

# Report to Council



**Date:** May 7, 2018  
**File:** 00615-20-02  
**To:** Acting City Manager  
**From:** Co-Chairs, Journey Home Task Force  
**Subject:** Journey Home Task Force – Draft Strategy

Report Prepared by: Social Development Manager, Active Living & Culture

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## **Recommendation:**

THAT Council receives, for information, the report from the Task Force Co-Chairpersons, dated May 7, 2018, outlining the draft direction of the Journey Home Strategy.

AND THAT Council approves in principle the strategic premise of the Journey Home Strategy, and direct staff to move to final draft.

AND THAT the 2018 Financial Plan be amended to include up to \$50,000 from the Public Works/Initiative Reserve, to support the transition plan as outlined in the report dated May 7, 2018.

## **Purpose:**

To provide Council with an overview of the strategic premise that will provide the framework for the development of the Journey Home Strategy which will be completed in June 2018; and to propose to Council a transition plan designed to support the effective implementation of the Strategy.

## **Background:**

The Journey Home Task Force is entering the final phase of the development of the Strategy which will be presented to Council in late June of this year. On April 9, 2018, the Journey Home Task Force Co-Chairpersons provided Council with an overview of the nearly 1,700 points of contact through the community engagement processes hosted by the Task Force since January of this year. This high level of participation is a clear indication of the level of importance that the community places on addressing homelessness. This participation has been diverse with input from those with lived experience, stakeholders and interested citizens engaging in the development of the strategy.

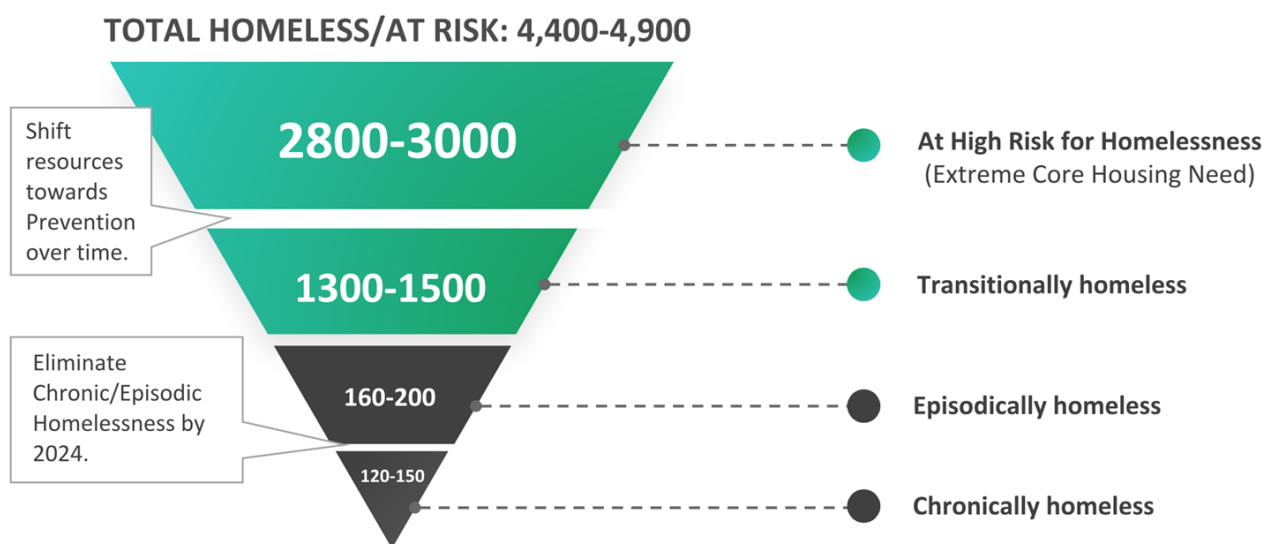
The Journey Home and Healthy Housing Strategies are closely aligned. Journey Home is focused on the development of a long-term strategy to address homelessness and the Healthy Housing Strategy is focused on addressing the affordable housing needs of the community. While Council has approved 3-year funding, designed to support and leverage other funding commitments for the implementation of the Journey Home Strategy; the Healthy Housing Strategy will bring forward City resource requirements, including financial and staff, for endorsement by Council at the end of June. Although the primary funding sources for Journey Home Strategy implementation are expected to be multi-sector including senior government, foundations and private donors; the final strategy will outline additional opportunities that the City may wish to consider supporting. It is important to note that the commitment for City resources for both Strategies should be considered together to ensure that the full housing Wheelhouse has been equitably resourced.

It is important to also note that the Journey Home Strategy is intentionally framed to align with current provincial strategies including the Provincial Poverty Reduction and Homelessness Action Plan that are under development.

**Strategy Premise:**

The Journey Home Strategy will be presented to Council in June as a five-year strategy, with a plan to review progress in year three. The strategy premise is focused on eliminating chronic (estimated at 120 to 150 people during the course of one year) and episodic (estimated at 160-200 people during the course of one year) homelessness in our community, allowing for a shift in resources towards prevention as the needs of the most vulnerable are met. It is important to note that the original demand estimates presented to Council on January 22, 2018 have been adjusted to accommodate a Task Force decision to focus on Kelowna-specific, rather than regional, population estimates. In addition, there will continue to be some refining of episodic and chronic homelessness numbers based on new Point in Time Count data expected soon from the recently conducted 2018 count.

## Current Demand Estimates in the City of Kelowna

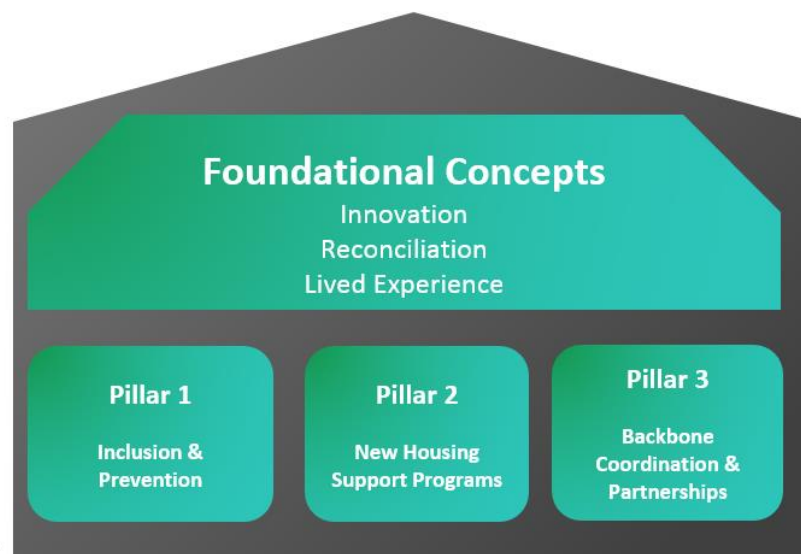


### ***Proposed Strategy Framework:***

At the April 10<sup>th</sup> *What We Heard: Strategic Directions & Input* community feedback session, a framework was proposed, and 119 participants provided feedback. The Lived Experience Circle also provided feedback, along with A Way Home Kelowna and the Community Advisory Board on Homelessness. The April 10<sup>th</sup> session was also video recorded and made available online. Overall the feedback received was very positive, confirming that the draft Strategy captured the input accurately. See Appendix I for further details on findings from the community feedback session. Areas where the Strategy was seen to need enhancement or adjustment have now been addressed. There was resounding commitment and willingness to adapt to, and advance, community goals in order to support the implementation of the Strategy.

### ***Foundational Concepts:***

The proposed Journey Home Strategy framework is grounded in the foundational concepts of Innovation, Reconciliation, and Lived Experience that are woven and embedded in every aspect of the strategy and are critical to its successful implementation. The foundational concepts are supported by three strategic pillars: Inclusion & Prevention, New Housing Support Programs, and Backbone Coordination & Partnerships. The proposed framework will guide the implementation of the Strategy over a 5-year period. This strategic framework is outlined in more detail in Appendix II of this report.



### ***A Way Home Kelowna (AWHK) Youth Strategy***

Embedded within Journey Home is a population specific strategy focusing on addressing youth homelessness. Input to guide the AWHK recommendations included community stakeholders and youth with lived and living experience of homelessness in our community. Key proposed recommendations include:

- Addressing stigma/discrimination and challenging expectations and misplaced biases
- Establishing a continuum of housing options for youth
- Providing accessible and timely supports, including a focus on treatment options for youth
- Focusing on prevention - improve school students' awareness of how and where to go for help
- Improving transitions from public systems & addressing Ministry-related barriers to youth supports in policy/practice
- Building healthy community opportunities for youth to facilitate connections and skill building

### **Strategy Funding Needs – \$47M over 5 years:**

The funding of the proposed Journey Home Strategy will require an investment of \$47M over its 5-year implementation period. Identification of potential sources of funding are currently under development and will be included in the final strategy recommendations.

*Why invest?* There is significant evidence that beyond the human cost of homelessness, the economic cost of homelessness exceeds the overall cost to the social services, health care, and justice systems of caring for a homeless person on the streets when compared to providing housing with supportive services for them.

Based on findings from a number of Canadian studies<sup>1</sup>, there is a strong economic argument for investing in solutions to homelessness. Our analysis estimates that keeping people stuck in their current situation comes at a cost of \$100M for the overall cost to police, health, jail, shelters, and bylaw enforcement. On the other hand, the proposed Journey Home investment in housing these same people will see an avoidance of \$50M in spending in those same systems.

Three areas of investment (see Appendix III) are proposed:

1. Capital (\$18M):
  - 300 Supportive Housing Units Needed - Long-term housing in buildings with supports onsite for people with complex needs (addictions, mental health, medical needs):
    - BC Housing has currently committed to development of two buildings/88 units
    - There are ongoing discussions regarding an additional 102 units
    - There are 110 units still required – 3 buildings for \$18M
2. New Housing Support Programs (\$26M):
  - 500 new program spaces including:
    - Assertive Community Treatment
    - Housing First Intensive Case Management
    - Rapid Rehousing
    - Prevention
3. Backbone - System Coordination (\$2.6M):
  - A neutral Backbone Organization is proposed with focus on/and accountability for Journey Home Strategy implementation:
    - Funding Coordination
    - Homeless System Planning
    - Capacity Building

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<sup>1</sup> Patterson, Michelle, Julian M. Somers, Karen McKintosh, Alan Sheill and Charles James Frankish. 2008. Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia. Centre for Applied Research in Mental Health and Addiction (CARMHA), Faculty of Health Sciences, Simon Fraser University.

<sup>1</sup> Vancouver Coastal Health. June 2008. Outcome Evaluation Update— Hospital Utilization, Mental Health Supported Housing. Quoted in: <http://www.streetohome.org/wp-content/uploads/2017/08/Streetohome-10-Year-Plan.pdf>  
<http://homelesshub.ca/sites/default/files/cs2mq5wn.pdf>

Steve Pomeroy (2005) The Cost of Homelessness: Analysis of Alternate Responses in Four Canadian Cities Ottawa: National Secretariat on Homelessness. Retrieved from: <http://homelesshub.ca/resource/cost-homelessness-analysis-alternate-responses-four-canadian-cities>.

- Leadership and Accountability
- Partnerships and Innovation

The Strategy proposes that a System Planner Organization take the role of a Backbone Organization and that it evolve to full implementation over a 5-year period, with a matching evolution in the funding as outlined below:

- Year 1-2: Kickstart high leverage activities requiring a budget of \$300K
- Year 3-4: Create a cohesive homeless-serving system requiring a budget of \$600K
- Year 5-6: Focus on refining approach for most impact requiring a budget of \$900K at full functioning

This funding program assumes in-kind office space and does not account for any reallocations of existing positions within the community currently that may possibly be aligned with the Backbone Organization implementation.

***Transition from Strategy Development to Implementation***

The Journey Home Task Force is proposing a Transition Plan be implemented to:

- support the development of the governance structure and implementation of a Backbone Coordination organization;
- to maintain momentum, continue to convene partners and garner commitment to align with and participate in the implementation of the Strategy;
- to secure funding and in-kind support commitments to fund the implementation of Backbone Coordinating organization.

To support the transition period between the completion of the strategy and the full operationalization of the Backbone organization, the Task Force is recommending that City staff provide support for approximately 9 months, including an overlap period while the Backbone settles into its new role. The financial implications related to the City support are outlined in this report.

<b>Month 1 - 3</b>	Establish a Transition Committee City support in place to support transition period
<b>Month 3 - 6</b>	Governance – Backbone Board of Directors Secure office space – in-kind Raise funding for Backbone staff and administration costs Hire Backbone Executive Director
<b>Month 6 - 9</b>	Secure additional Backbone staff Formalize partnerships, MOU’s, and agreements

***Ten Top Actions:***

- Establish a neutral Backbone Organization
- Create 500 new Housing First program spaces
- Support development of 300 units of long-term supportive housing units
- Support A Way Home Kelowna to introduce Upstream for Youth
- Support increased access to quality mental health, addictions, and health supports and treatment

- Formalize the continuation of the Lived Experience Circle and Youth Expert Committee
- Support the Truth & Reconciliation Commission of Canada Calls to Actions by partnering with Indigenous communities
- Support solutions to address the criminalization of homelessness
- Launch a Homelessness Innovation Lab
- Ensure a population focus is embedded in Strategy implementation

### **Summary**

Next steps in the Journey Home Strategy development includes the completion of the Strategy which will be presented to Council for consideration at the end of June 2018. The Task Force continues to work on: garnering the commitment of stakeholders and funders to endorse and align with the strategy; supporting the ongoing work of the Lived Experience Circle; planning for the transition to a Backbone organization; and solidifying a transition plan to support moving from strategy development to implementation.

As the work to develop the Journey Home Strategy enters its final phase, the Task Force is confident that addressing homelessness is within our grasp as a community. They have been inspired by the diversity of people and sectors that have come together, and the progress achieved through the number of initiatives already underway. They recognize that the capacity of the community stakeholders to work collectively has been increased significantly and will continue to grow; strengthening our community's ability and resiliency to improve our local system of care. The Task Force is extremely grateful to all those that have contributed in such a meaningful way to the development of the Journey Home Strategy, and they continue to be inspired by the thoughtfulness, caring, and giving spirit within our community.

**Financial/Budgetary Considerations:** Through the 2018 budget process funding in the amount of \$75,000 in 2018, and \$150,000 in both 2019-2020 was approved to support the implementation of the Journey Home Strategy. To support the transition period between the completion of the Journey Home Strategy and the activation of a Backbone System Coordination organization, the Journey Home Task Force is requesting City support. In addition to the \$75,000 already committed by the City in 2018, the financial cost of the proposed staffing and support will require another \$50,000, funded from the Public Works/Initiative Reserve.

**Personnel Implications:** To support the transition period ensuring no lapse in the momentum and support continued progress towards implementation of the Journey Home Strategy, the City's Social Development staff will continue to support the work of Journey Home. The Neighbourhood Development Coordinator was temporarily reassigned to provide additional support in late May 2017 for a one-year period and will be returning to the Strong Neighbourhood program as planned at the end of June 2018. The transition plan recommends that a temporary contract Coordinator, a Lived Experience Convener, plus operational funds be available to support the transition-related tasks.

These temporary positions will provide support to the Social Development Manager to focus on transition from Journey Home Strategy development to implementation including: development of a transition committee; design and implementation of a governance structure to oversee the implementation of the Strategy; the transition to a Backbone Coordination organization including securing funding; hiring staff; and partnership agreements. The proposal includes an overlap period to support the development of the Backbone organization in building capacity to take on this new role.

**Internal Circulation:** Divisional Director, Active Living & Culture; Divisional Director, Financial Services; Divisional Director, Human Resources; Communications Manager; Communications Advisor; Policy and Planning Manager; Sustainability Coordinator

**Considerations not applicable to this report:**

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Existing Policy:

External Agency/Public Comments:

Communications Comments:

Alternate Recommendation:

**Submitted by:** Journey Home Task Force Co-Chairpersons

**Approved for inclusion:** J. Gabriel, Divisional Director, Active Living & Culture

Attachments:

Appendix I – What We Heard: Strategic Directions & Input

Appendix II – Journey Home Proposed Strategy Framework Approach

Appendix III - Journey Home Strategy – 47M Funding over 5 Years

Journey Home – May 7<sup>th</sup> PowerPoint

Cc: Divisional Director, Community Planning & Strategic Investment  
Divisional Director, Strategic Corporate Services  
Divisional Director, Financial Services