

A Pathway to Home

Surrey Homelessness Prevention + Response Plan



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LAND ACKNOWLEDGEMENT

We respectfully acknowledge the traditional, unceded territories of Semiahmoo, Kwantlen, Katzie, Kwikwetlem, Qayqayt, and Tsawwassen First Nations who have cared for these lands since time immemorial.

ACKNOWLEDGEMENT

This report has been made possible through the collaborative efforts of those who shared their valuable knowledge, time, and expertise. The City of Surrey thanks all participants in the Homelessness Prevention + Response Plan process.

MESSAGE FROM MAYOR + COUNCIL

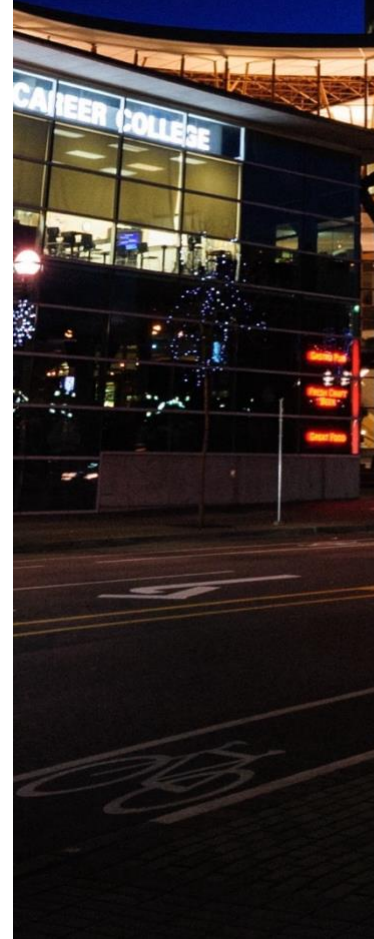
Housing for All is one of the key priorities of the City of Surrey. As a Mayor and Council, we are committed to building a robust housing network that provides appropriate and affordable homes for Surrey's large and diverse population, both today and in the future.

A Pathway to Home: Surrey Homelessness Prevention + Response Plan will play an important role toward achieving housing for all. The most recent Metro Vancouver Homeless Count, conducted in 2023, showed a **65% increase in homelessness in Surrey since 2020**.

This new Plan is focused on this population, the most vulnerable people and families in our community who struggle with homelessness.

A Pathway to Home: Surrey Homelessness Prevention + Response Plan takes a focused approach to understand and address homelessness and housing insecurity in Surrey. We recognize that the current lack of affordable and supportive housing options impacts the ability of some of our residents to find and maintain appropriate housing. We also appreciate that different individuals and households have vastly different housing needs. This is why we will focus on protecting, increasing and diversifying our non-market housing stock to meet the needs of priority populations, including Indigenous residents, who continue to be overrepresented amongst those experiencing homelessness.

Homelessness is not a simple problem and providing housing units alone will not be enough to address the problem. Understanding the complex, interrelated challenges that some individuals face is a reminder that we need innovative solutions that address both the health and housing needs of



individuals experiencing or at risk of homelessness. We need to focus on services that will support people through transitions in their lives, provide individual, rather than one-size-fits-all solutions, and ensure housing and services are culturally appropriate and safe.

The City of Surrey is committed to championing our vision of a functional end to homelessness. In this Plan, we have articulated a bold set of actions to achieve our goals. But we cannot do it alone. Partnerships and funding commitments with the **Provincial and Federal governments, BC Housing and the Canadian Mortgage and Housing Corporation, and the many non-profit housing and service providers that operate in Surrey are key for the Plan's success.**

I want to express my gratitude to everyone who shared their voice and guided the development of **A Pathway to Home: Surrey Homelessness Prevention + Response Plan**, including those with lived and living experience of homelessness, individuals who provide direct care for our community, and the agencies and organizations that are critical to advancing positive change across the housing network. Together, we can work to achieve a functional end to homelessness in Surrey.

Mayor Brenda Locke

City of Surrey



THE PLAN AT-A-GLANCE

VISION

THE CITY OF SURREY ASPIRES TO ACHIEVE A FUNCTIONAL END TO HOMELESSNESS IN SURREY.

Achieving functional zero means homelessness in Surrey is no longer recurring or long-lasting. When prevention efforts are not successful, those who experience homelessness can be quickly connected to the right mix of affordable housing and coordinated support services so that their experience is brief.

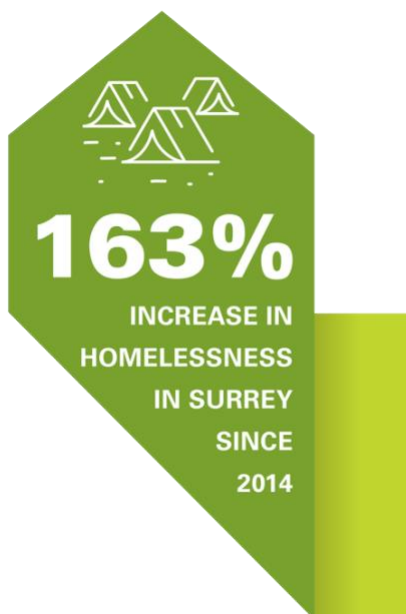
GUIDING PRINCIPLES

1. Housing for All
2. The City as Champion
3. Government-level Partnerships are Key for the Plan's success
4. Prioritization of Reconciliation + Indigenous-Led Housing Solutions
5. A Coordinated Response across the Housing and Homelessness Network is Essential
6. Approaches + Solutions are Data and Evidence Driven
7. Focus on Prevention + Early Intervention to Stop the Flow
8. A Person-centred Approach
9. Ongoing Monitoring of Implementation Progress

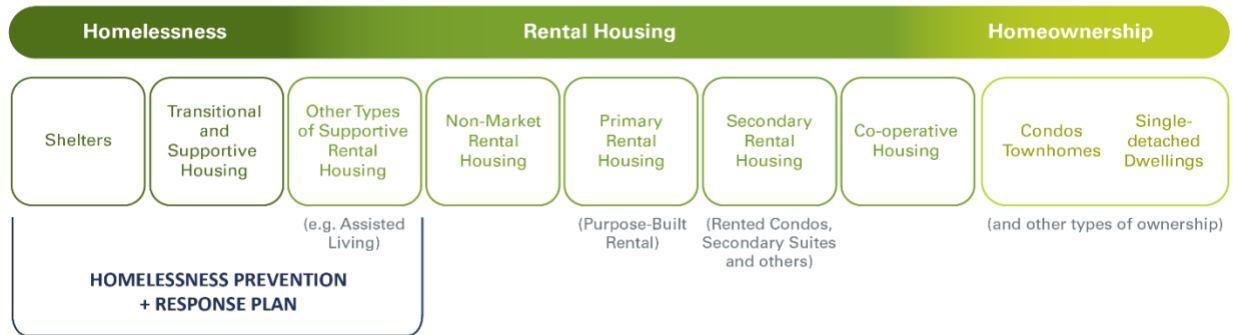
BACKGROUND

A Pathway to Home: City of Surrey Homelessness Prevention + Response Plan steers the City's actions and decisions over the next five years, working towards a **vision of a future Surrey with a functional end to homelessness.**

The aim of the Plan is to **create clear pathways out of homelessness towards stable, permanent housing options.** Within the housing network, the Plan concentrates on non-market housing solutions – emergency shelters, supportive housing, transitional housing, and independent living – to ensure diverse housing options are available for people experiencing or at-risk of homelessness.



HOUSING NETWORK AND HOMELESSNESS PREVENTION + RESPONSE PLAN SCOPE



HOMELESSNESS IN SURREY

Surrey has the second highest prevalence of homelessness in the region and is underserved in non-market housing units. The number of people experiencing homelessness has increased significantly and this trend is expected to continue with the persistently high and increasing cost of housing.



HOUSING

- Pathways into homelessness are varied, complex, and interrelated
- Emergency shelters are not long-term housing solutions
- There is a lack of all housing types across the network and in all Surrey communities



INTEGRATED HEALTH + HOUSING

- People experiencing or at-risk of homelessness face barriers accessing health services
- A new model of assisted living is needed for those with complex health needs
- A range of health services are needed in shelters and supportive housing



SUPPORT SERVICES

- There are gaps in other key support services
- Culturally-sensitive supports are needed
- Service sector staff and frontline workers experience daily stresses

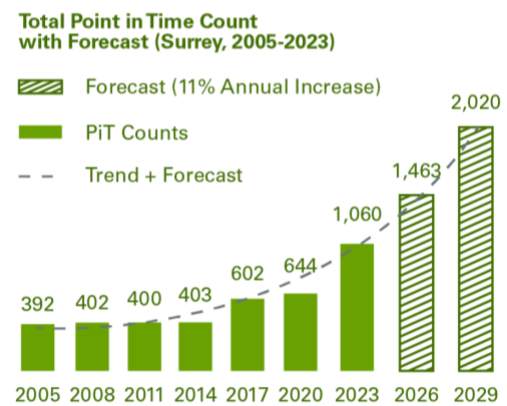
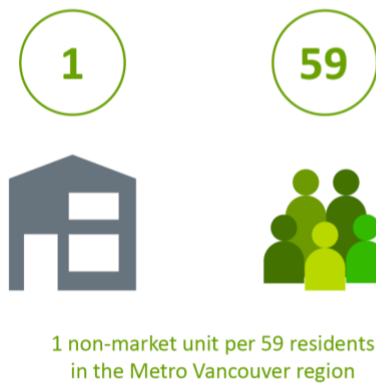
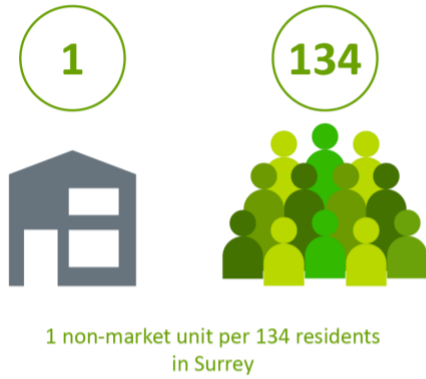


PREVENTION

- People are most vulnerable and at-risk of homelessness during transitions in their lives
- People struggle to navigate the system to access housing and support services

GAPS + TARGETS

Targets to address the needs of people experiencing or at-risk of homelessness were developed to address upcoming closures of existing facilities, individuals counted in the most recent point-in-time count, and to accommodate a future estimate of growing need through 2029 based on recent trends.



Source: Lu'ma Native BCH Housing Society - Reaching Home: Canada's Homelessness Strategy, 2023. Homeless Count in Greater Vancouver.

It is estimated 2,326 new spaces / units are required in Surrey by 2029. Categorized by facility or housing type, the targets include:



TOTAL UNITS/SPACES: 2,326

Replace Impending Closures
304 spaces / units

Address Current + Projected Homelessness Population
2,022 spaces / units



THE PLAN – 7 GOALS + 60 ACTIONS

The Plan includes seven goals and related sub objectives that provide a framework for implementation. 60 actions have been identified across four areas of implementation – Policy, Process, Partnership, and Support.

 <p>GOAL 1: Increase Supply of Non-Market Housing in Surrey.</p>	 <p>GOAL 2: Build Culturally Safe Housing and Support Services for Indigenous Peoples.</p>
 <p>GOAL 3: Diversify non-market Supportive and independent Affordable rental housing to meet the unique needs of Priority Populations.</p>	 <p>GOAL 4: Ensure Emergency Response Solutions are Effective, Client-Centred, and Short-Term.</p>
 <p>GOAL 5: Encourage Prevention-Driven Solutions, Especially During Transitions.</p>	 <p>GOAL 6: Improve Access to Health and Other Support Services.</p>
 <p>GOAL 7: Understand the Scale and Complexity of Community Need.</p>	



ACTIONS



IMPLEMENTATION

Implementation + evaluation of the plan is necessary to ensure City of Surrey and partners deliver the strategic goals over the next five years. The framework should be adapted as needed, continuously integrating feedback, monitoring performance, and improving the actions.

Short-Term
20 Actions

Medium-Term
16 Actions

Long-Term
4 Actions

1 - 2 YEARS

3 - 4 YEARS

5+ YEARS

ONGOING OR IN PROGRESS

20 ACTIONS

Introduction

“Home is any place where you make it.

Being in your own space, making it your own.

A place I’m comfortable... a place where there is equality.”

– Person with lived experience



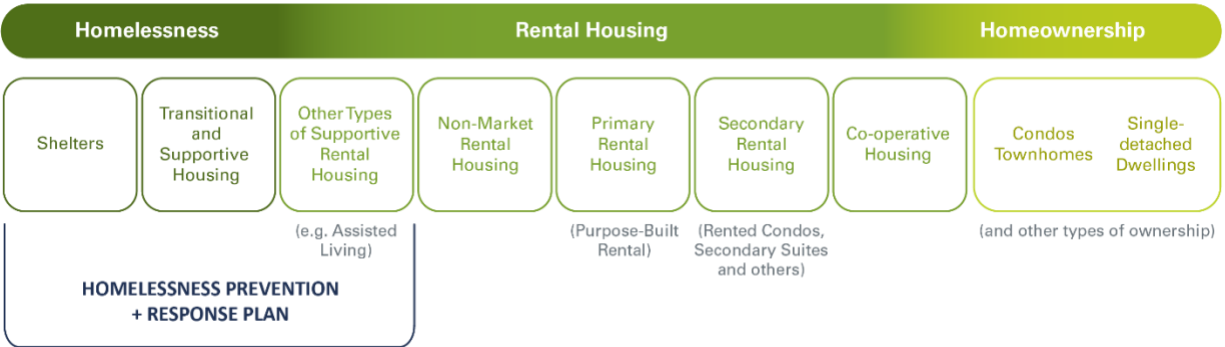
Introduction

More than 1,000 individuals were found to be unhoused in Surrey as part of the regional Point-in-Time Count in 2023 – a 65% increase since 2020. Surrey has the second highest prevalence of homelessness in the Metro Vancouver region. As Surrey’s population grows, this upward trend will continue unless action is taken.

A Pathway to Home: Surrey Homelessness Prevention + Response Plan is Surrey’s homelessness strategy and response to this situation. It will steer the City’s actions and decisions over the next five years, working towards a vision of a future Surrey with a functional end to homelessness.

The aim of this Plan is creating clear pathways from homelessness to stable, permanent housing options. Within the housing network, this Plan concentrates on non-market housing and spaces, including shelters, transitional and supportive housing, and independent non-market rental housing, to ensure diverse housing options are available for people experiencing or at-risk of homelessness. A shortage in supply anywhere across the housing network, particularly for households in low- and moderate-income brackets, can lead to increasing incidences of homelessness or housing insecurity as households have limited options that fit their budget. Focusing efforts on creating more supportive and independent non-market rental housing options in Surrey will help more people achieve long-term housing stability.

Figure 1: Housing Network



PLAN STRUCTURE

The Surrey Homelessness Prevention + Response Plan is comprised of three reports:



The recent research conducted by the Surrey Urban Indigenous Leadership Committee (SUILC) in *Finding Our Way Home: Research on Indigenous Homelessness in Surrey* (2022) and Surrey Vulnerable Women and Girls’ Working Group (SVWG) in *In Their Own Words: Current Reflections on Housing and Service Needs for Vulnerable Women and Girls in Surrey* (2023) has been woven into the Plan and informs its recommendations and actions.

Figure 2: Homelessness Prevention + Response Plan Structure



PROJECT TIMELINE

In 2022, Council approved the Strategic Approach to the *Surrey Homelessness Prevention + Response Plan*, committing the City to its role as champion. Work towards this Plan commenced in March 2023, with background research, quantitative data collection and analysis, and engagement strategy preparation. Engagement activities were then conducted in the Summer and Fall 2023, providing valuable insights that shaped the recommendations and actions incorporated into the draft plan.



Throughout the process, feedback was provided from an Advisory Committee comprised of non-profit organizations delivering homelessness services and supportive housing in Surrey. City staff from across multiple departments (Social Infrastructure & Community Investments, Planning and Development, and Engineering) met with the project team during the process to inform the recommendations and actions.

Figure 3: Project Timeline





Vision

THE CITY OF SURREY ASPIRES TO ACHIEVE A FUNCTIONAL END TO HOMELESSNESS IN SURREY

Achieving a functional end to homelessness means homelessness in Surrey would no longer be recurring or long-lasting. When the vision is achieved, those who experience homelessness will be quickly connected to the right mix of affordable housing and coordinated support services.

Guiding Principles

Nine guiding principles provide a framework for the actions and approaches that underlie the delivery of the *Surrey Homelessness Prevention + Response Plan*:

1. HOUSING FOR ALL

Housing is a basic necessity and human right. All people have the right to live in security, peace, and dignity. It is also important to achieve an adequate standard of living for everyone that meets basic standards of safety, health, and comfort.

2. THE CITY AS CHAMPION

Achieving the vision of a functional end to homelessness is built on a continuing commitment by the City to the creation of a mix of housing and support services in all six Surrey communities.

3. GOVERNMENT LEVEL PARTNERSHIPS ARE KEY FOR THE PLAN'S SUCCESS

The City cannot address homelessness alone. Partnership with senior government partners, as well as collaboration across the homelessness, housing, health and social sectors is required. Partnerships and multi-year funding commitments are required to develop emergency response solutions and to deliver the affordable and supportive housing needed to address and prevent homelessness in Surrey.



4. PRIORITIZATION OF RECONCILIATION AND INDIGENOUS-LED HOUSING SOLUTIONS

Listening and learning from Indigenous partners to understand Indigenous experiences and definitions of homelessness is crucial to creating culturally safe and appropriate solutions. Indigenous people should design and deliver Indigenous housing and services. Success will involve continued capacity building of Indigenous organizations to deliver services to Indigenous people.

5. A COORDINATED RESPONSE ACROSS THE HOUSING AND HOMELESSNESS NETWORK IS ESSENTIAL

Coordination of all levels of government, First Nations, the non-profit sector, housing and health authorities, Indigenous partners, academics, and people with lived expertise is essential to a successful response.

6. APPROACHES AND SOLUTIONS ARE DATA AND EVIDENCE DRIVEN

A data-driven approach is critical to developing efficient and equitable solutions and understanding who needs supports, and the type of housing and services required to meet their needs. This will include the consideration of evidence from promising practices within other communities.

7. FOCUS ON PREVENTION AND EARLY INTERVENTION TO STOP THE FLOW

Proactive rather than reactive measures are needed to prevent instances of homelessness before they occur. Through early intervention, people at-risk of homelessness will receive the support necessary to remain stably housed.

8. A PERSON-CENTRED APPROACH

All people should be treated with dignity and respect. Decisions should be guided by people's individual preferences, values, and needs, to provide care that is respectful and responsive, and gives people the capacity for growth and self-determination.

9. ONGOING MONITORING OF IMPLEMENTATION PROGRESS

To fulfill the goals outlined in the Plan, the City will monitor the implementation of the actions on an ongoing basis and respond to changing circumstances and updated information as new data becomes available.

Background Context + Analysis

“There really is nowhere to go. I can’t stay in a field. The cops come and make everyone move and they take your stuff. It’s so hot outside right now... and there is no temporary housing available.”

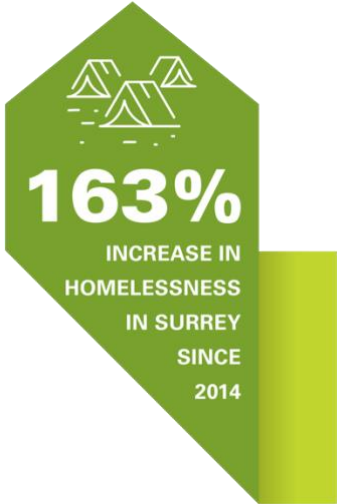
– Lived Experience Interview



Background Context + Analysis

BACKGROUND

The City of Surrey is one of the fastest growing municipalities in Metro Vancouver and projected to become the largest City in British Columbia by 2030. The incidence of homelessness has been increasing across Metro Vancouver. Surrey has been notably impacted – homelessness has risen by 163% (an 11% annual growth rate) since 2005.

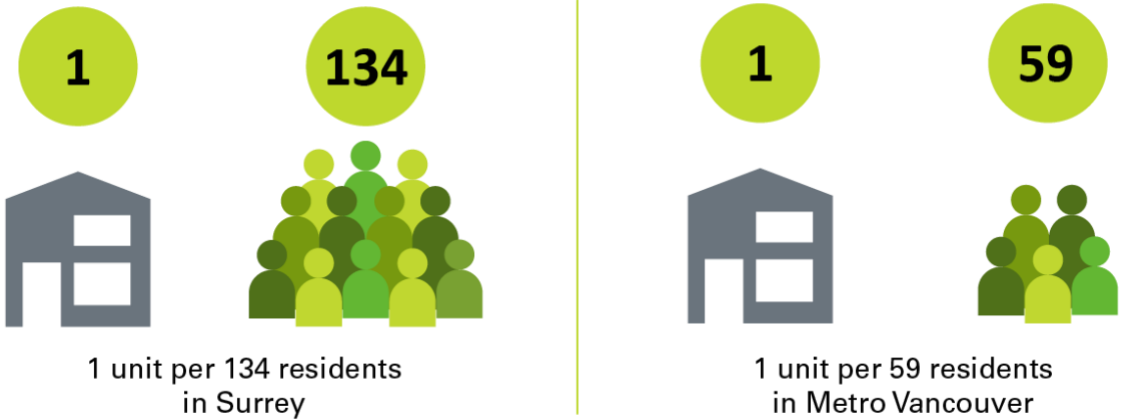


Surrey has the second highest prevalence of homelessness in the region. According to the 2023 Point-in-Time Count, a minimum of 1,060 people in Surrey were in urgent need of housing and experiencing homelessness, including 301 people (28% of people counted) sleeping in spaces unsuitable for human habitation and 109 who were in an overnight Extreme Weather Response shelter on the night of the Count.

Despite the significant increase in the rates of homelessness, Surrey remains underserved in terms of non-market housing units per capita compared to the Metro Vancouver region. The region has an average of one non-market unit per 59 residents, whereas Surrey has less than half the proportion of non-market units per resident at one non-market unit per 134 residents.

Figure 4: Non-Market Units per Resident in Surrey and Metro Vancouver

Source: BC Housing, Unit Count Reporting Model, March 31, 2023



POLICY CONTEXT

Figure 5: Surrey's Housing Policy Context



The following plans form the **City of Surrey housing policy context**:

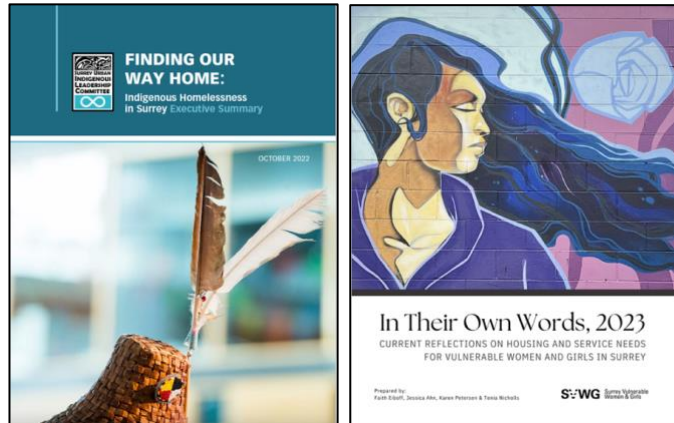
- **Master Plan for Housing the Homeless (2013)** identified and responded to the needs for long-term housing and support services for people experiencing or at-risk of experiencing homelessness. This will now be replaced by the A Pathway Home: Surrey Homelessness Prevention + Response Plan (2024).
- **Official Community Plan (2014)** outlines the City's long-term plan for community development and identifies objectives and policies to achieve the Plan. The Official Community Plan (OCP) will be updated by end of 2025 to align with new provincial legislative requirements, creating an opportunity for the update to further support the direction of A Pathway to Home: Surrey Homelessness Prevention + Response Plan.



- **Affordable Housing Strategy (2018)** sets out strategies and actions to increase housing affordability in Surrey, with a focus on purpose-built market and non-market rental housing.
- **Housing Needs Report (2022)** provides an overview of current and future housing needs in Surrey to inform planning processes and policies. The report will be updated by the end of 2024 to align with new provincial legislative requirements.

In addition, recent research has informed this plan, including:

- Surrey Urban Indigenous Leadership Committee: **Finding Our Way Home Indigenous Homelessness in Surrey (2022)**; and
- Surrey Vulnerable Women and Girls Working Group: **In Their Own Words: Current Reflections on Housing And Service Needs for Vulnerable Women and Girls in Surrey. (2023)**.



Relevant provincial and federal plans that form Surrey’s wider housing policy context include:

- Province of British Columbia: *Belonging in BC: A collaborative plan to prevent and reduce homelessness (2023)*;
- Province of British Columbia: *BC Housing Action Plan 2022/23 to 2024/25 (2022)*;
- Aboriginal Housing Management Association: *BC Indigenous Homelessness Strategy (2022)*;
- Province of British Columbia: *TogetherBC: British Columbia’s Poverty Reduction Strategy (2019)*; and
- Government of Canada: *Reaching Home: Canada’s Homelessness Strategy (2019) & National Housing Strategy (2017)*.



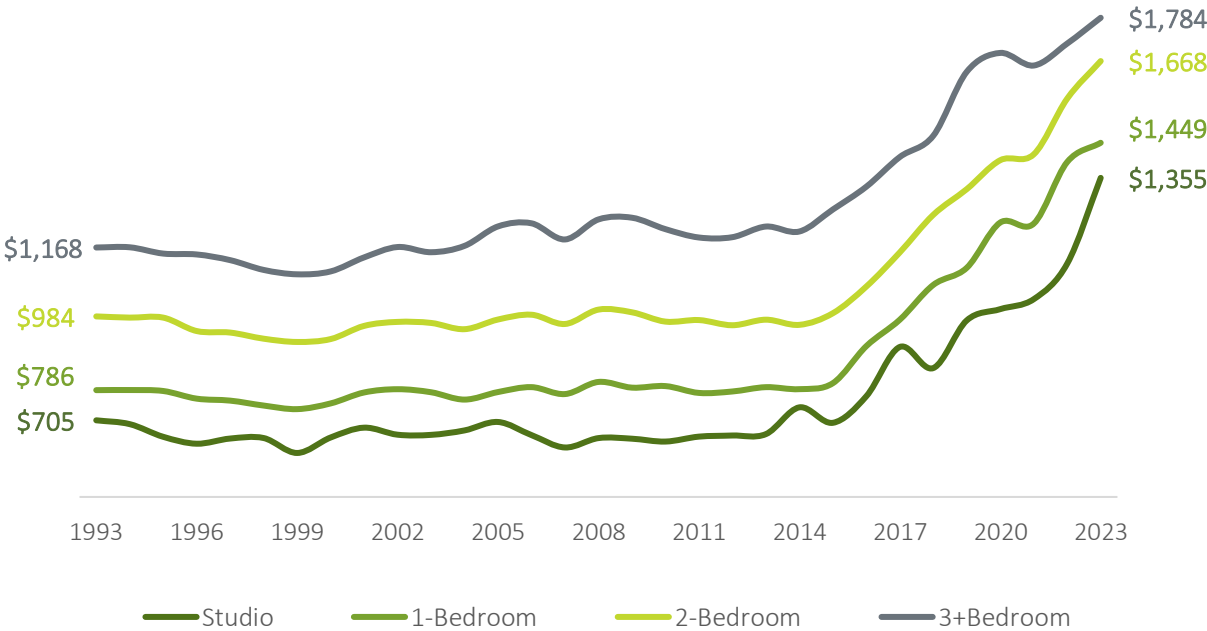
DECLINING RENTAL AFFORDABILITY

AFFORDABILITY OF RENTAL UNITS

- **Renter households are most at-risk** of experiencing homelessness, particularly if they do not have any equity or savings to help with the transition if they are forced to move.
- The cost of rental housing has been increasing year-over-year since 2014. **Average rents increased** by 74% between 2015 and 2023.
- **Vacancy rates have remained below 2% since 2015.** In October 2023, the vacancy rate was 1.5% and median rent increased 8.1% since the previous October. A balanced vacancy rate is between 3% and 4%, which allows for existing residents options to move between units.
- **Vacant units in Surrey are 28% more expensive than occupied units.** Considering all unit types, the median rent for vacant units in Surrey is \$2,015 compared to \$1,542 for rented units.
- More than half of renters cannot afford the average rent of a new 1-bedroom tenancy.

Figure 6: Inflation Adjusted Average Rent by Unit Size (City of Surrey, 1993-2023)

Source: Market Rental Survey. CMHC. 1993-2023



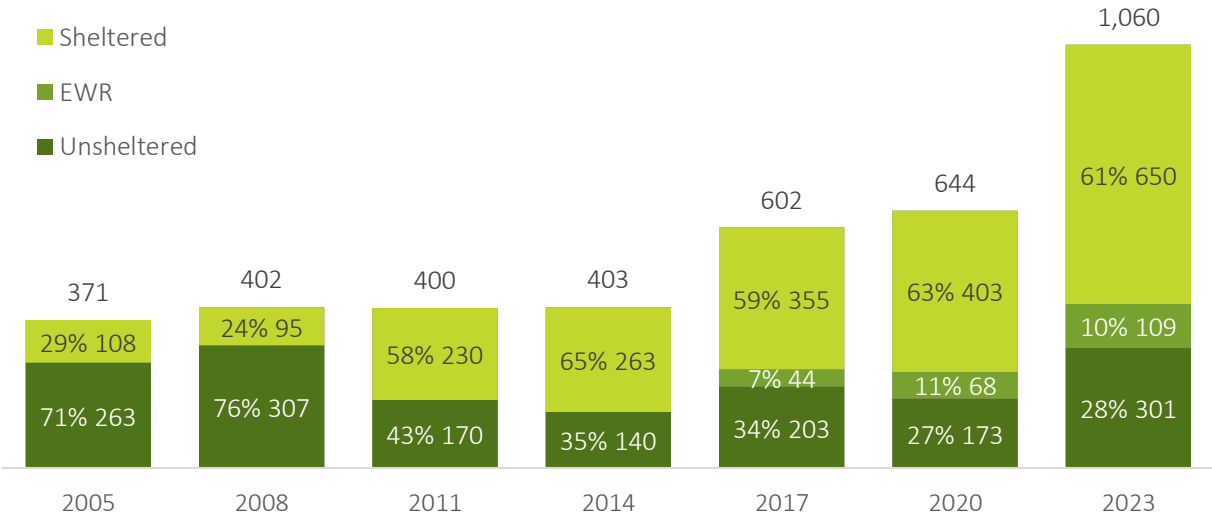
INCREASING INCIDENCE OF HOMELESSNESS

POINT-IN-TIME (PiT) COUNT DATA 2023

- Across Metro Vancouver, there was a 122% increase in people experiencing homelessness between 2005 and 2023 – from 2,174 to 4,821 over the 18-year period.
- In Surrey, there was a significant surge in the number of people counted in 2023, with a **65% increase in the number of people experiencing homelessness since 2020**.
- In 2023, a total of **1,060 people experiencing homelessness in Surrey** were counted.
 - 61% of people experiencing homelessness were sheltered.
 - Surrey’s regional share of the PiT Count increased to 22%.
 - Not having enough income for housing is the most common reason for homelessness.
 - Most peoples’ first experience of homelessness occurs in youth (younger than 25; 42%) or adulthood (25-54; 49%), with the remainder being seniors (55+, 10%).
 - Most individuals reported at least two health concerns (61%) – addictions (70%) and mental health challenges (47%) were the most reported.
 - People of working age, people of colour, Indigenous peoples, people identifying as 2SLGBTQIA+ (particularly youth), and increasingly seniors are all disproportionately represented in the population experiencing homelessness.

Figure 7: Total Sheltered and Unsheltered Individuals Experiencing Homelessness, City of Surrey (2005-2023)

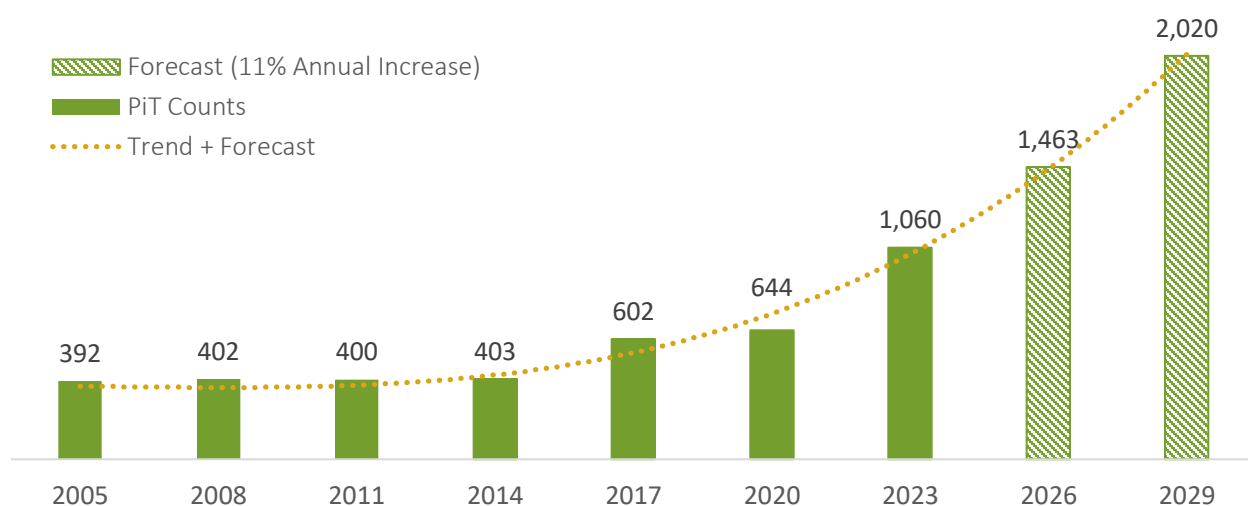
Source: Lu’ma Native BCH Housing Society – Reaching Home: Canada’s Homelessness Strategy, 2023. Homeless Count in Greater Vancouver.



- Between June 2016 and December 2023, an average of 43 patients were **unable to be discharged from the Surrey Memorial Hospital** each month because they had no fixed address or had health or mobility limitations requiring a higher level of care than was available.
- If the annual growth rate calculated since 2014 of 11% continues, **it is estimated that by the Point-in-Time Count in 2026, 1,463 people will be experiencing homelessness** in Surrey – an increase of 403 people since 2023 (Figure 8).

Figure 8: Total Point-in-Time Count with Forecast, Surrey (2005-2023)

Source: Lu'ma Native BCH Housing Society - Reaching Home: Canada's Homelessness Strategy. 2023. Homeless Count in Greater Vancouver.



INVENTORY ANALYSIS

SHELTER, TRANSITIONAL, AND SUPPORTIVE

Surrey has 1,620 units / beds for people experiencing homelessness or requiring supports, including shelter and safe house beds, and transitional and supportive housing units.¹

- **Increasing demand outpaces supply.** Most housing currently operating opened after 2010. Despite efforts to create non-market housing units since 2010, demand has continued to rise. More units are needed to bridge the gap.
- **Most of Surrey shelters are in non-purpose-built facilities, almost half of which have expiring leases.** Permanent solutions are needed.

¹ See Appendix B for the full Surrey Non-Market Housing Inventory (2024).



- **Youth and seniors are under-served.** Two thirds of spaces serve adult clients aged 19+ (69%), only 1.3% of spaces are youth-specific, and seniors and people with mobility or other significant health challenges have few options.
- **Distribution of supportive housing and shelter spaces is inequitable across Surrey’s six communities.** The largest share of shelter spaces and supportive housing units is located in City Centre (44%), followed by Whalley (22%) and Newton (13%).
- **The current Extreme Weather Response (EWR) in Surrey is inadequate.** Seven Extreme Weather Response (EWR) facilities were open through the 2023/2024 season, with a total of 147 spaces. Four of the seven facilities operated at or above 100% capacity at least half the nights they were open. Improvements to the EWR model are also needed.

BC Housing tracks an inventory of beds / units in projects it supports financially. In Surrey, this includes 4,631 shelter beds, transitional and supportive housing units, and affordable rental units – Surrey is under-served compared to the rest of Metro Vancouver. Surrey currently has 1 non-market unit per 134 residents compared to 1 non-market unit per 59 residents in Metro Vancouver.

SUPPORTS + SERVICES

- **There is an unequal distribution of support services across Surrey’s six communities.** Most services (60%) are located in City Centre.
- **Surrey has a range of support services**, such as drop-in centres, outreach, health services, meals, harm reduction, access to hygiene services, crisis support, counselling, and other services. Surrey has 21 centres or programs offering support services, including services targeting supports to women (1), women and children (5), women and youth (2), youth (3), and an Indigenous drop-in centre. The two services for women and youth are mobile, in addition to one mobile outreach program for mixed populations.
- There were 745 fewer Surrey residents receiving rent supplements in 2023 (3,087) than in 2021 (3,832). Reductions were seen in the Rental Assistance Program (-532) and Shelter Aid For Elderly Renters (-221). Since 2021, the Canada Housing Benefit has been distributed, representing approximately 5% of all subsidies (163 recipients in 2023).





INDIGENOUS HOMELESSNESS

The City of Surrey recognizes the complex, layered and unique experiences of Indigenous peoples that has led to the over representation of Indigenous people among the homeless population.

Addressing Indigenous homelessness requires an understanding of the colonial history and the impacts of colonization on Indigenous peoples. The Truth and Reconciliation Commission of Canada Final Report describes the acts of Canada’s policies toward Indigenous peoples in Canada as “cultural genocide” and specifically states that “for over a century, the central goals of Canada’s Aboriginal policy were to eliminate Aboriginal governments; ignore Aboriginal rights; terminate the Treaties; and, through a process of assimilation, cause Aboriginal peoples to cease to exist as distinct legal, social, cultural, religious, and racial entities in Canada.”

Indigenous homelessness encompasses a broader perspective of homelessness, beyond simply lacking a housing structure. The following definition is referenced in the Surrey Urban Indigenous Leadership Committee report: Finding Our Way Home: Research on Indigenous Homelessness in Surrey.

“To be Indigenous of the land and to be homeless does not make sense. How can that be?”

– Skookum Surrey Guide Group member

“Indigenous homelessness is a human condition that describes First Nations, Métis and Inuit individuals, families or communities lacking stable, permanent, and appropriate housing, or the immediate prospect, means, or ability to acquire such housing. Unlike the common colonialist definition of homelessness, Indigenous homelessness is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. These include individuals, families, and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages, and identities. Importantly, Indigenous people experiencing these kinds of homelessness cannot culturally, spiritually, emotionally, or physically reconnect with their Indigeneity or lost relationships.” (Aboriginal Standing Committee on Housing and Homelessness, 2012).

There is an urgent need to address Indigenous homelessness in Surrey.



Engagement

“The cycle of homelessness has to end, moving from shelter to shelter is really hard on a lot of families.”

– Lived Experience Interview



Engagement

ENGAGEMENT PROCESS

Community engagement is critical to develop a comprehensive and relevant plan which effectively prevents and responds to homelessness in Surrey. An Engagement Framework was devised to ensure a diverse range of perspectives were captured to inform the plan. This included social service providers, government partners, direct care staff and outreach workers, people with living or lived experience of homelessness, and the business community.



The *Surrey Homelessness Prevention + Response Plan: What We Heard Engagement Summary Report* provides a detailed account of the engagement process and highlights feedback received from individuals engaged.

Figure 9: Engagement Workshop Images, Summer – Fall 2023



Figure 10: Engagement at-a-Glance



Total number of people consulted: **176**



WHAT WE HEARD – HIGHLIGHTS



HOUSING

- The rising cost of rent means housing has become **unaffordable** for many people, especially for those earning fixed incomes or that rely on benefits.
- More people are staying at shelters or hospitals for extended periods due to a lack of transitional housing options and reluctance or inability to move on. **Shelters are not a long-term housing solution.**
- **Pathways into homelessness are varied, complex, and interrelated**, including family conflict, depression or trauma, separation from a partner or marriage breakdown, domestic violence, rent increases, surgery, pressure by landlords, substance use, mental illness, fraud, and building fire damage.
- **There is a lack of all housing types across the network.** Diverse housing types are needed, including non-market housing, shelters, supportive housing, transitional housing, and market rental. Housing is needed to accommodate diverse households including families, urban Indigenous households, women and children, seniors, people with complex health needs, youth, and low-income immigrants/refugees.
- **Non-market housing is needed in all Surrey neighbourhoods**, not only in City Centre.
- **Accessibility to transit and proximity to services** is a vital consideration when locating new housing.
- **Stigma and NIMBYism is prevalent** and represents a barrier to people accessing housing and services.
- **Collaborative solutions and partnerships are recommended** to facilitate more housing.



INTEGRATED HEALTH AND HOUSING

- People experiencing or at-risk of homelessness face **barriers to accessing health services** and are more likely to access in-house or mobile services.
- **A new model of assisted living is needed** for people experiencing or at-risk of homelessness who use substances and have health needs which cannot be supported in shelters or supportive housing.

- A range of **health services are needed in shelters and supportive housing** including medication support, mental health services, general health check-ups, youth-specific clinics, sexual health, substance use support, psychiatrist, dental, physiotherapy, pre-natal and post-natal support, and physical health and nutrition programs.
- Adopting a **client-centred, trauma-informed approach** is recommended for housing with embedded health supports.
- **More collaboration** is needed between health, housing, and other related sectors.



SUPPORT SERVICES

- In addition to health service gaps noted, there are **gaps in other key support services** in Surrey including a lack of social infrastructure, counselling, tenant support including rent and eviction support, transit passes, life skills, food security, and employment programs.
- **Culturally-sensitive supports** are needed that acknowledge the needs of diverse populations.
- Service sector staff and direct care staff experience daily stress due to **lack of experience, limited training, and inadequate support**.
- **Service hubs should be located in every neighbourhood** – offering a range of services including housing and health supports. Collaboration with multiple organizations and partners will be needed to implement service hubs.



PREVENTION

- **People are most vulnerable and at-risk of homelessness during transitions in their lives.** Greater involvement, support, and communication is needed between different organizations, youth and adult services, and ministries to ensure a smooth transition.
- **People struggle to navigate the system to access housing and support services.** A straightforward system where information is centralized would help people access resources faster.



PATHWAYS INTO HOMELESSNESS



Gaps + Targets

“For every 1-unit we have available,
there are 10-people put forward;
9-people don’t get housing.”

– Social Service Provider

Key Informant Interview



Gaps + Targets

INTERIM TARGET DEVELOPMENT

Comprehensive targets to address the needs of residents experiencing or at-risk of homelessness have been developed. This includes targets for the following spaces or unit types:²

- 1. Shelter spaces
- 2. Transitional housing
- 3. Supportive housing
- 4. Independent non-market housing³

Recognizing individual housing, service, or support needs will vary for people of different ages, these four categories have been allocated to three age ranges, representing different life stages:

< 25 YEARS	25 – 55 YEARS	55+ YEARS
------------	---------------	-----------

These interim targets are informed by the Point-In-Time (PiT) counts, both to assess and project a trend in the number of individuals experiencing homelessness in Surrey through 2029.

Demographic information from these counts also informed how the overall targets are allocated between the four housing or facility types.

Point-in-Time (PiT) Counts have been undertaken in Surrey every three years since 2005, including 2023. Completed in a single day, it is an attempt to count every person experiencing homelessness at one point in time. While valuable information to understand trends, the count results are widely recognized as an undercount and miss certain groups or populations, such as women and youth, more than others. Many people experiencing or at-risk of homelessness are ‘hidden,’ staying with friends or in other temporary situations, and PiT counts often miss them.

2. See – Glossary for space and unit type definitions.
3. Independent social housing with rents at the shelter component of social assistance or rent geared to income (RGI). These units are intended to address the needs of people experiencing homelessness over and above any other housing targets for the general population.



Recognizing PiT count limitations, the initial targets for 2025–2029 are *interim* until more comprehensive and verifiable information is available. There are two key stages to update the targets following the next PiT count:⁴

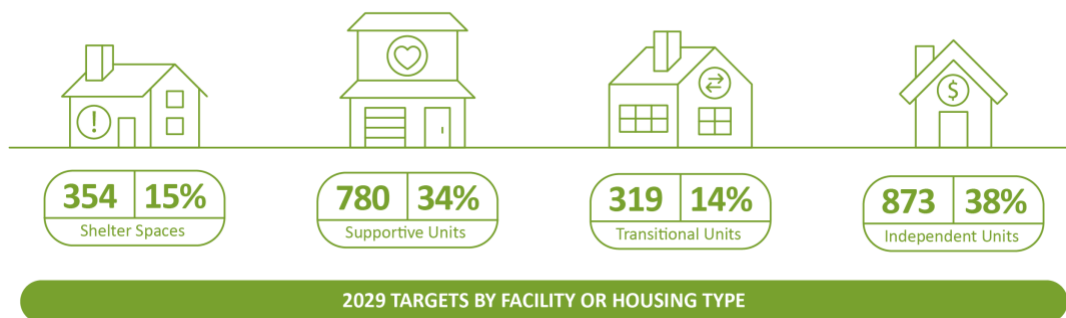
- Interim targets will be reviewed against the new count and revised as necessary.
- If feasible, a By-Name List or equivalent system will be established to track housing need for those experiencing homelessness on an individual level. After establishment, the list will be actively maintained and continuously updated.

The interim targets are structured to address: a) replacement of temporary spaces scheduled for closure in the next two years (304 spaces), b) the number of individuals counted during the 2023 PiT homelessness count (1,060 people), plus c) a 10-year trend conservatively projected (+11%/year) to estimate future need (960 additional spaces). This represents **a total of 2,326 new spaces or units in Surrey.**⁵



TARGETS BY FACILITY OR HOUSING TYPE

Categorized by facility or housing type, the targets include:



4. The next PiT Count is anticipated to take place in 2026.

5. New units or spaces created in 2024 would be counted against the 2025-2026 target.

Table 1 summarizes the estimated number of spaces or units required for the 2025-2029 period, including scheduled closures for replacement (in the first two years only).

Table 1: Annual Unit Targets by Facility or Housing Type (including closures)

Source: Consultant Calculations. CitySpaces Consulting. Based on Lu'ma Native BCH Housing Society - Reaching Home: Canada's Homelessness Strategy. 2023. Homeless Count in Greater Vancouver.

YEAR	HOUSING TYPE				TOTAL	DUE TO CLOSURES
	SHELTER	SUPPORTIVE	TRANSITIONAL	INDEPENDENT		
2025	128	204	62	175	569	164
2026	154	144	72	175	544	140
2027	24	144	62	175	404	
2028	24	144	62	175	404	
2029	24	144	62	175	404	
Total	354	780	319⁶	873	2,326	304
Share	15%	34%	14%	38%		

TARGETS BY AGE RANGE AND FACILITY OR HOUSING TYPE

Based on current trends, the age group expected to have the highest need is adults (25 to 55 years old) – with 1,408 new spaces / units needed by 2029 (or 70% of total).⁷ Table 2 provides an estimated distribution by three age groups for new spaces or units through 2029 (excluding the closures). These allocations are based on interpreting demographic data from the PiT count, including the distribution of age in the count, the reasons for loss of housing, physical and mental health challenges, addictions issues, or 2SLGBTQIA+ identity. Recognizing people of different ages may have specific and unique housing or support needs, the targets have been allocated by age ranges associated with different life stages to each of the housing types.

6. Numbers do not add up due to rounding.

7. This is compared to 42% of the total population in the 25-55 age group in 2021.



Table 2: 2025–2029 Total Targets by Age Range and Facility / Housing Type (excluding closures)

Source: Consultant Calculations. CitySpaces Consulting. Based on Lu’ma Native BCH Housing Society - Reaching Home: Canada’s Homelessness Strategy. 2023. Homeless Count in Greater Vancouver.

AGE RANGE (YEARS)	HOUSING TYPE				TOTAL	
	SHELTER	SUPPORTIVE	TRANSITIONAL	INDEPENDENT	#	%
<25	29	25	52	59	164	8%
25-55	70	493	211	634	1,408	70%
55+	22	202	45	180	450	22%
Total	121	720	308	872	2,022	100%
Share	6%	36%	15%	43%	100%	

Demographic assessment of the PiT count also found 5%-10% of spaces may need to be for people with 2SLGBTQIA+ identities, particularly for youth (with a potential need for 30%+ of youth spaces). All individuals with sexual or gender diverse identities may not need specialized housing, but need housing that is welcoming and supportive of these identities. A total of 20 individuals with a transgender experience were counted in 2023, but the true number is likely higher than what was captured. This group may need specialized services or considerations.



Goals

“Surrey is so big. It’s not a one size fits all everywhere.

The only way we can find a solution is if we all work together.”

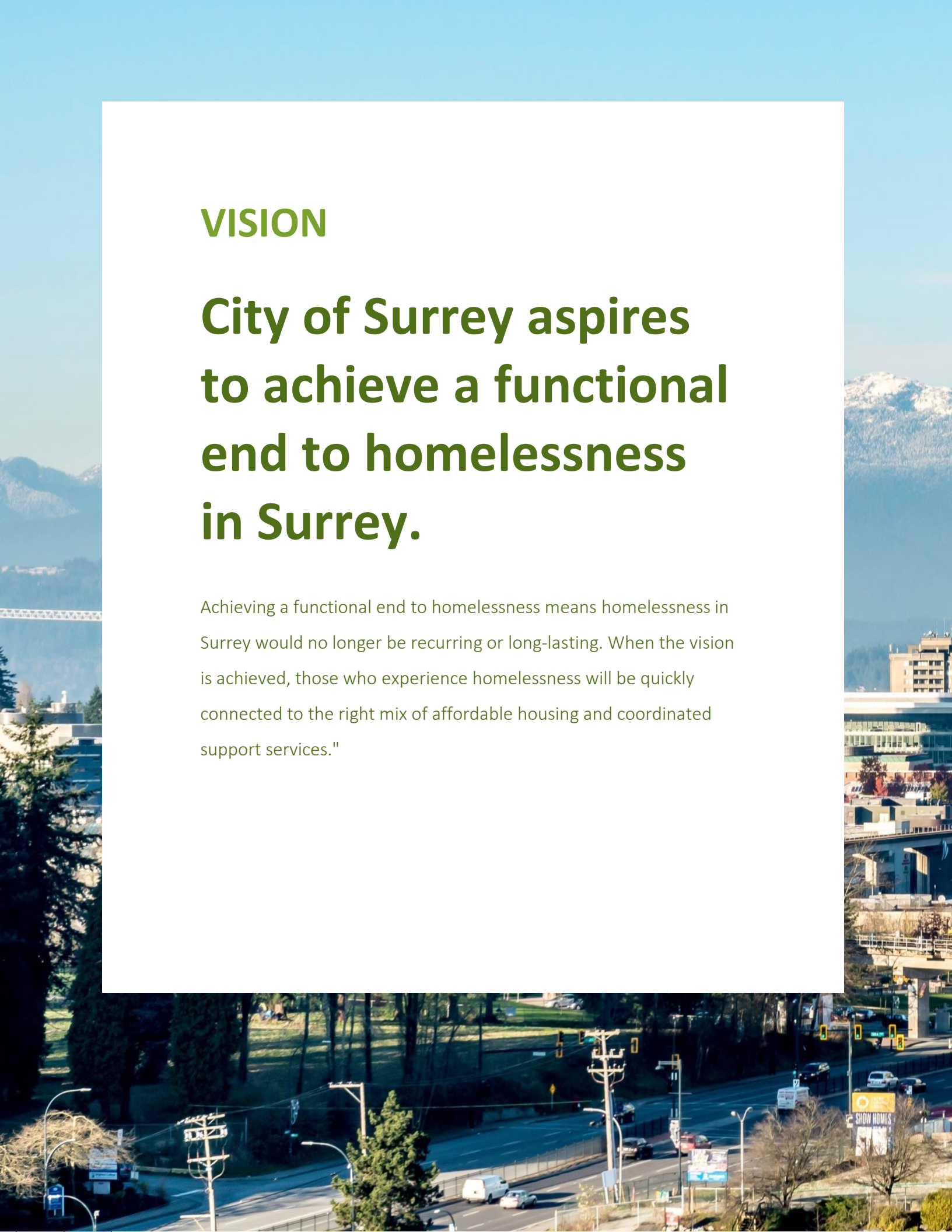
– Business Community Focus Group



VISION

City of Surrey aspires to achieve a functional end to homelessness in Surrey.

Achieving a functional end to homelessness means homelessness in Surrey would no longer be recurring or long-lasting. When the vision is achieved, those who experience homelessness will be quickly connected to the right mix of affordable housing and coordinated support services."



Goals

The Vision will be delivered through seven goals, which form the Plan structure:



The recommended City-led actions in this Plan comprise four categories:



POLICY

Actions that establish or amend a policy or regulation.



PROCESS

Actions that amend or establish a system or practice to create a new outcome.



PARTNERSHIP

Actions that involve City collaboration with external organizations, First Nations, or other levels of governments.



SUPPORT

Actions where the City supports external efforts or encourages involvement by other organizations or governments.

GOAL 1: INCREASE SUPPLY OF NON-MARKET HOUSING




OBJECTIVES

- ▶ Increase the number of non-market housing units built for a range of households including low-income families, seniors, and singles.
- ▶ Contribute to the creation of inclusive and diverse communities throughout Surrey by supporting the development of non-market housing in each of Surrey’s six communities.

Part of a coordinated response includes rapidly increasing the supply of non-market housing with and without supports that meet the diverse needs of residents.

ACTIONS

 POLICY	1	Ensure policies and procedures support the development of non-market housing.
	1A	Ensure the Official Community Plan supports the development of non-market housing in each of Surrey’s six communities where it is aligned with permitted land use and density. Each Surrey community should provide a diversity of housing to meet the needs of all residents.
	1B	Update the Affordable Housing Strategy (2018) to explore more ways to support the development of non-market housing, including housing for low- and moderate-income households, such as subsidized employer-led housing and the co-op housing model. Policy tools to consider include pre-zoning, parking relaxations, and other regulatory practices.





POLICY

1C Update policies regarding contributions to the Affordable Housing Reserve Fund and develop criteria on how the Affordable Housing Reserve Fund is used. The review will need to ensure alignment with the new Provincial legislation (Bill 16, 2024) including inclusionary zoning policies. The criteria for the allocation of the Affordable Housing Reserve Fund should further leverage and support new non-market housing. Regular market analysis would be needed to inform policy updates.



PROCESS

2

Enhance current processes to support the development of more non-market housing.

2A Expedite non-market housing projects by having dedicated City staff to shepherd projects through the approval process, build capacity of the sector, and share information about preferred processes and best practices.



POLICY

3

Implement financial incentives to support non-market housing, such as:

3A Deliver the Non-Market Rental Housing Development Incentive Program through the Housing Accelerator Fund to provide fee and permit discounts for projects with a significant affordable housing component.

3B Provide Development Cost Charge (DCC) waivers for non-market rental projects.

3C Develop permissive tax exemptions for non-market housing providers.





PROCESS

4

Consider leasing existing City-owned land and/or make strategic purchases of land that could be leased on a long-term basis for non-market housing.



POLICY +
PROCESS

5

Co-locate new civic facilities with non-market housing.

Civic facilities refer to any property, facility, structure, or building, owned or controlled by the City. Examples may include (but are not limited to) public libraries, community or recreation centres, police departments, fire halls, conference or event centres, museums, or arts centres.



SUPPORT
+ PROCESS

6

Utilize City-owned land and acquire sites to deliver creative and innovative pilot projects and rapid response actions such as modular, mass timber, prefabricated, or 3D printed.

City of Rossland constructed 37 affordable workforce housing units above its new City Hall building, on City-owned land. Municipal offices are located on the ground floor, with three-storeys of residential apartments above. BC Housing, Columbia Basin Trust, and Federation of Canadian Municipalities funded the affordable housing.

Source: rossland.ca



GOAL 2: BUILD CULTURALLY SAFE HOUSING AND SUPPORT SERVICES FOR INDIGENOUS PEOPLE



OBJECTIVES

- ▶ Recognize and continue working to understand and address Indigenous homelessness and the unique housing needs of Indigenous people.
- ▶ Increase the number of Indigenous-led non-market housing units and projects.
- ▶ Improve access to culturally safe and appropriate supports, including the provision of dedicated support services for Indigenous people. Make efforts to remove barriers caused by anti-Indigenous racism.
- ▶ Prevent incidences of Indigenous homelessness in Surrey.

ACTIONS



PARTNERSHIP

1

Increase stock of Indigenous housing through partnerships with the local land-based First Nations and Surrey Urban Indigenous Leadership Committee (SUILC) and creatively problem-solve, identify solutions, and coordinate efforts.

Work with the land-based nations and representatives from Indigenous housing providers to develop a specific plan to address Indigenous homelessness. Collaboration will be guided by the needs of the land-based nations and could include setting up a committee or other forum for meeting. For example, explore how the City can work with Sacred Waters, the economic development partnership owned jointly by the Katzie, Kwantlen and Semiahmoo Nations, to develop a housing project that includes a gathering space for the Indigenous community.





PARTNERSHIP

2

Partner with Indigenous housing providers to create more opportunities for Indigenous-led housing.

Indigenous-focused housing developments recognize the need to strengthen Indigenous identity, build community, support healing and create pathways to recovery. The City can support Indigenous organizations and increase Indigenous-led housing developments through actions such as identifying opportunities for securing long-term funding, leasing land, or facilitating partnerships with other organizations.



SUPPORT

3

Support the Surrey Urban Indigenous Leadership Committee’s (SUILC) call to action to build 800 deeply affordable housing units for single parent Indigenous households by 2031.

SUILC’s Finding our Way Home (2022) report identified single-parent Indigenous families as the highest need Indigenous population in Surrey.

In 2023, the Siksika Nation in Alberta partnered with an Ontario-based construction company and University of Calgary for the design and build of 16 one-bedroom units for members at-risk of homelessness, created using 3D-print technology.

Source: www.siksikahousing.com



4

Work with the non-profit sector to support the provision of culturally safe and appropriate services that address Indigenous homelessness.

The Aboriginal Standing Committee on Housing and Homeless defines Indigenous homelessness beyond lacking a structure of habitation, and includes individuals, families, and communities isolated from their relationships to land, water, place, family kin, each other, animals, cultures, languages, and identities. Service providers that understand Indigenous homelessness can best support the needs of Indigenous people. This may include providing opportunities for cultural reconnection, family-oriented supports for Indigenous households, regular access to Elders, Indigenous ceremony and spirituality, and Indigenous specific activities such as traditional craft classes. Areas of priority need include mental health, trauma, and addictions counselling, support for Indigenous children in government care, and subsidized childcare.

5

Support local efforts to increase retention, staff training and employment opportunities for Indigenous workers in the non-profit sector.

Indigenous representation within Surrey's organizations serving people experiencing or at-risk of homelessness is crucial for increasing trust and comfort.



POLICY

6

Acknowledge Indigenous housing needs and apply a culturally-informed lens of Indigenous homelessness into the City’s housing policies and plan updates.

This would include the Official Community Plan (OCP), zoning bylaw, and all policies and plans that inform housing development and approvals – to ensure the policy responds to the current housing needs of Indigenous people. Where possible, amplify the housing-related recommendations of the Surrey Urban Indigenous Leadership in City documents.



SUPPORT

7

Support the expansion of services for Indigenous youth, including youth transitioning out of government care.

Services would include the creation of a drop-in Indigenous youth centre or dedicated Indigenous youth services.

Kwum Kwum Lelum (House of Courage) offers safe, supported homes for Indigenous Peoples experiencing homelessness in Victoria. Offering a dual model of housing care with Culturally Supportive Housing alongside Decolonized Harm Reduction. Services and supports focus on strengthening Indigenous self-identity and building community while supporting healing and recovery.

Source: BC Housing, House of Courage is Open (2023)



GOAL 3: DIVERSIFY NON-MARKET HOUSING TO MEET THE NEEDS OF PRIORITY POPULATIONS



OBJECTIVE

- Support the development of a greater range of non-market housing to better serve the needs of population groups experiencing or at-risk of homelessness, including people with complex health issues, low-income seniors and Elders, young adults, Indigenous people, women and children, people identifying as 2SLGBTQIA+, and low-income newcomers.

People with Complex Health Issues may experience complex mental health or substance use issues and may also be living with other challenges such as acquired brain injury, developmental disability, or histories of trauma.

Source: Ministry of Mental Health and Addictions

ACTIONS

<p>SUPPORT + PARTNERSHIP</p>	<p>1 Partner with BC Housing and Fraser Health Authority to implement new housing models for people experiencing and at-risk of homelessness, including seniors, Elders, and those with complex health needs living with substance use and mental health challenges, who require more or different supports than currently provided in shelters or supportive housing.</p>
<p>SUPPORT</p>	<p>2 Support efforts to increase options for individual's ineligible for supportive housing. For example, many individuals find themselves ineligible for assisted living due to their substance use but have complex health needs preventing them from living independently. Adults with an Acquired Brain Injury are often ineligible for particular housing due to age or diagnosis.</p>





PROCESS

3

Prioritize the development of safe houses and transitional housing for youth and young adults.

Continue to build partnerships with key agencies to facilitate the development of youth-specific housing options with wrap-around services in a safe, supportive environment, to facilitate a positive transition to adulthood.

4

Prioritize projects that increase the number of units dedicated to single women, families, senior women and Elders, and women with children.

A variety of female-specific housing options are needed in Surrey, including independent housing for low-income female-led households, as well as supportive and transitional housing, and shelter options. This includes medium to high barrier housing intended for women with children and no/low-barrier options.

Pacific Community Resources Society is partnered with City of Surrey, Canada Mortgage and Housing Corporation, and BC Housing to provide 30-units of transitional housing for young adults in Surrey.

The housing complex provides young adults with safe, affordable housing for two-years while they transition to adulthood and independence.

Source: pcrs.ca



PARTNERSHIP

5

Facilitate partnerships between settlement serving agencies and non-market housing providers.

More bridging is needed between settlement serving agencies and non-market housing providers to help low-income newcomers, especially refugees, find safe and affordable housing that meets their needs.



National Occupancy Standards, used to determine the suitability of housing based on the number of occupants and bedrooms, do not consider cultural norms of immigrant / refugee and Indigenous families. Multiple family members sharing a room is considered acceptable in many cultures; this can create housing barriers for households who are deemed ineligible for available social housing units, putting them at greater risk of homelessness. More inclusive standards are needed for priority population groups.



GOAL 4: ENSURE EMERGENCY RESPONSE SOLUTIONS ARE EFFECTIVE, CLIENT-CENTRED, AND RAPID



OBJECTIVES

- ▶ Ensure emergency solutions are responsive to the specific needs of different population groups.
- ▶ Provide appropriate services through client-centred case planning and support.
- ▶ Facilitate better access to stable, permanent housing with fewer instances of people living for long periods in shelters.

ACTIONS



PROCESS +
PARTNERSHIP

1

Identify opportunities for new shelter beds to ensure there is no net loss of spaces until permanent housing solutions are established.

Several shelters located on leased land are at-risk of closure due to expiring leases and/or awaiting redevelopment. Replacement sites will need to be secured in the short- to medium-term. While an increase in shelters is not the long-term goal – as shelters are intended to offer short-term, temporary accommodation for people in crisis – increasing the number of shelter beds is a necessary part of the interim solution until longer term housing can be completed.



PARTNERSHIP

2

Support community partner agencies to provide Extreme Weather Response shelters (EWR) and/or Temporary Winter Shelters (TWS), to ensure there are spaces available in all Surrey communities including South Surrey.

3 Advocate for permanent, stable housing solutions to accommodate the unhoused population and reduce the need for stand-alone shelters, Extreme Weather Response shelters (EWR) and Temporary Winter Shelters (TWS).

For example, support the provision of flexible spaces to offer additional beds as required in purpose-built buildings co-located with other housing and/or services.

4 Support actions to improve the safety of youth, women, and families.

A range of actions are needed to respond to concerns around intimate partner violence, safety on the streets especially for women involved in sex work, safety in shelters for youth, women, and children. This includes establishing additional shelter and drop-in spaces dedicated to youth, women, and families.

5 Support the Surrey Homelessness and Housing Society (SHHS).

Continue supporting the Surrey Homelessness and Housing Society (SHHS) in raising funds and distributing grants that support projects to reduce homelessness. The SHHS is an important local resource that supports the community to address homelessness.

Shelters provide emergency, temporary, short-term accommodation for individuals and families experiencing or at-risk of homelessness. Shelters may offer other services such as food, clothing, or counselling.

Extreme Weather Response shelters (EWR) provide temporary overnight, emergency shelter spaces only during periods of extreme winter weather for people who are unsheltered, unlike shelters which are open 24/7 all year.

Temporary Winter Shelters (TWS) are open nightly during the months mid-October to mid-April to provide additional shelter capacity for unhoused people.

Shelters, EWRs, and TWSs are short-term solutions to the housing problem. Shelters may provide help to individuals to stabilize and transition into more stable living situations.



GOAL 5: ENCOURAGE PREVENTION-DRIVEN SOLUTIONS, ESPECIALLY DURING TRANSITIONS



OBJECTIVES

- ▶ Prevent incidences of people becoming homeless, specifically around points of transition in their life.
- ▶ Reduce the number of tenants being evicted, placing them at-risk of homelessness.

People experiencing transitions who may be at greater risk of homelessness include youth aging out of care, adults approaching 65 whose income assistance transitions to pensions, people with no fixed address being discharged from hospital, women and children fleeing violence, people being released from the criminal justice system, and refugee claimants arriving in Canada.

ACTIONS



- 1** Establish working groups to address barriers to accessing income, housing, or supports for individuals being discharged from correctional facilities, youth aging out of care, patients with no fixed address being discharged from hospital, refugee claimants, seniors and Elders, and other situations.

This may include supporting social service agency engagement and providing space for working groups at City Hall for the following new or existing coalitions or tables noted in 1A through 1F below.

- 1A** Establish a working group to focus on a prevention approach that specifically targets people aged 64 whose benefits will be transitioning to Old Age Security (OAS), Guaranteed Income Supplement (GIS), or Canada Pension Plan (CPP). A support service is needed for people on income assistance who are homeless or at risk, approaching 65 to help with application submissions and tax returns, to ensure seniors and Elders continue receiving financial support.



SUPPORT +
PARTNERSHIP

- 1B** Facilitate collaboration between the Surrey Local Immigration Partnership and/or settlement agencies and housing providers to prevent instances of low-income newcomer households experiencing homelessness. Given emerging concerns in other parts of the region and country about high numbers of refugee claimants accessing shelter beds, the number of refugee claimants accessing the shelter system in Surrey needs to be monitored to inform whether or not more appropriate responses need to be developed in partnership with the federal and provincial governments.
- 1C** Partner with the Surrey Vulnerable Women and Girls (SVWG) Working Group to identify specific local issues affecting women and families and solutions to preventing homelessness.
- 1D** Partner with the Ministry of Children and Family Development and organizations that support youth aging out of care to identify solutions to prevent youth from becoming homeless.
- 1E** Support Fraser Health’s initiatives to transition patients out of hospital into the community with appropriate supports. Greater support is needed for those without a fixed address and those unable to be discharged from hospitals and at risk of homelessness.
- 1F** Convene stakeholders involved in the criminal justice system to explore solutions for preventing people being released from correctional facilities transitioning into homelessness.



POLICY

2

Update Policy O-61 – Rental Housing Redevelopment: Rental Replacement and Tenant Relocation Assistance and develop a Tenant Protection Bylaw as permitted under Provincial Bill 16.

Policy O-61 currently requires landlords to replace rental units and provide relocation support to tenants in purpose-built rental units within multi-family residential buildings. The policy was adopted in 2018 and needs to be updated to reflect legislative changes and current market conditions. Expanding this coverage could be explored, and new Bill 16 powers allow for tenant protection of any renter with a signed tenancy agreement.



3

Identify ways the City can support renters at risk of eviction, such as energy assistance payments to help with the cost of utilities, rent supplements, legal services, or other tools.



4

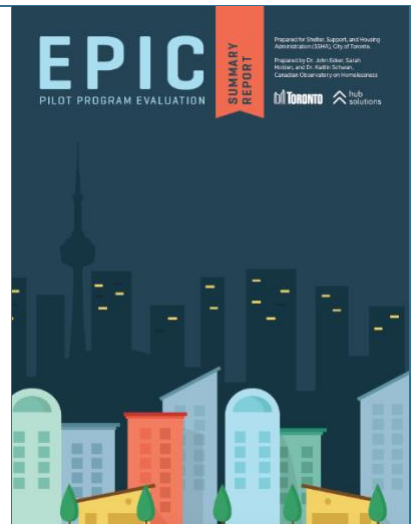
Adopt bylaws to protect the rental housing stock in Surrey over the long term.

This could include extending rental housing agreements for new purpose-built market rental buildings to 60 years or longer and exploring the use of rental tenure zoning.

Eviction Prevention in the Community Pilot Program (EPIC) Toronto, ON

A one-year wrap around eviction prevention service to help tenants facing imminent risk of eviction using a blended model of direct and contracted community agency service delivery. Clients were assigned to community agencies based on geography and caseload capacity. The program was effective in preventing evictions and stabilizing clients in their current housing. Of 97 program clients, 90% were stabilized in their housing, 8% were rehoused, and 2% exited homelessness

Source: Homeless Hub



GOAL 6: IMPROVE ACCESS TO HEALTH AND OTHER SUPPORT SERVICES



OBJECTIVES

- ▶ Improve the integration of health and other services in shelters, transitional, and supportive housing in Surrey.
- ▶ Ensure there are adequate substance use services to support people requiring harm reduction and/or treatment and recovery services.
- ▶ Increase the availability and range of health services for homeless and at-risk residents across the city.
- ▶ Improve access to culturally safe and appropriate supports for diverse populations including Indigenous people, people identifying as 2SLGBTQIA+, women, youth, and low-income newcomers.

ACTIONS



PROCESS +
PARTNERSHIP

1

Develop service hubs in each town centre.

Service hubs would provide a range of support services and involve a collaborative approach between multiple agencies and community service providers.

Additional homelessness services in Surrey could include coordinated access and systems-wide solutions, mental health and substance use services, primary health care, income supports, food and employment services, newcomer supports, and other wrap-around support services.



SUPPORT

2

Advocate to senior levels of government for additional services to address homelessness.

This includes playing a lead role in identifying sites and securing ongoing funding for service hubs through partnerships with Fraser Health and other partner agencies.



SUPPORT

3

Facilitate staff training, trauma informed care, and self-care support for direct care staff.



PROCESS

4

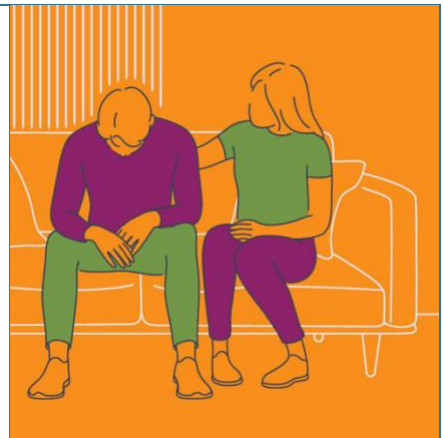
Identify opportunities for mobile services, crisis line solutions, and enhanced homelessness outreach.

5

Pilot new approaches for responding to mental health issues which offer trauma-informed and culturally safe support.

For instance, providing an emergency response from mental health professionals where appropriate instead of police or ambulance services.

Peer Assisted Care Team (PACT) is a Canadian Mental Health Association BC project being piloted in North and West Vancouver, New Westminister, and Victoria. It provides mobile emergency response to crisis calls related to mental health and/or substance use. Teams comprising mental health professionals and peer workers respond alongside or instead of police to help de-escalate situations and provide support.



PARTNERSHIP

6

Partner with local support service providers to deliver a wide range of services throughout the City and within service hubs for people who are homeless or at risk of homelessness, including but not limited to the organizations listed in 6A through 6F below.

6A

Organizations for people identifying as 2SLGBTQIA+.

6B

Indigenous organizations that provide culturally-safe services including mental health, trauma, and addictions counselling, support for Indigenous children in government care, and subsidized childcare.



PARTNERSHIP

- 6C** Organizations that provide free and low barrier ID services (e.g. BC Services or ICBC). Without ID, individuals are unable to access services including income supports, banking, health care, housing, employment, and food programs.
- 6D** **Surrey Vulnerable Women and Girls Working Group (SVWG)** to identify safe, dedicated women- and girl-only services that are needed. This includes considerations of mobile, drop-in and night-time services where staff are trained to support vulnerable women and youth.
- 6E** **Youth-serving organizations** to provide supports including youth-specific clinics, life skills, schooling options, mental health counselling, and other services.
- 6F** **Newcomer-serving agencies** that provide supports to low-income immigrants and refugees, including housing assistance, employment counselling, language training, immigration support, and health services.



SUPPORT

- 7** **Advocate for the continued delivery of harm-reduction services and facilitate dialogue with the local community and businesses.**




GOAL 7: UNDERSTAND THE SCALE AND COMPLEXITY OF COMMUNITY NEED



OBJECTIVES

- ▶ Facilitate improved coordination between housing and service providers.
- ▶ Improve access to data and data sharing to enhance understanding of the needs of people experiencing homelessness.
- ▶ Achieve greater community awareness and support for homelessness services and solutions.

ACTIONS

 SUPPORT + PROCESS	<p>1 Explore the development of a Local By-Name List or another process to provide an up-to-date and comprehensive understanding of the current needs of people experiencing homelessness in Surrey.</p> <p>This may include advocating to BC Housing and Fraser Health to inform a centralized By-Name List. This would allow for more comprehensive data collection with more immediacy and frequency than Point-in-Time counts and ensure that housing solutions meet the needs of people experiencing homelessness.</p>
	<p>2 Convene a Homelessness Forum and/or an Implementation Sector Table with members from across all sectors.</p>
	<p>3 Explore setting up a Digital Services Hub and/or print resources that are current to facilitate people navigating resources and services on their own. This should include consideration of the BC 211 service.</p>
 SUPPORT	<p>4 Advocate for service coordination partnerships and data sharing agreements between housing, health, and support service organizations, to allow for client-based sharing of information.</p>
 PROCESS	<p>5 Share information on the City’s website and social media about shelter openings/EWRs.</p>





PROCESS

6

Compile data and information from Statistics Canada, CMHC, BC Housing, or other relevant government agencies, as well as academic and other researchers, to provide a more detailed understanding of trends in homelessness.

This includes data to understand the trends relating to the extent of hidden homelessness and promising approaches and practices. This will ensure that decisions and actions are based on current and emerging evidence.



SUPPORT +
PARTNERSHIP

7

Address stigma and foster community buy-in for non-market housing developments.



Implementation + Evaluation Framework

“What’s made a difference for me is the people. When the right people are connected, good things happen. People are amazing... they’ve helped me so many times. When they really have a heart and fight for us... it makes such a difference.”

– Lived Experience Interview



Implementation + Evaluation Framework

The Implementation + Evaluation Framework serves as a structured roadmap to guide the City of Surrey and partners to deliver the strategic goals over the next five years; this is intended to move Surrey towards its vision of achieving a functional end to homelessness in Surrey.

Each action identifies a City Division as lead and, where required, other essential partners critical to delivering the action. A timeline is specified for each action, with implementation phases:



The Implementation + Evaluation Framework will require regular updates (led by the Housing and Social Development Division). The framework should be adapted as needed, continuously integrating feedback, monitoring performance, and improving the actions.



Table 3: City of Surrey Implementation + Evaluation Framework

GOAL 1: INCREASE SUPPLY OF NON-MARKET HOUSING						 TERM		
#	ACTION	CITY LEAD	PARTNER	OUTCOME				
1	Ensure policies and procedures support the development of non-market housing.	Housing and Social Development	Community Planning	Policies are created to support non-market housing development.	ONGOING			
1a	Ensure the Official Community Plan (OCP) supports the development of non-market housing in each of Surrey's six communities.	Community Planning	Housing and Social Development	OCP review updates.				
1b	Update the Affordable Housing Strategy (AHS)	Housing and Social Development	Community Planning	The AHS is updated.				
1c	Update policies regarding contributions to the Affordable Housing Reserve Fund and develop criteria to identify how the Affordable Housing Reserve Fund is used.	Housing and Social Development	Community Planning	Policies regarding contributions to the AHRF are updated and AHRF criteria is developed.				
2	Enhance current processes to support the development of more non-market housing.	Housing and Social Development	Development Planning & Building	New processes are established to support non-market housing development.	ONGOING			
2a	Expedite non-market housing projects by having dedicated City staff to shepherd projects through the approval process.	Housing and Social Development	Development Planning & Building	A staff member is assigned with monitoring non-market housing projects and working with non-profits.				
3	Implement financial incentives to support non-market housing.	Housing and Social Development		Financial incentives are implemented to support non-market housing.	ONGOING			
3a	Deliver the Non-Market Rental Housing Development Incentive Program through the Housing Accelerator Fund.	Development Planning	Housing and Social Development	The Non-Market Rental Housing Development Incentive Program is delivered through the Housing Accelerator Fund to provide discounts for projects with a significant affordable housing component.				
3b	Provide Development Cost Charge (DCC) waivers for non-market rental projects.	Engineering	Housing and Social Development	Non-market rental projects have DCC fees waived.				
3c	Develop permissive tax exemptions for non-market housing providers.	Housing and Social Development		Permissive tax exemptions of 5 years or more are supported for non-market housing providers.				
4	Consider leasing existing City-owned land and/or make strategic purchases of land that could be leased on a long-term basis for non-market housing.	Housing and Social Development	Realty	The City makes strategic purchases or leases existing land for non-market housing.	ONGOING			
5	Co-locate new civic facilities with non-market housing.	Strategic Initiatives and Investments, Housing and Social Development	Parks, Recreation & Culture Libraries Fire Services	New civic facilities in Surrey are built combining a non-market housing component.				
6	Utilize City-owned land and acquire sites to deliver creative and innovative pilot projects and rapid response actions such as modular, mass timber, prefabricated, or 3D printed.	Housing and Social Development	Building	Alternative creative solutions are researched and considered for future non-market housing in Surrey.				



GOAL 2: BUILD CULTURALLY SAFE HOUSING AND SUPPORT SERVICES FOR INDIGENOUS PEOPLE



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Increase stock of Indigenous housing through partnerships with the local land-based First Nations and Surrey Urban Indigenous Leadership Committee (SUILC) and creatively problem-solve, identify solutions, and coordinate efforts.	Housing and Social Development	SUILC	New creative solutions to Indigenous homelessness are identified.			
2	Partner with Indigenous housing providers to create more opportunities for Indigenous-led housing.	Housing and Social Development	Indigenous Housing Providers	Partnerships are formed with Indigenous housing providers and new Indigenous-led housing projects are developed in Surrey.			
3	Support the Surrey Urban Indigenous Leadership Committee's (SUILC) call to action to build 800 deeply affordable housing units for single parent Indigenous households by 2031.	Housing and Social Development	SUILC	SUILC's call to action is achieved with 800 deeply affordable housing units built by 2031.			
4	Work with the non-profit sector to support the provision of culturally safe and appropriate services that address the needs of Indigenous people.	Housing and Social Development	Non-profit and service agencies	Culturally safe and appropriate services for Indigenous people are available in Surrey.			
5	Support local efforts to increase staff retention, training and employment opportunities for Indigenous workers in the non-profit sector.	Housing and Social Development	Non-profit and service agencies	More employment and staff training opportunities available for Indigenous people.			
6	Acknowledge Indigenous housing needs and apply a culturally-informed lens of Indigenous homelessness into the City's housing policies and plan updates.	Community Planning, Housing and Social Development		Plans and policies are updated to acknowledge Indigenous housing need and cultural safety.	ONGOING		
7	Support the expansion of services for Indigenous youth, including youth transitioning out of government care.	Housing and Social Development	Non-profit and service agencies	More services are available for Indigenous youth.	ONGOING		



GOAL 3: DIVERSIFY NON-MARKET HOUSING TO MEET THE NEEDS OF PRIORITY POPULATIONS



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Partner with BC Housing and Fraser Health Authority to implement new housing models for people experiencing and at-risk of homelessness, including seniors, Elders, and those with complex health needs living with substance use and mental health challenges, who require more or different supports than currently provided in shelters or supportive housing.	Housing and Social Development	BC Housing, Fraser Health	New mixed-use service hubs incorporating supportive housing, shelters, health and other services are built in Surrey.			
2	Support efforts to increase options for individuals ineligible for supportive housing.	Housing and Social Development	BC Housing, Fraser Health	More housing options are available for those ineligible for assisted living who have complex health needs but use substances and Adults with an Acquired Brain Injury (ABI).			
3	Prioritize the development of safe houses and transitional housing for youth and young adults.	Housing and Social Development	Youth-serving agencies	Development of more youth-specific housing options with wrap-around services.			
4	Prioritize projects that increase the number of units dedicated to single women, families, senior women and Elders, and women with children.	Housing and Social Development	Surrey Vulnerable Women and Girls' WG	An increase in the number of dedicated units for single women, families, senior women and Elders, and women with children.			
5	Facilitate partnerships between settlement serving agencies and non-market housing providers.	Housing and Social Development	Surrey Local Immigration Partnership, non-market housing providers	Collaboration between sectors to address the housing needs of low-income newcomers.			



GOAL 4: ENSURE EMERGENCY RESPONSE SOLUTIONS ARE EFFECTIVE, CLIENT-CENTRED, AND RAPID



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Identify opportunities for new shelter beds to ensure there is no net loss of spaces until permanent housing solutions are established.	Housing and Social Development	BC Housing	There is no net loss in shelter beds as existing leases expire.			
2	Support community partner agencies to provide Extreme Weather Response shelters (EWR) and/or Temporary Winter Shelters (TWS), to ensure there are spaces available in all Surrey communities including South Surrey.	Housing and Social Development	BC Housing, Homelessness Services Association of BC	EWR and TWS sites are identified in all six Surrey communities.			
3	Advocate for permanent, stable housing solutions to accommodate the unhoused population and reduce the need for stand-alone shelters, Extreme Weather Response shelters (EWR) and Temporary Winter Shelters (TWS).	Housing and Social Development	BC Housing	Increase in opportunities for permanent, stable housing solutions are developed, with fewer people relying on EWR and TWS.			
4	Support actions to improve the safety of youth, women, and families.	Housing and Social Development	BC Housing, Surrey Vulnerable Women and Girls' WG	A range of actions are developed including establishing additional shelter and drop-in spaces dedicated to youth, women, and families.			
5	Continue to support the Surrey Homelessness and Housing Society (SHHS)	Housing and Social Development, Legal Services, Finance Department	Surrey Homelessness and Housing Society (SHHS)	Programs to reduce homelessness, and community initiatives are supported by funds and grants.			ONGOING



GOAL 5: ENCOURAGE PREVENTION-DRIVEN SOLUTIONS ESPECIALLY DURING TRANSITIONS



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Establish or support existing working groups to explore policy and procedural barriers to accessing income, housing, or supports for individuals being discharged from correctional facilities, youth aging out of care, patients with no fixed address being discharged from hospital, refugee claimants, seniors and Elders, and other situations.	Housing and Social Development	BC Housing, Fraser Health, Corrections, Non-profit and service agencies	Working groups are formed across the housing and homelessness sector. Solutions are identified to address policy and procedural barriers faced by priority populations.			
1A	Establish a working group to focus on a prevention approach that specifically targets people aged 64 whose benefits will be transitioning to Old Age Security (OAS), Guaranteed Income Supplement (GIS), or Canada Pension Plan (CPP).	Housing and Social Development	Ministry of Social Development and Poverty Reduction, Senior-serving agencies	A working group is formed and prevention approaches are identified for people aged 64 who rely on benefits to pay rent.			
1B	Facilitate collaboration between the Surrey Local Immigration Partnership and/or settlement agencies and housing providers to prevent instances of low-income newcomer households experiencing homelessness.	Housing and Social Development	Surrey Local Immigration Partnership	Collaboration between agencies to prevent newcomer households from experiencing homelessness.			
1C	Partner with the Surrey Vulnerable Women and Girls (SVWG) Working Group to identify specific local issues affecting women and families and solutions to preventing homelessness.	Housing and Social Development	Surrey Vulnerable Women and Girls' WG	Specific local issues affecting women and families fleeing violence are identified and actions formulated.			
1D	Partner with the Ministry of Children and Family Development and organizations that support youth aging out of care to identify solutions to prevent youth from becoming homeless.	Housing and Social Development	Ministry of Children and Family Development, Youth-serving agencies	Solutions are identified to prevent youth from becoming homeless.			
1E	Support Fraser Health's initiatives to transition patients out of hospital into the community with appropriate supports.	Housing and Social Development	Fraser Health, BC Housing	Patients are discharged from hospital with appropriate supports.		ONGOING	
1F	Convene stakeholders involved in the criminal justice system to explore solutions for preventing people being released from correctional facilities transitioning into homelessness.	Housing and Social Development	Criminal Justice agencies and relevant service agencies	Specific solutions are identified for people being released from custody and sometimes requiring specific conditions.			
2	Update Policy O-61 – Rental Housing Redevelopment: Rental Replacement and Tenant Relocation Assistance and develop a Tenant Protection Bylaw as permitted under Provincial Bill 16.	Housing and Social Development	Community Planning, Development Planning	Policy O-61 is reviewed and updated.			
3	Identify ways the City can support renters at risk of eviction, such as energy assistance payments to help with the cost of utilities, rent supplements, legal services, or other tools.	Housing and Social Development	BC Housing, Non-profit service agencies	Best practices research is undertaken to identify approaches to support renters at risk of eviction.			
4	Adopt bylaws to protect the rental housing stock in Surrey over the long term.	Housing and Social Development, Bylaws	Residential Tenancy Branch	New tools are identified and implemented to protect the rental housing stock.			



GOAL 6: IMPROVE ACCESS TO HEALTH AND OTHER SUPPORT SERVICES



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Develop service hubs in each town centre.	Housing and Social Development	Fraser Health	Service hubs are developed in different communities which combine health and other support services.		✓	
2	Advocate to senior levels of government for additional services to address homelessness.	Housing and Social Development	BC Housing, Fraser Health, other partner service agencies	Regular communication with senior government. Funding for additional services to address homelessness is secured.	ONGOING		
3	Facilitate staff training, trauma informed care, and self-care support for direct care staff.	Housing and Social Development	Non-profit agencies	More training opportunities and support is established for direct care staff.		✓	
4	Identify opportunities for mobile services, crisis line solutions, and enhanced homelessness outreach.	Housing and Social Development	BC Housing Fraser Health Other government ministries	New mobile services, crisis line solutions, and enhanced homelessness outreach services are identified.		✓	
5	Pilot new approaches for responding to mental health issues which offer trauma-informed and culturally safe support.	Housing and Social Development	Fraser Health, Bylaws, Surrey Police	Best practices research and communication with experts is conducted to explore new approaches for responding to mental health issues.	✓		
6	Partner with local support service providers to deliver a wide range of services throughout the City and within service hubs for people who are homeless or at risk of homelessness, including but not limited to the organizations listed in 6A through 6F below.	Housing and Social Development	See 6A-F below	A wider range of services are available serving priority populations.	ONGOING		
6A	Organizations for people identifying as 2SLGBTQIA+.	Housing and Social Development	Non-profits providing services for the 2SLGBTQIA+ community	A range of services are available for people identifying as 2SLGBTQIA+.	ONGOING		
6B	Indigenous organizations that provide culturally-safe services including mental health, trauma, and addictions counselling, support for Indigenous children in government care, and subsidized childcare.	Housing and Social Development	Indigenous service providers	A range of culturally-safe services are available for Indigenous people.	ONGOING		
6C	Organizations that provide free and low barrier ID services (e.g. BC Services or ICBC).	Housing and Social Development	ID services	Processes to obtain or replace ID cards are streamlined for people experiencing or at-risk of homelessness.	ONGOING		



GOAL 6: IMPROVE ACCESS TO HEALTH AND OTHER SUPPORT SERVICES



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
6D	Surrey Vulnerable Women and Girls' Working Group (SVWG) to identify safe, dedicated women- and girl-only services that are needed.	Housing and Social Development	Surrey Vulnerable Women and Girls' WG	A range of drop-in and night-time services are available where staff are trained to support vulnerable women and youth.			
6E	Youth-serving organizations to provide supports including youth-specific clinics, life skills, schooling options, mental health counselling, and other services.	Housing and Social Development	Youth-serving agencies	A range of youth services are available.			
6F	Newcomer-serving agencies that provide supports to low-income immigrants and refugees, including housing assistance, employment counselling, language training, immigration support, and health services.	Housing and Social Development	Surrey Local Immigration Partnership	A range of support services are available for newcomers.			
7	Advocate for the continued delivery of harm-reduction services and facilitate dialogue with the local community and businesses.	Housing and Social Development	Non-profit service agencies, local business community, + Surrey Police	Harm-reduction services continue to be delivered in Surrey, advocated by the City.			



GOAL 7: UNDERSTAND THE SCALE AND COMPLEXITY OF COMMUNITY NEED



#	ACTION	LEAD	PARTNER	OUTCOME	TERM		
1	Explore the development of a Local By-Name List or another process to provide an up-to-date and comprehensive understanding of the current needs of people experiencing homelessness in Surrey.	Housing and Social Development	BC Housing, Fraser Health, Non-profit service agencies	A Local By-Name List or other similar process is established.			
2	Convene a Homelessness Forum and/or an Implementation Sector Table with members from across all sectors.	Housing and Social Development		A Homelessness Prevention Forum and/or an Implementation Sector Table is formed with regular scheduled meetings.			
3	Explore setting up a Digital Services Hub and/or print resources that are current to facilitate people navigating resources and services on their own.	Housing and Social Development	Libraries	A Digital Services Hub is created and/or resources are printed to provide information to help people navigate resources and services.			
4	Advocate for service coordination partnerships and data sharing agreements between housing, health, and support service organizations, to allow for client-based sharing of information.	Housing and Social Development	BC Housing, Fraser Health, Non-profit service agencies	Client data is shared between organizations through service coordination partnerships and data sharing agreements.			
5	Share information on the City's website and social media about shelter openings/EWRs.	Housing and Social Development		City website and social media is regularly updated.			ONGOING
6	Compile data and information from Statistics Canada, CMHC, BC Housing, or other relevant government agencies, as well as academic and other researchers, to provide a more detailed understanding of trends in homelessness.	Housing and Social Development		Trends in homelessness are monitored through data and information sources.			ONGOING
7	Address stigma and foster community buy-in for non-market housing developments.	Housing and Social Development	BC Housing, Fraser Health, Non-profit housing providers	Community support and buy-in for new non-market housing developments.			ONGOING



APPENDIX A

GLOSSARY OF TERMS



The terms below define key topics and terms relating to homelessness as well as best and emerging practices for addressing homelessness.

AFFORDABLE HOUSING

In Canada, housing is typically considered to be affordable when a household spends less than 30% of its pre-tax income on adequate and suitable shelter. Affordable housing encompasses housing provided by the private, public, and non-profit sectors across all housing tenures.

Affordable housing comprises any part of the housing network from temporary shelters through transition housing, supportive housing, non-market rental housing, market rental housing, or market homeownership. In Surrey, there is a particular need for affordable rental housing. Vacancy rates are at an all-time low and there is an increasing gap between rental rates and incomes.

In Surrey in 2021, 5.2% of households (or 9,595 individuals) were in Extreme Core Housing Need, spending more than 50% of household income on shelter and being most at-risk of experiencing homelessness (Statistics Canada, 2021).*

*2021 Census data includes pandemic financial supports which are a statistical anomaly, and the 2021 Core Housing Need indicators may underestimate housing needs given benefit programs have since expired.

AT-RISK OF HOMELESSNESS

People who are not experiencing homelessness, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

BY-NAME LISTS

By-Name Lists are real-time lists of all known people experiencing homelessness in a community. There are two levels of data: person-specific, to support individuals access to housing and supports as quickly as possible; and system-level, to identify and measure progress towards functional zero (defined below). Data is updated weekly and never static, identifying homeless inflow and outflow at a systems level. Identifying information is only added to a By-Name List with a person's consent and shared with identified service providers on a need-to-know basis to



support access to housing support options. There are three different models of data sharing and collection used to facilitate By-Name Lists:

- **Homeless Individuals and Families Information System (HIFIS):** A web-enabled, comprehensive data collection, reporting, and case management system that supports the day-to-day operations of housing and homelessness response service providers. HIFIS allows multiple service providers from the same geographic area to implement coordinated access using real-time information about people experiencing homelessness and the resources needed to find and keep a home.
- **Coordinated Access:** A community-wide system that streamlines the process for people experiencing homelessness to access housing and supports. Core components include a Housing First approach, real-time data about the supply of and demand for housing resources, and a standardized workflow for triage and assessment, prioritization, vacancy matching, and referral.
- **Data Dashboards:** A place-specific online dashboard containing data about the state of homelessness (highlighting the inflow and outflow of people to and from the shelter system) and access to affordable housing, which represents a snapshot in time and is updated monthly or quarterly.

Surrey does not currently have a By-Name List and BC Housing's HIFIS license provided to homelessness services providers across the province does not support coordinated access and data-sharing features are disabled.

Built for Zero Canada is an initiative led by the Canadian Alliance to End Homelessness (CAEH) to support communities across Canada establish their own By-Name Lists (Built for Zero, 2023).

In BC, Kelowna and Penticton are developing By-Name Lists through Built for Zero. Municipalities in other provinces have established By-Name Lists and data dashboards, including Medicine Hat, Edmonton, Fort McMurray, and Red Deer in Alberta. Currently Built for Zero is not accepting application from new communities as their capacity is limited by funding.



The CAEH has identified a ten-step process to create a By-Name List:

1. Learn the “what” and “why” of By-Name Lists;
2. Form a local team and clarify scope;
3. Engage with providers and build community will;
4. Develop data infrastructure and implement data sharing agreements;
5. Create a common consent form and intake questions;
6. Develop key By-Name List policies and protocols;
7. Complete a registry event or build on an existing list or client data;
8. Use the By-Name List to coordinate access to housing resources and support individual-level outcomes;
9. Achieve a quality By-Name List and continue to sustain and improve it; and
10. Use the By-Name List for system-level monitoring and improvement.

COMPLEX CARE HOUSING

A new housing model designed to address the needs of people with overlapping mental-health challenges, substance-use challenges, trauma and acquired brain injuries, and often left to experience homelessness. The program provides an enhanced level of integrated health and social supports that serve people where they live. Some examples of health and social supports include education, training, and employment opportunities, meals, substance use services, and help accessing income assistance, pension/disability benefits, identification, or a bank account.

Surrey has one of the first four complex care housing sites under the Complex Care Program in the province. As of March 2023, 155 people were receiving complex care housing services within the Fraser Health Authority area.



COMPLEX HEALTH NEEDS

People with Complex Health Needs may experience complex mental health or substance use challenges and may also be living with other challenges such as acquired brain injury, developmental disability, or histories of trauma.

CORE HOUSING NEED

A household is in Core Housing Need when its housing falls below at least one of the indicator thresholds for housing adequacy, affordability, or suitability, and the household would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable.

Adequacy means housing does not require major repairs.

Suitability means housing has enough bedrooms for the size and composition of the household.

Affordability means shelter costs are less than 30% of total before-tax household income.

FUNCTIONAL ZERO

An end to chronic homelessness means having no one experiencing long-term homelessness in a community. It focuses on meeting four criteria – that homelessness is rare, brief, nonrecurring, and addresses inequities. Functional zero sets a goal for communities to reach three or less people experiencing chronic homelessness sustained over three or more months. Prevention efforts are achieved through By-Name Lists and focused to understand why people are entering homelessness, who is actively experiencing homelessness, and tracking outflow to understand how quickly people are moving out of the system – measuring progress over time.

HIDDEN HOMELESSNESS

Hidden homelessness refers to people who live ‘temporarily with others but without guarantee of continued residency or immediate prospects for accessing permanent housing’ such as couch surfing. This population is considered to be ‘hidden’ because they usually do not access



homeless supports and services even though they are improperly or inadequately housed. Because they do not access services, they do not become evident on standard statistics regarding homelessness.

HOMELESSNESS

Homelessness is the situation of an individual, family, or community without stable, safe, permanent, appropriate housing or the immediate prospect, means, nor ability to acquire such housing. Homelessness is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental, cognitive, behavioural, or physical challenges, and/or racism and discrimination. Homelessness describes a range of housing and shelter circumstances, with people being without any shelter at one end and being insecurely housed at the other end.

AT-RISK: People not currently experiencing homelessness but whose current economic and/or housing situation is dangerously lacking security or stability.

CHRONIC: Individuals, often with disabling conditions (e.g., chronic physical or mental illness, substance use problems), currently experiencing homelessness and have experienced homelessness for six months or more in the past year.

EPISODIC: Individuals, often with disabling conditions, currently experiencing homelessness with three or more episodes of homelessness in the past year.

TRANSITIONAL: People living in interim housing at the in-between stage of unsheltered homelessness or emergency accommodation and permanent housing.

HOUSING FIRST

Housing First involves moving people experiencing homelessness (particularly chronic homelessness) rapidly from the streets or shelters into stable, long-term housing with supports. Housing is provided first, with supports then provided including physical and mental health, education, employment, substance use, and community connections. Key to the Housing First philosophy is that individuals and families are not required to first demonstrate that they are 'ready' for housing.



INDIGENOUS HOMELESSNESS

Indigenous homelessness is a human condition that describes First Nations, Métis, and Inuit individuals, families, or communities lacking stable, permanent, appropriate housing or the immediate prospect, means, or ability to acquire such housing. Unlike the common colonialist definition of homelessness, Indigenous homelessness is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. These include individuals, families, and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages, and identities. Importantly, Indigenous people experiencing these kinds of homelessness cannot culturally, spiritually, emotionally, or physically reconnect with their Indigeneity or lost relationships.

Due to the ongoing impacts of colonialism, at least 635 Indigenous individuals are estimated to have experienced homelessness in Surrey as of 2020 – meaning 1 in 26 Indigenous people living in Surrey experiences homelessness compared to 1 in 239 non-Indigenous people. According to SUILC’s Skookum Housing Lab Report (2020), Surrey is home to an estimated 16,000 urban Indigenous people.

Surrey Urban Indigenous Leadership Committee. 2022.
Finding Our Way Home: Indigenous Homelessness in Surrey

LOW-BARRIER HOUSING

Low-barrier housing refers to shelters and supportive housing with minimal requirements for entry, for example not requiring sobriety from substances. Low-barrier housing ensures those who are most vulnerable have access, although is not always appropriate for everyone, such as youth, families, or refugees/immigrants.

NON-MARKET HOUSING

Non-market housing covers a range of housing types with and without supports for low- or moderate-income households that are owned/and operated by a public agency (e.g. BC



Housing or Metro Vancouver Housing Corporation), non-profit society, or housing co-operative. This includes:

Shelter: Facilities providing emergency, temporary, short-term accommodation for individuals and families experiencing or at-risk of homelessness. Shelters may offer other services such as food, clothing, or counselling.

Transitional: Supportive, temporary accommodation meant to bridge the gap from homelessness to permanent housing by offering structure, supervision, support, life skills, education, etc.

- **Safe Houses:** Short-term shelter and other supports for women fleeing violence and youth, often apartments, hotel/motel rooms, or a secure room in a private home. Maximum length of stay is typically 30-days. Many of these are residential homes in confidential locations where women and families live communally.
- **Second Stage Housing:** Provides safe, low-cost, temporary housing for women fleeing violence to live independently with staff available for support, typically for 6-months to 2-years.
- **Supportive Housing:** Subsidized self-contained units with on-site supports for single adults, seniors, and people with disabilities at-risk of or experiencing homelessness, operated by non-profits.
- **Supportive Recovery:** Transitional housing that provides supports for people seeking assistance with substance use, including Licensed Addiction Treatment facilities.
- **Registered Mental Health:** Housing that provides supports for people living with mental health challenges to build skills to live with an optimal level of independence.

Independent: Housing for people experiencing or at-risk of homelessness who don't need supports but require housing at rents lower than market rates. This may include subsidized deeply affordable housing at the shelter rate of social assistance or Rent Geared to Income (RGI).

POVERTY

The condition of an individual, family, or community deprived of the resources, means, choices, and power necessary to acquire and maintain a basic level of living standards and facilitate integration and participation in society. Some groups, such as Indigenous people, people with



disabilities, recent immigrants, single parents, unattached (single) individuals aged 45-64, and children are more likely to experience poverty.

RENT GEARED TO INCOME

A type of subsidized housing in which a housing provider ensures affordability by matching rental fees to income (30% of household total gross income, subject to minimum rent based on household size).

SOCIAL DETERMINANTS OF HEALTH

The social determinants of health are the non-medical factors that influence health and wellbeing; they are the conditions in which people are born, grow, work, live, and age, and the wider set of forces and systems shaping the conditions of daily life. These forces and systems include economic policies and systems, development agendas, social norms, social policies, and political systems.

SYSTEMS APPROACH TO HOMELESSNESS

A 'system of care' for working with individuals with complex needs to deliver services differently to help people experiencing or at-risk of homelessness. The approach aims to prevent homelessness from occurring by addressing the systems and structures that allow it to occur and provide early intervention to reduce chronic homelessness.

WOMEN'S HOMELESSNESS

The causes and conditions of homelessness are unique for women and girls, with intimate partner and/or family violence being a key pathway into homelessness. Women are more likely to experience hidden homelessness but less likely to appear in shelters, drop-ins, public spaces, or social services, meaning women are undercounted in data and their supports and housing need is less understood.

WRAP-AROUND SERVICES

Wrap-around service delivery is a team-based, collaborative case management approach. A case management approach represents a point-of-delivery, rather than a system-level, approach to coordination. The concept of wrap-around programming is used to describe any program that is



flexible, family, or person-oriented. The approach typically involves several organizations working together to provide a holistic program of supports.

YOUTH HOMELESSNESS

Young people between the ages of 13 and 24 living independently of parents and/or caregivers and, importantly, lack many of the social supports deemed necessary for the transition from childhood to adulthood.

Definitions have been adapted from the following sources: Homelessness Hub, Glossary of Important Terms, 2021; Women’s National Housing & Homelessness Network, Women & Girls’ Homelessness in Canada, 2024; World Health Organization, Social Determinants of Health, 2024; Government of BC, Housing Glossary, 2021; CMHC, The National Housing Strategy Glossary of Common Terms, 2022; Ministry of Mental Health and Addictions , Complex Care Housing Fact Sheet.



APPENDIX B

SURREY NON-MARKET HOUSING INVENTORY



Surrey Non-Market Housing Inventory

UPDATED JUNE 2024



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Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



EMERGENCY SHELTERS + SAFE HOUSES/TRANSITION HOUSES FOR WOMEN + YOUTH

PURPOSE-BUILT SHELTERS⁵⁵

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
1	Hyland House	6595 King George Blvd	Newton	Options Community Services	All 19+	35
2	Bill Reid Place	17752 Colebrook Rd	Cloverdale	Options Community Services	All 19+	16
3	Foxglove	9810 Foxglove Dr	Whalley	Raincity Housing	All 19+	31
4	Rosewood Shelter	9683 137 St	City Centre	Elizabeth Fry Society	Women & Children	60
Total Purpose-built Shelter Units						142

WOMEN'S SAFE HOUSES / TRANSITION HOUSES

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
–	Women's Safe / Transition Houses	Confidential	Various	Various (Atira, Options, PICS, Nisa Homes)	Women / Women & Children	72

⁵⁵ Purpose-built shelters all include transition or supportive housing units as well as the shelter beds.



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

YOUTH SAFE HOUSES

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
–	Youth Safe Houses	Confidential	Newton	Fraser Region Aboriginal Friendship Centre Association	Youth (Aged 16-18)	6

NON-PURPOSE-BUILT SHELTERS*

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
5	Gateway Shelter	10667 135A St	City Centre	Lookout Housing & Health Society	All 19+	40
–	Cynthia's Place	Confidential	Guildford	Elizabeth Fry Society	Women	14
–	Sheena's Place	Confidential	Whalley	Elizabeth Fry Society	Women & Children	12
6	Parkway Shelter	10660 City Parkway	City Centre	Lookout Housing & Health Society	All 19+	40
7	SUMS Overnight Shelter	10776 King George Blvd	City Centre	Surrey Urban Mission Society	All 19+	50
8	Guildford Shelter	14716 104 Ave	Guildford	Lookout Housing & Health Society	All 19+	40

*Non-purpose-built shelters are retrofitted commercial spaces or houses and some are situated on privately owned land.



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
9	The Cove Shelter	10607 King George Blvd	City Centre	Surrey Urban Mission Society	All 19+	42
10	The Olive Branch	10732 City Parkway	City Centre	Surrey Urban Mission Society	All 19+	46
11	Surrey Welcome Hub	13545 King George Blvd	City Centre	Surrey Urban Mission Society	All 19+	16
Total Non-purpose-built Shelter Units						300

TEMPORARY MATS

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
12	Hyland House	6595 King George Blvd	Newton	Options Community Services	All 19+	10
13	Guildford Shelter	14716 104 Ave	Guildford	Lookout Housing & Health Society	All 19+	6
Total Temporary Mats						16

TOTAL NUMBER OF EMERGENCY BEDS + MATS					536
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Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



TRANSITIONAL + SUPPORTIVE HOUSING

TRANSITIONAL HOUSING

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
14	Hyland House	6593/6595 King George Blvd	Newton	Options Community Services	All 19+	20
15	Bill Reid Memorial Shelter	17752 Colebrook Rd	Cloverdale	Options Community Services	All 19+	12
Total Transition Housing Units						32

POST-CORRECTIONS

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
16	Hobden House	12817/12819 104 Ave	Whalley	Connective	Men	17
17	Phoenix Rising Sun Villas	13969 100 Ave	City Centre	Phoenix Society	Men	29
Total Post-Corrections Units						46



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

WOMEN'S SECOND STAGE

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
-	Women's Second Stage	Confidential	Various	Various (Atira, YWCA, PICS)	Women & Children	63

YOUTH TRANSITIONAL

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
-	Youth Transition Houses	Confidential	Newton	Various	Youth aged 16-18	13
18	The 1.1.2.	13102 112a Ave	Whalley	PCRS	Youth aged 19-24	30
Total Youth Transition Units						43

LONG-TERM SUPPORTIVE

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
19	Len Shepherd	15090 101 Ave	Guildford	BC Housing	Seniors Or Disability	25
20	Peterson Place	13245/3259 King George	Whalley	Fraserside Community Services Society	All 19+	55



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

21	Peterson Place Modular	13241 King George Blvd	Whalley	Fraserside Community Services Society	All 19+	38
22	Alder Gardens	13788 71 Ave	Newton	YWCA Metro Vancouver	Women & Children	28
23	Timber Grove Apartments	13922 101 Ave	City Centre	Coast Mental Health	Seniors or Disability	52
24	Little's Place	9150 135a St	Whalley	Atira Women's Resource Society	Women	22
25	Little's Too (Modular)	9151 King George Blvd	Whalley	Atira Women's Resource Society	Women	44
26	The Nest (Modular)	13620 80 Ave	Newton	Phoenix Society	All 19+	24
27	Baird Blackstone	14706 104 Ave	Guildford	Lookout Housing & Health Society	All 19+	61
28	Foxglove*	9810 Foxglove Dr	Whalley	Raincity Housing	All 19+	99
29	Rosewood*	9683 137 St	City Centre	Elizabeth Fry Society & FRAFCA	Women & Children	57
30	Elmbrook	13939 104 Ave	City Centre	Connective	All 19+	26
31	Safe Sleep	13425 107a Ave	City Centre	Surrey Urban Mission Society	All 19+	60
Total Long-Term Supportive Units						591

*Building also includes shelter beds.



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

TRANSITIONAL SUPPORTIVE RECOVERY

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
32	Phoenix Centre	13686 94A Ave	City Centre	Phoenix Society	Men	36
33	Phoenix Rising Sun Villas	13969 100 Ave	City Centre	Phoenix Society	All 19+	23
34	The Nest	13620 80 Ave	Newton	Phoenix Society	All 19+	16
Total Transitional Supportive Recovery Units						75

LICENSED ADDICTIONS TREATMENT + SUPPORTIVE RECOVERY SERVICES

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
35	Path to Freedom	19030 56 Ave	Cloverdale	Hardev Randhawa	Men 19+	10
36	Phoenix Centre	13686 94A Ave	City Centre	Phoenix Society	Men 19+	28
37	Phoenix Quibble Creek	13670 94A Ave	City Centre	Phoenix	Men 19+	67
38	Phoenix House	9942 127A St	City Centre	Phoenix	Men 19+	10
39	Crawford Manor	10008 128 St	Whalley	Lookout Housing & Health Society	Men 19 to 35	12
40	Ellendale	11187 Ellendale Dr	Guildford	Elizabeth Fry Society	Women	10
41	Ellendale Cradle	11187 Ellendale Dr	Guildford	Elizabeth Fry Society	Women	12



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

Total Licensed Treatment & Supportive Recovery Services Units

149

REGISTERED MENTAL HEALTH

MA P #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
42	Bear Creek House	13799 88 Ave	Whalley	Fraserside Community Services Society	All 19+	5
43	Blair House	7902 139A St	Newton	Options Community Services Society	Youth (age 19-30)	6
44	Carr's Place	13802/13804 Grosvenor Rd	City Centre	Lookout Housing & Health Society	All 19+	10
45	Garden Lodge	15196 86 Ave	Fleetwood	MERD Antonio Group Ltd	All 19+	6
46	Maria Sol House	14129/14131 Grosvenor Rd	Whalley	Horizon Health Care Ltd	All 19+	10
47	Nichol Place	8048 140 St	Newton	Options Community Services Society	All 19+	48

Total Registered Assisted Living Residences – Mental Health Units

85

TOTAL TRANSITIONAL + SUPPORTIVE HOUSING UNITS						1,084
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Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



CO-OP HOUSING

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
48	Hawthorne Housing	13820 72 Ave	Newton	Co-operative Housing Federation of BC	All	59
49	Valley Village Housing	7110 138 St	Newton	Co-operative Housing Federation of BC	All	131
50	Sunshine Housing	10744 133 St	City Centre	Co-operative Housing Federation of BC	All	39
51	Birch Housing	7062 138 St	Newton	Co-operative Housing Federation of BC	All	54
52	Common Ground	1707 130 St	South Surrey	Co-operative Housing Federation of BC	All	46
53	Waldon Place Housing	12173 82 Ave	Newton	Co-operative Housing Federation of BC	All	40
54	Spruce Housing	9240 121 St	Whalley	Co-operative Housing Federation of BC	All	101
55	Mayflower Housing	13435 104 Ave	City Centre	Co-operative Housing Federation of BC	All	92



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

56	Arboretum Housing	15350 105 Ave	Guildford	Co-operative Housing Federation of BC	All	34
57	Guildtown Housing	10125 156 St	Guildford	Co-operative Housing Federation of BC	All	62
58	Solstice Housing	12102 92 Ave	Newton	Co-operative Housing Federation of BC	All	34
59	Sandpiper Housing	12158 82 Ave	Newton	Co-operative Housing Federation of BC	All	49
60	La Casa Housing	17222 57 Ave	Cloverdale	Co-operative Housing Federation of BC	All	40
61	Hunter Hill Housing	6935 122 St	Newton	Co-operative Housing Federation of BC	All	40
Total Co-op Units						821



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



NON-PROFIT HOUSING

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
62	Greenbrook	6957 135 St	Newton	BC Housing	Families	126
63	Kingston Gardens 4	15356 100 Ave	Guildford	Metro Vancouver Housing Corporation	Families	48
64	Guildford Glen	14890 101a Ave	Guildford	Metro Vancouver Housing Corporation	All	79
65	Kingston Gardens 1	15271 99 Ave	Guildford	Metro Vancouver Housing Corporation	Families	48
66	Kingston Gardens 2	15343 99 Ave	Guildford	Metro Vancouver Housing Corporation	Families	48
67	Kingston Gardens 3	9977 154 St	Guildford	Metro Vancouver Housing Corporation	Families	48
68	Epsom Downs	13699 76 Ave	Newton	Metro Vancouver Housing Corporation	Families	108
69	Somerset Gardens	1821, 1851,1881	South Surrey	Metro Vancouver Housing Corporation	All	166



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
		Southmere Cr E				
70	The Orchard	9858 151 St	Guildford	Union Gospel Mission Housing Society	Families	75
71	Friendship Village	6526 135 St	Newton		All	56
72	Sutton Place	13834 102 Ave	City Centre	Metro Vancouver Housing Corporation	Families	83
73	Peninsula Estates	15077 20 Ave	South Surrey	Peninsula Estates Housing Society	All	70
74	Glyn Haven	13262 72 Ave	Newton	Red Door Housing Society	Families	46
75	Jennings Place	7775 120a St	Newton	Affordable Housing Society	Families	52
76	Cougar Creek Family Housing	6880 121 St	Newton	Red Door Housing Society	Families	45
77	Chelsea Place	13871 Laurel Dr	City Centre	New Chelsea Society	Families	36
78	Jessica Place	9883 140 St	City Centre	Entre Nous Femme Housing Society	Families	40
79	Evelyn Estates	9155 136a St	Whalley	Entre Nous Femme Housing Society	Families	36



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
80	Kinsmen Ravine Estates	11030 Ravine Rd	City Centre	Newton Kinsmen Housing Society	Families	30
81	Johnston Court	9699 152b St	Guildford	Affordable Housing Society	Families	30
82	Sunset Grove	6445 121 St	Newton	Habitat Housing Society	Families	25
83	Stoney Creek	6438 King George	Newton	Affordable Housing Society	Families	28
84	Hyland Village Park 1	13927 68 Ave	Newton	Affordable Housing Society	Families	33
85	Rosemary Green	2880 152 St	South Surrey	Entre Nous Femme Housing Society	Families	38
86	Hyland Village Park 2	13947 68 Ave	Newton	Affordable Housing Society	Families	43
87	Rodeo Park Place	17445 57 Ave	Cloverdale	Affordable Housing Society	Families	61
88	Kwantlen Park	12615 72 Ave	Newton	Affordable Housing Society	Families	39
89	Newton Green	12725 63 Ave	Newton	Entre Nous Femme Housing Society)	Families	52
90	Salamat Housing	12689 72 Ave	Newton	Salamat Housing Society	Families	34
91	Strawberry Hill Apartments	7555 120a St	Newton	Affordable Housing Society	Families	64
92	Chorus	2358 153 St	South Surrey	Peninsula Estates Housing Society	All	71



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
93	Julian House	10689 135a St	City Centre	Lookout Housing & Health Society	People With HIV/AIDS	6
94	Legion Veterans Village	10626 City Pky	City Centre	VRS Communities Society	Veterans	91
95	Habitat At 81st	13583 81 Ave	Newton	Options / Habitat Housing Society	All	100
Total Non-Profit Housing Units						1,955



INDIGENOUS NON-PROFIT HOUSING

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
96	Kechi-o-wekwin	9537 Prince Charles Blvd	Whalley	Kekinow Native Housing Society	Indigenous	31
97	Wa-cuy-gunan	6455 121 St	Newton	Kekinow Native Housing Society	Indigenous	36
98	Ama-huuwilp	14145 103 Ave	Whalley	Kekinow Native Housing Society	Indigenous	22



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

99	Aleleng	7420 121a St	Newton	Kekinow Native Housing Society	Indigenous	33
100	Sohkeyah Phase 1	7561 140 St	Newton	Kekinow Native Housing Society	Indigenous	72
Total Indigenous Non-Profit Housing Units						194

TOTAL CO-OP AND NON-PROFIT HOUSING UNITS						2,970
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Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



NON-PROFIT SENIORS INDEPENDENT HOUSING

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
101	Amos Ferguson Manor	8243 152 St	Fleetwood	Amos Ferguson Memorial Society	Independent Seniors	51
102	Hoffman Manor	17660 60 Ave	Cloverdale	Senior Citizens Housing of South Surrey	Independent Seniors	43
103	Ted Kuhn Tower	13350/13352 Old Yale Rd	City Centre	Options Community Services	Independent Seniors	241
104	Ted Kuhn Tower Extension	13350/13352 Old Yale Rd	City Centre	Options Community Services	Independent Seniors	186
105	Len Shepherd Manor	15090 101 Ave	Guildford	BC Housing	Independent Seniors	74
106	Southdale Manor I & II	5956 176A St	Cloverdale	Senior Citizens Housing of South Surrey	Independent Seniors	50
107	Sunnyside Villas I	15008 26 Ave	South Surrey	Sunnyside Villas Society	Independent Seniors	20
108	Sunnyside Villas II	15110 26 Ave	South Surrey	Sunnyside Villas Society	Independent Seniors	20



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
109	Sunnyside Villas III	2603 151 St	South Surrey	Sunnyside Villas Society	Independent Seniors	60
110	Kiwanis Park Place - South Building	12850 26 Ave	South Surrey	Crescent Housing Society	Independent Seniors	146
111	Bethshan Gardens	17528 59 Ave	Cloverdale	Cloverdale Senior Citizens Housing Society	Independent Seniors	71
Total Non-Profit Seniors Independent Housing						962



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing



NON-PROFIT SENIORS SUPPORTIVE HOUSING

HOUSING FOR SENIORS WHO NEED ONGOING SUPPORTS AND SERVICES AND CANNOT LIVE INDEPENDENTLY

MAP #	NAME	ADDRESS	NEIGHBOURHOOD	OPERATOR	POPULATION SERVED	UNITS
112	Sunnyside Villas IV	15002 26 Ave	South Surrey	Sunnyside Villas Society	Seniors	30
113	Sunnyside Manor	15340 17th Ave	South Surrey	Unicare	Seniors	85
114	Guru Nanak Niwas	7566 120A St	Newton	Progressive Intercultural Community Services Society	Seniors	77
115	Gateway Assisted Living	13787 100 Ave	City Centre	Mosaic Seniors Care Society	Seniors	60
116	The Residence at Morgan Heights	15955 27 Ave	South Surrey	Morgan Heights Care Ltd	Seniors	36
117	Elim Village - Emerald Building	9080 159 St	Fleetwood	Elim Housing Society & Elim Christian Care Society	Seniors	53
118	Rosemary Heights Seniors Village	15240 34 Ave	South Surrey	Rosemary Heights Seniors Village 3 LLP	Seniors	42
119	PICS Assisted Living	12075 75A Ave	Newton	Progressive Intercultural Community Services Society	Seniors	49
120	Freedom Place	10342 148 St	Guildford	Strive Living Society	Seniors	20



Inventory of Shelters, Safe Houses, Supportive, Transitional + Non-Profit Housing

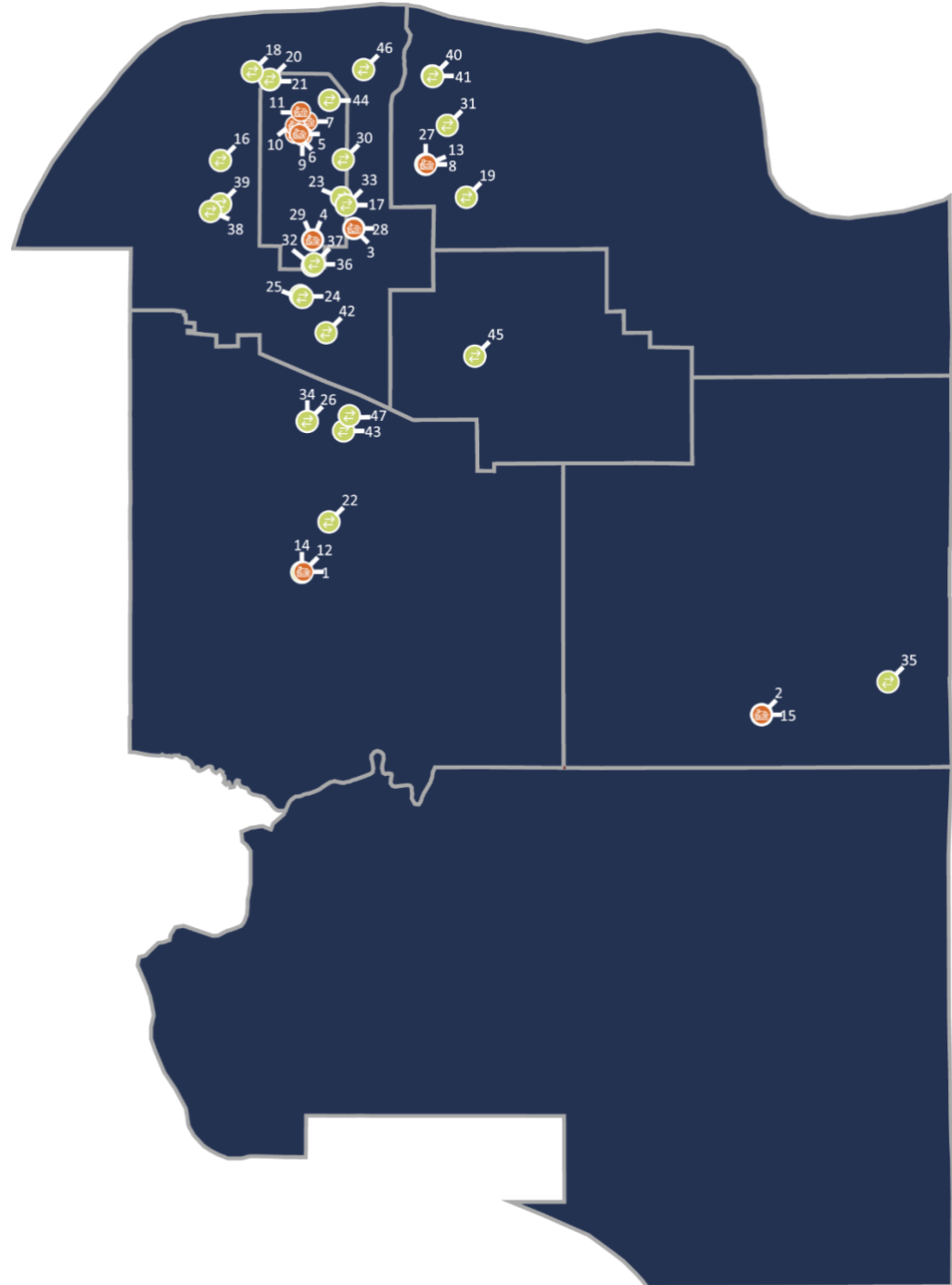
121	Fleetwood Villa	16028 83 Ave	Fleetwood	HCN-Revera Lessee (Fleetwood Villa) LP GP Inc	Seniors	3
122	Pacific Carlton	15366 17 Ave	South Surrey	VRS Communities Society	Seniors	81
123	Kinsmen Place Lodge	9650 137A St	City Centre	Whalley & District Senior Citizens Housing Society	Seniors	157
Total Non-Profit Seniors Supportive Housing						693
TOTAL INDEPENDENT AND SUPPORTIVE SENIORS HOUSING						1,655








Map of Emergency Shelter, Safe House, Transitional + Supportive Housing Sites

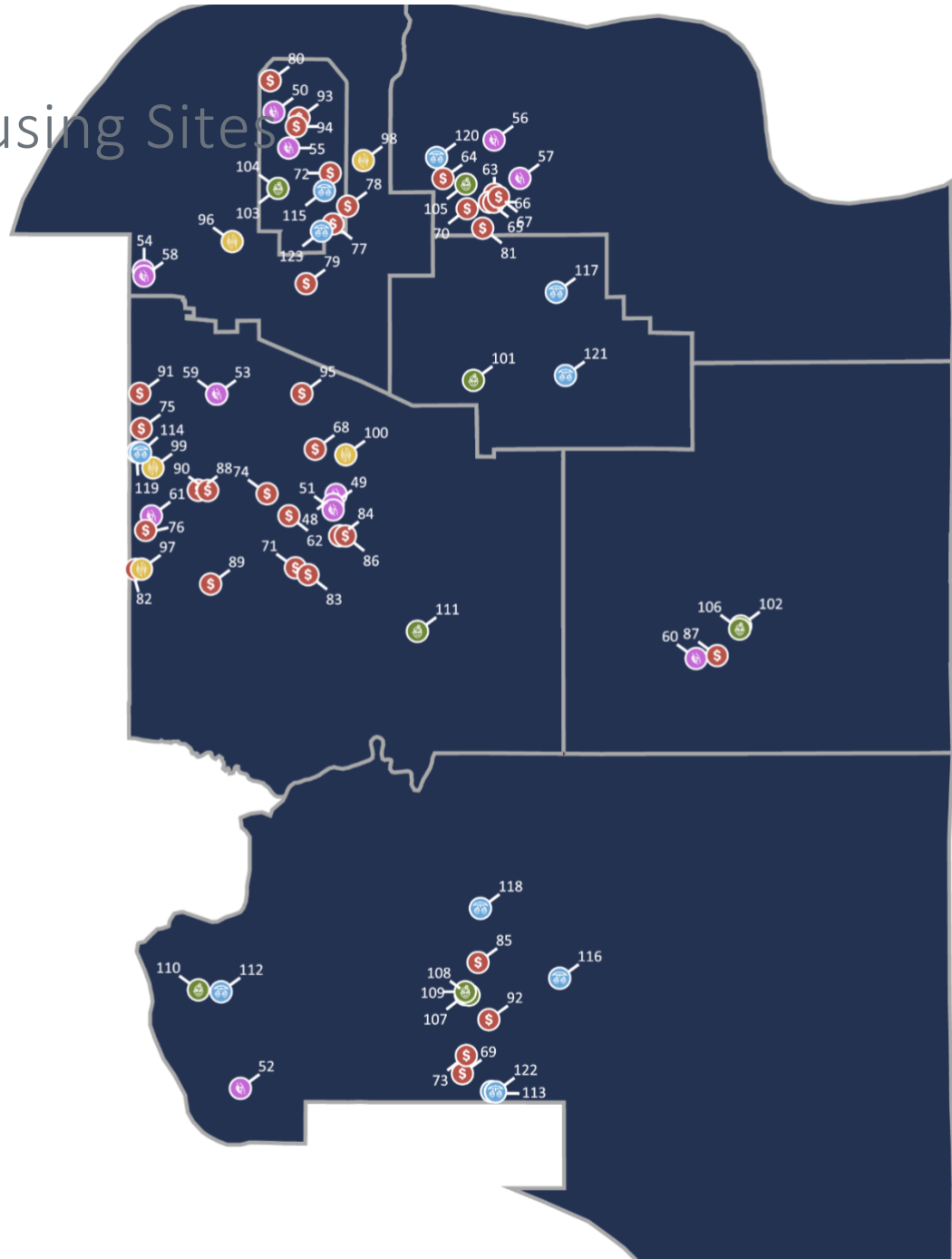
Note: This map excludes confidential locations, such as women's and youth safe / transition homes.

-  Emergency Shelters and Safe Houses
-  Transitional and Supportive Housing



Map of Affordable Housing Sites

-  Non-Profit
-  Non-Profit (Indigenous)
-  Non-Profit Seniors Independent
-  Seniors Supportive
-  Co-op



Housing Glossary

Note: The meaning and use of these terms continues to change over time and different organizations may use these terms in different ways.

GENERAL TERMS

The following are general terms used to describe housing for low- and moderate-income households. Some of the housing may include support services required by vulnerable populations in order to live independently.

AFFORDABLE HOUSING

Definitions of what is considered “Affordable Housing” varies widely across jurisdictions. Housing affordability generally relates the cost of housing relative to income.

In Canada, housing is typically considered to be affordable when a household spends less than 30% of its pre-tax income on adequate and suitable shelter. Affordable housing encompasses housing provided by the private, public, and non-profit sectors across all housing tenures. Affordable housing includes non-market and market housing across the housing network.

The Government of Canada census data includes the following definitions:

- **Core Housing Need** refers to households whose housing falls below the norms of expectations in terms of either adequacy (condition), affordability (costs less than 30% of before-tax household income) or suitability (size) and who would have to spend more than 30% of before-tax household income to pay the median rent of alternative housing that would meet all three standards.
- **INALH households** (In Core Need and paying At Least Half of their income on housing) are a subset of households in core housing need and refers to those that are in need and spending at least half of income on shelter. (i.e. spending more than 50% of household income on housing).

(Statistics Canada)

Other definitions of affordable housing link affordability to market rents – for example, housing may be considered affordable if it is rented at 80% of market rents for a particular area.

HOMELESSNESS

Homelessness is the situation of an individual, family, or community without stable, safe, permanent, appropriate



housing or the immediate prospect, means, nor ability to acquire such housing. Homelessness is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental, cognitive, behavioural, or physical challenges, and/or racism and discrimination. Homelessness describes a range of housing and shelter circumstances, with people being without any shelter at one end and being insecurely housed at the other end (Canadian Observatory on Homelessness, 2012).

- **AT-RISK:** People not currently experiencing homelessness but whose current economic and/or housing situation is dangerously lacking security or stability.
- **CHRONIC:** Individuals, often with disabling conditions (e.g., chronic physical or mental illness, substance use challenges), currently experiencing homelessness and have experienced homelessness for six months or more in the past year.
- **EPISODIC:** Individuals, often with disabling conditions, currently experiencing homelessness with three or more episodes of homelessness in the past year.
- **TRANSITIONAL:** People living in interim housing at the in-between stage of unsheltered homelessness or emergency accommodation and permanent housing.

- **Women's Homelessness:** The causes and conditions of homelessness are unique for women and girls, with intimate partner and/or family violence being a key pathway into homelessness. Women are more likely to experience hidden homelessness but less likely to appear in shelters, drop-ins, public spaces, or social services, meaning women are undercounted in data and their supports and housing need is less understood (Women's National Housing & Homelessness Network, 2023).
- **Youth Homelessness:** Young people between the ages of 13 and 24 living independently of parents and/or caregivers and, importantly, lack many of the social supports deemed necessary for the transition from childhood to adulthood.



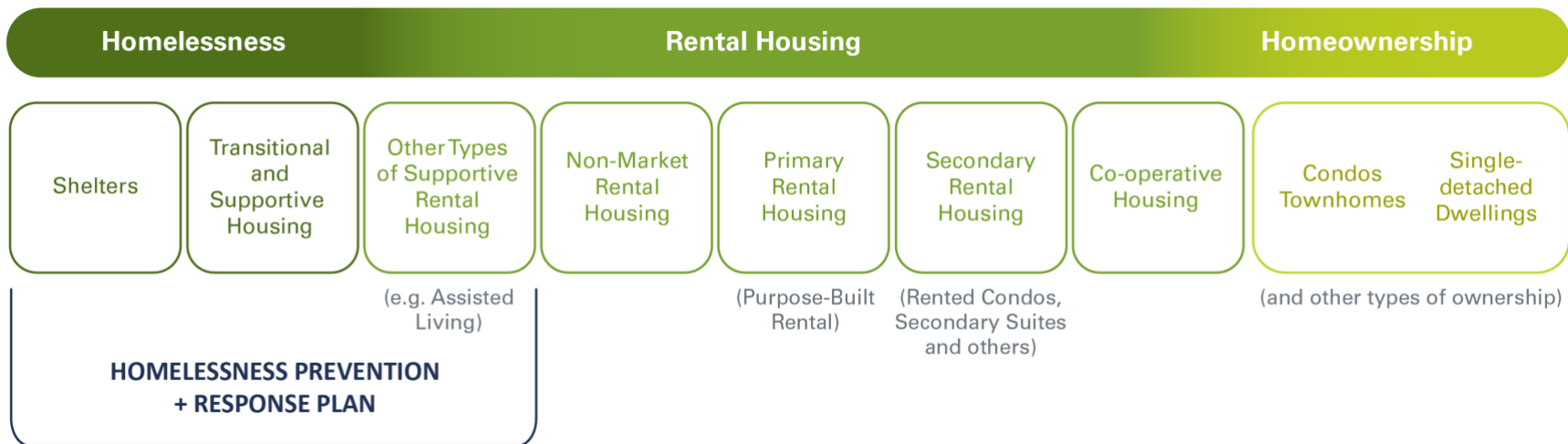
HOUSING NETWORK AND ASSOCIATED TERMS

HOUSING NETWORK

The housing network, sometimes referred to as a ‘housing continuum’ or ‘housing ecosystem’ describes the range of housing options available to diverse households – from people experiencing homelessness to homeowners.

The types of housing offered across the housing network can be associated with supports (ranging from different levels of social service supports to no supports offered in combination with the housing), income (very low income to high income), and tenure (rental / ownership).

Different ways and terms are used to describe a housing network; the example below is from *A Pathway To Home: City of Surrey Homelessness Prevention and Response Plan*.



SHELTERS

‘Shelters’ provide temporary, emergency, short-term accommodation for individuals and families experiencing or at-risk of homelessness.

- **‘Purpose-Built Shelters’** are permanent shelter spaces that operate on an on-going basis. They are generally open 24 hours a day, 7 days/week. Guests are provided with meals and connections to housing, health, and income services.
- **‘Non-Purpose-Built Shelters’** are temporary shelter spaces that BC Housing has opened in response to the increase in homelessness in BC. These shelters are in retrofitted commercial spaces or houses and may be on City land, leased private land, or non-profit owned. Typically, these shelters are open 24 hours a day, 7 days / week and guests are provided with meals and connections to services.
- **‘Temporary Mats’** are additional mats that are placed on the floor to add capacity to shelters overnight, year-round.

SUPPORTIVE HOUSING

‘Supportive Housing’ refers to housing that combines below-market rents and support services that help individuals or families stay housed. The housing may be offered to tenants for the short-term (ex. transitional housing) or long-term (ex. there

is no expectation that the tenants will eventually move on to independent housing).

- **‘Complex Care Housing’** refers to a new provincial housing model designed to address the needs of people with overlapping mental-health challenges, substance-use challenges, trauma and acquired brain injuries, and often left to experience homelessness. The program provides an enhanced level of integrated health and social supports that serve people where they live. Some examples of health and social supports include education, training, and employment opportunities, meals, substance use services, and help accessing income assistance, pension/disability benefits, identification, or a bank account.

TRANSITIONAL HOUSING

‘Transitional Housing’ is intended to help people move from homelessness or shelters to more stable, permanent housing by offering structure, supervision, support, life skills, education, etc. Transitional housing typically provides a time-limited stay, generally ranging from between 3 months to 3 years.

WOMEN’S TRANSITION HOUSING

‘Women’s Transition Housing’ provides temporary shelter/housing to single women or women with children who have experienced or are at risk of experiencing violence. There is



typically a heightened level of confidentiality with these facilities.

Facilities may be:

- **Women’s Safe Houses or Transition Houses:** these function in a crisis capacity, and offer safe, temporary shelter with support services. Maximum length of stay is typically 30-days. Many of these are residential homes in confidential locations where women and families live communally.
- **Women’s Second-Stage Housing:** these are typically low-cost rental units where women and their children can live independently, typically for 6-months to 2-years.

YOUTH TRANSITION HOUSING

‘Youth Transition Housing’ provides temporary shelter/ housing to youth who have experienced or are at risk of experiencing homelessness. Facilities may be:

- **Youth Safe Houses:** these function in a crisis capacity, and offer safe, temporary shelter with support services. Maximum length of stay is typically 30-days. Many of these are residential homes in confidential locations where youth live communally.
- **Youth Transition Housing:** these are typically low-cost rental units where youth can live independently, typically for 6-months to 2-years. This form of housing generally includes

on-site recreational and vocational opportunities and a supportive peer environment.

SUPPORTIVE RECOVERY HOUSING

‘Supportive Recovery Housing’ refers to transitional housing that provides supports for people seeking assistance with substance use. The BC Ministry of Health’s Assisted Living Registrar regulates supportive recovery homes that fit their criteria as a ‘Mental Health and Substance Use Assisted Living Residence’.

- **‘Licensed Addiction Treatment’** are supportive recovery facilities that are regulated under the Community Care and Assisted Living Act and are licensed and usually funded by Fraser Health.

REGISTERED MENTAL HEALTH HOUSING

‘Registered Mental Health Housing’ refers to housing that provides supports for people living with mental health challenges to build skills to live with an optimal level of independence. Residents cannot have current drug or alcohol use challenges. The BC Ministry of Health’s Assisted Living Registrar regulates registered mental health housing that fit their criteria as a **‘Mental Health and Substance Use Assisted Living Residence’**.



NON-MARKET HOUSING / SOCIAL HOUSING

‘Non-Market Housing’ or ‘Social Housing’ generally refers to housing for low- or moderate-income households that is owned/or and operated by a public agency (e.g. BC Housing or Metro Vancouver Housing Corporation), non-profit society, or housing co-operative.

NON-PROFIT HOUSING

‘Non-Profit Housing’ is housing units that are owned and/or operated by a non-profit society. These buildings may consist of a mix of low-income rental units and market rental units or 100% of the units may have subsidized rents.

CO-OP HOUSING

‘Co-operative Housing’ or ‘Co-op Housing’ are housing units that are owned and/or operated by a housing co-operative. Residents are members of the housing co-operative and pay a monthly housing charge instead of rent. Co-ops are generally more affordable than market rental buildings and may have subsidized units.

PRIMARY RENTAL MARKET

‘Primary Rental Market’ refers to apartment buildings constructed with the intent to be rented for the long-term in the private market, and not subdivided into co-op or strata condominium. This is also known as the ‘Purpose-Built Rental Market’.

SECONDARY MARKET RENTAL

The ‘Secondary Market Rental’ refers to rental units not in the primary rental market. This includes secondary suites, coach houses as well as condominiums and single-family dwellings rented out by owners.

HOMEOWNERSHIP

‘Homeownership’ refers to homes that are owned by those who live in them, either outright or with mortgageable interest. Forms of ownership include strata (such as condos, townhouses) and non-strata (such as single-detached dwellings) housing.





Social Infrastructure and Community Investments Department

