



June 20, 2022

Permanent Shelter – Determining Site Criteria

Prepared by: Tara Shand & Jill Hanes
Department: Corporate Communications

Report Summary

On May 9, 2022, City Council directed City Administration to conduct timely, strategic, solution-focused community engagement prior to June 20, 2022 – to provide citizens the opportunity to comment on potential site criteria (or any other shelter related matter) for Council's consideration. The intent of this engagement is to inform City Council's final decision about where the future permanent shelter will be located in Red Deer.

Based on this resolution, between May 25 and June 10, 2022, The City of Red Deer engaged citizens, stakeholders and the community about the future permanent shelter and site selection criteria through electronic, online, and in-person input.

Based on the input collected, and the need to establish site criteria that serves to evaluate and guide a decision about site (currently earmarked for July 18, 2022), administration recommends the following, option A:

- An Ad Hoc City Council Committee, comprised of three City Council members, is established to develop a site selection evaluation matrix to be utilized for the review and evaluation of future permanent shelter site(s), with the matrix to be considered/recommended at City Council's regular City Council meeting on July 4, 2022.

Administration would support the Ad Hoc City Council Committee, providing technical information, sharing public input, and data and support in the overall site selection process upon City Council's approval of the Site Selection Evaluation Matrix.

Proposed Resolutions

RESOLUTION #1

Resolved that Council of The City of Red Deer having considered the In Camera report from Community Services Division and Corporate & Employee Services Division dated June 20, 2022 re: Permanent Shelter – Determining Site Criteria hereby approves the Shelter Site Selection Ad Hoc Committee Terms of Reference as follows:

Shelter Site Selection Ad Hoc Committee Terms of Reference



Whereas, pursuant to Committees Bylaw 3576/2016, Council may establish ad hoc Committees of for the purpose of reviewing a specific issue at the discretion of Council;

Purpose

1. To develop site selection evaluation matrix and utilize the matrix to evaluate possible future permanent shelter sites(s) and make a recommendation to Council on the location of the permanent shelter.

Committee Outcomes

2. Receive information, community engagement and professional level analysis from Administration.
3. Develop a site selection evaluation matrix and submit it for Council’s approval on July 4, 2022.
4. The Committee will determine the process to shortlist the sites.
5. Work in conjunction with Administration to present the proposed Permanent Shelter Site Location for Council approval on August 15, 2022.
6. The Committee will be disbanded when the Permanent Shelter Site Location has been selected or Council otherwise disbands the Committee.

Membership

7. 3 Members of Council.
8. Should a member resign from the Committee or require to be replaced for any reason a new member will be appointed by the Mayor.

Procedures

9. Quorum of the Committee is two.
10. The Committee will appoint one member as Chair at their first meeting. In the absence of the Chair, the members in attendance will appoint an Acting Chair.

Administrative Support

11. The City Manager is responsible for appointing Administrative Staff and subject matter experts necessary for the Committee to Complete it’s work.
12. The Clerk of the Committee will be assigned by the Legal & Legislative Services Manager.

RESOLUTION #2:

Resolved that Council of The City of Red Deer having considered the In Camera report from Community Services Division and Corporate & Employee Services Division dated June 20, 2022 re: Permanent Shelter – Determining Site Criteria hereby appoints the following Council members to the Shelter Site Selection Ad Hoc Committee:

1. _____
2. _____

3. _____

Rationale for Recommendation

1. Keeps our commitments to the public as shared in the consultations

We committed to keep people informed and to listen and acknowledge concerns and aspirations and provide feedback on how your input influences decisions about site criteria, site selection and the future permanent shelter in Red Deer. Keeping commitments assists in building trust with our public.

2. Recognizes and considers the political aptitude required in this decision making process with direct Council representation in developing the matrix.

Council as a whole will be making a decision on site therefore important for administration to understand this prior to engaging a realtor and administration in determining site options.

3. Continues to “weave” in information to inform a decision on permanent integrated shelter.

Enables the continued consideration and contribution of additional technical data and information with the public input.

Background

The Province and City have a Memorandum of Understanding. The Province has further advised The City in meetings that we can determine the future site of the permanent shelter. City administration has kept the Province administration informed of process and will continue to do so as Council makes decisions. All the information collected in the consultation will be shared with the Province.

In January, Council selected a site to move through the rezoning process. As part of the consultation, targeted sessions were held with stakeholders and an external facilitator. As a result of what we heard in these sessions, on May 9, 2022, City Council directed City Administration to conduct timely, strategic, solution-focused community engagement prior to June 20, 2022 – to provide citizens the opportunity to comment on potential site criteria (or any other shelter related matter) for Council’s consideration. The intent of the engagement is to inform City Council’s final decision about where the future permanent shelter will be located in Red Deer.

Through prior conversations with City Council, and with the community, City administration has interpreted the following as a priority in proceeding with the project:

- 1. Transparent Communication:** We continue to reach out and connect with targeted stakeholders and update information as we learn more. We are updating information on

our website and emailing out information to stakeholders to keep them informed as to what we know, and what we do not know. In many circumstances, telling people what we do not know is as important as the former.

2. **Government Relations:** City Council, through the Office of the Mayor, is connecting with and advocating to the Provincial Government, working to understand the way forward, and how The City of Red Deer can participate in the process and support the community.
3. **Planning for future Steps:** We are working to plan for potential outcomes, triggered by provincial decisions, in which we are the regulator of land use. Through this process, if triggered, The City of Red Deer will gather information to present to City Council or the Development Authority when consideration applications for decisions. This would include legislative required public engagement through and additional input opportunities if directed by Council. The Province of Alberta always has the authority to override our bylaws in certain circumstances.

Analysis

What We Heard report: Analysis of input gathered from May 10 to June 13.

On May 9, Council directed administration to conduct timely, strategic, solution-focused community engagement prior to June 20, 2022, to provide citizens the opportunity to comment on potential site criteria (or other shelter related matters) for Council's consideration.

Administration developed formal input opportunities online and in-person that focused on the previously used site criteria – asking whether our community agreed with them, and why or why not. Then asked for ideas on other criteria not considered, and input on other areas of shelter services outside of site criteria.

Between May 10 and June 13, 2022, The City of Red Deer collected public input about the permanent shelter. These input opportunities were grounded in the following foundations:

- **Values-based:** Input sessions focused on understanding why people felt one way or another about a particular site, or shelter in general. Why is the most important question we asked.
- **Decision-oriented:** We worked to outline the scope of the decision in front of City Council right now, while recognizing there is a bigger process underway and highlighting the Province of Alberta's role in the decision-making process.
- **Goal-driven:** We focused on the site criteria specifically as this is the decision our publics and stakeholders can influence right now.

Through this input process, the commitments we made to our publics and stakeholders are as follows:

- We will keep you informed. (*IAP2: Inform*)

- We will listen to and acknowledge concerns and aspirations and provide feedback on how your input influences decisions about site criteria, site selection and the future permanent shelter in Red Deer. (IAP2: Consult)

The public input collected between May 25 and June 10, 2022, included the following:

- Between May 25 and June 10, 2022, an online survey was conducted with 723 participants sharing their input.
- Seven in-person input opportunities, which were held on June 8, 9 and 10, saw 101 participants.
- More than 80 emails were received from citizens and stakeholders sharing their input about the future permanent shelter in Red Deer. Emails received up to 8 a.m. on June 13 are included in report.

The top **broad** themes we heard across all input activities were as follows:

- Impact to surrounding neighbourhoods
- Improved integrated services
- Move forward with long-term approach (consideration of location and financial impacts)
- Continued community involvement through input opportunities, information sharing and opportunity for community to support in long-term success.

The top **site-based** themes we heard across all input activities were as follows :

- Impacts to surrounding land use is the most important consideration when making a decision about the location for a future permanent shelter in Red Deer.
- Impacts to people, specifically as it relates to “citizen safety” for everyone in the community, must be considered.
- Residential neighbourhoods should not be considered.
- Financial compensation should be considered for those who are directly impacted by the location of the future permanent shelter.

Site Specific Input

Through the input opportunities, we heard that people are primarily concerned with the impacts that the shelter will have on surrounding areas. The shelter is anticipated to bring vandalism, theft, drug paraphernalia, and debris with it. Respondents are fearful and resistant to the idea of the shelter being in residential areas. There are also major concerns for the loss of beloved green spaces and places where their kids play, and do not want to see the shelter close to parks or trails. Similarly, there is large concern for locations near wild spaces and natural habitats because of the attendant destruction and fire risk. There is a desire for financial compensation for those who experience decreased property values because of the shelter placement.

Also, there was a desire for the shelter to be removed from downtown, and a counter desire for it to be kept where it is. These competing desires both came from a place of wanting to minimize the disruption and negative impact the shelter has on surrounding areas.

Broad Shelter Related Input

Many respondents also expressed their desire to see improved integrated services through the shelter. The broad range of shelter operation recommendations included continued site multi agency representation, either in a permanent space or having an agency representative on site each day in a flex space. People want to be sure that the shelter includes the support required for an exit from homelessness, and an overall increase in permanent and affordable housing. Suggestions included counselling on site, education and training opportunities, and clients contributing to the operation of the facility, both as a necessity and an opportunity for life skills development. Finally, there was an acute awareness that not all individuals experiencing homelessness require the same supports- some would need (and should be required) to participate in addictions treatment, while others, who are experiencing homelessness for financial or other reasons (domestic abuse, loss of rental) should have access to a separate shelter that does not expose them to addictions. Many suggested a distributed model of housing that would keep these groups separate. Also suggested was the idea of having a variety of smaller facilities integrated into the community to ensure issues are not concentrated in one area.

Respondents also indicated that they want increased policing and security services at the site to manage the spill out effects, and a service provider responsibility to clean up after clients who trespass on and damage private property.

Process Input

There was encouragement to Mayor and Council to move forward with courage and get the job done. There was discussion of using best practice evidence to find a service delivery style and location that gets away from NIMBYism. Respondents would like to see a long-term approach to the question of location and to concerns over financing, with City leadership focusing on what the city will be in 50 years as a component of the shelter location conversation.

Overall, the community was encouraged by the opportunity to provide input on the shelter and expressed a desire to continue to be involved throughout the project process, this includes the surrounding neighbours once the final site is selected. There is also a desire for continued public education to build an empathetic lens for those experiencing homelessness. Along with continued information sharing and opportunities to providing input, the community wants to be involved and support in the actual project.

Full What We Heard report in Appendix 2

Site Criteria Evaluation Matrix Development

In making a decision, people, consciously or subconsciously, have criteria for making that

decision. What you value, weight or prioritize will help evaluate your options and make a decision.

A tool called a decision matrix can help teams make decisions and help communicate the “why” behind that decision.

This is the next step in administration’s recommended process of taking all the information gathered on site criteria, and utilizing it to inform a decision on site. The recommended process for development and evaluation of sites is as follows:

- Step 1: The first step in the matrix development is to outline the list of criteria that will be used – this may incorporate some or all the previously used site criteria with additional considerations, and additional criteria that were brought forward during the input opportunities throughout May and June 2022.
- Step 2: The next step in the process is to weight each of the criteria, considering input from technical experts, the community and those who are developing the matrix. (Appendix: The Weave).
- Step 3: Once the weighting is finalized, it will go through the appropriate approval process depending on which option City Council approves today. There are several options provided for Council on who they wish to develop the draft matrix for Council approval.
- Step 4: Once the matrix is developed and approved, administration will work with an independent realtor to choose sites that fit these criteria. In doing the due diligence on sites, it takes time to complete the following:
 - ✓ Site tours of land and/or buildings
 - ✓ Contacting realtors and/or land owners to determine willingness to sell, details of site, price potential
 - ✓ Gathering information on the site – serviceability, availability, environmental issues, potential renovation or build costs, etc.
 - ✓ Potential exploration of mitigations measures

This will be brought back to Council for decision.
- Step 5: List of potential sites will be narrowed, put through the matrix, scored and evaluated. Who scores and evaluates potential sites is dependent on which option City Council proceeds with today.
- Step 6: City Council makes a decision about site.

Who develops the matrix has impact on the timing of decision points which is acknowledged in each of the options below. Council targeted July 18 for a site decision. In the options below, Council will have the site matrix determined by July 4. This is an important guiding tool. It is going to be difficult to run the matrix and complete the due diligence on the sites prior to July 18. Everyone would like this decision made sooner than later; however, the reality is the revised timelines included below.

The public has appreciated the transparency and involvement in the process. As Council makes a decision on how to move forward, this needs to continue to be considered in the process. While it is acknowledged that no decision will make everyone “happy”, building trust with our community by upholding our commitments to keep people informed, and to listen and acknowledge their feedback in the process, is a measure of success.

The following options exist with Administration recommending Option A:

	City Council	Administration	Community	Anticipated Decision Points
A Ad Hoc City Council Committee	The Ad Hoc City Council Committee develops and establishes site criteria selection matrix and associated evaluation, making a final site recommendation to City Council.	Supports Ad Hoc City Council Committee and provides information to City Council about public input and technical detail.	Public input collected between May 25 and June 10 is considered by City Council in the development of the site selection matrix.	<p>June 20, 2022: Appointment of committee members, approval of Terms of Reference</p> <p>July 4, 2022: Site Criteria is selected/approved. work if complete.*</p> <p>August 2022: Decision about Site</p>
B City Administration	City Council approves site selection matrix with administration providing recommendation.	Administration determines site criteria evaluation matrix with a recommendation coming back to City Council on July 4, 2022.	Public input collected between May 25 and June 10 is considered by administration in the development of the site selection matrix.	<p>July 4, 2022: Site Criteria is selected/approved</p> <p>August 2022: Decision about Site</p>

C Ad Hoc Community Committee	An Ad Hoc Community Committee convenes to develop and establish site selection matrix in partnership with City Council. Council to determine committee membership.	Administration supports the Ad Hoc Community Committee, providing information about public input and technical detail.	An Ad Hoc Community Committee convenes to develop and establish site selection matrix in partnership with City Council.	July 4, 2022: appointment of committee members August: Site Criteria is recommended/appro ved Oct/Nov: decision about site
D City Council	City Council establishes site criteria selection matrix through a Council committee comprised of all members of Council.	Administration, via Legislative Services, supports City Council through its standard governance and meetings processes to facilitate this discussion and decide on site selection matrix.	Public input collected between May 25 and June 10 is considered by administration in the development of the site selection matrix.	July 4, 2022: Site Criteria is selected/approved August 2022: Decision about Site

* Council always has option to set a special meeting earlier

There is always the option for City Council to decide on site at any point in this process. This may result in a decrease in trust, decrease in transparency, and does not fully honour our commitments made for continued community engagement.

Option A: Ad Hoc City Council Committee

- Three members of City Council develop a site criteria evaluation matrix, including weighting of criteria, with support from administration, considering public input and technical site information.
- Timeline:
 - o June 21 – 30: The Permanent Shelter Site Evaluation Ad Hoc City Council Committee will meet to develop the site criteria and matrix with support from administration.
 - o July 4: Council approval of criteria evaluation matrix at Regular Council Meeting based on recommendation of Ad Hoc Committee.
 - o July 5 – 15: Administration to work with a commercial realtor to develop a high-level list of potential sites.

- o July 18 – 22: Administration to conduct site visits and provide technical information to support evaluation of site
- o July 25 – 29: Ad Hoc Committee to reducing to short list of appropriate sites, review and score.
- o August 15: site recommendations for final Council decision at Regular Council Meeting
- The Permanent Shelter Site Evaluation Ad Hoc City Council Committee will utilize the input collected between May 25 and June 10 to influence development a site criteria evaluation matrix and to inform a decision about site.

REWARDS

- Recognizes and considers the political aptitude required in this decision-making process
- Direct Council representation for provincial discussions.
- Sufficient time for more comprehensive review of criteria matrix, site options and site recommendations.

RISKS

- Not a full representation of City Council
- Short timelines
- Limited opportunity for continued community involvement on site decisions
- Does not meet Council's resolution of July 18 timeline for site decision.
- Short turnaround time for submission of July 4 Council report.

Option B: Administration determines site criteria evaluation matrix

- Administration develops and establishes a site evaluation matrix based on public input and technical information.
- Timeline:
 - o June 21 – 30: administration to develop the site criteria and matrix.
 - o July 4: Council approval of criteria matrix at Regular Council Meeting
 - Note: this does not allow for standard Council report submission time of 2 weeks. Report will be submitted on June 30 or July 4.
 - o July 5 – 15: Administration to work with a commercial realtor to develop a high-level list of potential sites, review and score. Reducing to short list of appropriate sites.
 - o July 18 – 22: site visits and evaluation of site infrastructure
 - o July 25 – 29: finalize scoring of list of appropriate sites
 - o August 15: site recommendations for final Council decision at Regular Council Meeting

REWARDS

- Limited involvement of City Council in the development process
- Sufficient time for more comprehensive review of criteria matrix, site options and site recommendations.

RISKS

- Limited opportunity for continued community involvement on site decisions
- Does not meet Council's resolution of July 18 timeline for site decision.
- Short turnaround time for submission of July 4 Council report.

Option C: Ad Hoc Community Committee

- Representative members of the community convene to develop and establish a site evaluation matrix in partnership with 2 members of City Council (3 committee meetings).
- Administration will support the Ad Hoc Community Committee sharing information collected between May 25 and June 10 with the committee as well as technical expertise/information.
- City Council will make a decision about the location of a future permanent shelter in September 2022, following the work of the Ad Hoc Community Committee.
- A Community Ad Hoc Committee would need to be advertised looking for board members, the nomination review committee needs to meet to make recommendation to Council to appoint
- Committee of Council / Special Meetings – this item cannot happen in workshop because you cannot advance business at workshop
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- Timeline:
 - o June 21 – 30: Development of Community & Council Ad Hoc Committee.
 - o July 4: Appointment of committee members at Regular Council Meeting.
 - o July 5 – August 12: Ad Hoc Committee development of Terms of Reference, develop site criteria and matrix
 - o August 15: Approval of criteria and matrix at Regular Council Meeting
 - o August 16 - 26: Administration to work with a commercial realtor to develop a high-level list of potential sites.
 - o August 29 - September 15: Administration to conduct site visits and provide technical information to support in evaluation of site.
 - o September/October: Ad Hoc Committee to reduce to short-list of appropriate sites, review and score.

- o October/November: site recommendations for final Council decision.

REWARDS

- Continued involvement of the community in the process.
- Opportunity for long term committee to be involved in good neighbour agreement, education, and monitoring

RISKS

- Delayed site decision
- Choosing committee members and the potential for geographic bias within the process
- Collaboration takes time
- Does not meet Council's resolution of July 18 timeline for site decision.

Option D: City Council Committee

- All members of City Council will work together to develop and establish a site evaluation matrix with support from administration, specifically in the area of providing information about public input and technical site information.
- Timeline:
 - o June 21 – 30:
 - The Permanent Shelter Site Evaluation Council Committee will meet to establish the site criteria and matrix with support from administration.
 - Administration to work with a commercial realtor to develop a high-level list of potential sites.
 - o July 4: Council to formally approve site criteria matrix at Regular Council Meeting.
 - o July 5 – 15: Administration to work with a commercial realtor to develop a high-level list of potential sites. Council to review and score. Reducing to short list of appropriate sites.
 - o July 18 – 22: site visits and evaluation of site infrastructure
 - o July 25 – 29: finalize scoring of list of appropriate sites
 - o August 15: site recommendations for final Council decision at Regular Council Meeting
- The Permanent Shelter Site Evaluation City Council Committee will utilize the input collected between May 10 and June 13 to develop a site evaluation matrix and inform a decision about site.

REWARDS

- Recognizes and considers the political aptitude required in this process

RISKS

- More people, more time.
- Short timelines

- | | |
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| <ul style="list-style-type: none"> • Direct Council representation for provincial discussions> • Sufficient time for more comprehensive review of criteria matrix, site options and site recommendations. | <ul style="list-style-type: none"> • Limited opportunity for continued community involvement on site decisions. • Could be perceived as preconceived ideas around what will be considered. • Does not meet Council's resolution of July 18 timeline for site decision. • Short turnaround time for submission of July 4 Council report. |
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An evaluation of each of the options is provided below showing which options meet our commitments to the public.

	OPTION A: Ad Hoc Committee (3 members)	OPTION B: Administration develops Site Criteria Evaluation Matrix	OPTION C: Ad Hoc Community Committee	OPTION D: City Council Committee (9 members)
Two-Way Communication (IAP2: Inform)	x	x	x	x
Additional Community Consultation (IAP2: Consult/Involve)			x	
Meets timelines identified through resolution				
Enables us to continue to consult community through ongoing process	x	x	x	x
Enables development of Site Criteria Evaluation Matrix	x	x	x	x
Enables continued consideration / contribution of additional technical data/information	x	x	x	x
SCORE	4/6	4/6	5/6	4/6

Through formal and informal public participation over the past year, it was clear that people not only support a permanent shelter but want to be involved in the project in some capacity, whether it is through influencing decisions or just being informed about the project.

In support of City Council's decision today, the following strategies and tactics, to name a few, can be employed:



- Communications back out to participants, stakeholders and the community about next steps and process. This includes media and the Province of Alberta.
- Coordination of Ad Hoc Committee, scheduling of meetings and associated City Council Meetings
- Continued preparation of data and information to support City Council in its decision-making processes related to the future permanent shelter.

Recommendations

At this time, administration recommends proceeding with option A.

APPENDIX I

Project Background

The permanent shelter is a provincially funded project that aims to provide services needed by the community's vulnerable population to support their journey into successful permanent housing.

1. In February 2020, the Province committed \$7 million towards the purpose-built integrated permanent shelter in Red Deer.
2. In November 2020, a Memorandum of Understanding (MOU) between the province and The City was finalized.
3. In November 2021, City Council released their In Camera recommendation for a Housing-Focused Shelter service delivery model. This requests that operations focus on outcome-based, low-barrier, integrated service delivery using a housing focused model that strives to end chronic homelessness. The Government of Alberta confirmed its support of this direction in a letter to The City dated January 6, 2022.
4. April 2021 – January 2022 – Council held 13 closed meetings to determine an appropriate site and service delivery recommendation.
5. In January 2022, a potential location for consultation was released for the permanent shelter.
6. In February 2022, Maven Strategies was contracted by The City to conduct several targeted community conversations to develop a better understanding of the community's thoughts on the shelter, its location, and the process thus far, in advance of zoning requirements for the proposed location.
7. March 7, 2022, Maven Strategies provided a final report on what was heard to Council that summarized that a permanent shelter is needed in our community, and there is strong support for a community led solution in this regard. Council passed a resolution directing Administration to create a strategy that acknowledges the themes from Maven's What We Heard document, while sharing information and crafting solutions with community in the areas The City has influence on, such as overarching design guidelines.
8. April 11, 2022, in an effort to be more transparent on the permanent shelter process, Council voted in favour of making all reports, communications and presentations from In Camera meetings throughout the project process public. As the final site had not been determined, there is certain information that is still confidential and has been redacted. The report can be found on the Permanent Shelter page found under www.reddeer.ca/shelter.
9. Between May 25 and June 10, 2022, public input was collected about the site of the future permanent shelter as well as the shelter more broadly.
10. Red Deer City Council has July 18, 2022, targeted as a date for a decision about the future permanent shelter in Red Deer.






APPENDIX 2

What We Heard report: Analysis of input gathered from May 10 to June 13.

APPENDIX 3

Sample Site Selection Evaluation Criteria Matrix

<p>RED DEER'S PERMANENT SHELTER PROJECT</p> 		Site Options						
Site Criteria								

Scoring and Evaluation

APPENDIX 4

Public Participation Weave

The Weave is a representation of how we ensure information collected through public participation is considered in the decision-making process. Within any given project, there may be multiple decision making points throughout the life of a project.

As it pertains to a decision about a site for the future permanent shelter, the Weave represents the following:

- The **orange** represents the public input we collect(ed) through formalized public input activities and processes.
- The **red** represents the layering of technical information. In the case of a decision about a future site of a permanent shelter in Red Deer, this may include, but is not limited to things like, environmental land considerations, or costs of construction.
- The **purple** represents the information provided and considered by City Council. This may include things like, but not limited to, one-on-one conversations City Council has members of the community and/or City Councillor's individual political perspectives.

