)

S.23(1)(b), S.25(1)(c)

# Potential Foot Traffic Pattern –

S.23(1)(b), S.25(1)(c)

uary

S.23(1)(b), S.25(1)(c)

Site	Size (Acres)	Assessed Value	Listing Price	Zoning	Estimated Development Expenses (\$-\$\$\$)	Timing  —   
S.23(1)(b), S.25(1)(c)					\$\$	 
#2: City Surplus	1.4	~ \$1m	n/a	DC (28)	\$	
S.23(1)(b), S.25(1)(c)					\$\$	 
					\$	
					\$\$\$	  

## Administrative Recommendations

Recommended that Council:

- Endorse the location for the permanent shelter to be located at Option #2 the City owned surplus site at 4914 48 Avenue
- Direct Administration to review site selection with the Government of Alberta.
- Direct Administration to bring back a report within 2 months regarding anticipated costs and next steps



January 10, 2022

## In-Camera: Permanent Shelter - Land

Prepared by: Community Services, Corporate and Employee Services, & Development and Protective Services

### Report Summary

---

Council previously provided direction on the location for Red Deer's Permanent Integrated Shelter. Administration committed to additional dialogues on land and building ownership as next steps. This report will support the decision on land ownership.

Administration has reviewed two ownership options:

1. The City retaining ownership of the site and leasing to the future building owner and;
2. A non-market land sale to the Provincial government.

Upon review, Administration is recommending that:

1. The City should retain ownership of the site at 4934 54 Ave
2. That Council authorize Administration to make the Permanent Shelter Site public in partnership with the Government of Alberta.
3. That Council authorize up to \$20,000 to facilitate the community engagement as part of the Land Use Bylaw amendment, and that this funding allocation be made public through normal process upon completion of #2 above.
4. That Council approve \$200,000 to facilitate future in-kind capital contributions as identified in the November 2020 MOU, and that this funding allocation be made public through normal process upon completion of #2 above.

### Proposed Resolution (to be presented in Open)

---

Resolved that Council of The City of Red Deer having considered the In Camera Report from Community Services dated January 10, 2022 re: Permanent Shelter- Land hereby endorses the recommendations as presented In Camera and agrees that the contents of the report will remain confidential as protected under the Freedom of Information and Protection of Privacy Act Section 21(1)(a) Disclosure harmful to intergovernmental relations, 23(1)(a) Local public body confidences and 24(1)(a) Advice from officials until The City of Red Deer and Government of Alberta agree to a joint release of public information.

### Recommendation

---

1. The City should retain ownership of the site at 4934 54 Avenue and authorizes Administration to negotiate and execute a construction agreement with the Government of Alberta that aligns with Council's direction for a Permanent Integrated Shelter and protect the City's rights and risks;



2. That Council authorize Administration to make the Permanent Shelter Site public in partnership with the Government of Alberta.
3. That Council authorize up to \$20,000 to facilitate the community engagement as part of the Land Use Bylaw amendment, and that this funding allocation be made public through normal process upon completion of #2 above.
4. That Council approve \$200,000 to facilitate future in-kind capital contributions as identified in the November 2020 MOU, and that this funding allocation be made public through normal process upon completion of #2 above.

## Rationale for Recommendation

---

- 1) The property would remain a City asset and wouldn't represent a non-cash loss to The City.
- 2) The City would have a lease-agreement with the future building owner &/or operator as an additional negotiation point.
- 3) The City's typical land-use, development permit, and business license approval processes are the same whether the City owns the site or the Province does. S.23(1)(b), S.25(1)(c)
- 4) S.23(1)(b), S.25(1)(c)
- 5) The City has already signed an MOU indicating there will be City funded in-kind contributions. Based on historical agreements of similar nature, Administration is asking Council to allocate the anticipated resources to ensure the project is considered secured by March 31, 2022 to avoid a project carry-over ask of Treasury.

## Background

---

### Prior Council/Committee Direction:

- At the December 6<sup>th</sup> City Council meeting, City Council provided its direction that the new shelter would be located at the City owned surplus lands at 4934 54 Ave.

In support of Council's desire to prioritize and expedite the development of the Permanent Integrated Emergency Shelter, the current Parks & Public Works and DBA uses of the City owned surplus lands at 4934 54 Ave. will be relocated.

The site is not currently zoned to allow for a Temporary Care Facility Use. Rezoning is required. A fulsome engagement opportunity is recommended to ensure fair opportunity for citizens to be understand the proposed rezoning. Keeping timelines in mind, the site location should be publicly disclosed in early January to start the engagement processes and for this information to be considered in the drafting of the Land Use Bylaw amendment. The goal is to host a public hearing with a formal decision of Council prior to end of March 2022.



Per the MOU signed in November 2020 (seen as Appendix C) with the Government of Alberta, the parties agreed:

*“The City will contribute value in kind to the Project, provided the Province is the Project Manager, through potential one-time waivers or reductions of fees under municipal jurisdiction, such as but not limited to, utility connections, landscaping and sidewalks etc. Specific commitments will be articulated at the development stage. The City will not provide ongoing capital maintenance, capital for future capital expansion or operational dollars.”* However, the funds to facilitate this agreement have not yet been allocated in the capital budget.

There are a number of constraints impacting the site which will be addressed at the development stage. These include proximity to the adjacent substation, the riverbank and a former landfill. None of the constraints pose concern in terms of the site’s suitability for the proposed use.

**Operational Impacts:**

Council previously resolved that the Permanent Integrated Emergency Housing (Shelter) be constructed on 1.5 acres of surplus lands owned by the City of Red Deer located at 4934 54 Avenue as depicted on the Map seen as Appendix A . These lands are located in the Railyards neighbourhood directly to the west of historic Downtown and are valued at approximately \$1 million.

Two options were considered by Administration: The City retaining ownership of the site or The City selling the land to the Province for a nominal fee.

**City Ownership:**

Pro’s	Con’s
<ul style="list-style-type: none"> <li>•The property remains part of The City’s owned assets as part of its land bank.</li> </ul>	<ul style="list-style-type: none"> <li>A risk exists that The City could be expected to fund cost overruns; however, the signed MOU clearly states that the City would not contribute in this regard.</li> </ul>
<ul style="list-style-type: none"> <li>•There would be no anticipated tax implications.</li> </ul>	<p>S.23(1)(b), S.25(1)(c)</p>
<ul style="list-style-type: none"> <li>•The City could make an additional project contribution by way of a no-cost lease with the tenant.</li> </ul>	<ul style="list-style-type: none"> <li>•The typical re-zoning process would apply, with contracted Land Use Bylaw engagement estimated at \$20,000, likely to be provided by the City (the Landowner).</li> </ul>
<ul style="list-style-type: none"> <li>• City has site control options as the Development Authority and through its zoning and business licensing powers.</li> </ul>	
<ul style="list-style-type: none"> <li>•As the landowner, The City can exert control over certain foundational elements through the terms that it negotiates with the GOA/ developer. (The province may be</li> </ul>	



open to input from the City as the landowner)	
---	--

**Provincial Ownership:** The primary reason for selecting this option would be if the Province needed to own the lands due to its own processes. (e.g., as it did with the Recovery Community) This is envisioned to be a transfer to the Province with an option that the land would be transferred back to The City if the Province ceases to use it for a Shelter.

<u>Pro's</u>	<u>Con's</u>
•The provision of land for a nominal fee could represent The City's project contribution requirement as per the MOU.	•The option to sell would typically only be recommended if the site was being sold at market value; the sale would represent a non-cash loss, based on the property value
	•Would require subdivision of the site prior to sale to remove the ELP Substation, with the approval process going through the Land and Property Rights Tribunal.
	•The primary means of control would be limited to Land-Use Bylaw, Development Permit, & Development Permit conditions.

## Analysis

Upon review of the potential implications for either retaining ownership of the shelter site, or a \$1 sale to the Province, it was determined that retaining ownership of the site and exploring future lease options for the site is preferable. The option to retain ownership would provide the greatest level of control in the long-term and the land would remain a City asset.

The City is embarking on a Land Use decision related to the Temporary Shelter at Cannery Row on January 17, where it is important that the public have the same information as Council. While not required or directly related to this process, it would be preferred that the Permanent Site was announced prior to this public hearing. It will show that both parties are moving forward on the project and the Temporary Shelter is just that – temporary in nature. A letter from the Office of the Mayor dated December 15, 2021 has requested the Ministry of Seniors and Housing support immediate neighbourhood engagement related to the rezoning process for the Permanent Site. This would include having our Administrations jointly taking part contracting a third party to design and complete the engagement for the rezoning. Upon agreement, it is envisioned that the City of Red Deer and the Government of Alberta will coordinate a joint media event to announce the preferred site on a mutually agreed date and time (hopefully between January 11-15, 2022). A copy of the letter is attached as Appendix B to this report, and at the writing of this report a response from the Minister is still pending.

## Proposed Recommendations

1. The City should retain ownership of the site at 4934 54 Ave and authorizes Administration to negotiate and execute a construction agreement with the Government of Alberta that aligns with Council's direction for a Permanent Integrated Shelter and protect the City's rights and risks;



2. That Council authorize Administration to make the Permanent Shelter Site public in partnership with the Government of Alberta.
3. That Council authorize up to \$20,000 to facilitate the community engagement as part of the Land Use Bylaw amendment, and that this funding allocation be made public through normal process upon completion of #2 above.
4. That Council approve \$200,000 to facilitate future in-kind capital contributions as identified in the November 2020 MOU, and that this funding allocation be made public through normal process upon completion of #2 above.

4934 54ave – City surplus lands



**Memorandum of Understanding**

Dated the 19 day of November, 2020.

The Government of Alberta,  
As represented by  
the Ministry of Seniors and Housing and the Ministry of Community and Social Services  
(collectively, "the Province")

- and -

The City of Red Deer  
("The City")

**Background:**

For the purpose of this Memorandum of Understanding ("MOU"), organizations which deliver overnight shelter and homeless support services will be referenced to as "the Agencies," which offer, among other programs, shelter services and supports to populations who are homeless, at risk of homelessness, or otherwise vulnerable in Red Deer.

The City and community have advocated for years to the Province for additional overnight shelter spaces in Red Deer, and for an integrated 24/7 emergency shelter that can provide year-round wrap-around integrated homeless services.

On February 27, 2020, the Province committed \$7,000,000 in its 2020 Capital Plan for a purpose-built Integrated Emergency Shelter in Red Deer, as more particularly described in the paragraph below ("**the Project**"). The Province and The City agree that the Province will be the Project Manager for the Project.

The Province and The City acknowledge their mutual objective is for Red Deerians to have access to a safe, accessible overnight shelter through the provision of a quality purpose-built Integrated Emergency Shelter, and the Province and The City recognize that shelter comprises one component of the housing continuum. The facility will provide shelter amenities and services such as, but not limited to, sober and intoxication emergency shelter beds and spaces, food preparation and services, showers, washrooms, laundry and storage facilities, and housing, counselling, health and detox supports.

**NOW THEREFORE** the parties wish to enter this MOU to set out key principles and shared understandings related to the Project.

1. The purpose of this MOU is to establish the general high-level understandings related to the provision of the Project with a capacity to be determined by the Province which will meet the current and future needs in Red Deer at a location (s) specified by the Province.
2. The Province and The City will work toward implementing the MOU where:
  - a) roles are clearly defined;
  - b) emergency shelter accommodation and service delivery planning are valued in order to achieve the best operational outcomes;
  - c) the focus is on collectively achieving public interest outcomes for the Red Deer community;
  - d) processes are established for appropriate input, reviews, approvals and decision making;
3. The Province and The City agree that the Province will be the Project Manager. As the project lead, the Province will design the service delivery model and coordinate the building of the Project. As Project Manager, the Province will work collaboratively and communicate with the City and the Agencies on the development of the service delivery design, as appropriate.
4. The Province and The City understand the value of collaboration and are committed to working together in the best interests of the Project. The Province and The City acknowledge and value the expertise that they each bring as a stakeholder to the Project. The Province and The City recognize that shelter infrastructure and operations are within Provincial jurisdiction while The City understands the community impact of the lack of integrated shelter capacity.
5. It is the Province and The City's expectation that as the Project progresses, they will consult with each other to address details related to construction, operations, transition planning, etc. in accordance with designated roles. Each party agrees to work together in good faith, including in respect of any agreements as are reasonably necessary to give effect to the Project.
6. The Project may integrate shelter infrastructure and services currently being provided by the Agencies (not limited to 24/7 shelter providers) in more than one location. By integrating shelter infrastructure and services, the Project may make for a cost-effective and operationally efficient shelter where it is easier for clients to access resources and supports.
7. In principle, the parties agree that:
  - a) The Province will fund primary capital infrastructure and be the Project Manager.
  - b) The Province and The City will collaborate on capital development while the Province will engage local stakeholders on service delivery design. The Province may also choose to engage with local stakeholders on capital.

- c) The City will contribute value in kind to the Project, provided the Province is the Project Manager, through potential one-time waivers or reductions of fees under municipal jurisdiction, such as but not limited to, utility connections, landscaping and sidewalks etc. Specific commitments will be articulated at the development stage. The City will not provide ongoing capital maintenance, capital for future capital expansion or operational dollars.

**Coming into effect:**

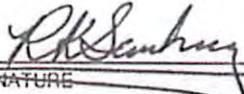
This MOU goes into effect upon the signing by the respective representatives with the appropriate signing authority. The signatures below indicate the parties' commitment to act in accordance with the statements contained within this MOU.

Consented and approved this 11 day of 12 2020.

THE GOVERNMENT OF ALBERTA

Rajan Sawhney

PRINT NAME

  
SIGNATURE

Minister of Community & Social Services

TITLE

THE GOVERNMENT OF ALBERTA

JOSEPHINE PON

PRINT NAME

  
SIGNATURE

MINISTER OF SENIORS AND HOUSING

TITLE

THE CITY OF RED DEER

Tara Veer

PRINT NAME

  
SIGNATURE

Mayor, City of Red Deer

TITLE



## OFFICE OF THE MAYOR & COUNCIL

December 15, 2021

Minister of Seniors and Housing  
Office of the Minister  
Seniors and Housing  
404 Legislature Building  
10800 – 97 Avenue  
Edmonton, AM  
T5K 2B6

Minister of Community and Social Services  
Office of the Minister  
Community and Social Services  
404 Legislature Building  
10800 – 97 Avenue  
Edmonton, AB  
T5K 2B6

Dear Ministers Pon and Luan, my colleagues, I hope this finds you well.

Thank you for your continued commitment to meeting the needs of Red Deerians. We look forward to continuing to work with you as we move swiftly and decisively forward to provide much needed shelter supports for our community. Due to the sensitivity of the information herein, we ask that you keep the contents strictly confidential until such time as we have both agreed to release the information publicly.

### SITE

The City of Red Deer proposes that the Permanent Integrated Emergency Housing (Shelter) be constructed on 1.5 acres of surplus lands owned by the City of Red Deer located at 4934 54 Avenue as depicted on the Map seen as Appendix A. These lands are located in the Railyards neighbourhood directly to the west of our historic Downtown and valued at approximately \$1 million.

A Temporary Care Facility use, as is required under the City's land use bylaws is not currently permitted at this site and it will require a rezoning. A fulsome engagement opportunity is necessary to ensure fair opportunity for citizens to be heard in the matter. Keeping timelines in mind, the site would need to be made public in early January to start the engagement processes and for this information to be considered in the drafting of the Land Use Bylaw amendment. The goal is to host a public hearing with a formal decision of Council prior to end of March 2022.

The City is embarking on a Land Use decision related to the Temporary Shelter at Cannery Row on January 17, where it is important that the public have the same information as Council. While not required or directly related to this process, it would be preferred that the Permanent Site was announced prior to this public hearing. It will show that both parties are moving forward on the project and the Temporary Shelter is just that – Temporary in nature. To that end:

- The City of Red Deer formally requests that the Minister of Seniors and Housing approve the City's recommendation for a purpose built, integrated emergency shelter to be constructed at the 4934 54 Avenue site in principle, pending a successful rezoning of the site.
- We further request that the Minister of Seniors and Housing assign her Administration to support immediate neighbourhood engagement related to the rezoning process. This would include having our Administrations jointly taking part contracting a third party to design and complete the engagement for the rezoning.
- The City requests that upon agreement of the above, that the Minister of Seniors and Housing also agree to have the City of Red Deer and the Government of Alberta coordinate a joint media event to announce the preferred site on a mutually agreed date and time between January 11-15, 2022. We understand that there will be requirements related to the Federal funding in this regard and will work with you to meet those requirements for this announcement.

## DESIGN & CONSTRUCTION

It is critically important to the City that design principles for the project ensure that the facility provides the integrated services vulnerable citizen's require, but is also a building that Red Deerians can be proud of, ensuring the safety of both those accessing the services at the facility, as well as the overall neighbourhood.

It is the City's understanding that the Province would also fund and construct the Integrated Emergency Housing Project (Shelter) in alignment with our Memorandum of Understanding as seen as Appendix B. The Province will ensure the facility will provide shelter amenities and services such as, but not limited to, sober and intoxication emergency shelter beds and spaces, food preparation and services, showers, washrooms, laundry and storage facilities, and housing, counselling, health and detox supports.

- The City further requests formal confirmation from the Minister that the design and construction of the shelter occur in alignment with the principles already agreed in our Memorandum of Understanding dated November 2020.

## FUTURE OPERATION:

We know this is a major undertaking, and following the site selection, the Ministry of Seniors and Housing will be working together with the Ministry of Community and Social Services on the design and future operation of the permanent shelter in Red Deer. Our November 2020 Memorandum of Understanding also articulates the responsibility of the Province of Alberta in determining and funding operations of the asset. To that end:

- The City requests that the Minister of Community and Social Services acknowledge that the Province of Alberta will be responsible to determine, through a service agreement, the funding, and contract management deliverables. And, that the City has requested that these deliverables include, but are not limited to Neighborhood Integration Strategies and performance monitoring with accountability standards for one or more Operators that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.
- The City further requests that the Minister of Community and Social Services agree that the operation of the Integrated Emergency Housing Project (Shelter) is focused in an outcome-based, low barrier, integrated service delivery utilizing a housing focused model focused on housing first principles with performance monitoring to complement the housing system of care, ultimately striving to end chronic homelessness.
- We request Ministry of Community and Social Services agrees to continue to work with The City of Red Deer to collaboratively inform Neighborhood Integration strategies, Service Integration Details and service delivery priorities to best serve Red Deerians.

A WHOLISTIC NEIGHBOURHOOD APPROACH

Our Downtown is Red Deer’s most complex neighbourhood and relies on multiple pieces to be safe and vibrant. The City of Red Deer is committed to the success of our Downtown and the adjacent neighbourhoods of Railyards and Capstone and have and continue to invest heavily in pursuit of our long-term goals. We know a thriving business community and healthy economy is absolutely essential, and most importantly, we need healthy people to bring it all together.

Our community shares our passion for our downtown, and there are many partners, investors, and agencies working toward our shared goals. Through our continued partnership with the Province of Alberta, we look forward to the alignment of all Ministries to share with us in this work.

We concur that the inappropriate design and location of the Overdose Prevention Site in Red Deer is a major concern. We acknowledge that emergency housing and overdose prevention discussions are linked not by service provision. However, we do link these conversations in Red Deer simply by the neighbourhood that they are both located in. We believe a wholistic approach with shared outcomes and clearly defined roles and responsibilities will ensure our success in protecting Red Deer’s most vulnerable citizens while also ensuring the continued success of our downtown and adjacent mixed-use neighbourhoods.

We appreciate that Minister Ellis, Associate Minister of Addictions & Mental Health has reached out to us to discuss some elements of the delivery of these critical health services. Our current site has proven to be unacceptable and undignified, and we want to work together to have this service reimagined to something more sustainable both for the people who use the service and the businesses in the surrounding downtown neighbourhood of Railyards.

- The City requests the support of both the Minister of Seniors and Housing and the Minister of Community and Social Services to open conversations with the Minister of Health and/or Associate Minister of Addictions and Mental Health to dialogue on the future of safe consumption services in Red Deer in relation to the success of our Downtown and adjacent Railyards neighbourhood.

NEXT STEPS

We very much look forward to continuing to work quickly and efficiently with you on our strategic goals related to permanent shelter in Red Deer. While a great win in our overall plan, we very much see the site ownership as only one major hurdle completed. We look forward to future conversations on distinct and important topics such as future building ownership, building management, neighborhood integration strategies, and operations of the site that will meet the Integrated Emergency Housing Project (Shelter) needs of Red Deerians.

Thank you for your consideration of our requests herein. If it pleases the Ministers, we look forward to your positive response prior to the start of the New Year so we can move forward in announcing our preferred permanent site and begin the processes required for rezoning before January 15, 2022.

With great appreciation,



Mayor Ken Johnston

*Thank you so much for your help. I look forward to seeing you in the New Year!*





Red Deer River

Taylor Dr

54 Ave

Google

Aardvark Stamp & Seal

Jic K's Auto & Tire & Oil

Your Wedding Place  
Bridal shop

Potter's Hands  
Ministries Church

54 Ave

53 Ave

52 St



ALBERTA  
SENIORS AND HOUSING

*Office of the Minister  
MLA, Calgary-Beddington*

AR 52404

January 6, 2022

His Worship Ken Johnston, Mayor  
City Councillors  
The City of Red Deer  
Box 5008  
Red Deer AB T4N 3T4

Dear Mayor Johnston and City Councillors:

This is to follow up on your November 30 and December 15, 2021 letters regarding the Permanent Integrated Emergency Shelter project in Red Deer. Alberta's government welcomes the opportunity to respond.

Site

Thank you for identifying a proposed site for the Shelter. We have no concerns about the proposed location at 4934 - 54 Avenue, and understand that the rezoning process will be undertaken, which will include public consultation. Department staff will liaise with municipal administration staff on next steps and how we can provide support.

We understand you intend to hold a media event in the next few weeks to inform the citizens of Red Deer on the preferred site. We would be pleased to provide quotes for your news release and other communications support if needed. Robyn Cochrane, Communications Director at Community and Social Services, will be the primary contact, with support from Andrew Hanon, Director of Communications, Seniors and Housing. Andrew will also coordinate with communications representatives at Canada Mortgage and Housing Corporation (CMHC) on their requirements related to the federal funding.

Design and Construction

The design of the shelter will support the service delivery plan developed specifically for Red Deer, as well as best practices for shelter services to support individuals experiencing homelessness. We envision the integrated shelter will include access to meals, showers, washrooms, laundry, storage facilities, housing supports, and health, recovery and treatment services. Your support for the proposed service delivery plan will be required prior to commencing design activities, following the principle that "form follows function".

.../2

His Worship Ken Johnston  
City Councillors  
Page 2

The original estimated project budget was between \$14 million and \$16 million, with \$7 million in provincial contribution and the balance in financing and donations **S.23(1)**. The provincial contribution has not changed, and the province does not intend to have an ownership stake in the building. The City is requested to identify the source(s) for the balance of funding required to complete this project and acknowledge that maximum available provincial commitment is \$7 million.

### Future Operations

The government recognizes that shelter is one component of the homeless serving system of care.

Based on the consultation and feedback from the service design discussions, we support and are aligned with the importance of imbedding a housing-focused and recovery oriented service delivery into the proposed Red Deer integrated shelter. As a key funder of shelter operators, Community and Social Services has expectations that an individual experiencing homelessness has a safe place to stay on a 24/7 basis, where their basic needs can be met and where qualified staff provide individualized supports. We envision shelters across Alberta, including the integrated shelter in Red Deer, will focus on transitioning shelter guests quickly into housing with appropriate supports, support access into addictions treatment and ensure they have access to other services that will maximize their self-reliance.

By adopting these principles and adding amenities and services in one place, Red Deer's community capacity will increase, individuals in need will benefit from an outcome focused service delivery, and the public safety concerns, social disorder and number of encampments and complaints from local businesses should decrease.

### A holistic neighbourhood approach

Key to the success of services supporting vulnerable populations is working with local stakeholders. Many shelter operators enter into Good Neighbour Agreements so that issues that impact community can be addressed and risks mitigated. This is a best practice Alberta's government recommends and supports.

Since our meeting, discussions have commenced about other factors that may be impacting social disorder, some of which may be related to the Overdose Prevention Services. These conversations will continue with a view to arriving at a mutually agreeable resolution.

Alberta's government is committed to working with the City of Red Deer and community stakeholders to ensure this emergency homeless shelter meets the need of vulnerable populations and Red Deer residents.

.../3

His Worship Ken Johnston  
City Councillors  
Page 3

We will continue to provide regular updates and to listen to the concerns of interested stakeholders.

Our collective goal is to support Red Deerians who are experiencing homelessness, or at risk of homelessness, so the community is stronger, homelessness is brief and non-recurring, and fellow citizens have a place to call home.

Sincerely,



Josephine Pon  
Minister of Seniors and Housing



Jason Luan  
Minister of Community and Social Services

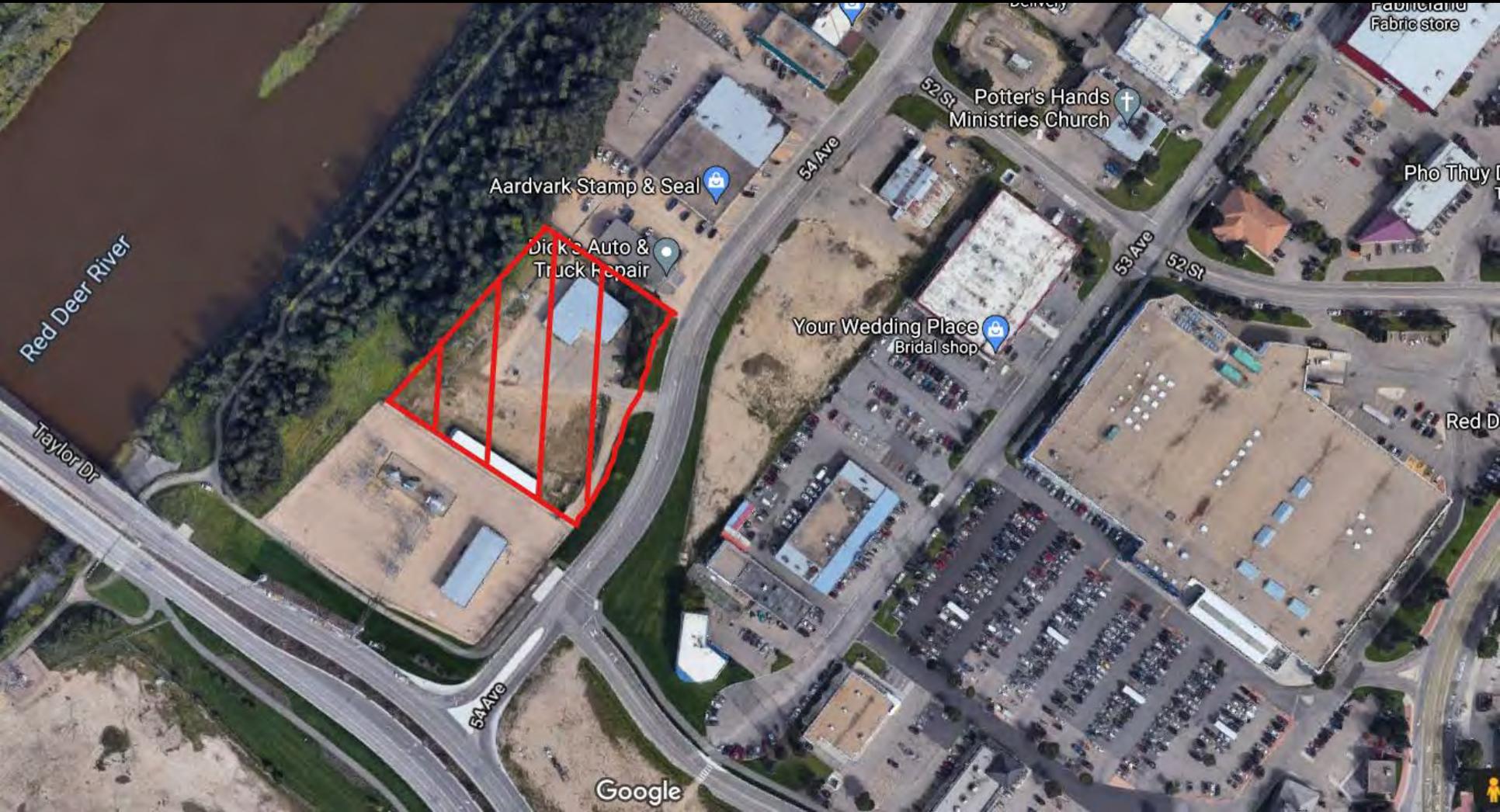
cc: Cynthia Farmer  
Deputy Minister, Community and Social Services

Lisa Sadownik  
Deputy Minister, Seniors and Housing

Tara Lodewyk  
Interim City Manager, City of Red Deer

# In-Camera: Permanent Shelter - Land

# 4934 54ave – City surplus lands Ownership Recommendations



## City Departments Involved in Review:

Safe & Healthy  
Communities

Legal &  
Legislative  
Services

Financial  
Services

City Planning  
& Growth

Inspections &  
Licensing

Engineering  
Services

## Summary of Findings: City Ownership

<u>Pro's</u>	<u>Con's</u>
The property remains part of The City's owned assets as part of its land bank.	A risk exists that The City could be expected to fund cost overruns; however, the signed MOU clearly states that the City would not contribute in this regard.
There would be no anticipated tax implications.	S.23(1)(b), S.25(1)(c)
The City could make a project contribution by way of a no-cost lease with the building owner.	The typical re-zoning process would apply, with contracted Land Use Bylaw engagement estimated at \$20,000, likely to be provided by the City (the Landowner).
City has site control options as the Development Authority and through its zoning and business licensing powers.	
As the landowner, The City can exert control over certain foundational elements through the terms that it negotiates with the GOA/ developer. (the province may be open to input from the City as the landowner)	

## Summary of Findings: Provincial Ownership

<u>Pro's</u>	<u>Con's</u>
<p>The provision of land for a nominal fee could represent The City's project contribution requirement as per the MOU.</p>	<p>The option to sell would typically only be recommended if the site was being sold at market value; the sale would represent a non-cash loss, based on the property value</p>
	<p>Would require subdivision of the site prior to sale to remove the ELP Substation, with the approval process going through the Land and Property Rights Tribunal.</p>
	<p>The primary means of control would be limited to Land-Use Bylaw, Development Permit, &amp; Development Permit conditions.</p>

## PROPOSED RECOMMENDATION

*1) The City should retain ownership of the site at 4934 54 Avenue and authorizes Administration to negotiate and execute a construction agreement with the Government of Alberta that aligns with Council's direction for a Permanent Integrated Shelter and protect the City's rights and risks;*

## Public Notification

In the Mayor's correspondence to the Ministries of Seniors and Housing & Community and Social Services, the following is requested:

*"The City is embarking on a Land Use decision related to the Temporary Shelter at Cannery Row on January 17, where it is important that the public have the same information as Council. While not required or directly related to this process, it would be preferred that the Permanent Site was announced prior to this public hearing. It will show that both parties are moving forward on the project and the Temporary Shelter is just that – Temporary in nature.."*

&

*"The City requests that upon agreement of the above, that the Minister of Seniors and Housing also agree to have the City of Red Deer and the Government of Alberta coordinate a joint media event to announce the preferred site on a mutually agreed date and time between January 11-15, 2022. We understand that there will be requirements related to the Federal funding in this regard and will work with you to meet those requirements for this announcement."*

## PROPOSED RECOMMENDATION

*2) That Council authorize Administration to make the Permanent Shelter Site public in partnership with the Government of Alberta.*

## Rezoning Process

In the Mayor's correspondence to the Ministries of Seniors and Housing & Community and Social Services, the following is requested:

"We further request that the Minister of Seniors and Housing assign her Administration to support immediate neighbourhood engagement related to the rezoning process. This would include having our Administrations jointly taking part contracting a third party to design and complete the engagement for the rezoning."

## PROPOSED RECOMMENDATION

*3) That Council authorize up to \$20,000 to facilitate the community engagement as part of the Land Use Bylaw amendment, and that this funding allocation be made public through normal process upon completion of #2 above.*

## City's Primary Commitment re. Memorandum of Understanding

*7.c.: "The City will contribute value in kind to the Project, provided the Province is the Project Manager, through potential one-time waivers or reductions of fees under municipal jurisdiction, such as but not limited to, utility connections, landscaping and sidewalks etc. Specific commitments will be articulated at the development stage. The City will not provide ongoing capital maintenance, capital for future capital expansion or operational dollars."*

## PROPOSED RECOMMENDATION

*4) That Council approve \$200,000 to facilitate future in-kind capital contributions as identified in the November 2020 MOU, and that this funding allocation be made public through normal process upon completion of #2 above.*

# QUESTIONS?

