

# APPENDIX A: CANADIAN DEFINITION OF HOMELESSNESS

CANADIAN OBSERVATORY ON HOMELESSNESS<sup>1</sup>

## DEFINITION

Homelessness describes the situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It 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. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, stressful and distressing.

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. That is, homelessness encompasses a range of physical living situations, organized here in a **typology** that includes: 1) **Unsheltered**, or absolutely homeless and living on the streets or in places not intended for human habitation; 2) **Emergency Sheltered**, including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence; 3) **Provisionally Accommodated**, referring to those whose accommodation is temporary or lacks security of tenure, and finally, 4) **At Risk of Homelessness**, referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards. It should be noted that for many people homelessness is not a static state but rather a fluid experience, where one's shelter circumstances and options may shift and change quite dramatically and with frequency.

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<sup>1</sup>The COH established a working group with leaders from the areas of research, policy and practice, to develop, refine and test a new definition. The COH Working Group included: Dr. Stephen Gaetz, Director, Canadian Observatory on Homelessness, York University; Carolann Barr, Executive Director, Raising the Roof; Anita Friesen, Senior Policy Advisor, Program Policy and Planning, Family Violence Prevention and Homeless Supports, Alberta Human Services; Bradley Harris, Social Services Consultant, The Salvation Army; Charlie Hill, Executive Director, National Aboriginal Housing Association; Dr. Kathy Kovacs-Burns, Associate Director, Health Sciences Council, University of Alberta; Dr. Bernie Pauly, Associate Professor, School of Nursing, University of Victoria; Bruce Pearce, President, Canadian Housing Renewal Association; Dr. Alina Turner, VP Strategy, Calgary Homeless Foundation; Allyson Marsolais, Director of Operations, Canadian Observatory on Homelessness. The Canadian Definition of Homelessness was published in 2012.

The *problem* of homelessness and housing exclusion refers to the failure of society to ensure that adequate systems, funding and support are in place so that all people, even in crisis situations, have access to housing. The goal of ending homelessness is to ensure housing stability, which means people have a fixed address and housing that is appropriate (affordable, safe, adequately maintained, accessible and suitable in size), and includes required services as needed (supportive), in addition to income and supports.

Numerous populations, such as youth, individuals from different ethno-cultural backgrounds, families, newcomers to Canada, people impacted by family violence, the elderly, etc., experience homelessness due to a unique constellation of circumstances and as such the appropriateness of community responses has to take into account such diversity. The over-representation of Aboriginal peoples (including First Nations, Métis, and Inuit peoples), for instance, among Canadian homeless populations, necessitates the inclusion of their historical, experiential and cultural differences, as well as experiences with colonization and racism, in their consideration of homelessness.

### **TYPOLGY**

The typology describes the range of accommodations that people without appropriate, stable, and permanent housing may experience. Those without acceptable housing experience a range of different types of homelessness, from being unsheltered to having housing that is insecure or inappropriate. As homelessness is not one single event or state of being, it is important to recognize that at different points in time people may find themselves experiencing different types of homelessness.

## 1) UNSHELTERED

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This includes people who lack housing and are not accessing emergency shelters or accommodation, except during extreme weather conditions. In most cases, people are staying in places that are not designed for or fit for human habitation.

### ***1.1 People living in public or private spaces without consent or contract***

- Public space, such as sidewalks, squares, parks, forests, etc.
- Private space and vacant buildings (squatting)

### ***1.2 People living in places not intended for permanent human habitation***

- Living in cars or other vehicles
- Living in garages, attics, closets or buildings not designed for habitation
- People in makeshift shelters, shacks or tents

## 2) EMERGENCY SHELTERED

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This refers to people who, because they cannot secure permanent housing, are accessing emergency shelter and system supports, generally provided at no cost or minimal cost to the user. Such accommodation represents a stop-gap institutional response to homelessness provided by government, non-profit, faith based organizations and/or volunteers.

### ***2.1 Emergency overnight shelters for people who are homeless***

These facilities are designed to meet the immediate needs of people who are homeless. Such short-term emergency shelters may target specific sub-populations, including women, families, youth or Aboriginal persons, for instance. These shelters typically have minimal eligibility criteria, offer shared sleeping facilities and amenities, and often expect clients to leave in the morning. They may or may not offer food, clothing or other services. Some emergency shelters allow people to stay on an ongoing basis while others are short term and are set up to respond to special circumstances, such as extreme weather.

### ***2.2 Shelters for individuals/families impacted by family violence***

These shelters provide basic emergency and crisis services including safe accommodation, meals, information, and referral. They provide a high security environment for women (and sometimes men) and children fleeing family violence or other crisis situations. Residents are not required to leave during the day. These facilities offer private rooms for families and a range of supports to help residents rebuild their lives.

### ***2.3 Emergency shelter for people fleeing a natural disaster or destruction of accommodation due to fires, floods, etc.***

## ***3) PROVISIONALLY ACCOMMODATED***

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This describes situations in which people, who are technically homeless and without permanent shelter, access accommodation that offers no prospect of permanence. Those who are provisionally accommodated may be accessing temporary housing provided by government or the non-profit sector, or may have independently made arrangements for short-term accommodation.

### ***3.1 Interim housing for people who are homeless***

Interim housing is a systems-supported form of housing that is meant to bridge the gap between unsheltered homelessness or emergency accommodation and permanent housing. In some cases referred to as ‘transitional housing’, this form of accommodation typically provides services beyond basic needs, offers residents more privacy, and places greater emphasis on participation and social engagement. Interim housing targets those who would benefit from structure, support and skill-building prior to moving to long term housing stability, with the ultimate goal of preventing a return to homelessness. In the case of second-stage housing for those impacted by family violence, the key characteristics of this housing are the safety and security it provides, trauma recovery supports, along with the ultimate goal of preventing revictimization. Interim housing has time limitations on residency, but generally allows for a longer stay (in some cases up to three years) compared to emergency shelters.

### ***3.2 People living temporarily with others, but without guarantee of continued residency or immediate prospects for accessing permanent housing***

Often referred to as ‘couch surfers’ or the ‘hidden homeless’, this describes people who stay with friends, family, or even strangers. They are typically not paying rent, their duration of stay is unsustainable in the long term, and they do not have the means to secure their own permanent housing in the future. They differ from those who are staying with friends or family out of choice in anticipation of prearranged accommodation, whether in their current hometown or an altogether new community. This living situation is understood by both parties to be temporary, and the assumption is that it will not become permanent.

### ***3.3 People accessing short-term, temporary rental accommodations without security of tenure***

In some cases people who are homeless make temporary rental arrangements, such as staying in motels, hostels, rooming houses, etc. Although occupants pay rent, the accommodation does not offer the possibility of permanency. People living in these situations are often considered to be part of the ‘hidden homeless’ population.

### ***3.4 People in institutional care who lack permanent housing arrangements***

Individuals are considered to be provisionally accommodated and ‘at risk’ of homelessness if there are no arrangements in place to ensure they move into safe, permanent housing upon release from institutional care. This includes individuals who:

- A) were homeless prior to admittance (where their stay may be short-term or long-term) and who have no plan for permanent accommodation after release; or
- B) had housing prior to admittance, but lost their housing while in institutional care; or
- C) had housing prior to admittance, but cannot go back due to changes in their needs.

In either case, without adequate discharge planning and support, which includes arrangements for safe and reliable housing (and necessary aftercare or community-based services), there is a likelihood that these individuals may transition into homelessness following their release. Institutional care includes:

- Penal institutions
- Medical/mental health institutions
- Residential treatment programs or withdrawal management centers
- Children's institutions/group homes

### *3.5 Accommodation/reception centers for recently arrived immigrants and refugees*

Prior to securing their own housing, recently arrived immigrants and refugees may be temporarily housed while receiving settlement support and orientation to life in Canada. They are considered to be homeless if they have no means or prospects of securing permanent housing.

## 4) AT RISK OF HOMELESSNESS

Although not technically homeless, this includes individuals or families whose current housing situations are dangerously lacking security or stability, and so are considered **to be at risk of homelessness**. They are living in housing that is intended for permanent human habitation, and could potentially be permanent (as opposed to those who are provisionally accommodated). However, as a result of external hardship, poverty, personal crisis, discrimination, a lack of other available and affordable housing, insecurity of tenure and/or the inappropriateness of their current housing (which may be overcrowded or does not meet public health and safety standards) residents may be 'at risk' of homelessness.

An important distinction to make is between those who are at 'imminent risk' of becoming homeless and those who are 'precariously housed'.

No matter the level of probability, all who can be categorized as being ‘at risk’ of homelessness possess a shared vulnerability; for them, a single event, unexpected expense, crisis, or trigger is all it may take for them to lose their housing. As the risk factors mount and compound, so too does the possibility of becoming homeless.

#### ***4.1 People at imminent risk of homelessness***

Many factors can contribute to individuals and families being at imminent risk of homelessness. Though in some cases individual factors (such as those listed below) may be most significant, in most cases it is the interaction of structural and individual risk that, in the context of a crisis, influence pathways into homelessness. In other words, what separates those who are at risk of homelessness due to *precarious housing* from those who are at *imminent risk*, is the onset of a crisis, a turn in events, or the increase in acuity of one or more underlying risk factors. Factors that may contribute (as singular or co-occurring factors) include:

- **Precarious employment.** Many people have unstable employment and live pay cheque to pay cheque. Precarious employment describes non-standard employment that does not meet basic needs, is poorly paid, part time (when full time work is desired), temporary, and/or insecure and unprotected. An unanticipated expense, increases in cost of living or a change in employment status may undermine their ability to maintain housing.
- **Sudden unemployment** with few prospects and little to no financial savings or assets, or social supports to turn to for assistance.
- **Supported housing with supports that are about to be discontinued.** Some Housing First models provide supports, but on a time-limited basis. If such resources (aftercare, services) are withdrawn but are still needed, individuals and families may be at imminent risk of re-entering homelessness.
- **Households facing eviction,** lacking the resources needed to afford other housing including social supports, or living in areas with low availability of affordable housing.

- **Severe and persistent mental illness, active addictions, substance use and/or behavioural issues.**
- **Division of Household** – caused by situations (such as separation, divorce, conflicts between caregivers and children, or roommates moving out) where the affected do not have the resources to keep the existing housing or secure other stable housing.
- **Violence/abuse (or direct fear of) in current housing situations**, including:
  - People facing family/gender violence and abuse
  - Children and youth experiencing neglect, physical, sexual, and emotional abuse
  - Seniors facing abuse
  - People facing abuse or discrimination caused by racism or homophobia or misogyny
- **Institutional care that is inadequate or unsuited** to the needs of the individual or family.

#### ***4.2 Individuals and families who are precariously housed***

Many individuals and families experience severe housing affordability problems, due to their income, the local economy and/or the lack of availability of affordable housing that meets their needs in the local market. The income of these households is not sufficient to cover the household's basic shelter and non-shelter costs. This includes people who are on government benefits but who do not have sufficient funds to pay for basic needs.

The greater the shortfall of income in covering basic costs, the more at risk of homelessness the household is. Those classified as 'precariously housed' face challenges that may or may not leave them homeless in the immediate or near future (in the absence of an intervention). Those who manage to retain their housing in such circumstances often do so at the expense of meeting their nutritional needs, heating their homes, providing proper child care and other expenses that contribute to health and well-being.



Precarious and inadequate housing not only relate to household income and the physical structure of the dwelling, but also to lack of access to necessary supports and opportunities, including employment, health care services, clean water and sanitation, schools, child care centres and other social supports and facilities. Housing that is not culturally appropriate in the way it is constructed, the building materials used, and the policies that support it is also considered inadequate.

Canadian Mortgage and Housing Corporation (CMHC) defines a household as being in core housing need if its housing: “falls below at least one of the adequacy, affordability or suitability standards and 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 (meets all three housing standards)” (CMHC, 2012).

- **Adequate** housing is reported by residents as not requiring any major repairs. Housing that is inadequate may have excessive mold, inadequate heating or water supply, significant damage, etc.
- **Affordable** dwelling costs less than 30% of total before-tax household income. Those in extreme core housing need pay 50% or more of their income on housing. It should be noted that the lower the household income, the more onerous this expense becomes.
- **Suitable** housing has enough bedrooms for the size and composition of the resident household, according to National Occupancy Standard (NOS) requirements.

## Reference

Canadian Mortgage and Housing Corporation. (2012). “Core Housing Need Status.” Housing in Canada Online. Definitions of Variables. Retrieved from [http://cmhc.beyond2020.com/HiCODefinitions\\_EN.html#\\_Core\\_Housing\\_Need\\_Status](http://cmhc.beyond2020.com/HiCODefinitions_EN.html#_Core_Housing_Need_Status)