Journey Home Strategy
Mid-Term Report
April 27, 2022

Prepared for
City of Kelowna

Prepared by
Journey Home Society

Journey **HOME**

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LIST OF ACRONYMS

AWH-K - A Way Home Kelowna
BFZ-C – Built for Zero Canada
BNL – By Name List
CAC – Community Advisory Council
CAC – Community Advisory Committee
CERT – Community Emergency Response Team
CIT – Community Inclusion Team
COJHS – Central Okanagan Journey Home Society
COF – Central Okanagan Foundation
COPAWS – Central Okanagan and Poverty Wellness Strategy
DC-CAB-H – Designated Community - Community Advisory Board on Homelessness
FNS – Family and Natural Supports
HIFIS – Homeless Individuals and Families Information System
HMIS – Homeless Management Information System
ICA – Indigenous Coordinated Access
I-CAB-H - Indigenous Community Advisory Board on Homelessness
KOaST – Kelowna Outreach and Support Table
LECoH – Lived Experience Circle on Homelessness
MoU – Memorandum of Understanding
MHSU – Mental Health and Substance Use
OATS – Opioid Agonist Treatment Services
OCAP – First Nations principles of data Ownership, Control, Access, and Possession
OKIB – Okanagan Indian Band
OPS – Overdose Prevention Site
PACT – Police and Crisis Team
PEOPLE – Peer Employment Opportunities for People with Lived Experience
PiTC – Point in Time Count
PWLLE – People with Lived and Living Experience
TRC – Truth and Reconciliation Commission
WFN – West Bank First Nation
YAH – Youth Advocates for Housing
YAP – Youth Assessment and Prioritization Tool

Journey HOME

EXECUTIVE SUMMARY

In 2018, the City of Kelowna led a community engagement process culminating in the Journey Home Strategy, to address homelessness using systems change, with the goal of reaching functional zero within five years. The Central Okanagan Journey Home Society (COJHS) was created to implement the Strategy, in partnership with the City of Kelowna. This report focuses on factors impacting change, milestone achievements and key future priorities.

FACTORS IMPACTING CHANGE

The COVID-19 pandemic both disrupted and accelerated homelessness reduction efforts, with requirements for service adaptations precipitating the need for sustained collective efforts and extra resources. In contrast, reaching functional zero homelessness is detrimentally impacted by the housing affordability emergency. This crisis is contributing to an exponential increase in households at risk of or experiencing homelessness, a net decrease in affordable housing supply and a supportive housing bottleneck, all of which are exacerbated by the widening gap between income and cost of living. In addition, community apathy and stigma towards people at risk of or experiencing homelessness adversely impacts advocacy efforts to increase all types of affordable housing and essential services.

MILESTONE ACHIEVEMENTS

The Journey Home Strategy's milestone achievements are grouped into six pillars: Innovation, Reconciliation, Lived Experience, Inclusion & Prevention, Backbone Coordination & Partnerships and Housing & Supports.

INNOVATION

Significant progress was achieved under the Innovation pillar. A By-Name List pilot and a Data Integration Roadmap laid the foundation for COJHS to begin planning for the rollout of a Homeless Management Information System (HMIS) in Kelowna. In addition, a supportive housing data modelling project was completed in March 2022.

RECONCILIATION

Moderate progress was reached under the Reconciliation pillar, with highlights including Indigenous peer navigators within organizations and the establishment of a self-governing Indigenous funding stream.

LIVED EXPERIENCE

Significant headway was accomplished under the Lived Experience pillar, with the Lived Experience Circle on Homelessness (LECoH) representing Lived and Living Experience voices at decision-making tables, and PEOPLE incorporating peers within service navigation staffing models.

INCLUSION AND PREVENTION

Moderate headway was achieved under the Inclusion & Prevention pillar, with success including inter-agency neighborhood engagements, the Healthy Housing Strategy, and the Youth Upstream Project. Healthy connections expanded, with the embedding of primary care, mental health and substance use services within shelter and supportive housing models.

BACKBONE COORDINATION & PARTNERSHIPS

Significant advancement was attained under the Backbone Coordination & Partnerships pillar. Key achievements included the Complex Needs Advocacy Paper, policy alignment between Coordinated Tables and a draft standardization of housing prioritization.

HOUSING & SUPPORTS

Moderate progress was reached under the Housing & Supports pillar, with highlights including 318 new units of supportive housing since 2018, one additional Assertive Community Treatment (ACT) team, 22 new adult treatment beds, 35 new units of youth supportive housing and 10 additional youth treatment beds.

KEY FUTURE PRIORITIES

To recalibrate the Journey Home Strategy, COJHS convened a Design Lab Series in March 2022, attended by 70 staff and people with lived experience from 30 agencies. The following ten key priorities incorporate the feedback from the Design Lab consultation:

1. Data-Driven Investments and Community-Wide Operations Management

By-Name list:
Implement a data collection and sharing process across all agencies within the homelessness and housing sector; create a comprehensive, by-name, real-time list of everyone experiencing homelessness in Kelowna; provide real-time data on the number of people experiencing homelessness; create a public-facing dashboard with aggregate data to inform and engage the public; predict the inflow and outflow; offer performance management tracking capabilities

Community-Wide Homelessness Management Information System (HMIS):
Introduce a Homeless Management Information System (HMIS) with full functionality; partner with all agencies from the homelessness and housing sector, establishing a community-wide HMIS to facilitate inter-agency case management and a one team approach to supporting clients; enhance system capacity to serve clients by identifying best practices and promoting logical inter-agency procedures; promote the ongoing system-wide implementation of new national modules such as diversion, outreach and prevention; implement community feedback to ensure HMIS reflects the evolving needs of local agencies and clients, including the creation of custom modules to fit the Kelowna context; streamline agencies' daily operations through HMIS driven efficiencies

2. Sustainable, Affordable & Diverse Housing Options

Expand housing with supports, including transitions; advocate for affordable market options; advocate for housing form and model, to address complex care housing needs; develop, at minimum, 516 new supportive housing units by 2026

3. Continuum of Integrated Supports

Create mechanisms that structure the coordination of supports; promote access to integrated mental health, substance use, primary care and housing supports; improve opportunities for life skills development and meaningful daily activities

4. System Navigation Hub

Implement a Navigation Hub, with access points for all homelessness and housing supports; support navigation processes with a population focus, guided by Lived Experience and Indigenous voices; build capacity for peer navigators

5. Youth Homelessness

Reconvene a Youth Planning Table and establish a Youth Advocates' group; expand the Upstream Project to additional schools and increase youth supports; advocate for youth housing projects, including for youth with high acuity needs

6. Housing-Focused Shelter Transformation

Support the operations of a shelter system, with shared principles and a standardized team of diversion specialists in shelters, outreach and peer-based services; develop diverse shelter options; increase the inclusion of multidisciplinary teams within staffing

7. Peer Navigators across all Service Models

Build agency capacity to embed peers in operations, including in leadership roles; expand Peer Navigation Program, within a standardized model, and work to secure sustainable funding

8. Indigenous Safe Spaces and Services

Led by Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance, propose to support - developing safe spaces, increasing representation in staffing, building capacity for cultural competency training, developing services and housing, healing and wellness services, and a harm reduction approach, centered around a 'by Indigenous peoples, for Indigenous peoples' approach

9. Regulatory Frameworks

Review Income Assistance levels; evaluate the impact of the Mental Health Act; streamline funder allocations, reporting and policies

10. Sector Capacity Building

Establish the Systems Leaders Table; increase the number and capacity of operator agencies; explore new ways to address labour shortages, including appropriate compensation and training requirements; introduce a standardized staff onboarding system along with ongoing training in best practices

Milestones	Key Performance Indicators	Targets
End Chronic and Episodic homelessness	• Built for Zero (BFZ-C) scorecards • Percentage of people who are visibly homeless connected to services • Number of new Supportive Housing units	• By September 30th, 2023 reach veteran functional zero homelessness • By December 31st, 2024 90% of people who are visibly homeless connected to services • By December 31st, 2025 reach chronic functional zero homelessness • Develop at least 516 new Supportive Housing units by 2026
Move Upstream to Prevent Homelessness	• Standardized diversion implemented • Percentage of households with immediate housing loss diverted from homelessness • Percentage of people discharged into homelessness	• By December 31st, 2023 Implement standardized diversion • By December 31st, 2024: 60% of households with immediate housing loss are diverted from homelessness. • By December 31st, 2025 < 10% discharges into homelessness
Implement a Coordinated Access System approach to homelessness	• Number of agencies submitting reliable data to COJHS for the By-Name List (BNL) • Proportion of coordination tables using the BNL • Percentage of agencies participating in HMIS • Public facing dashboard • Introduction of Coordinated Access for families	• By October 31st, 2022 90% of agencies submitting reliable data to COJHS for the By Name List • By October 31st, 2022 100% of coordination tables using the By Name List • By March 31st, 2023 90% of agencies participating in HMIS • By December 31st, 2023 Public facing dashboard developed and released • By December 31st, 2023 Introduce Coordinated Access for families

THE JOURNEY BEGINS

Led by the City of Kelowna, the Journey Home Strategy was developed in 2018, through extensive engagement and co-creation from people with Lived Experience, community stakeholders, government partners, and the wider public. The purpose of the Strategy was to develop a roadmap to ending, mitigating, and preventing the experience of homelessness in Kelowna. The Strategy evidenced an ambitious goal to reach functional zero homelessness within 5 years and included key recommendations and priorities for action.

Functional zero is a milestone that indicates a community, and its systems of support, have solved homelessness for a population. When functional zero is achieved and sustained, homelessness is rare, brief and non-recurring, for that population. COJHS has committed to reaching functional zero for people experiencing chronic homelessness by December 31st, 2025 and for veterans by September 30th, 2023. Functional zero for chronic homelessness is reached when the number of people experiencing chronic homelessness is zero, or if not zero, then either 3 or 0.1% of the total number of individuals experiencing homelessness, whichever is greater. Functional zero for veterans is reached when the number of veterans experiencing homelessness is less than or equal to the average number of monthly move-ins. Communities, like Kelowna, are successful in reaching functional zero when all the key agencies work as one team, using one coordinated access process, where people at risk of or experiencing homelessness are directed to key service access points, where their depth of need is assessed, and where they are then prioritized and matched to appropriate housing services.

The adoption of the Strategy prompted the creation of the Central Okanagan Journey Home Society, the backbone organization to lead the efforts to embed the Strategy recommendations across the homeless serving system locally. The role of the COJHS is to act as a convener, collaborator, coordinator, and systems shifting organization in the community; working with all stakeholders and levels of government to achieve progress on ending homelessness. COJHS works closely in partnership with the City of Kelowna to effect systems change and leads several community projects in line with the key priorities of the Strategy. The City of Kelowna and COJHS have a formal Memorandum of Understanding to articulate their close partnership in meeting the goals of the Journey Home Strategy.

Over the past three years our community has worked together to implement many of the recommendations, and we have developed and embedded a vast number of innovative practices through systems change initiatives within the sector. This report serves to share our successes and key achievements to date and articulate the focus areas and priorities for the next two years of the community's Strategy.

Within the first few years of the mobilization of the Strategy, the landscape of poverty and homelessness has changed significantly in our community; what we know now has shifted from what we knew and predicted at the onset of the development of the Strategy. As with any community systems change effort, it is critical to distill key learnings and understand the influencing factors that both hinder and expedite our ability to effect progress. This report provides insight into these impacts, and recalibrates our compass based on the ever-changing lens of homelessness in Kelowna.

The report includes key impacts and influences that have shaped our work over the first few years, followed by progress on the 35 recommendations that are presented under each of the Strategy Pillars. Lastly, the report shares our future priorities for action and a summary of the data modelling project that was developed alongside the mid-point review process.

IMPACTS ALONG THE JOURNEY

COVID-19 PANDEMIC

The onset of the global COVID-19 pandemic in early 2020 greatly impacted service delivery and capacity and continues to influence our system level responses. This unprecedented event placed significant pressure on a sector already bursting at the seams. Throughout the past two years our system of service providers has had

to reduce services and capacity, during a time when homelessness continued to rise in Kelowna. Shelters were required to operate at lower numbers to enable adequate social distancing, isolation between staff and clients, and peers in housing, outreach services, and shelters grew out of necessity, and at times, we were faced with COVID outbreaks in service settings. The ongoing impact of COVID is still a reality for us, as we enter our third year of managing resources and capacity across the homeless serving system of care.

To manage growing capacity needs, there have been several unique projects underway for two years to serve those most vulnerable in Kelowna. A few of these include reframing the delivery of multiple outreach teams into a coordinated system of outreach; called the Outreach Circle. This has enabled a more effective use of staff from across the sector and ensured that those sheltering outdoors, due to lack of shelter spaces, have access to the emergency-based supports they require. There have also been several hotels secured to operate as additional shelter spaces for those who are immunocompromised and at higher health risk of COVID in shelter spaces. The opening of a Hygiene Centre with additional service offerings has become an invaluable resource to people experiencing homelessness in Kelowna and has served community members in accessing their basic needs and complimentary resources. In late 2021, the City of Kelowna, in partnership with several agencies, began a personal belongings storage program, which will expand to several additional sites in early 2022. This provides a much-needed resource for many people in our community who have no other means to protect what few assets and possessions they still have.

Throughout the past two years we have brought together stakeholders and partners through an ongoing Operators Table to ensure the system response to homelessness during COVID was effective and sustainable in mitigating health risks to the people we serve and preventing the collapse of the homeless serving sector. COJHS leads this table and supports partners through a 5-stream approach to planning. This work has brought community operators and partners together to create new ways of working collaboratively; and has witnessed a shift in our systems approach to addressing homelessness in Kelowna. To support this

community-wide approach, we have seen extensive engagement from local operators, all levels of government, and periphery partners. This includes the creation of a Pandemic Health Coordinator role within Interior Health Authority which has been a vital asset over the past two years in providing real-time guidance and support to agencies who serve people experiencing homelessness.

HOUSING AFFORDABILITY

In addition to the complexities COVID presented, the macro-economic lens in relation to housing affordability, stock, demand, and overall cost of living inflation has generated disturbing trends that impact our ability to reach functional zero without more targeted and timely investments.

The changing landscape of housing development, coupled with year-on-year population growth has been the biggest impact to housing needs and affordability in our city and region. Kelowna continues to attract diverse migration to the area due to its strong economy, and unique vibrancy surrounded by exquisite landscape. As the desire to live in one of the top-rated places in Canada increases, so does the demand for housing. In recent years, the market real estate has seen exponential spikes in house prices and house sales with recent statistics evidencing over market offers.

The desirability of relocation to the Okanagan on a national level has risen significantly, driven by an increase in remote working opportunities within many industries. Coupled with this, we have witnessed an increase in homelessness due to rising rentals prices, transitions of properties into Air B&B models, land development, and renovictions. Across our community, housing for low to middle income individuals, couples and families is becoming unattainable. Housing ownership for many is no longer an option with less than 1 in 10 households being able to afford home ownership, according to the City of Kelowna's 2021 Community Trends Report.

Limited land availability for development, coupled with an increase in demand, has created a strong economic playing field for property and landowners to sell their assets far above historical and current values. This has

resulted in many evictions into homelessness over the past two years, particularly for rentals that were historically at the lowest end of the market.

Housing affordability has pushed our community into a medium to high income rental hotspot, with housing options for low-income families and individuals, extremely limited. A person on a fixed income or benefits could not afford a market rental bedroom suite in Kelowna without additional rent supplements. In many cases there is still a gap between income with rent supplements, and affordable units for rent. Rent has increased by approximately 26% in the one-year period between October 2020 and 2021, according to the Community Trends Report published by the City of Kelowna. We know this trend is continuing and thousands of households are living in core housing and extreme core housing need.

In Kelowna there are more than 8,000 households in core and extreme core housing need: representing 47% of renters at risk of homelessness. Core Housing need reflects a significant risk of homelessness from a poverty lens and is determined when more than 30% of a household income is spent on housing. Extreme Core Housing need is when there is at least 50% of income spent to maintain housing. The Community Trends Report also evidences that the need for affordable housing will continue to increase in demand, while our local supply of permanent, safe and sustainable housing decreases year upon year.

The result of this affordability compression and the general financialization of the housing market has been an increase in homelessness and chronic homelessness since the initial development of the strategy. Chronic homelessness, as defined by Reaching Home: Canada's Homelessness Strategy Directives, is a homelessness experience that has lasted for at least 6 months (180 days) over the past year and/or has recurred over the past 3 years, with a cumulative duration of at least 18 months (546 days). Additionally, we recognize the estimation of homelessness in our community is not inclusive of "hidden homelessness". According to the State of Homelessness (2013) study, the average ratio of hidden homelessness to visible homelessness is 3:1.

COST OF LIVING IMPACTS

Homelessness is a by-product and the worst possible result in a series of traumatic events often entrenched in poverty. It is a symptom of a bigger root cause which sees citizens of all ages and walks of life, at some point without a home, having never been connected with the right resources before their lives fell through the cracks.

It is a longstanding reality that BC has significantly high child poverty rates with 1 in 5 children growing up in poverty, according to the 2021 First Call Report. This sad truth is reflected in the ongoing income to cost of living gap we witness in the region and Kelowna. The overall cost of living for families and individuals has risen over the past few years and the impact is being felt across the homeless serving and emergency response agencies within the sector. In Kelowna, there has been a year-over-year increase in individuals and families accessing the Food Bank. The choice between paying rent and buying food has been a difficult aspect of many people's lives. Canada's Food Price Report 2022 (12th Edition) indicates that overall food costs have risen significantly over the past few years, and the cost in B.C. is higher than the Canadian average; with prices expected to increase again in 2022 between 5%-7%.

In addition to the growing price of food, transportation, and other household essentials, the impact of COVID across our community resulted in many temporary and permanent job losses for individuals and families. These losses occurred in many low paying industry roles across the hospitality and retail sectors, as well as front end roles in business settings. These jobs in many instances did not pay an adequate wage for the cost of living locally. The Living Wage determination of $18.49/hour for Kelowna simply does not reflect the reality of the growing cost of housing and essentials like transportation and food; and most non-professional roles do not reflect a true Living Wage. Unless addressed, this will continue to drive more individuals and families into homelessness; and will continue to result in many businesses not being able to fill vacancies across businesses and industries.

COMMUNITY APATHY

The broader community plays a pivotal part in ending homelessness through the recognition that NIMBYism (not in my back yard) impacts the system's ability to develop and deliver essential services and supports such as shelter and housing. Kelowna has experienced strong resistance to new housing and services coming online since the development of the Strategy, and at times this has impeded progress and the sector's ability to meet the needs of those most vulnerable in our community. This learning curve has been recognized by stakeholders working to end homelessness and has resulted in a shift in how we consider community in the efforts to enhance housing and shelters across the city.

While we have a long way to go in enhancing the overall acceptance and support of new developments, much intentional work has been done to mitigate concerns and dispel myths related to new housing and other services as they have emerged. The establishment and ongoing efforts of the Community Inclusion Team has been critical to creating better conditions for success in embedding supportive housing into the community, and in addressing stigma around homelessness. Much of the prevalent concerns across the broader community come from the belief that people experiencing homelessness are all substance users and/or suffer from significant mental health needs that create a risk to others.

It is critically important to note, when understanding the intersectionality between homelessness, mental health, and substance use, the reality is that most people who experience mental health needs and/or substance use needs, will never become homeless. In Canada, it is estimated that 50% of Canadians will experience mental illness by the age of 40. One in five people will experience mental illness in any given year in Canada, which is a conservative number based on the stigma that still exists in identifying mental health needs.

In terms of substance use, it is often the misconceptions surrounding the opioid crisis and toxic drugs that are tied to homelessness. We know that year upon year, our province's drug crisis worsens and in 2021, we experienced the greatest loss of life through toxic drug

overdoses that BC has on record. We also know through the BC Coroners Report that most of these losses happened in private and other forms of residences. Statistics surrounding the overdose crisis continue to evidence that most people using opioids and other hard drugs are not homeless. In fact, most of these individuals are also employed.

While a number of people experience negative mental health and others may struggle with substance use during their experience of homelessness, this does not represent all people experiencing homelessness. Everyone has their unique journey, which is often layered with trauma and poverty, coupled with being unable to access adequate supports to prevent homelessness when their crises occurred. This still, however, remains one of our biggest misconceptions in Kelowna, and we have taken intentional steps to have meaningful open dialogue to mitigate these challenges and myths.

The next section of this report reflects our journey to date and the collective achievements that have happened across our community to end homelessness. It articulates the milestone achievements and recognizes the contributing partners in this work.

MILESTONE ACHIEVEMENTS ALONG THE JOURNEY

COMMUNITY DESIGN LAB SERIES

In developing this report, we sought input and insights from a broad range of community agencies, stakeholders, funders, and levels of government related to highlighting our achievements and in identifying our future priorities. The Central Okanagan Journey Home Society hosted a Design Lab series across 3 days in early March, which provided rich discussions on our community progress to date and the areas we most need to focus on to drive the Strategy forward in the coming years. This event was attended by over 70 participants comprising of representatives from the following organizations:

British Columbia's Office of the Human Rights Commissioner

Bylaw

Hope After Dope Society

YMCA of Okanagan

Metis Community Services Society of BC

The Central Okanagan United Church

KANDU
Kelowna Area Network of Drug Users

Freedom's Door

PEOPLE EMPLOYMENT SERVICES

SeniorsOutreach & RESOURCE CENTRE

bgc Okanagan
Boys and Girls Club

LECoH
Lived Experience Circle on Homelessness

CENTRAL OKANAGAN FOUNDATION
empowering generations to give.

Central Okanagan Public Schools
Together We Learn
School District 23

BRITISH COLUMBIA
Ministry of Social Development and Poverty Reduction

BRITISH COLUMBIA
Ministry of Children and Family Development

Interior Health

Kelowna RCMP

Canadian Mental Health Association
Kelowna

okanagan college

Kelowna's Gospel Mission

JohnHoward SOCIETY OF BRITISH COLUMBIA

KARIS SUPPORT SOCIETY

Provincial Health Services Authority
Province-wide solutions. Better health.
Forensic Psychiatric Services

Ki-Low-Na Friendship Society

TURNING POINTS COLLABORATIVE

piers

THE BRIDGE Youth & Family Services

metro

City of Kelowna

Central Okanagan Food Bank

Kelowna Interfaith Collective

Ozanam House HOME · HEALTH · HOPE

KELOWNA UNITARIANS Sharing Diverse Explorations of Faith

Journey HOME

FOUNDATIONAL CONCEPTS ACHIEVEMENTS

1. End chronic and episodic homelessness;
2. Introduce measures to prevent homelessness in the first place;
3. Implement a coordinated systems approach to homelessness.

1 Inclusion and Prevention

2 Backbone Coordination & Partnerships

3 New Housing and Support Programs

FOUNDATIONAL CONCEPTS
Innovation • Reconciliation • Lived Experience

Significant Progress ●   **Moderate Progress** ○   **No Progress** ●

Throughout the first three years of the implementation of the Strategy there have been significant achievements regarding the 35 recommendations. The table below highlights the Strategy actions and key milestones achieved over the past few years. The introduction for each pillar includes a color reference which indicates where we believe our efforts are trending in terms of the overall work that each action entails based on the Strategy targets.

INNOVATION ●

DATA FOR DECISION-MAKING

Data plays a pivotal role in achieving our future targets, both through ensuring a person-centered lens in service delivery, and in guiding how investments should be made to reduce and prevent homelessness across the system.

Historically, data that paints a picture of who is experiencing homelessness, and the inflow/outflow of homelessness has been scarce and fragmented in our community. Without comprehensive data that is representative of the homelessness population, we cannot adequately predict the need for housing and homelessness response services, nor can we measure our progress and impact on a systems level.

Over the past number of months, the City of Kelowna and COJHS have partnered with consultants to develop a data modelling tool to help inform projected supportive housing numbers required across our community. This project has evidenced the complex nature of harnessing quality data across the system; and

developing a predictive model that considers unique local housing affordability trends.

To inform the development of the model, we utilized data on the number of people currently experiencing homelessness which is derived from data sources such as the PiT Count and the HIFIS database used by BC Housing. For the purpose of developing a model, different data sources are more or less reliable and valid at counting segments of the homeless population, but each come with their own weaknesses.

Fundamentally, the universe of people experiencing homelessness – meaning everyone who is experiencing homelessness – is never fully determined by any one currently available data source. Some people will seek out services and may be registered in a database and thereby *become visible*– but many others may remain among the hidden homeless. Of those who consent for their information to be recorded (i.e., in HIFIS or on a By-name List) only a subset would be imminently houseable – meaning they would meet any eligibility requirements and are available and have completed any essential paperwork.

As such, static data sources cannot identify the number of people ready to be housed in this moment. Until this gap can be closed by a By-Name list approach, embedded in a community-wide Coordinated Access process, our models have to consider known limitations of static available data sources to the best of our abilities. While our efforts could not glean a perfect picture of future needs, we were able to establish a range of supportive housing needs based on available information, utilizing some qualitative considerations. A copy of the report is included as an addendum to this Report.

As we reflect on the work ahead, we are confident that our ability to measure impact and develop a clear understanding of housing needs in future will be embedded across the community. COJHS has worked tirelessly over the past few years to develop solid mechanisms for data, navigating the complexity of information sharing challenges, and fragmentation of the system. We are thrilled to be working to embed a framework for system-wide data, to include a By-Name List and a Homelessness Management Information System (HMIS), to roll out in 2022/2023. Based on federal directives and national best practices, this framework will provide us with the information necessary to inform housing and shelter needs, and to predict future needs based on real-time data and trends. We will also be able to determine the need for supports along the spectrum from prevention and diversion to emergency responses, through to housing. On a client level, operators will be able to offer integrated inter-agency case management as well as reduce duplication, while ensuring that we bridge the gaps for those we serve.

In the homelessness context, diversion strategies and practices are defined as assistance to resolve a person's immediate housing crisis by supporting their access to alternatives to shelter and unsheltered homelessness. Diversion occurs when a person requests emergency services, such as entry into a shelter, a drop-in or though outreach (Shelter Diversion in HIFIS 4, ACRE Consulting, April 2021). Standardized diversion is defined as the process whereby staff from different agencies use one inter-agency case management information system to record diversion assistance.

It is vital to the success of data integration, data sharing and data reporting to have alignment and support of broader influences. There are many government levels and partners who fund homelessness efforts in our community and collective buy-in and investment for data collection and sharing is critical to success in understanding and addressing homelessness in Kelowna. This includes the ability to streamline reporting requirements and methods to ensure that agencies do not need to complete several reports in varying formats to report on funding and impact. Alignment between funders and outcomes reporting is an ideal to work towards.

Innovation Actions	Key Achievements
Partner with technology sector to develop solutions for information management, access, and data analysis.	• Partnered with City to develop a data integration roadmap. • Kelowna is a Built for Zero Canada community; utilizing data tools and methodologies proven to measure and drive reductions in homelessness. • By-Name List piloted in 2020; and will roll out across community in 2022 under the Reaching Home federal partnership. • COJHS in partnership with Reaching Home (Central Okanagan Foundation) to develop and implement the Homelessness Management Information System (HMIS) in Kelowna. This will replace the previous Point in Time counts conducted every two years. • COJHS hired a Data Scientist with a business background, under the role of Data Specialist in October, 2021. • Data modelling project in partnership with the City of Kelowna conducted in late 2021/early 2022.

Develop a Research Agenda in partnership with research community to support the Journey Home Strategy.	• Kelowna Homelessness Research Collaborative was established in 2019 and represents the first research partnership between the Okanagan College and UBCO.
	Current and past key initiatives include:
	  o Organizational Changes to Address Homelessness: Lessons Learned from 3 Mid-sized Canadian Cities.
	  o The Impact of COVID-19 on Youth Homelessness & Service Provision.
	  o Creating Allyship in Research.
	  o Examining the effectiveness of integrated housing, mental health and addiction service models for youth experiencing homelessness.
	  o Response to COVID-19 in Kelowna's Homelessness Sector: A Brief Survey of Successes and Challenges.
	  o Homelessness Research in Kelowna: Journey Home Research Cluster.
	  o Addressing Homelessness in Kelowna: Establishing Participatory Action Research Priorities.
	  o COVID-19 and the Homelessness Support Sector: Perspectives on a Small Community's Early Response to a Public Health Crisis.
	  o The impact of the Lived Experience Circle on Homelessness (LECoH) on decision-making since 2018 (in progress).

Secure innovative funding strategies to support housing development. This includes Lived Experience social enterprise incubation support.	• PEOPLE Lived Experience Society was founded in 2019 as a local non-profit focussed on the training and employment of people with Lived Experience of homelessness and/or substance use. They support many initiatives across the sector and connect people with employment in broader community industries. • Significant investment was mobilized since the start of the strategy to develop 318 units of supportive housing. • Throughout 2020 and 2021, a significant investment of $2,640,332.00 materialized, thanks to Reaching Home federal partnerships, to address the COVID response for homelessness and housing services.
Support innovative solutions to address criminalization of homelessness, such as a Community Court.	• The Community Court model was approved, but then stalled due to COVID; implementation is currently moving forward. • RCMP pilot project engaged a social worker to support people in cells and is exploring bringing a nursing practitioner on board. • PACT team in place since 2017; partnership between Interior Health and the RCMP for mobile access to services for people experiencing a mental health crisis.

RECONCILIATION 🟡

A community-wide commitment to Truth and Reconciliation was embedded into the Journey Home Strategy as a foundational concept to ensure that Indigenous voices and an understanding of an Indigenous worldview were at the forefront of shaping the work to end homelessness. Our community has taken some steps but has much still to learn and change in relation to the underpinning of colonialism and systemic racism that the homeless serving system was designed upon. It is the foundational concept we have made the least progress on in our community since the start of the Strategy, and where we must foster authentic change and growth.

In doing so, it is critical to understand how the historical development of services and systems reflects material and psychological barriers for Indigenous peoples accessing services and housing in our community. Solutions must be driven by an understanding of the prevalence of systemic racism and poverty as well as the over representation of Indigenous peoples in the justice and child welfare systems.

According to the 2020 Point in Time (PIT) Count, 21% of people experiencing homelessness in Kelowna are Indigenous; representing 51 Nations across Canada and the U.S.A. This diverse representation of displaced Indigenous peoples is often not considered in the development of housing and supports locally. Displacement is deeply connected to trauma and in our work to end homelessness we must recognize all forms of Indigenous displacement; mental, emotional, physical, and spiritual. Our community has lacked the commitment to consider the framework of Indigenous homelessness in its respective planning, resulting in unmet needs and a growing distrust of systems by Indigenous peoples.

This is often coupled with the tendency to apply a broad stoke of Indigeneity, instead of recognizing the unique identities of First Nation, Metis, and Inuit communities and nations; and the depth and breadth of cultures within. Many Indigenous peoples experiencing homelessness distrust organizations who are not culturally informed, and this creates a significant barrier

in meeting people where they are at. Our work going forward across community needs to include strong immersion in cultural training and education, and a willingness to reshape the work that we do across community organizations.

There must also be an inclusive presence of Indigenous peoples at all levels of organizations and decision-making tables, and an actionable commitment to truth and healing. This will increase the authenticity in service provision and reduce unmet needs for Indigenous peoples. Many Indigenous peoples do not feel safe in seeking help and supports and more work should be done to create safe spaces for Indigenous peoples accessing services. This includes the embedding of

Indigenous peers to help advocate with and on behalf of Indigenous peoples seeking services, integrating Elders and Knowledge Keepers into staffing models and holding space for healing, wellness and ceremony. Additionally, Indigenous housing and supports need to be prioritized for development locally, absent from traditional system prioritization tools.

The following table articulates some of the key achievements in our work to embed Truth and Reconciliation in the community-wide efforts to end homelessness in Kelowna. Later in this report, we highlight the depth of work and milestones that will be prioritized in the coming months and years as our community works to decolonize the system.

Reconciliation Actions	Key Achievements
Recognize accountability for Truth & Reconciliation Commission Calls to Action in that Indigenous Homelessness is an ongoing form of colonialism.	• Training has taken place across some organizations in the sector and community on decolonizing addiction and Indigenous harm reduction. • Peer Navigation Capacity Building pilot project focused on embedding Indigenous Peer Navigators in 3 organizations. • Some organizations are undertaking a review of practices and policies to decolonize their ways of working and embed an Indigenous lens in their organization's practices. • Significant commitment from RCMP to work to decolonize their practices and develop a deeper understanding of TRC's Calls to Action as it relates to their work and interfacing with people experiencing homelessness, working with LECoH.
Invite Indigenous leaders to participate in Journey Home Strategy governance.	• Indigenous Community Advisory Board on Homelessness (ICAB-H) was established in 2021 to oversee the federal Reaching Home investments in line with the community homelessness strategy. • There is an Indigenous representative seat on the COJHS Board and Indigenous representatives as part of the LECoH membership.
Engage Indigenous community members in the work to imbed a cultural lens in supportive services and housing.	• Application to Health Canada pending for funding to pilot an Indigenous Peer-led harm reduction project aimed at leveraging systems change.
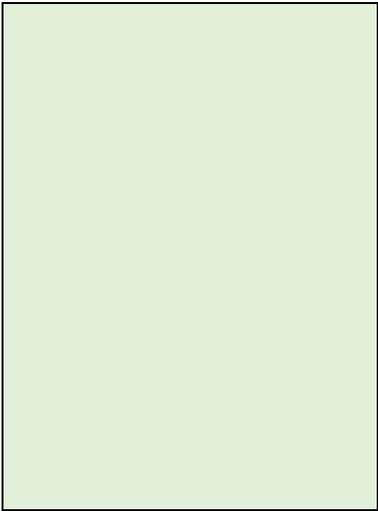
	• There is a 4-month project being launched to develop an Indigenous Coordinated Access stream, funded by Reaching Home. The goal is to develop a decolonized framework, the scope of which will be determined by an Indigenous Committee. Once completed, the Indigenous Coordinated Access model will be embedded into the broader coordinated access processes already in existence in the community. • A LECoH member is working with a national project group, PATHS, to develop an Indigenous assessment tool. • COJHS will complete OCAP (Ownership, Control, Access Possession) certification by May 2022 as part of its Data Sharing Project. The First Nations principles of OCAP® establish how First Nations' data and information will be collected, protected, used, and shared.

LIVED EXPERIENCE ●

Ensuring a Lived Experience voice is embedded in the decisions that shape our work to end homelessness was a core value in the development of the Strategy. All too often the stories, expertise and insights of people who have walked the journey of poverty and homelessness have been missed in developing past solutions. The Strategy placed the voice of Lived and Living Experience at the forefront of its values and over the past few years, these voices have been embedded across the sector to ensure planning and decisions are made in line with the expertise provided by people with Lived and Living Experience (PWLLE).

Across our sector, the voices are shared by members of LECoH and the many peer supports we have embedded in agency work. The formalizing of LECoH and the development of peer programs and PEOPLE Employment Services has had profound impacts in how our community delivers services and considers the decisions that affect people. The Peer Navigation pilot project has been instrumental in shaping service navigation and the sector has a strong desire to see this model embedded across all services. The Peer Employment Circle has also proven to be a valuable networking opportunity to share and enhance practices relating to employing peers. It is critical that these programs and supports continue to expand and sustain in the future.

In the early years of the Strategy, the development of the Youth Advocates for Housing (YAH) group was an important evolution in including the unique experience of youth homelessness from the perspective of youth with Lived Experience. The discontinuation of this group is a current critical gap in our community that needs addressing.

The table below illustrates many of the key achievements related to the Lived Experience framework of the Strategy. There are also several additional recommendations for future action captured later in this report that serve to ensure this foundational concept remains at the forefront of our work.

Lived Experience Actions	Key Achievements
Support Lived/Living Experience Circle (LECoH)/Youth Advocates and formalize role with Journey Home Society.	• LECoH has been supported and funded by COJHS since 2019 and has developed its core membership and terms of reference. LECoH members are involved in many system-wide projects and advisory tables. They prioritize members of Indigenous communities in their membership. Their voices serve to humanize those experiencing homelessness in Kelowna. • The Youth Advocates for Housing group launched separately to COJHS, under the A Way Home Kelowna umbrella but was dissolved in 2020.
Embed population focus in strategy implementation; Indigenous, youth, women, families, newcomers, LGBTQ2S+, seniors, men.	• Alignment between the A Way Home Kelowna Youth Strategy and the Journey Home Strategy. • A focus on veteran homelessness has been established and we are part of the Veteran Cohort with Built for Zero-Canada. • Establishment of the Indigenous CAB-H table. • Pilot project to develop an Indigenous Coordinated Access stream began in 2022.
Introduce peer support models, including peer outreach.	• A 3-year partnership with Health Canada commenced in 2020 to pilot and embed Peer Navigators across community agencies that interface with people experiencing homelessness; to provide referral, system navigation and substance use supports. • A Peer Employment Circle was established in 2021 to connect agencies that deliver peer-based programs and employ peers to enhance collaboration and best practices. • PEOPLE Lived Experience Society began a contract with the City of Kelowna to operate the PEOPLE'S Connect project at the Queensway Washrooms; providing peer supports and referrals at the Kiosk location. • One agency is employing peers for concierge services in their shelter. • A peer-based harm reduction program, Rig Dig, was launched to address neighbourhood needle debris and stigma. • LECoH began an outreach program in 2020 to connect with people accessing services across the system to gain insight and recommendations for improvement based on Living Experience feedback.

INCLUSION & PREVENTION ⚪

ADDRESSING STIGMA

The Lived Experience Circle on Homelessness (LECoH) identified the need to address stigma around homelessness in 2017 when the Journey Home Strategy was being developed. Stigma plays a significant role in perpetuating homelessness. On an individual level it is a form of victim blaming and shaming that has negative consequences for people experiencing homelessness. It often leads to people not being able to access the

supports and services they need to change their situation. As a sector of collaborative stakeholders, we have developed stronger mechanisms to engage community members along the journey to create more services and infrastructure to meet our goal of ending homelessness. This engagement includes Community Advisory Councils (CAC's) in neighbourhoods where Supportive Housing is developed, and neighbourhood engagement with residents and businesses where emergency services are being developed, including shelters. Additionally, there has been an ongoing effort to meet with neighbourhood associations and the community at large to explore mutual concerns and to create channels of communication that mitigate barriers to achieving the goals of the Strategy.

In 2020 we also formed a Community Inclusion Team, co-chaired by COJHS and the City of Kelowna to develop strategies to enhance the circumstances of acceptance of supportive housing in Kelowna. This team is comprised of housing operators, RCMP, Bylaw, Interior Health Authority, BC Housing, LECoH, City of Kelowna and COJHS. Many initiatives to address stigma and enhance community acceptance have been born from this collective, including an Innovative Engagement Project that is now underway.

In 2021 we began additional work to create anti-stigma campaigns and in 2022 we will be launching several projects to address stigma across community while we continue to bridge the gap in understanding the causes of homelessness and aim to reduce apathy and exclusionary views in the broader community.

ENHANCING HEALTHY CONNECTIONS

Much evolution has occurred in establishing connections for people experiencing homelessness in Kelowna, as shared in the table below. These services and supports serve to meet the needs of people in crisis in our community and provide pathways to navigate them out of homelessness. While we celebrate our current achievements, we recognize the need to continue moving upstream and develop more solutions to prevent homelessness, while enhancing our response to those already entrenched. Some of our key critical areas for future work include increasing access to Mental Health services that are not merely crisis based and provide consistent (same staff) counselling, addressing the extensive waitlists for youth to access housing and mental health/substance supports, and working with families to prevent breakdown and navigate at-risk issues.

Our future work needs to focus on the root causes of homelessness, such as poverty, not just managing the symptoms. Journey Home is participating in the Leadership Table that is guiding the development of a regional strategy to address poverty.

Inclusion & Prevention Actions	Key Achievements
Launch a public awareness campaign with LECOH to address stigma.	• The Community Inclusion Team (CIT) was formed to take an interagency approach to enhancing the conditions of community acceptance to supportive housing. • Standardized Community Advisory Committees (CAC) Terms of Reference are in place, with the requirement for all BC Housing supportive housing sites to have a CAC in place; all of which report success in dispelling myths and concerns from residents and businesses. • The Us & Them Film Festival was held across 26 community venues in 2019, attracting over 800 attendees.

	• An anti-stigma campaign was launched in 2021 and will continue into 2022 to address stigma in Kelowna. This framework is being developed in consultation with LECoH. • The Community Inclusion Team, including a LECoH representative, launched an Innovative Engagement pilot project to develop anti-stigma messaging in partnership with Lived Experience and public content creators in 2021. • There are continuous media releases between the City and COJHS, and an ongoing podcast about homelessness in Kelowna. • The Homelessness Simulator project was launched through LECoH.
Develop accessible resource guides with LECoH for those at risk/experiencing homelessness can access the right help fast.	• The Downtown Outdoor Sheltering Guide was developed as a result of LECoH identifying the need for a specific navigation resource for people experiencing homelessness. This is regularly updated and distributed by the City. • App-based solutions were explored including a pilot project with HelpSeeker, which was discontinued, due to a lack of user-friendliness. • COJHS distributes a Weekly Rental Vacancy List, produced in partnership with 4 agencies. • COJHS is exploring a help phone model in 2022 to support diversion and system navigation for people at risk of or experiencing homelessness.
Encourage City policy shifts to promote affordable housing across neighbourhoods through bylaw changes, zoning, grants.	• The Community Emergency Shelter Plan that is in development in partnership with the City, and in consultation with community stakeholders, identifies key considerations for shelter location criteria. • The City developed and launched their Healthy Housing Strategy in 2018 in alignment with the Journey Home strategy.
Work with key Provincial ministries to enhance positive housing transitions including discharge/transition protocols.	• Initial work has commenced with COJHS to explore avoidable discharges into homelessness. An application was submitted for funding but was declined. This is still to be mobilized.
Partner with School District to launch Youth Upstream pilot in to identify/support youth at risk of becoming homeless.	• The Youth Upstream Project began in 2021 with two middle schools. The project has resulted in 47 youth/families being referred to supports, 32% of whom had not previously connected to any support services.

Enhance healthy connection opportunities for those at-risk, experiencing, or exiting homelessness to thrive in community.	• A one-stop community hub model was developed in 2020 but was put on hold due to COVID. • PEOPLE's Connect was established in 2021 to provide access to washrooms for those sheltering outdoors, and referral and navigation supports to people experiencing homelessness. • A Hygiene Centre with drop-in services and supports was launched in 2020. • A 3-year Peer Navigation project was launched in 2021 across community agencies and venues to provide direct navigation supports and referrals. • Interior Health have embedded primary care and MHSU supports in several shelter models and a supportive housing project. • A Shelter Diversion Capacity Building project launched in 2022 across shelter, outreach and peer-based agencies to support shelter diversion. • Water Stations were established in public areas to ensure access to basic needs year-around. • A Personal Belongings Storage program launched in 2021 across 4 sites for people experiencing homelessness. • The Youth Coordinated Access and Adult Coordinated Access table began aligning their assessment tools and processes to enable smoother transition of clients between systems. • OATS program to support substance users. Access to medical treatment for opioid use increased, with the expansion of the OATS program from 2019 onwards.
Link with municipal, regional and provincial strategies to ensure aligned and support integrated approaches.	• The community work is aligned with the BC Poverty Strategy, and a regional strategy is being developed to address poverty in the Okanagan called COPAWS. • The Journey Home strategy is aligned with the BC Homelessness Plan and federal Reaching Home directives on ending homelessness. • Kelowna is a Designated Community and as such receives contribution funding under the Federal Reaching Home Homelessness Strategy. • We are one of two communities in BC to form part of the Built for Zero Canada movement. • The Journey Home strategy is aligned to the municipal Healthy Housing Strategy. • The City of Kelowna and COJHS work closely on advocacy work to inform provincial partners of the needs locally; and have formed strong partnerships with BC Housing and Interior Health.

Launch prevention programs to support at risk individuals to maintain housing, target those at highest imminent risk.	• There is a strong youth diversion lens in our community. Since 2017 there have been 201 youth diverted from homelessness. • Launch of the Central Okanagan Rent Bank.

BACKBONE COORDINATION & PARTNERSHIPS ●

CREATING A SYSTEMS APPROACH

Historically, the efforts to end homelessness comprised of multiple agencies working in silos, with operators focused on addressing social crisis as it relates to their mandates. Like many industries, operators functioned with an internal lens as businesses who are traditionally in competition with each other for access to limited resources. The concept of the Homeless Serving Sector was developed in response to the silos between all levels of government, ministries, and the multiple agencies that were doing the work. The idea of a broad Homeless Serving Sector was coined to create the foundation to develop a systems approach to addressing homelessness. This is because there is not one level of government or organization that has the overall mandate to convene the sector. The Journey Home Strategy recommended the development of a backbone organization to take this role, hence the Central Okanagan Journey Home Society was created.

Shifting to a systems lens requires significant trust and collaboration from all stakeholders and a willingness to shift organizational resources to be utilized as collective resources in planning how delivery of supports is carried out. Our community has made vast efforts in the past few years to shift to a systems lens, and to coordinate its efforts and resources with the viewpoint that a person experiencing homelessness is a client of the system, not individual organizations. This has been a pivotal evolution in mindset and practice and has resulted in many shifts to system thinking and sector initiatives born from the adoption of a systems lens. Kelowna is far more advanced around coordination and collaboration than many communities.
A few key initiatives include the Outreach Circle, the Coordinated Shelter Table, the Interfaith Steering Circle

and Collective, the COVID Response Operators' Table, the Community Inclusion Team, the Complex Needs Advocacy Paper, the Community Emergency Shelter Plan (in development), BC Housing and Interior Health's blended service models, the Peer Navigation Capacity Building project, and the Shelter Diversion Capacity Building project.

As we continue to harness our collective insights, expertise, and resource collateral, we evidence progress in embedding a systems approach to addressing homelessness that will serve us well in future efforts.

There still exists structural and systemic barriers to deepen coordination efforts including funding, both as a scarce resource and as competition, as well as reporting requirements across levels of government that result from interjurisdictional barriers. We will continue to work to address these in the coming years. There is a strong desire locally to enhance our partnership work across the sector and to continue to grow this through new services and initiatives.

GOVERNANCE STRUCTURE

There are a few organizations, working groups and committees embedded across the system. The efforts and responsibility to end homelessness are reflected across many stakeholder partners and bodies, with COJHS at the helm of leading the implementation of the Journey Home Strategy. As a backbone organization, we work to convene stakeholders and broader partners to rethink and redesign the system. We recognize that within the system, there are other organizations and groups leading facets of work that ultimately help us

reach our goal of functional zero in Kelowna. To work in sync, it is critical to have a governance structure that articulates the intersections of the key players invested in ending homelessness. Through our work with Built for Zero – Canada, we have developed a draft Governance Structure for our community that paints a picture of the key organizations and groups invested in this work at a systems level. This draft will be finalized and shared in Spring 2022.

Backbone Coordination & Partnership Actions	Key Achievements
Coordinate a Funders' Table to maximize the impact of diverse investments from a range of sectors in support of the Strategy.	• The Interfaith Steering Circle was established in 2021; following on from design labs held in 2019 and 2021. Using a faith contribution lens, this group is exploring a focus for their system solutions. • The Complex Needs Advocacy work took a regional approach to the development of recommendations and investment needs for complex needs housing. • Interior Health and BC Housing have piloted a supportive living project with blended investment of staffing and resources. • City of Kelowna provided contributions of $150,000 in 2019/20 which were increased to $250,000 for 2020-2023 to help leverage local efforts. • Reaching Home Coordinated Access funding was provided to COJHS for 2021-2023.
Rollout a Backbone Organization solely dedicated to implementing Journey Home Strategy to build capacity/lead systems planning.	• The Central Okanagan Journey Home Society (COJHS) was founded as a non-profit in 2018. An MOU with the City of Kelowna was established in 2021, defining roles, commitments, and embedding progress measurements. • The Society Board has representative seats for LECoH, A Way Home-Kelowna, and Indigenous members. • Systems Mapping work was conducted in 2019/20; painting the picture of the spectrum of supports across the system. • COJHS serves as the system convener, coordinator and incubator of change initiatives in the community.
Formalize Backbone Organization relationships, including with AWH-Kelowna to ensure ongoing focus on Youth Strategy.	• AWH-K representative seat on COJHS Board and Executive Director of COJHS sits on AWH-K steering committee. *Note that AWH-K is no longer operational.

Support Coordinated Access & Assessment to ensure consistency in matching clients' needs/choices to access services across the homeless-serving system, regardless of funding sources.	• The Youth Assessment and Prioritization tool (YAP) is in use. • The Youth Coordinated Access and BC Housing Coordinated Access tables have developed policies and procedures to reflect their close working relationship ad have respective representatives at each table. • COJHS supported the commencement of the Supportive Housing Working Group, led by BC Housing. This group has developed key policies and practices around prioritization, referrals and assessment to ensure improved equity and transparency regarding access decisions to supportive housing. • A Coordinated Access to Shelter table was established in 2021 to enhance collaboration between shelter providers, and to ensure equity for those accessing shelters across the system. • A Coordinated Outreach Circle was established in 2021 to maximize the outreach staffing resources across the community and to ensure the needs of people utilizing outreach supports could be met throughout COVID. This includes coordinated scheduling between agencies. • COJHS conducted a By-Name List proof of concept in 2020; and has engaged in a data roadmap project in partnership with the City. • COJHS is developing the necessary privacy documents for the roll out of a comprehensive, quality, real-time By-Name List in 2022. This includes a Privacy Impact Assessment, Information Sharing Agreement, and Consent forms and policies. • COJHS entered into partnership with Reaching Home through the Central Okanagan Foundation in 2021 to launch federal Coordinated Access and the Homelessness Management Information System (HMIS) in Kelowna. This will launch across 2022 and will address the need for a one-system approach to referral, prioritization and matching of clients across the system; and provide real-time data for planning and reporting on community level outcomes.
Support the creation of an Okanagan Regional Partnership Table to coordinate regional responses to homelessness.	• Kelowna became part of Built for Zero Canada in 2019. • The Complex Needs advocacy work was created from a regional lens in 2021. • System streams of services have created coordinated tables of practice including shelters, outreach and housing. • The Central Okanagan Poverty and Wellness Strategy (COPAWS) project team was established in 2021, taking a regional, interdisciplinary approach.

Work with the BC10 Community Entities to support a provincial agenda with Housing First & system planning approach.	• The Central Okanagan Foundation, in its role as the Community Entity for Kelowna, manages the federal Reaching Home Strategy funds and undertakes ongoing work with the BC17 Community Entities. In 2021, COJHS joined the BC17 Planners' Table to inform local and provincial data framework initiatives. • The COJHS and Reaching Home (Central Okanagan Foundation) formed a partnership in 2021 to support the roll out of a system level coordinated access framework including a Homeless Management Information System (HMIS). • The COJHS' Executive Director and a LECoH member are part of the Designated Community CAB-H Table, the governing body which facilitates the delivery of federal Reaching Home funds.
Participate at regional, provincial, national level to share/learn best practices/champion preventing/ending homelessness.	• Kelowna is one of only two BC communities that are a part of Built for Zero Canada. This national partnership aligns data and other measurement tools, including the By-Name List, to drive reductions in homelessness across communities. COJHS is the lead organization in Kelowna for BFZ-C efforts. • COJHS has several strategic relationships and partnerships across Canada where we share best practices from our local efforts and learn from other communities who are mobilizing innovative projects and practices. • The Complex Needs Advocacy Paper had a regional lens embedded into the project, including the City of Kelowna, City of West Kelowna, City of Vernon, District of Lake Country, and Okanagan Indian Band. • The City is leading provincial conversations around the need for complex needs supportive housing through the Urban Mayors' Caucus. • Kelowna is part of the BC17 Community Entities network, where common issues are shared. • COJHS and the City have met with several other communities in BC and across Canada who are exploring similar work in ending homelessness; and requested guidance and a deeper understanding of our framework and/or projects. • COJHS and LECoH presented at the Canadian Alliance to End Homelessness national conference in 2019 and 2021. • COJHS is a part of the Central Okanagan Poverty and Wellness Strategy leadership committee. • Community partners, in collaboration with COJHS, will be launching Shelter Diversion capacity building in 2022, including training and engagement from national partners.

	• COJHS is working with the BC's Office of the Human Rights Commissioner in 2022 to develop and deliver rights-based training curriculum around the BC Human Rights Code and its application to housing. The office is further exploring the possible future inclusion of social condition (poverty) in the Code.

HOUSING & SUPPORTS ◉

Our work to increase supportive housing options in Kelowna has been one of our community's greatest achievements under this pillar. Much work is still to be done to increase housing units through a scattered site model, including Rapid Rehousing and Intensive Case Management programs as supportive housing is not an effective model for everyone. Going forward there will also be a stronger effort to work with landlords and private partners with land assets to increase affordable housing options in Kelowna.

We have also worked to increase shelter capacity, but we also recognize that shelter is not housing. The need for long-term shelter has grown locally and shelter use remains at capacity, often leaving people unsheltered in our community. This heightened need is due to an increase in housing unaffordability and homelessness. Going forward, there is a pressing need to better separate shelter from housing and provide more shelter options. We will be articulating this need through the Community Emergency Shelter Plan that will be published in the coming months.

In terms of overall supports, we have greatly expanded our community supports across the spectrum of homelessness response. Journey Home has improved the coordination across housing access through the Outreach Circle, Coordinated Shelter Table and Coordinated Access Table. This is helping to improve the support of people as they transition through the system.

We will continue to enhance these services and ensure that there is a broad range of services to meet the needs of all. We recognize that while overdose prevention has been a necessary enhanced focus in our community, we also need to ensure there are supports for those who are in recovery or do not use substances, who are often left without options.

The need to end homelessness for many is still prevalent in our efforts, as is the concern for mitigating homelessness for so many at risk. We need to find the balance of increasing our investments in prevention whilst still addressing the goal of reaching functional zero.

Housing & Supports Actions	Key Achievements
Support people in the rental market through 500 new program spaces grounded in the Housing First model.	• An additional Assertive Community Treatment team was established in 2020. • Integration of primary care, mental health and substance use services was enabled through Outreach Urban Health. • There was an increase in scattered site housing units, however net loss of units is higher than the increase in recent years.

Journey **HOME**

Support addition of 300 units of long-term supportive housing in purpose-built buildings targeted for people experiencing chronic/episodic homelessness with higher needs.	318 units of supportive housing have been developed since the beginning of the Strategy. This however falls short of the current and predicted future need for this model of housing. - Updated Supportive Housing Need Projections – Designed specifically for planning and to support advocacy for senior government investment, this report includes: - The development of a modeling tool that can be updated as more accurate data becomes available to assist in predicting supportive housing demand over a five-year period, and to understand conditions/demands fluctuations. - A supportive housing projection of the need for 516 additional units, based on currently available data, for Kelowna for the next 5 years. - The Complex Needs Advocacy Paper articulated the models and spectrum of supportive housing required to meet the housing demand for people with complex needs. - Youth housing was developed in 2021 with 35 units across 2 sites.
Create a Landlord Roundtable to encourage making units available for Housing First programs to house and support people throughout neighbourhoods and buildings.	A weekly Rental Vacancy List was developed in partnership between COJHS and four agencies. The list is shared across all agencies to support housing connections for people experiencing homelessness.
Develop a sector-wide capacity building/training agenda to increase staff effectiveness in supporting clients with complex and diverse needs.	- A Shelter Diversion Capacity building train the trainer project was launched in 2022 across the sector; with a community of practice and data points for measuring and tracking diversion, in development. - COJHS started a Community Emergency Response Team (CERT) during the pandemic to engage post-secondary students in training and employment within the sector. - A Peer Navigation project was launched in 2021; training peers to work across community agencies. - Community-wide Impactful Outreach training, centering on the importance of housing-focused case management within outreach services, was delivered by OrgCode in 2020, as part of a partnership between COJHS and CMHA, resulting in the creation of an Outreach Circle.
Support efforts to increase treatment beds, especially for young people in Kelowna.	10 youth treatment beds were opened in Kelowna in 2021, and 22 adult treatment beds were opened in 2022. - The Foundry youth multidisciplinary services hub opened and expanded their services through the Foundry Mobile bus.

	• A Managed Alcohol Program began at one of the non-profit agencies. • The Kelowna Outreach and Support Table (KOaST), a multidisciplinary initiative supporting people at risk, was established in 2019.
Develop a person-centered approach to harm reduction and sobriety on a continuum to meet people where they are at with appropriate supports.	• Peer Navigators' program offers harm reduction supports across the community. • Interior Health Authority have supported access to primary health and MHSU services in shelter spaces; and one supportive housing project. • Low barrier access to shelter has increased. • The Pandemic Health Coordinator role was established due to COVID and continues to provide ongoing support across the system. • The Complex Needs Advocacy Paper articulates the need for harm reduction and low barrier integrated supports in housing. • Overdose Prevention Sites (OPS) are now in place across shelters and supportive housing. • A Harm Reduction Coordinator pilot project supporting all supportive housing projects was launched.
Apply a population focus to housing and programs to ensure youth, Indigenous peoples, women, families, men, couples, seniors, newcomers, LGBTQ2S+, and other subgroups' needs are effectively met through a person-centred approach.	• The By-Name List development will ensure a population focus with regards to identification and prioritization when embedded in 2022. • The BC Housing-led Supportive Housing Coordinated Access Working Group has identified draft prioritization factors which are being finalized. • 35 units of youth-focussed supportive housing opened in 2021. • The Indigenous CAB-H table manages the federal funds for the Indigenous stream as of 2021 to ensure a population lens in allocating Reaching Home investments. • COJHS has worked with veteran serving agencies to explore the needs and resources for this population experiencing homelessness locally. • Launch of the Upstream Project to identify at-risk youth in the school system. • Establishment of the Youth Coordinated Access Table (Y-CAT). • Pilot project to develop an Indigenous Coordinated Access stream and process.

The next section of the report outlines our community priorities for the coming years under each of the Strategy Pillars. We recognize there is still much work to be done to end homelessness and develop stronger prevention mechanisms locally, and our priorities for future work are based on the gaps identified by our collective partners.

Key Priorities – 2022 and Beyond

While our community has made many achievements in the key milestones and recommendations of the Strategy, we know we have much work to do to reach our collective goal of functional zero homelessness. It is vital that our efforts continue to gain momentum and that we evidence further achievement towards reducing and preventing homelessness in Kelowna. To support our focus over the coming years, we have considered the outstanding priorities, and have captured the work still to be undertaken, and key milestones, in the table below.

The recalibration of our priorities has been developed in consultation with key partners, stakeholders and LECoH members through the Design Lab engagement sessions held at the beginning of March. This event provided a collaborative opportunity to review the Strategy achievements, the targets outlined in the Strategy, and to prioritize our milestones going forward. Our Top Ten priorities for Action reflect the voices of those embedded in the operational work, at all levels, based on a collective view of the current landscape of homelessness in our community.

We have developed our Top 10 priorities for action under the Journey Home Strategy. These priorities reflect the need to continue impactful efforts to drive a reduction in homelessness, and to enhance our community homelessness prevention lens. The Top 10 focus areas and the broader priorities articulated under each Strategy Pillar in the tables below were developed in consultation with a board range of community partners, stakeholders and people with Lived Experience.

TOP 10 PRIORITY ACTIONS

1. Data-Driven Investments and Community-Wide Operations Management

By-Name list

- Implement a data collection and sharing process across all agencies within the homelessness and housing sector in line with national best practices

- Create a comprehensive, by-name, real-time list of everyone experiencing homelessness in Kelowna

- Provide real-time data on the number of people experiencing homelessness, for analysis and to inform planning and investment decisions

- Create a public facing dashboard with aggregate data to inform and engage the public providing real time homelessness updates

- Predict the inflow and outflow at a community level

- Offer performance management tracking capabilities

Community-Wide Homelessness Management Information System (HMIS):

- Introduce a Homelessness Management Information System (HMIS) with full functionality to the community

- Partner with all agencies from the homelessness and housing sector, establishing a community wide HMIS to facilitate inter-agency case management and a one team approach to supporting clients

- Enhance system capacity to serve clients by identifying best practices and promoting logical inter-agency procedures

- Promote the ongoing system-wide implementation of new national modules such as diversion, outreach and prevention

- Implement community feedback to ensure HMIS reflects the evolving needs of local agencies and our clients, including the creation of custom modules to fit the Kelowna context

- Streamline agencies' daily operations through HMIS driven efficiencies

2. Sustainable, Affordable & Diverse Housing Options

- Expand housing with supports, to include transitions

- Advocate for accessible, affordable market options

- Promote the protection of affordable spaces for low-income individuals

- Continue to advocate for housing form and model, to address complex care housing needs

- Develop, at minimum, 516 new supportive housing units by 2026

3. Continuum of Integrated Supports

- Create mechanisms and structures that support the coordination of supports for street to shelter and shelter to housing transitions, as well as during and following housing stabilization, to provide a seamless continuum of care

- Promote ongoing accessibility to integrated mental health, substance use, primary care and housing supports across the spectrum of services

- Improve opportunities for the development of life skills and meaningful daily activities across the continuum of care

- Advocate for supports that follow the person, not the service

4. System Navigation Hub

- Implement a Navigation Hub Model, with access points for all homelessness and housing supports, for people experiencing homelessness, using fixed, mobile, and/or satellite models

- Support navigation processes with a population focus, to be guided by Lived Experience and Indigenous voices, following LECoH's principles of Choice, Safety, Healing, and Community

- Continue to build capacity for peer navigators, to be embedded across the spectrum of services

5. Youth Homelessness

- Reconvene a Youth Planning Table

- Establish a Lived and Living Experience Youth Advocates' group

- Expand the Upstream Project to additional schools, with accompanying increase in community's youth supports

- Advocate for additional youth housing projects, including for youth with high acuity needs

- Improve opportunities for the development of life skills for youth experiencing homelessness or at risk, during transition to adulthood

6. Housing-Focused Shelter Transformation

- Operate a standardized shelter system, with shared principles of service delivery

- Complete the Community Emergency Shelter Strategy

- Develop a spectrum of diverse shelter options, recognizing the need for:
  - Shelters without substance use
  - Smaller shelters with private spaces and programming
  - Shelter models that reflect sub-demographic populations
  - Increase inclusion of multidisciplinary teams within staffing models

- Implement a standardized team of diversion specialists in shelters, outreach teams and peer-based services

7. Peer Navigators across all Service Models

- Build agency capacity to embed peers in operations, including in leadership roles

- Expand Peer Navigation Program, within a standardized model, and work to secure sustainable funding

8. Indigenous Safe Spaces and Services

Work collaboratively with Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance and self-determination to:

- Develop safe spaces in non-Indigenous organizations to address access barriers
- Increase Indigenous representation in staffing, including Indigenous peers
- Build capacity for cultural competency training in all agencies
- Support the development of services and housing for Indigenous peoples, by Indigenous peoples
- Address the need for Indigenous healing and wellness
- Support the harm reduction approach from an Indigenous lens

9. Regulatory Frameworks

- Review Income Assistance levels

- Evaluate impact of Mental Health Act
- Streamline funder allocations, reporting and policies

10. Sector Capacity Building

- Establish the Systems Leaders Table
- Increase the number and capacity of operator agencies
- Explore innovative ways to address labour shortages, including promoting appropriate compensation, training requirements to support staff recruitment and retention
- Introduce standardized system onboarding along with ongoing best practices training initiatives

MILESTONES, KPI'S AND TARGETS

Milestones	Key Performance Indicators	Targets
End Chronic and Episodic homelessness	- Built for Zero (BFZ-C) scorecards - Percentage of people who are visibly homeless connected to services - Number of new Supportive Housing units	- By September 30th, 2023 reach veteran functional zero homelessness - By December 31st, 2024 90% of people who are visibly homeless connected to services - By December 31st, 2025 reach chronic functional zero homelessness - Develop at least 516 new Supportive Housing units by 2026
Move Upstream to Prevent Homelessness	- Standardized diversion implemented - Percentage of households with immediate housing loss diverted from homelessness - Percentage of people discharged into homelessness	- By December 31st, 2023 Implement standardized diversion - By December 31st, 2024: 60% of households with immediate housing loss are diverted from homelessness. - By December 31st, 2025 < 10% discharges into homelessness

Implement a Coordinated Access System approach to homelessness	• Number of agencies submitting reliable data to COJHS for the By-Name List (BNL) • Proportion of coordination tables using the BNL • Percentage of agencies participating in HMIS • Public facing dashboard • Introduction of Coordinated Access for families	• By October 31st, 2022 90% of agencies submitting reliable data to COJHS for the By Name List • By October 31st, 2022 100% of coordination tables using the By Name List • By March 31st, 2023 90% of agencies participating in HMIS • By December 31st, 2023 Public facing dashboard developed and released • By December 31st, 2023 Introduce Coordinated Access for families

FOUNDATIONAL CONCEPT PRIORITIES

While we have identified our top 10 priorities, there are several vital actions we must achieve as a community in our work to reach functional zero. As a community of stakeholders and partners, we have developed key priorities for each of the foundational pillars that will inform our collective efforts over the coming years. These are reflected in the tables below. Many of these are reflective of learnings along the way, as the work to end homelessness has gained traction over the past three years.

It is our intent for this roadmap to evolve into actions going forward across the sector, as we mobilize new initiatives to end and prevent homelessness.

INNOVATION

Action	Key Priorities
Partner with technology sector to develop solutions for information management, access, and data analysis.	• Work with the City of Kelowna and community partners to roll out a comprehensive, real-time quality By-Name List and Homelessness Management Information System (HMIS) during 2022/2023. • Launch public facing dashboard for sharing community wide outcomes on ending homelessness. This will require investments from partners, including exploring a potential partnership with the City of Kelowna, where data needs align. • Incorporate mechanisms for data sharing that promote prevention and early identification. • Integrate and fill gaps in existing resource inventories, with adaptations to meet the navigation needs of staff and people experiencing homelessness.

Action	Key Priorities
Develop a Research Agenda in partnership with research community to support the Journey Home Strategy.	• Utilize research partners in identifying and addressing the challenges faced by the sector and the community in addressing homelessness.
Secure innovative funding strategies to support housing development. This includes Lived Experience social enterprise incubation support.	• Explore Land and Real Estate Trust exploration. • Work with the Interfaith Steering Circle to explore Faith owned/leased housing. • Develop private sector/foundation housing development. • Explore partnership opportunity with the Urban Development Institute. • Expand social enterprise employment capacity to increase upstream poverty prevention, including youth employment training. • Secure funding for diversion.
Support innovative solutions to address criminalization of homelessness, such as a Community Court.	• Explore viability of an Indigenous court model.

RECONCILIATION

Action	Key Priorities
Recognize accountability for Truth & Reconciliation Commission Calls to Action in that Indigenous Homelessness is an ongoing form of colonialism.	• Work collaboratively with Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance and self-determination. • Undertake sector wide cultural competency workshops on understanding the intersection between colonization, poverty and homelessness. Much work is still to be done to understand displacement and trauma. • Embed ceremony and protocol in the development and delivery of housing and services. • Develop community-wide training and learning circle to address systemic racism and shift practices across the sector. • Establish a call-in vs. call out culture in bringing together agencies to decolonize services. • Embed Indigenous-led focus on cultural learnings, health and wellness practices into services and programs.

Action	Key Priorities
	• Identify issues related to the overrepresentation of Indigenous peoples in the justice and child welfare systems; explore an Indigenous court model.
Invite Indigenous leaders to participate in Journey Home Strategy governance.	• Explore interest in filling outstanding Indigenous seat on COJHS Board of Directors; encourage Indigenous representation on all agencies' boards in the sector. • Support the rollout of the Indigenous Coordinated Access system, following OCAP Principles, indigenous data sovereignty and indigenous self-governance. • Work with WFN and OKIB to develop closer alignment in addressing homelessness. • Support the continuation of the Indigenous CAB-H table to determine investments for housing and services for Indigenous peoples.
Engage Indigenous community members in the work to embed a cultural lens in supportive services and housing.	• Embed Indigenous peer navigators and advocates in agencies to enable better access to services and supports. • Create Indigenous safe spaces across the spectrum of services in the sector, including in non-Indigenous organizations to address access barriers. • Create welcoming spaces through embedding cultural understanding and practices such as smudging, use of a talking feather and circles for gatherings. • Bridge the gap in services and capacity for urban Indigenous peoples, with a healing and wellness hub. • Embed elders and knowledge keepers in staffing models across agencies. • Increase Indigenous representation within the workforce, including Indigenous peers.

LIVED EXPERIENCE

Action	Key Priorities
Support Lived/Living Experience Circle (LECoH)/Youth Advocates and formalize role with Journey Home Society.	• Explore ways to engage those at risk of homelessness, as well as those experiencing hidden homelessness, to ensure their voices are included. • Expand the voice of people with Lived Experience and peers outside of LECoH membership. • LECoH to explore ways to include people currently experiencing homelessness in their membership. • Support other communities wishing to replicate the LECoH model and/or expand membership to other communities in the Okanagan.

Action	Key Priorities
	• Ensure the voice of people with lived/Living Experience is embedded at every decision-making table in Kelowna. • Establish a Lived and Living Experience Youth Advocates' group to address the gap in youth voices.
Embed population focus in strategy implementation; Indigenous, youth, women, families, newcomers, LGBTQ2S+, seniors, men.	• Work with veteran and homeless serving organizations to ensure connection to Veteran housing and resources. • Publicly highlight the voices and stories of people experiencing homelessness; including Indigenous peoples, youth, women, families, newcomers, LGBTQ2S+, seniors and men. • The Community Emergency Shelter Plan that is in development includes a population focus for shelter service design and delivery.
Introduce peer support models, including peer outreach.	• Source continued investment for Peer Navigator program; increase peer training. • Expand capacity of PEOPLE Employment Services. • Embed Peer staff in organizations across the sector as part of staffing model. • Expand peer work to include peer navigators for youth and caregivers.

INCLUSION & PREVENTION

Action	Key Priorities
Launch a public awareness campaign with LECOH to address stigma.	• Increase community engagement in addressing stigma, working with key neighbourhoods and community groups.
Develop accessible resource guides with LECoH for those at risk/experiencing homelessness can access the right help fast.	• Develop opportunities for people experiencing homelessness to be self-advocates in navigating the system.
Encourage City policy shifts to promote affordable housing across neighbourhoods through bylaw changes, zoning, grants.	• Encourage the ongoing implementation of the 2018 Healthy Housing Strategy and continue to advocate for innovative approaches to support an increase in affordable housing stock: for example, considering an allocation of 10% affordable units for new developments. • Advocate for accessible, affordable market options.

Work with key Provincial ministries to enhance positive housing transitions including discharge/transition protocols.	• Expand initial work by COJHS around discharge planning in partnership with health, justice and child welfare systems; discharge planning pilot program.
Partner with School District to launch Youth Upstream pilot in to identify/support youth at risk of becoming homeless.	• Expand the Upstream Project to additional schools, with accompanying increase in community's youth supports. • Utilize Upstream as a mechanism to gauge youth at-risk voices and perspectives. • Increase the availability of community resources to at-risk students in the school system to enable them to have external supports.
Enhance healthy connection opportunities for those at-risk, experiencing, or exiting homelessness to thrive in community.	• Implement a Navigation Hub Model, with access points for all homelessness and housing supports, for people experiencing homelessness, using fixed, mobile, and/or satellite models. • Support navigation processes with a population focus, to be guided by Lived Experience and Indigenous voices, following LECoH's principles of Choice, Safety, Healing, and Community. • Continue to build capacity for peer navigators, to be embedded across the spectrum of services. • Working with the Indigenous CAB-H and other Indigenous partners to explore Indigenous-based spaces and approaches, including a healing centre. • Access to meaningful daily activities based on wellness, recreation, life skill development, counselling supports. • Increase access to mental health services, particularly for youth, with consistent counsellors and services. • Improve opportunities for the development of life skills for youth experiencing homelessness or at risk, during transition to adulthood.
Link with municipal, regional and provincial strategies to ensure aligned and support integrated approaches.	• COJHS and COPAWS to continue to collaborate to align efforts on homelessness and poverty; continue to participate at the COPAWS leadership level in the development and implementation of the regional strategy. • Work with government to develop flexible funding models for housing and supports.

Launch prevention programs to support at risk individuals to maintain housing, target those at highest imminent risk.	• Develop Family & Natural Supports (FNS) programs to mitigate youth homelessness. • COJHS to develop and launch a resource and referral help line for those at risk of, or experiencing homelessness; increase access to critical information to prevent and reduce experience of homelessness. • Develop mechanisms for early identification of those at risk of homelessness; increase emergency funds capacity. • Develop program spaces for prevention workers and resources. • Work with landlords to reduce renovictions and loss of affordable market rentals. • Support mechanisms for families to access navigation supports to prevent homelessness and family breakdown. • Encourage mediation supports, including family counselling, to help advocate and prevent loss of housing. • Develop consistent residential program agreements across agencies.

BACKBONE COORDINATION & PARTNERSHIPS

Action	Key Priorities
Coordinate a Funders' Table to maximize the impact of diverse investments from a range of sectors in support of the Strategy.	• Support implementation efforts between BC Housing and the Health Authority to develop complex care housing options. • Explore increased access to capital contributions through federal investments and private acquisition. • Create a flexible Innovation Fund and coordinate philanthropic partner efforts.
Formalize Backbone Organization relationships, including with AWH-Kelowna to ensure ongoing focus on Youth Strategy.	• Establish mechanism to ensure youth homelessness is addressed in absence of AWH-K. • Reconvene a Youth Planning Table.
Support Coordinated Access & Assessment to ensure consistency in matching clients' needs/choices to access services across the homeless-serving system, regardless of funding sources.	• Support the rollout of the Indigenous Coordinated Access system, following OCAP Principles, indigenous data sovereignty and indigenous self-governance. • Rollout community wide Coordinated Access supported by HMIS, in alignment with existing CA tables. • Adopt more effective assessment tools, recognizing that vulnerability scores may not reflect housing needs accurately.

Action	Key Priorities
Support the creation of an Okanagan Regional Partnership Table to coordinate regional responses to homelessness.	• Advocate to ensure the embedding of the regional complex care housing outcomes determined in the advocacy paper. • Identify intra-provincial and inter-provincial as well as regional migration of people experiencing homelessness to inform service and housing needs in communities across the Okanagan.
Work with the BC15 Community Entities to support a provincial agenda with Housing First & system planning approach.	• Support the evolution of the Kelowna model in other jurisdictions beginning with our Data Sharing Project. • Utilize BC17 partnerships to enhance policy shift efforts provincially.
Participate at regional, provincial, national level to share/learn best practices/champion preventing/ending homelessness.	• Work with government stakeholders to review policy impacts on homelessness; income assistance and rent subsidy amounts, aging out of care systems, discharges, reporting of children accessing shelters with families (apprehension risks). • Explore ability to streamline working groups and sector tables to deepen collaboration. • Explore the development of a Systems Leaders Table to support collaborative planning and alignment of efforts to address homelessness.

HOUSING & SUPPORTS

Action	Key Priorities
Support people in the rental market through 500 new program spaces grounded in the Housing First model.	• Work to bridge income-subsidy-rental cost gap to create viable spaces in the rental market. • Work with partners to increase the capacity of the scattered site programs for Rapid Rehousing spaces (RRH) and Intensive Case Management (ICM) rental units, to include transitions. • Work with Indigenous partners to support the development of Indigenous-specific housing with healing and cultural supports embedded. • Develop follow-up supports for people who are newly housed to mitigate recidivism and support transition/community connections. • Advocate for additional youth housing projects, including for youth with high acuity needs and to address waitlists for housing for youth aging out of care. • Explore micro-housing options. • Identify under-utilized land and buildings that could be purchased or leased for housing.

Support addition of 300 units of long-term supportive housing in purpose-built buildings targeted for people experiencing chronic/episodic homelessness with higher needs.	• Advocate for the development of 516 additional supportive housing units by 2026. • Advocate for transitional housing, based on current available data to inform needs. • Utilize BNL/HMIS data to inform continued need for all types of housing. • Continue to advocate for housing form and model, to address complex care housing needs.
Create a Landlord Roundtable to encourage making units available for Housing First programs to house and support people throughout neighbourhoods and buildings.	• The Landlord Roundtable is a vital component to ensuring our community can mitigate the continued loss of affordable units in the market rental pool. • Advocate for accessible, affordable market options. • Promote the protection of affordable spaces for low-income individuals. • Develop additional mechanisms to bridge the gap between rent subsidy limits, Rent Geared to Income programs (RGI), and rent increases. • Develop a fund and/or incentives needs to to support an increase in landlord and developer support to provide rentals; addressing development and turnover costs. • Work to achieve broader landlord commitment to hold spaces for low-income individuals and families; following a 10% saturation model. • Create landlord and tenant resolution processes that mitigate tenancy breakdowns and evictions.
Develop a sector-wide capacity building/training agenda to increase staff effectiveness in supporting clients with complex and diverse needs.	• An application to address sector-wide capacity building/training was submitted and considered by Economic and Social Development Canada; but was ultimately declined for funding. Exploration of this piece continues. • Embed standards of practice across the sector to ensure consistent training and competencies, and ensure a continuity of care, including strategies to minimize loss of service and/or support people with loss of service. • Develop Shelter Diversion Project into an ongoing community of practice. • Develop an onboarding and orientation training program, led by COJHS, to support new staff entering the sector and communicate how the sector works together under the Journey Home Strategy. • Conduct a wage-skill gap analysis to inform advocacy efforts on an appropriately compensated workforce. • Develop wraparound staffing models for complex needs services. • Increase recruitment of Indigenous staff across the sector.

	• Address staff burnout and turnover through offering peer-based support groups and wellness services. • Enhance staff recruitment and retention for peers, including opportunities for advancement. • Embed case management and wrap around supports in shelters. • Provide opportunities for agencies to share best practices and innovations more frequently.
Support efforts to increase treatment beds, especially for young people in Kelowna.	• 10 youth treatment beds were opened in Kelowna in 2021, and 22 adult treatment beds were opened in 2022. • Conduct a gap analysis to inform additional needs for treatment beds for adults and youth. • Continue to advocate for increased resources and programs across the continuum of care for mental health and substance use services, including pre-crisis option. • Advocate for systems change for a continuum of supportive housing model that includes second stage and aftercare supportive housing. • Support access to longer-term treatment and address waitlists/capacity.

Increase supports for people experiencing homelessness across the spectrum of emergency care.	• Create mechanisms and structures that support the coordination of supports for street to shelter and shelter to housing transitions, as well as during and following housing stabilization, to provide a seamless continuum of care.
	
	• Promote ongoing accessibility to integrated mental health, substance use, primary care and housing supports across the spectrum of services.
	
	• Improve opportunities for the development of life skills and meaningful daily activities across the continuum of care.
	
	• Advocate for supports that follow the person, not the service.
	
	• Operate a standardized housing-focused shelter system, with shared principles of service delivery.
	
	• Complete the Community Emergency Shelter Strategy.
	
	• Develop a spectrum of diverse shelter options, recognizing the need for:
	    o Shelters without substance use.
	    o Smaller shelters with private spaces and programming.
	    o Shelter models that reflect sub-demographic populations.
	    o Increased inclusion of multidisciplinary teams within staffing models.
	
	• Implement a standardized team of diversion specialists in shelters, outreach teams and peer-based services.

	• Provide mental health supports at street level to meet the needs of those who do not/cannot access shelters and other services. • Provide shelter options for people who do not use substances or are in recovery/detox. • Provide layered supports more immediately upon entry into the shelter system to reduce entrenchment and loss of life skills, including counselling. • Ensure Extreme Weather Planning is in place early.
Develop a person-centered approach to harm reduction and sobriety on a continuum to meet people where they are at with appropriate supports.	• Utilize BNL/HMIS data to inform the continuum of housing and support needs based on personal choice; a spectrum of services is required that represent harm reduction, safe use, and sobriety-based options.
Apply a population focus to housing and programs to ensure youth, Indigenous peoples, women, families, men, couples, seniors, newcomers, LGBTQ2S+, and other subgroups' needs are effectively met through a person-centred approach.	• Increase sub demographic engagement and focus on service development for youth, Indigenous peoples, women, families, men, couples, newcomers, LGBTQ2S+, veterans, seniors requiring harm reduction and accessibility and other subgroups. • Support a harm reduction approach from an Indigenous lens. • Support the development of services and housing for Indigenous peoples, by Indigenous peoples. • Support the development and embedding of the Indigenous Coordinated Access process across community stakeholders. • Support the development of Coordinated Access for Families.

CLOSING THOUGHTS

The Central Okanagan Journey Home Society continues to be committed to the goal of ending homelessness and in leading the systems change efforts necessary to achieve this goal. Going forward, we see deepened opportunities to bring together more partners in this work and to address the systemic barriers through many channels, including a Systems Leaders Table.

We also recognize the need to celebrate and communicate our collective milestone achievements with the broader public as a mechanism to inform and educate; and as part of our continued efforts in addressing stigma. We look forward to future engagement opportunities to have meaningful dialogue around poverty and homelessness in Kelowna.

As we propel forward in our work to end homelessness, we are grateful for the significant investment of the City of Kelowna which has enabled the Central Okanagan Journey Home Society and our community to move forwards together, in partnership with a broad range of stakeholders, working as a team to address and end homelessness. We have a strong foundation as a community, and we are united in understanding the goals we are working to achieve. We know our efforts are making an impact, and together with our partners we will mobilize the next pieces of the roadmap to reach functional zero homelessness in Kelowna.

PROJECTING DEMAND FOR SUPPORTIVE HOUSING IN KELOWNA

Journey Home Strategy
April 6, 2022

Prepared for
Journey Home Society
City of Kelowna

Prepared by
Urban Matters CCC

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Executive Summary

Housing and homelessness are complex and increasingly critical issues in Kelowna that require immediate action and ongoing monitoring and evaluation. Since 2018, following the completion of the Journey Home Strategy, the community, the City of Kelowna and the Central Okanagan Journey Home Society have taken action to eliminate chronic and episodic homelessness and to move upstream to prevent homelessness.

Upon its initiation the Journey Home Strategy included modelling of anticipated Supportive Housing spaces over the coming 5 years. At the time the report identified "a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness". Supportive Housing is considered a type of housing that provides on-site supports and services to residents who cannot live independently (BC Housing Glossary, 2021), and includes life skills training, connections to health care, mental health or substance-use services in addition to 24/7 staffing; notably, housing for complex needs is a subset of supportive housing (see Complex Needs Advocacy Paper, City of Kelowna, 2021 for supplemental literature).

Three years into delivering the Strategy, there is a need to update the 5-year supply and demand targets. This report reviews available data to understand current and projected demand and housing needs into the next five years to 2026. The evidence presented in this report will be used to inform planning policies, programs, and advocacy; and will be included in the Journey Home Strategy Refresh.

Most recent data analysis presents several trends in the City of Kelowna:

- The number of people experiencing homelessness is increasing. As per the Kelowna Point in Time Count 2020, the overall population experiencing absolute homelessness has increased from 233 individuals in 2016, to 286 in 2018, and finally to 297 in 2020.

- Supportive Housing and shelter spaces have also increased in this period. The number of Supportive Housing units increased from 307 to 535 units. BC Housing-funded shelter capacity increased by 83% from 134 (April 2020) to 245 (October 2021) permanent and temporary shelter spaces.

- Administrative shelter data indicates an increase in the number of unique clients per month who used shelters. The number of unique shelter users grew by 62% or 151 people (from 241 in 2018 to 392 clients in 2021). This increase occurred, in part, prior to the noted increase in shelter spaces.

- Between 2021 and 2026, no new Supportive Housing or shelter spaces are currently anticipated.

- While shelter capacity constitutes an upper ceiling to the real growth, linear forecasting would predict that shelter clients will increase by at least 26% to 491 unique clients in 2026 if the recent growth in supportive housing supply is continued. Should no new supply be added that can offset increases in homelessness, the number may increase to as many as 897 people.

Based on these available data sources, this report **applied the following methodology to calculate Supportive Housing demand**:

Start with the number of people experiencing homelessness, apply a percentage of chronic and episodic homelessness. Then, apply a level of need – or acuity – based on duration and frequency of homelessness, and use these two predictors to determine demand for supportive housing resources. The logic model uses accessible data in a standardized framework; meaning that results can be easily reproduced in the future.

This approach revealed a growing demand for supportive housing:

Based on this approach, in 2021, 208 Supportive Housing units were needed based on available administrative shelter data. **By 2026, the existing Supportive Housing supply of 535 units must – at a**

minimum – increase by an additional 52%, or 280 Supportive Housing units, to keep up with anticipated demand. Notably, the model assumes that new supportive housing supply will be built at the same rate as provided since 2018. **When we revise the logic model and apply a growth trajectory based on no new housing units coming online, up to 516 additional supportive housing units would be required by 2026 (a 97% increase)**.

#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	#Supportive Housing Units Required
Continued Supply: **2021: 366** **2022: 391** **2023: 416** **2024: 441** **2025: 466** **2026: 491** **No Supply:** **2021: 366** **2022: 472** **2023: 578** **2024: 684** **2025: 790** **2026: 897**		Chronic 72% Episodic 11%		Chronic: 80% High Acuity, 15% Medium Acuity Episodic: 50% High Acuity 30% Medium Acuity		Chronic + High Acuity, Episodic + High Acuity: 90% require Supportive Housing Chronic + Medium Acuity, Episodic + Medium Acuity: 10% require Supportive Housing		Number of existing SH units: 535 Clients Housed Rate: 1% 535x1% =5		**Continued Supply:** **2021: 208** **2022: 222** **2023: 237** **2024: 251** **2025: 266** **2026: 280** **No Supply:** **2021: 208** **2022: 269** **2023: 331** **2024: 393** **2025: 455** **2026:516**

It is important to emphasize that the methodology used for this model concerns itself with the anticipated number of Supportive Housing dwelling units that will be required. It does not discuss or forecast complementary support services. These supports are a necessary component of this housing model. The model also assumes that Supportive Housing is housing that is geared towards people who are showing medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna aim to include a broader mix of levels of acuity to be able to provide adequate levels of support with the given resources.

In addition, the report does not consider the supportive housing needs of people who are currently in stable housing. According to the *Kelowna Community 2021 Trends Report,* more than 8,000 renter households could be on the verge of homelessness every month. The ripple effects of the housing crisis require a range of housing options to enable housing transitions, including for people who may not want to continue to live in supportive housing. This type of analysis and investigation is outside the scope of this report.

As a result, **the numbers provided must be seen as conservative estimates** and the true number of units required is likely to be significantly greater than shown.

1. Purpose | Why Did We Prepare This Report?

The Journey Home Strategy was completed in 2018 and was a ground-breaking document for the City and community in that it set the foundation for a systems approach to eliminating homelessness, a comprehensive road map, and modelling of anticipated Supportive Housing spaces over the coming 5 years.

Three years into delivering the Strategy, the community has moved towards more organized and consistent data collection – there is data available today that was not when the original Journey Home Strategy was developed.

As a result, there was a need to:

- Update the demand and supply targets for Supportive Housing need included in the 2018 Journey Home Strategy.

- Clarify the methodology utilized to complete the demand and supply analysis and incorporate assumptions and limitations for how the model will need to function.

- Develop a modelling tool for 5-year projections that is repeatable and understandable for the next update.

This work feeds into a broader *Strategy Refresh* being completed by the Journey Home team.

2. Methodology | What Did We Do And How?

Work Plan

The following outlines the key tasks we undertook to achieve the project objectives.

Develop Logic Model and Assumptions
July 2021
We developed a logic model that builds on the 2018 Journey Home technical report outlining anticipated Supportive Housing spaces over the coming 5 years. We incorporated newly available data sources and outlined the original assumptions.

Data Acquisition
August 2021
We worked with Journey Home, the City of Kelowna, and BC Housing Research and Operations staff to source available data.

Model Validation
October-December 2021
We validated our assumptions and identified limitations and shortfalls of the model. The model was updated to incorporate our learnings.

Report Preparation
January – February 2022
A final report was prepared.

Logic Model And Assumptions

The premise of the logic model is to connect the number of people experiencing homelessness with the number of Supportive Housing units needed; and to project this model over the next 5 years.

The following model provides a high-level overview of the steps used in this process.

People Experiencing Homelessness ✖ Type of Homelessness (Duration & Frequency) ✖ Level of Acuity ✖ Housing Resources required proportional to Housing Need ➖ Existing Supportive Housing Resources X Clients Housed ＝ # Supportive Housing Units Required
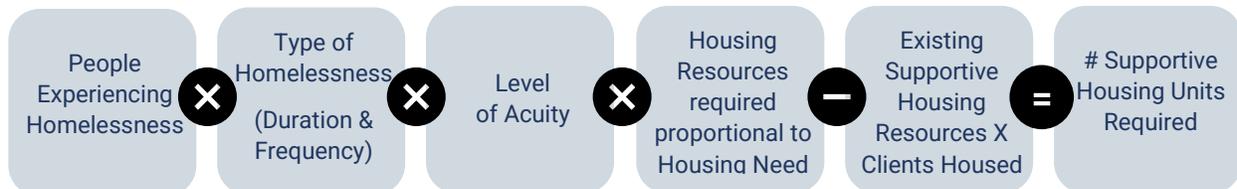
The model and the **associated projections are fully explained, and definitions are provided** in the Discussion section of this report. Definitions of Key Terms are provided in Section 4.

3. Available Data Review | What Data Was Used And What Does It Tell Us?

The following section describes key data sources used for the analysis, as well as each source's validity, limitations, and key takeaways. Although not all data sources are applied in the logic model, they were used to validate the findings.

Data sources are categorized into Housing & Shelter Demand, Housing & Shelter Supply and Supportive Housing Demand. The findings presented inform the Gap Analysis of the Number of Current and Anticipated Supportive Housing Units Required.

Housing & Shelter Demand In Kelowna

Housing and Shelter Demand, for the purpose of this report, is the number of people who are experiencing homelessness. This section summarizes the most up to date sources available in Kelowna.

Compared to similar approaches, such as the Built for Zero model which builds on a **real-time by-name list**, the results of this report's analysis demonstrate lower validity due to a lack of access to real-time data on both, the number of people who are experiencing homelessness and their level of support need. A real-time by-name list of all known people experiencing homelessness would provide stronger, more reliable and actionable data to support services, system performance, and advocacy.

Does our Data Measure Housing Demand accurately?

The number of those experiencing homelessness is derived from data sources such as the PiT Count and the HIFIS database used by BC Housing. For the purpose of developing a model, different data sources are more or less reliable and valid at counting segments of the homeless population, but each come with their own weaknesses.

Fundamentally, the universe of people experiencing homelessness – meaning **Everyone Who is Experiencing Homelessness** – is never fully determined by any one currently available data source. Some people will seek out services and may be registered in a database and thereby *become visible*– but many others **may remain among** *the hidden homeless*.

Of those who consent for their information to be recorded (i.e., in HIFIS or on a By-name List) only a subset would be **imminently houseable** – meaning they would meet any eligibility requirements and are available and have completed any essential paperwork.

As such, static data sources can not identify the number of people ready to be housed in this moment. Until this gap can be closed by a **by-name list approach**, our models have to consider known limitations of static available data sources to the best of our abilities.

## Historical & Projected Point-in-Time Count, Kelowna, 2018–2026

Source: Community Report Point-in-Time Count, Kelowna, British Columbia, 2020

What is it?

- The Point-in-Time (PiT) count is a count of people experiencing homelessness in Kelowna. It includes both people who are unsheltered as well as those accessing emergency shelters. It is conducted annually with the help of volunteers.

- Point-in-time Homeless Counts are considered a snapshot and undercount of homelessness. It only includes people who are visibly homeless and only estimates the number of people who are experiencing homelessness during a 24-hour period. Over the course of a year, some people will become homeless for the first time, some will find permanent housing, and others will find temporary housing and cycle in and out of homelessness.

- However, despite its limitations, it is generally the most widely referenced tool to count visible homelessness. It is also the only tool currently available that provides demographic and individualized data of those experiencing homelessness through the survey accompanying the count.

- The PiT Count survey provides the breakdown of people who experience Chronic and Episodic homelessness that informs the Supportive Housing Demand forecast.

What does the data show?

- The annual Point-in-Time Count forecasts an increase of **12% in the number of people counted - from 286 people in 2018 to 321 in 2021**.

- Following the historical trendline, **by 2026, the PiT count is projected to be 401 people (a minimum 25% increase)** assuming new supportive housing supply continues at the same rate as 2018-2021 levels**.** Note that this trendline assumes recent supply in supportive housing is continued and <u>does not project growth as if no new supply was built</u> (see next section for further discussion).

- This increase is assumed to be an underestimate since only people who are visibly homeless are included. As a rule of thumb, researchers and front-line outreach workers estimate that for every person who is visibly homeless there are 3-4 people who remain hidden. Affordability challenges in Kelowna have likely considerably increased hidden homelessness.
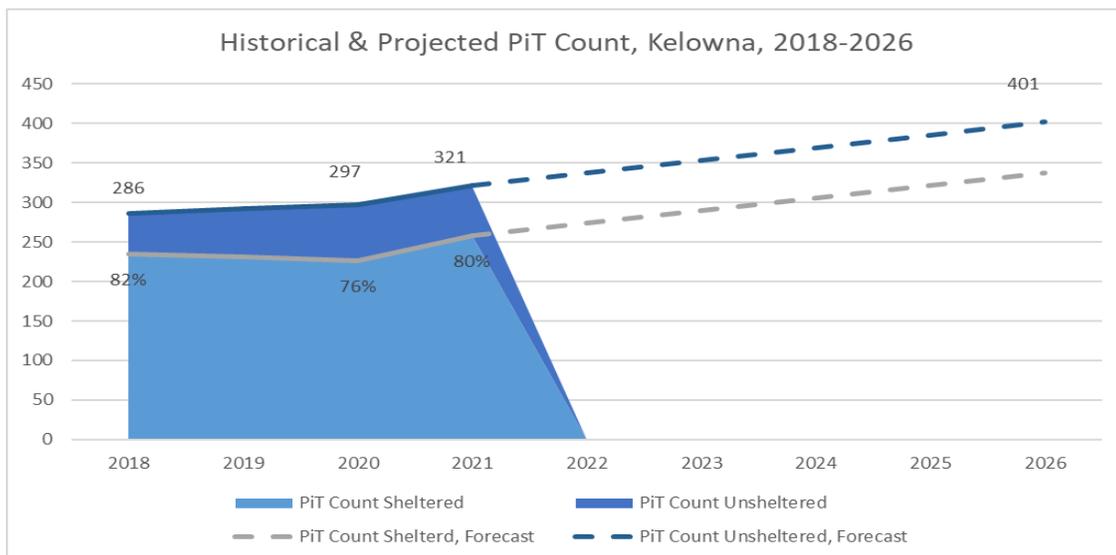
PIT COUNT BY AGE, 2020

■ <25 Years ■ 25-64 Years ■ 65+ Years

3% 8%
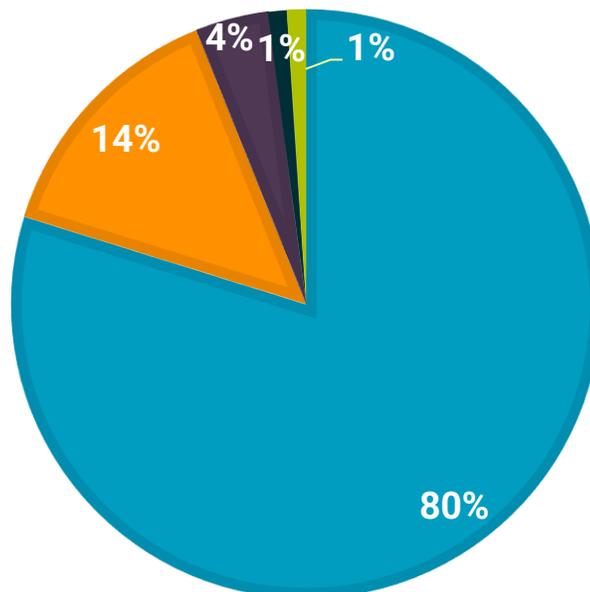
89%
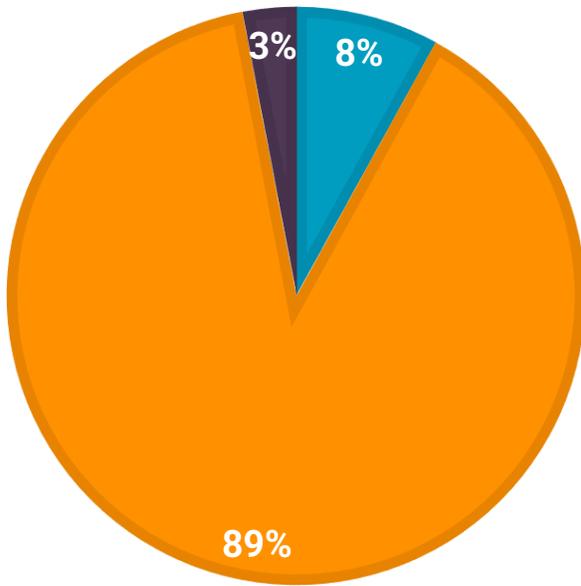
PIT COUNT BY GENDER, 2020

■ Male ■ Female ■ Transgender ■ Other

1% 1%

27%

71%
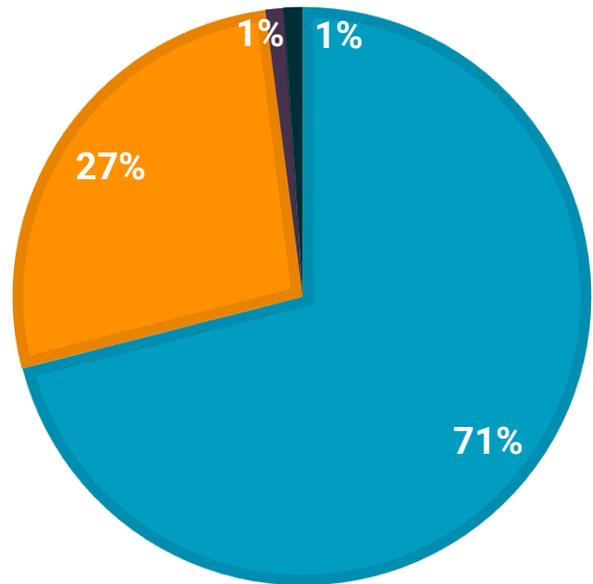
PIT COUNT BY INDIGENOUS IDENTITY, 2020

4% 1% 1%

14%

■ Non-Indigenous

■ First Nations

■ Metis

■ Non-Status/Indigenous Ancestry

■ Inuit

80%

Unique Clients at All Shelters In Kelowna, January 2018 – July 2021

Source: BC Housing, Prepared by BC Housing Research Centre, September 2021

What is it?

- The *Unique Clients at All Shelters* data is a count of the number of unique clients per month at all shelters in Kelowna that are BC Housing funded. Shelter service providers enter data on each client into the BC Housing Homeless Individuals and Families Information System (HIFIS).

- Every unique individual who enters a BC Housing funded shelter is included in the data collection. All emergency shelters in Kelowna are funded by BC Housing.

- The *Unique Clients at All Shelters* data is subject to errors and limitations, including front-line data entry errors (such as spelling errors leading to potential duplicate records, small variations in data entered and real occupancy of shelters and limitations in access for clients to shelters due to COVID protocols, among other potential areas of bias).

- As the data is from emergency shelters only it does not include transition houses and unsheltered individuals and those who are couch surfing.

- The total number of clients who can stay at a shelter is always limited by the shelter capacity. In Kelowna, the current trend is that all shelters are operating at or near maximum capacity. However, as the data included in this report are monthly aggregate numbers of unique individuals it can be assumed that, over the course of a month most people seeking shelter services will be accommodated at least once.

- Shelters included in the data: Doyle Ave Shelter (Temp - Capacity Expansion), Richter Street Shelter (Temp - Capacity Expansion), Cornerstone (Temp Shelter), Kelowna Gospel Mission (Year-Round), Alexandra Gardner Safe Centre (Year-Round).[1]

COVID-Impacts on Data Validity

In *Spring 2020* the data shows a reduction in unique shelter users. This dip is attributable to reduced shelter capacities in response to COVID protocols (shelters were operating at 50% capacity), shutdowns due to COVID outbreaks and limited staff capacity to enter complete and accurate data.

Since March 2020, Kelowna has been operating a COVID Emergency Response Centre (with varying capacity) and an additional 20-room site for immunocompromised shelter clients at low risk of overdose.

The sudden availability of funds through the CERB emergency funds also meant that people experiencing homelessness had more housing options and did not have to stay in shelters (notably, the increase in unique clients) following the dip could indicate people returning to shelter use).

Another dip in September 2021 is attributed to a COVID-related shutdown and a transfer of shelter clients to sites without immediate access to HIFIS.

What does the data show?

- Between 2018 and 2021, shelters experienced an increase of 62% (151) unique clients per month. While an increase in shelter use is partially attributable to the noted increase in available shelter capacity, the increase in unique clients already occurred, in part, prior to the increase in the number of

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[1] Not included are the Unitarian Shelter (Temp Shelter; opened in December 2021 after the reporting period), Boys and Girls Youth Shelter (Year-Round), Kelowna Women's Shelter (Year-Round). Shelters serving women only and/or children are not included in the HIFIS integrated cluster data; data is kept separate for privacy and safety reasons.

shelter spaces. As of 2021, there were 245 shelter spaces available (including permanent and temporary).

- By 2026, a minimum of 99 unique clients per month are projected to need or access shelter space, an increase of 26% to 491 unique individuals assuming that new supportive housing supply continues at the same rate as 2018-2021 levels. As noted, one limitation of projected unique shelter clients is that future data will be restricted by the available shelter capacity.

- However, this projected growth is based on historical data from the last three years, 2018-2021, a time when supportive housing units increased from 278 to 535. These units provided homes to many people experiencing homelessness. If no supportive housing units were to come online in the next five years the growth trajectories change substa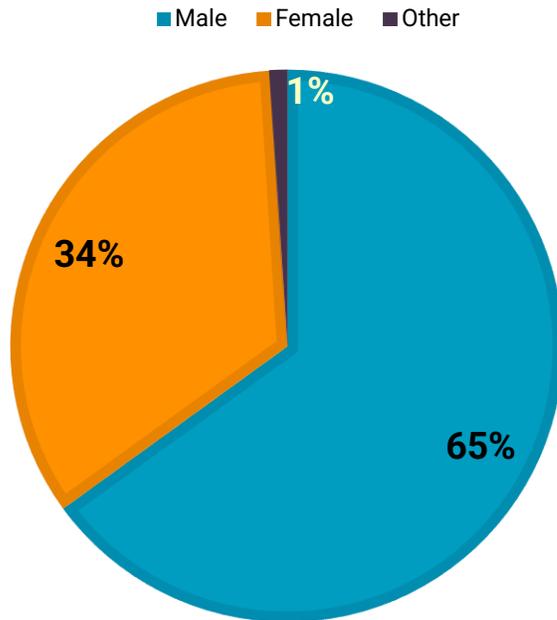ntially as shown below. In consequence, Kelowna could have up to 897 people experiencing homelessness as the continued increase will not be absorbed by new supply.

- The Unique Clients at All Shelters data provides the current and projected number of people who experience Chronic and Episodic homelessness that informs the Supportive Housing Demand forecast.

Historical & Projected Unique Clients at All Shelters, Kelowna, 2018-2026

Legend:
- Unique Clients at All Shelters in Kelowna, Jan 2018-Jul 2021
- Unique Clients at All Shelter in Kelowna, Forecast
- Unique Clients at All Shelters in Kelowna, Forecast Based on No New Supply starting at existing number of units in 2021
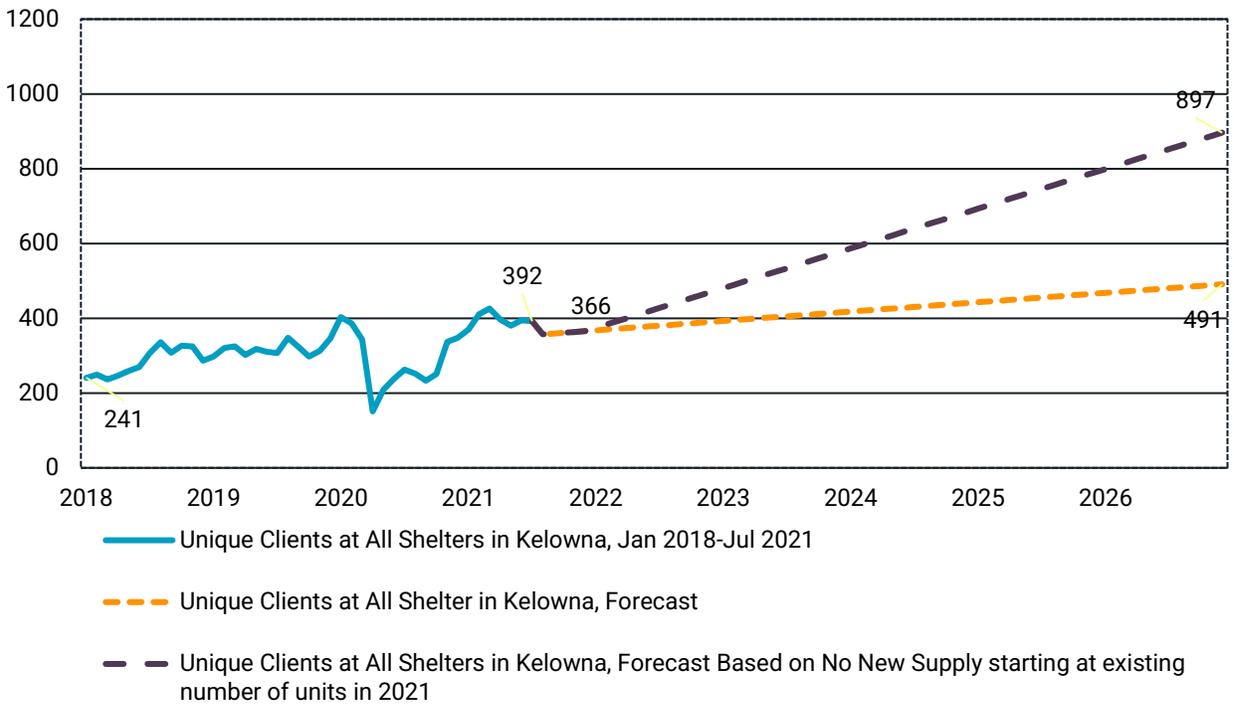
SHELTER CLIENTS BY GENDER, JAN 2018-JUL 2021

■ Male ■ Female ■ Other

1%

34%

65%

SHELTER CLIENTS BY AGE, JAN 2018-JUL 2021

■ <25 Years ■ 25-55 Years ■ 55+ Years

8%

13%

79%
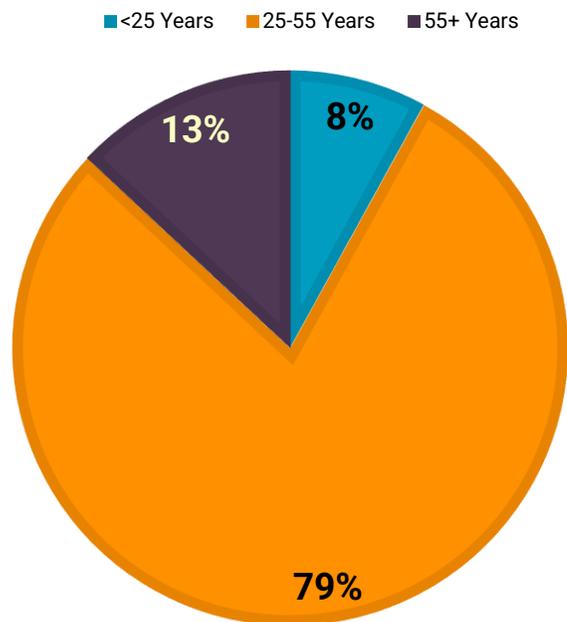
SHELTER CLIENTS BY INDIGENOUS IDENTITY, JAN 2018-JUL 2021

■ Indigenous ■ Non-Indigenous

26%

74%

Source: BC Housing, Prepared by BC Housing Research Centre, September 2021
Unique Clients at All Shelters In Kelowna, January 2018 – July 2021

Page | 12
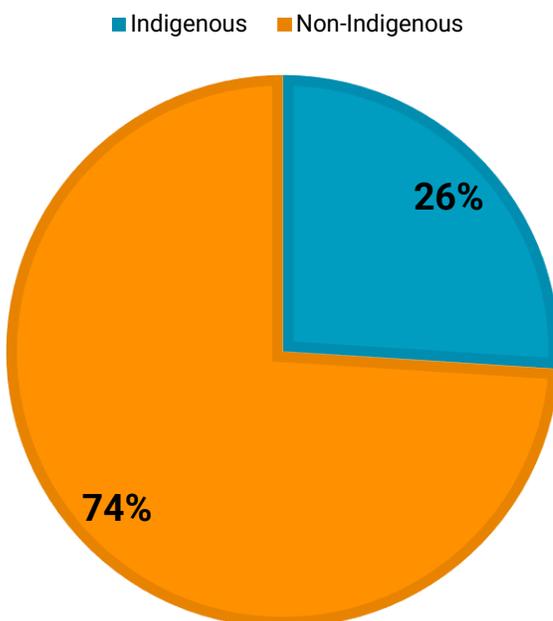
Bylaw Homeless Count, Kelowna, 2019–2021

Source: City of Kelowna, Received September 2021

What is it?

- The *Bylaw Homeless Count* data includes a daily count of unique individuals who are visibly homeless (excluding shelter clients).

- Counts are conducted in the early morning by City Bylaw Staff primarily focused on the inner-city core. The early morning timeframe seeks to ensure that no double counting occurs with people who are in shelters.

- Dips in data can be attributed to reduced visible unsheltered individuals experiencing homelessness during winter months due to inclement weather and opening of winter and temporary shelters.

- Consistent daily counts by Bylaws staff started in 2019; before this time, daily counts were sporadic and inconsistent. It is assumed that this count has limited reliability over time (i.e., it is not consistently applied every time it is implemented) but serves as an important indicative tool that could supplement other sources that only count service users such as HIFIS data from BC Housing.

What does the data show?

- The number of people counted peaked at 86 people in April 2020 at the onset of the COVID pandemic when shelter capacities were reduced. In 2021, an average of 42 street homeless were counted in the daily Bylaw Homeless Count.
- While this data was not used in the model due to its limited reliability, it provides real time trend information used in service planning

Historical Bylaw Homeless Count, Kelowna, 2019-2021
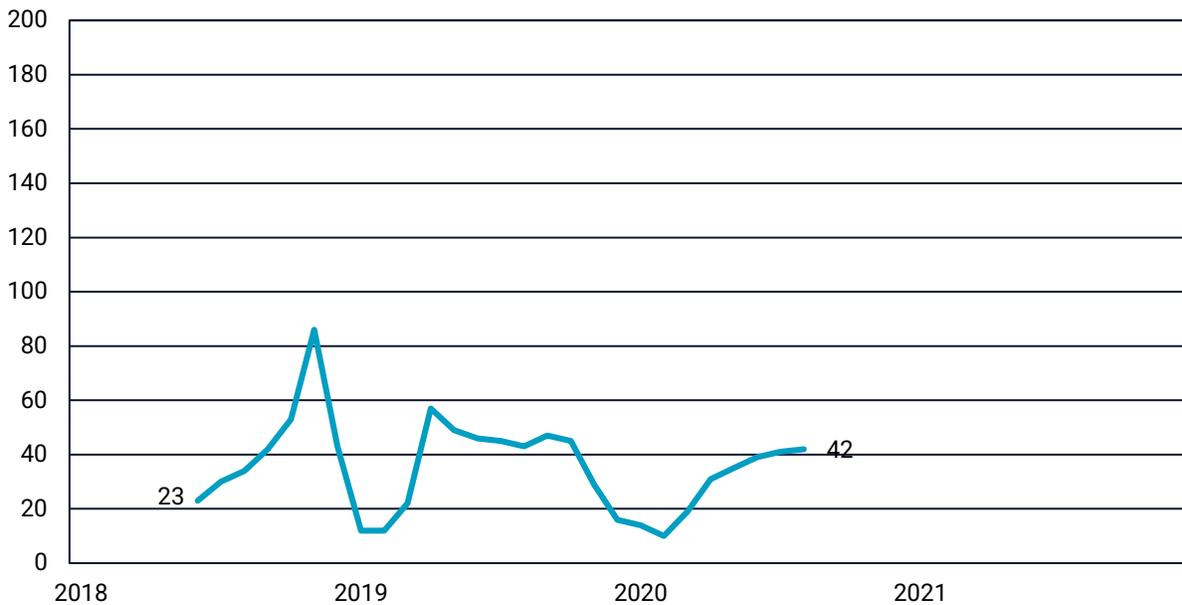
Housing & Shelter Supply In Kelowna

Housing and Shelter Supply includes the number of Supportive Housing units and the number of shelter spaces.

Supportive Housing Units, Kelowna, 2018–2021

Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

What is it?

The *Supportive Housing Unit* data provided by BC Housing shows existing number of Supportive Housing units by year. It includes the following Supportive Housing units that have a financial relationship with BC Housing (number of units in brackets):

- Cardington Apartments (30 units)
- Willowbridge (40)
- New Gate Apartments (49)
- Heath House (40)
- Hearthstone (46)
- Samuel Place (50)
- Ethel Street Phase 1 (21)
- Mom and Child Safe House (5)
- Safe House for Women (5)
- Ozanam House (18)
- Shiloh House (10)
- Tutt Street Place (39)
- Gordon Place Phase 1 (14)
- Gordon Place Phase 2 (30)
- McCurdy Place (49)
- Stephen's Village, 1055-63 Ellis St (89)

> **Progress on Building Supportive Housing**
>
> During the creation of the 2018 Journey Home Strategy "a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness" was identified. Up until 2021 Kelowna has increased its supportive housing supply by 228 units.

What does the data show?

Between 2018 and 2021, the number of Supportive Housing units increased by 228, from 307 to 535 units. There are currently no commitments in place for new Supportive Housing units coming online in the next five years.

Supportive Housing Supply, Kelowna, 2018-2021
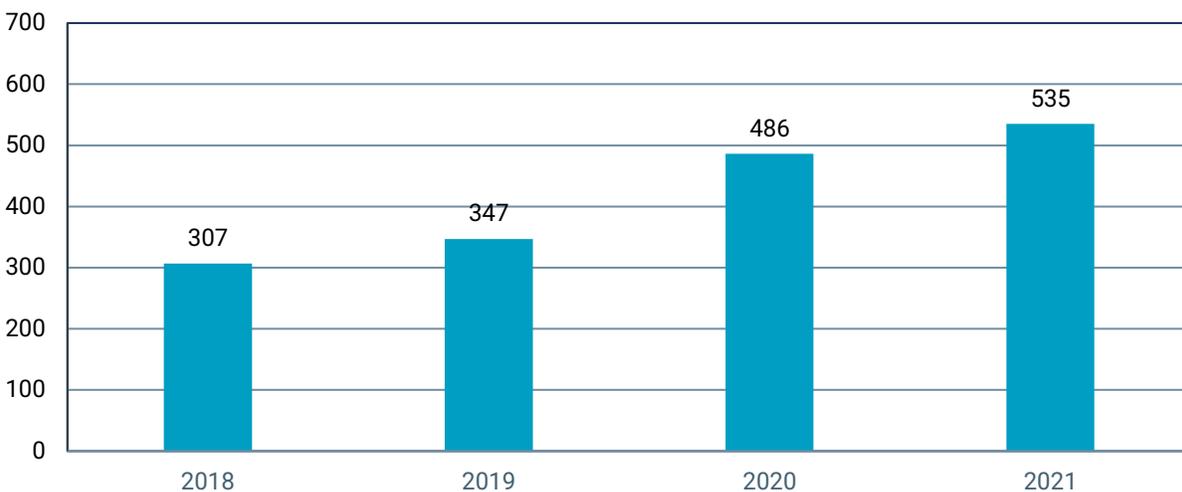
Year	Units
2018	307
2019	347
2020	486
2021	535

Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

Shelter Capacity, Kelowna, April 2020–October 2021

Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

What is it?

- The *Shelter Capacity* data shows the number of shelter spaces available by month. Data collection only includes shelter spaces with a financial relationship to BC Housing.

- The following shelter types are included: year-round (permanent) shelters, temporary shelters (short term or seasonal), and temporary capacity expansion shelter (temporary expansions).

- The following shelters are included in the data:

1. Doyle Ave Shelter (Temp - Capacity Expansion)
2. Richter Street Shelter (Temp - Capacity Expansion)
3. Cornerstone (Temp Shelter)
4. Kelowna Gospel Mission (Year-Round),
5. Alexandra Gardner Safe Centre (Year-Round).

Shelter Types:

Year-round (permanent) shelters: permanent shelters, generally operating 24/7.

Temporary shelters: operate for a short period of time, either seasonally or longer, to meet a community need.

Temp - Capacity Expansion Shelter: Temporary Shelters extended or opened to provide shelter during the COVID-19 Pandemic.

Not included in the capacity and user data are the Unitarian Shelter (Temp Winter Shelter; opened in December 2021 after the reporting period), Boys and Girls Youth Shelter (Year-Round), Kelowna Women's Shelter (Year-Round). Shelters serving women only and/or children are not included in the HIFIS integrated cluster data; data is kept separate for privacy and safety reasons.

What does the data show?

Shelter capacity has increased from 134 spaces in April 2020 to more than 300 in February 2021. In the summer of 2021, capacity was again reduced; by Oct 2021 the capacity was 245 spaces. This shelter capacity data is included for reference only as it is not used in the model.

Shelter Capacity, Kelowna, April 2020-October 2021
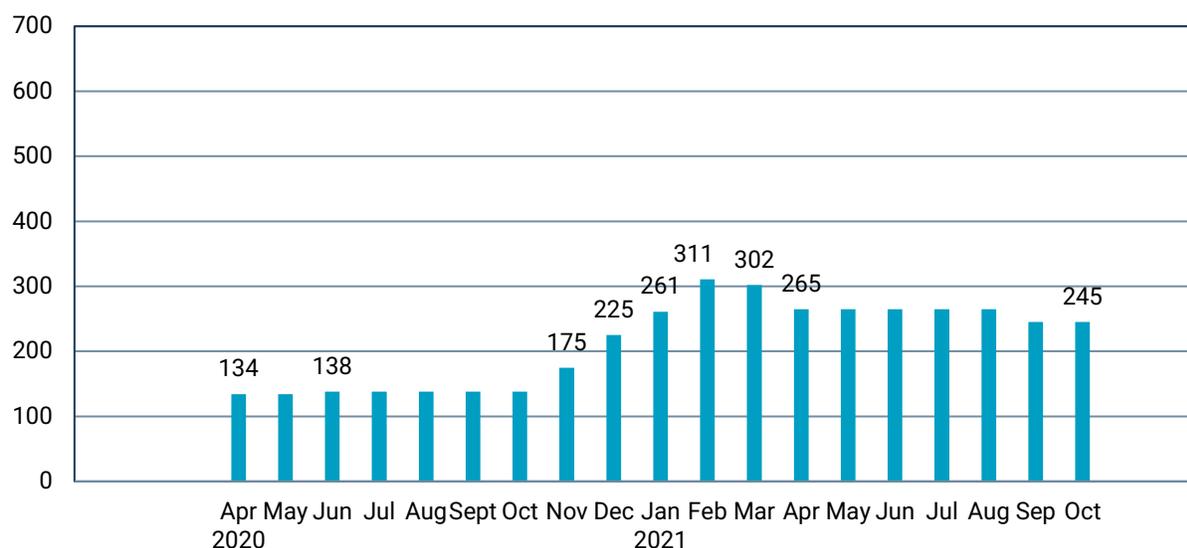
Supportive Housing Demand

Indicators of Supportive Housing Demand utilized in the model are derived solely from the Supportive Housing Registry. **This data source however has many limitations.**

Supportive Housing Registry Applicants, January 2018 – July 2021

Source: *BC Housing, Prepared by BC Housing Research Centre, September 2021*

What is it?

- The Supportive Housing Registry (SHR), managed by BC Housing, forms a database of people who have applied for Supportive Housing for people at risk of, or experiencing homelessness, and who are waiting to be assessed and housed in this specific form of housing.

- The data shows the total cumulative number of SHR Applicants per month who applied to live in Supportive Housing in Kelowna.

- The **validity of this data is presumed to be limited** as several factors may lead to an over- or under-estimate of people on the registry and thereby seeking supportive housing:

    Active Status: It only includes presumed to be active applications. SHR applications stay "live" for 6 months; if there are no updates to the file then it is moved into a "hold" status; after 9 months the application becomes "inactive". The data does not include a breakdown of application status. However, while dormant applications for people who have not been in touch with the registry are deactivated, it can't be confirmed that applicants are in fact actively seeking Supportive Housing or should be removed from the list:

    - Some applicants are not available to move in when units become available at any one time. The application may be inactive, or the applicant is not currently in Kelowna.

    - As applicants can apply from anywhere in the province it may include applicants outside Kelowna.

    - Other applicants may have found housing and are still on the Registry because they have not updated/removed their application from the list.

    - On the other hand, many applications have likely become inactive due to non-renewal but are in fact still requiring Supportive Housing. Some applicants do not have the capacity, or need assistance, to update their status once an application is submitted.

    Duplication: The data represents the total number of applications rather than unique applicants, as the Registry may be subject to data duplications if more than one form is submitted. There is no identification verification at the time of application.

    Suitability: Some people who choose to apply to the Supportive Housing public registry are not suitable for Supportive Housing as the available/required level of support need in this form of housing may be too high or too low for them – i.e., may not match their acuity. Housing providers have indicated that applicants apply whether they need Supportive Housing or not, as they are desperate for housing.

- **Given these limitations we cannot determine whether this data set under- or over-estimates the number of people seeking supportive housing. We have limited confidence in the validity of this data to measure the true demand for supportive housing.**

- **This data is included for reference only. It was not used in the model.**

- A dip in 2020 is attributed to a disruption in processing of SHR applications due to COVID. Spikes in data could also be indicative of when BCH staff have processed applications.

- Between 2018 and 2021, the Supportive Housing Registry increased by 9%, from 452 to 492 applicants. The number of Supportive Housing applications increased despite (or because of) significant growth in supply in the number of units. During this same period, the number of Supportive Housing units increased from 307 to 535 units.

- By 2026, an additional 115 applicants are projected to apply for Supportive Housing, an increase of 23% (assuming new supportive housing supply continues at the same rate as 2018-2021 levels).

- **Noting the above data limitations this data set should not be considered as a valid indicator of the true demand for supportive housing in Kelowna.**

Historical & Projected SHR Applicants, Kelowna, 2018-2026
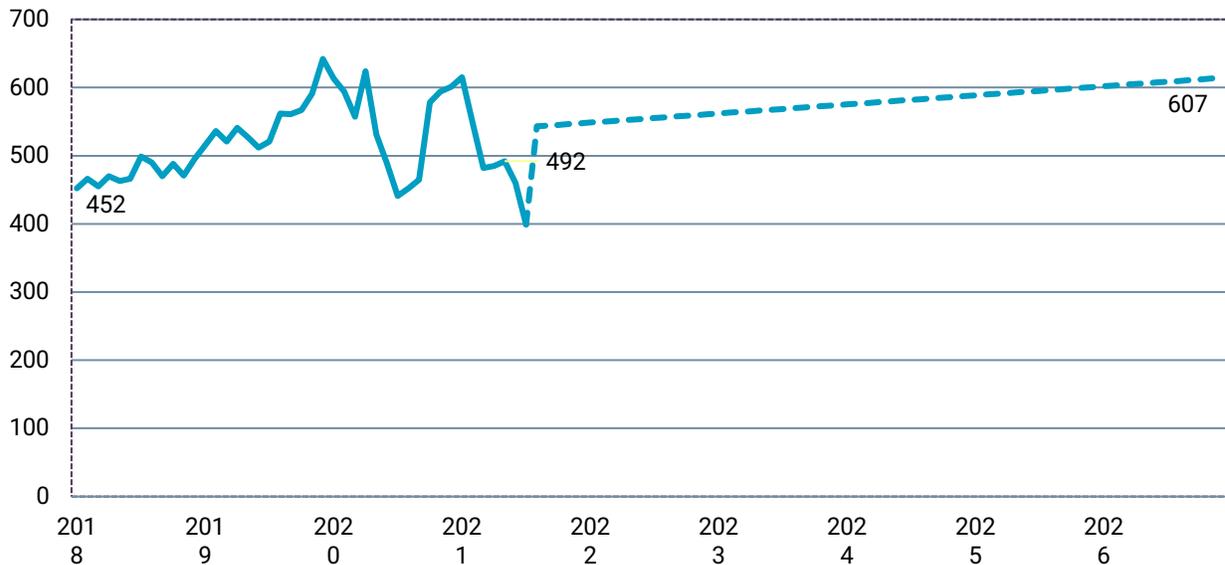
SHR APPLICANTS BY AGE, JAN 2018-JUL 2021
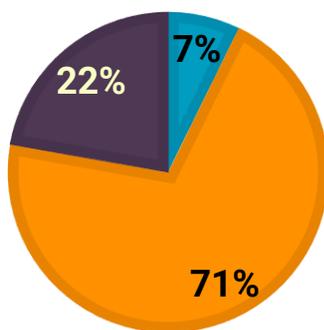
SHR APPLICANTS BY GENDER, JAN 2018-JUL 2021

SHR APPLICANTS BY INDIGENOUS IDENTITY, JAN 2018-JUL 2021

Source: BC Housing, Prepared by BC Housing Research Centre, September 2021
Supportive Housing Registry Applicants, January 2018 – July 2021
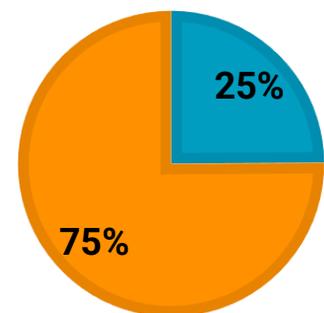
4. Discussion | Estimating Supportive Housing Demand

This section discusses how available data and supportive housing demand are connected.

Defining Key Terminology Used

Additional definitions are included in Appendix C: Literature Review

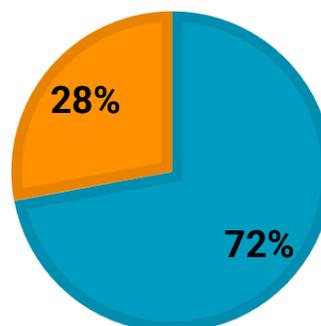|	
Chronic Homeless:	For the purpose of this report, the **PiT Count** definition is used: Individuals experiencing chronic homelessness are currently homeless and have been homeless **for six months or more in the past year** (i.e., have spent more than 180 cumulative nights in a shelter or place not fit for human habitation). Chronic homelessness includes time spent in unsheltered locations, emergency shelters, staying temporarily with others without guarantee of continued residency or the immediate prospects for accessing permanent housing, or short-term rental accommodations (for example, motels) without security of tenure (Reaching Home/PiT Count, 2020).
	In addition to people who are currently homeless and have been homeless for six months or more in the past year, the Reaching Home/federal definition of chronic homelessness, also used by Built for Zero is broader. It also includes individuals who have recurrent experiences of homelessness over the past three years, with a cumulative duration of at least 18 months (546 days). However, this criterion is not measured in a PiT Count, as PiT Count surveys only ask individuals about their experiences in the past year. At the federal level, episodic and chronic homelessness are no longer being tracked separately.
	Kelowna's Journey Home Strategy has used the BC Housing definition: chronic homelessness means a client has experienced Homelessness for six (6) months or more in the past year (i.e. has spent more than one hundred and eighty (180) cumulative nights in a shelter or place not fit for human habitation) and/or has experienced Homelessness three or more times in the past year. This also includes individuals exiting institutions (e.g., mental health facilities, hospitals, correctional institutions and children leaving care) who have a history of chronic homelessness and cannot identify a fixed address upon their release.
	Recently the Journey Home Society has recently updated the Strategy's definition of chronic homelessness and has adopted the Reaching Home definition. For the By Name List, the Journey Home Society will track both the Federal Reaching Home definition and the Provincial BC Housing definition.
	This report uses the PiT Count Report definition of "chronic homelessness" as noted above.
Episodic Homeless:	Individuals who experience episodic homelessness are currently homeless and have experienced three or more episodes of homelessness in the past year.
Permanent Supportive Housing:	A type of housing that provides on-site supports and services to residents who cannot live independently (BC Housing Glossary, 2021).
Assertive Community Treatment:	A form of community-based mental health care for individuals experiencing serious mental illness that interferes with their ability to live in the community, attend appointments with professionals in clinics and hospitals, and manage mental health symptoms.

Intensive Case Management:	A community-based package of care aiming to provide long-term care for severely mentally ill people who do not require immediate admission.
Rapid Rehousing:	A housing model for people (both individuals and families) who are experiencing episodic or transitional (as opposed to chronic) homelessness. Like Housing First, it has no "readiness requirements" but is focused on getting people into housing and out of shelters as quickly as possible. People who are eligible for rapid re-housing are usually judged to have low to moderate acuity.

The Theory

Neither of the available data sources alone can predict the number of Supportive Housing units needed.

The literature suggests the best approach to calculate Supportive Housing demand is to start with the number of people experiencing homelessness, apply a level of need – or acuity – based on duration and frequency of homelessness, and correlate acuity to the type of housing resources required – Supportive Housing in this case.
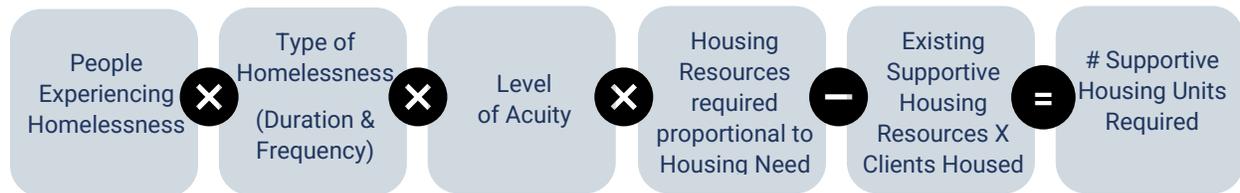
The literature review in Appendix C summarizes the approaches that set the foundation for this approach, which is summarized here:

1. Each approach starts with the type of homelessness based on a quantitative assessment of people's duration and frequency of homelessness over time.

2. The approach then applies a level of acuity to each type of homelessness, as per Table 1 & Table 2. Variations in level of acuity between the two approaches can be attributed to the different definitions of chronic, episodic, transitional, and at risk. (Note: differing definitions of homelessness, based on frequency and duration, will require differing methodologies in order to accurately forecast number of supportive housing units needed.)

Table 1: Level of Need, Built for Zero

	High Acuity	Moderate Acuity	Low Acuity
Chronic	75%	20%	5%
Non-Chronic	10%	40%	50%
At risk of becoming chronic	50%	30%	20%

Table 2: Level of Need, Journey Home

	High Acuity	Moderate Acuity	Low Acuity
Chronic	80%	15%	5%
Episodic	50%	30%	20%
Transitional	10%	30%	60%
At Risk	5%	15%	80%

3. Next, each approach correlates different housing resources to the proportional level of need (chronicity and acuity) as per Table 3 & Table 4. Again, variations in proportional levels of need can be attributed to different definitions of chronicity. Housing resources not only include permanent Supportive Housing, but assertive community treatment, intensive case management, and, in the Journey Home approach, rapid rehousing and prevention programs as well. More than one program type may apply to each level of acuity. Our logic model calculates Supportive Housing units only.

Table 3: Level of need by type of program, Built for Zero

Level of Need (chronicity, acuity)	Housing Resource (unit, subsidy, CM)	Proportion Based on Level of Need
Chronic + High Acuity	Permanent Supportive Housing	90%
	Assertive Community Treatment (ACT)	70%
	Intensive Case Management (ICM)	20%
Chronic + Moderate Acuity	Permanent Supportive Housing	10%
	Assertive Community Treatment (ACT)	30%
	Intensive Case Management (ICM)	80%

Table 4: Level of need by type of program, Journey Home

Group's Level of Need (Acuity)	Program Type	Proportion of Acuity Group Served by Program Type
High Acuity Chronic, episodic homelessness	Supportive Housing	90%
	Assertive Community Treatment (ACT)	65%
Moderate Acuity Chronic, episodic Homelessness; Transitional homelessness; At Risk	Supportive Housing	10%
	Rapid Rehousing	25%
	Assertive Community Treatment (ACT	35%
	Intensive Case Management (ICM)	100%
Low Acuity Transitional homelessness; At Risk	Rapid Rehousing	75%
	Prevention	100%

4. Lastly, the logic model considers the outflow of people who move from supportive housing need into a supportive housing unit when a vacancy becomes available. Vacancies become available when a supportive housing client will no longer occupy a housing unit; reasons could include moving out of community, moving into another form of housing, transition to homelessness, or death.

#People Requiring Supportive Housing **–**
(Existing Supportive Housing Units **X** Annual Clients Housed Rate)
=#New Supportive Housing Units Required

By multiplying the number of existing supportive housing units by the rate at which clients are housed annually (i.e., 1%), the model deducts the number of people housed through unit turnover. The results effectively predict the number of new supportive housing units needed to accommodate demand. Note: In a stock and flow analysis, the clients housed rate demonstrates the flow of people moving from supportive housing need into housing. The number of clients housed data, provided by BC

Housing, includes transfers and exits into homelessness. New move-ins to existing supportive hosing units were also included (see Appendix A: General Limitations). A transfer means that a vacant housing unit is becoming occupied by an existing tenant, i.e., people experiencing homelessness are not flowing into housing units. The model does not account for exits in which people return to homelessness, i.e., when outflow from housing becomes inflow into homelessness.

In order to provide a trendline of Supportive Housing need from 2021 to 2026, the analysis includes a **forecast of the number of people experiencing homelessness** over the next five years. Forecasts are based on three years of historical shelter data and use a linear forecast method (i.e., linear regression) to project the number of people experiencing homelessness year over year. The calculation outlined in Table 5 is then applied to forecasted annual demand to predict future Supportive Housing units needed.

The methodology used for the model assumes that Supportive Housing is only for people who have medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna aim to include a broader mix of low acuity clients in order to align with staffing models and resources. **As a result, the numbers provided in this report are conservative estimates and the true number of units required is likely to be significantly greater than shown.**

Applying Theory To The Logic Model

The Built for Zero methodology suggests that a real-time count of people experiencing homelessness (i.e., a By-Name List) is the most accurate and reliable approach to calculating housing need.

Unfortunately, a real-time, by-name list was not available for this study. Instead, the logic model uses the unique number of registered shelter users, as collected by shelter providers and managed by BC Housing through the HIFIS database as its foundation. Although this data source lacks individualized data, it is likely the most reliable longitudinal indicator of the number of people experiencing homelessness in Kelowna that can be projected forward based on historical trend data. It is also the indicator that is most regulated, consistent, and easily accessible at this point in time. Using standardized data ensures the analysis can be repeated in the future. However, each data source cited is subject to its own limitations and biases (see Appendix A: Data Limitations).

The following table summarizes and exemplifies the calculation used to project the gap between demand and supply of Supportive Housing units.

Table 5: Calculating Supportive Housing Demand

	#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	# Supportive Housing Units Required
Indicator	Unique # of people using shelter services		Chronic Episodic Neither chronic nor episodic		High Medium Low		Chronic, Episodic + High Acuity Episodic + Medium Acuity		#SH units Clients Housed Rate		
Data sources	BC Housing HIFIS Data		Point-in-Time Count		Journey Home Technical Report		Journey Home Technical Report		BC Housing Data		
Example	**100** #People experiencing homelessness		Chronic 75% (**75**) Episodic 25% (**25**)		**Chronic**: 80% High Acuity (**60**) 15% Medium Acuity (**11**) **Episodic**: 50% High Acuity (**13**) 30% Medium Acuity (**8**)		**Chronic + High Acuity, Episodic + High Acuity** (73): 90% (**66**) require Supportive Housing **Chronic + Medium Acuity (11):** 10% (**1**) **Episodic + Medium Acuity (8):** 10% (**1**) require Supportive Housing		Number of existing SH units: 300 Clients Housed Rate: 1% 300x1% =**3**		(66+2)-3 = 65 Supportive Housing Units Required

Best practice indicates that chronicity and acuity should be derived by assessing each person's level of need, as these characteristics can vary by location and community. Because the BC Housing data does not include an assessment at each intake (i.e., shelter stay), this data cannot be derived from this data source alone. Instead, the logic model applies Point-in-Time (PiT) count data as a standard measure of chronicity of Kelowna's homeless population. In the 2020 PiT count, 72% of people experiencing homelessness were considered chronic, and 11% episodically homeless. This number increased from 67% in 2018. The logic model then applies these measures of chronicity as a standard measure across the total number of homeless.

Next, level of acuity and proportional housing need must be determined as per the tables above. Only one methodology needs to be applied, either the Built for Zero or Journey Home approach. Because the PiT

count definition of chronicity aligns with the Journey Home definition, the logic model uses the Journey Home approach (Table 1 & Table 3) to calculate Supportive Housing demand. Note that Table 1 includes four different categories of homelessness; because the PiT count only measures chronic and episodic homelessness, and no other data sources are available, "transitional" and "at risk" are not applied in the model.

While chronicity and acuity are important indicators of Supportive Housing need, it is important to note that all those who are housed must meet the following eligibility criteria:

- A low-income adult
- Homeless or at risk of homelessness
- Require supports to live independently
- Need support to maintain a successful
  tenancy

For people who are experiencing homelessness but are not identified as chronically homeless or having high acuity, there are other options besides permanent Supportive Housing. Table 2 and Table 3 outline alternative housing programs better suited to people who are experiencing lower duration and frequency of homelessness and who have lower acuity. Although these programs were not included in the results of this study, the logic model framework could be applied to calculate need for alternative housing programs.

Lastly the calculation outlined in Table 6 is then applied to forecasted annual demand to predict future Supportive Housing units needed.

5. Gap Analysis: Supportive Housing Units Required Until 2026

The logic model connects theory (see Appendix C: Literature Review) and analysis to predict the number of Supportive Housing units required between 2021-2026.

As per Table 6 below, based on the logic model results, there was demand for 208 additional Supportive Housing units in 2021. This number increases in sync with the increase of people experiencing homelessness over the next 5 years. (The Figure *Historical & Projected Unique Clients at All Shelters, Kelowna, 2018-2026* in Section 3 shows a comparison of both growth trajectories in people experiencing homelessness). The analysis does not consider external factors, such as economic changes, public health impacts, or immigration fluctuations which could further influence demand.

Table 6: Logic Model Results[2]

#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	#Supportive Housing Units Required
Continued Supply: **2021: 366** **2022: 391** **2023: 416** **2024: 441** **2025: 466** **2026: 491** **No Supply:** **2021: 366** **2022: 472** **2023: 578** **2024: 684** **2025: 790** **2026: 897**		Chronic 72% Episodic 11%		Chronic: 80% High Acuity, 15% Medium Acuity Episodic: 50% High Acuity 30% Medium Acuity		Chronic + High Acuity, Episodic + High Acuity: 90% require Supportive Housing Chronic + Medium Acuity, Episodic + Medium Acuity: 10% require Supportive Housing		Number of existing SH units: 535 Clients Housed Rate: 1% 535x1% =5		**Continued Supply:** **2021: 208** **2022: 222** **2023: 237** **2024: 251** **2025: 266** **2026: 280** **No Supply:** **2021: 208** **2022: 269** **2023: 331** **2024: 393** **2025: 455** **2026:516**

Based on the model, by 2026, **a minimum of 280 additional Supportive Housing units will be needed if most recent supply levels are continued.** However, this minimum level units needed is based on historical data from the last three years, 2018-2021, a time when supportive housing units increased from 278 to 535.

As no new supportive housing units are currently planned to come online in the next five years Kelowna could have up to 897 people experiencing homelessness as the continued increase will not be absorbed by

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[2] The Clients Housed Rate is calculated based on the number of clients housed into existing units (i.e. turnover) between 2018-2021, excluding the number of clients who moved into new supportive housing units, i.e., the rates reflect the number of clients housed based on turnover of existing housing units.

new supply. In turn, if we run the logic model **as if no new housing units came online, our calculation changes to 516 units needed by 2026.**

	Continued Supportive Housing Supply (at 2018-2021 levels)		No New Supportive Housing Supply Added	
	#People Experiencing Homelessness	#Supportive Housing Units Required	#People Experiencing Homelessness	#Supportive Housing Units Required
2021	366	208	366	208
2022	391	222	472	269
2023	416	237	578	331
2024	441	251	684	393
2025	466	266	790	455
2026	491	280	897	516

6. Conclusion

The City of Kelowna, the Central Okanagan Journey Home Society, and the community seek to work with its partners to provide Supportive Housing for people experiencing homelessness.

The current inventory of Supportive Housing units is not adequate to respond to the demand for Supportive Housing. The projected number of people experiencing homelessness, in combination with no new projected housing units, means that the gap between demand and supply will continue to increase.

Our model projects the units of Supportive Housing required in Kelowna under two different scenarios – with supply continuing at 2018-2021 rates, and with no additional units per year projected. As the development of new Supportive Housing projects ended in 2021, and there is no current supply commitment in place, the latter is a more likely scenario.

In 2021, based on existing administrative shelter data, 208 Supportive Housing units were needed. By 2026, the existing Supportive Housing supply of 535 units must – at a minimum – increase by an additional 52%, or 275 Supportive Housing units, to keep up with anticipated demand. Notably, the model assumes that new supportive housing supply will be built at the same rate as provided since 2018 which resulted in only a moderate increase in people experiencing homelessness. When we revise the logic model and **apply a growth trajectory based on no new housing units coming online, up to 516 supportive housing units would be required by 2026**.

The evidence presented in this report will be used to inform planning policy and advocacy, and to take actionable steps to secure more Supportive Housing supply in Kelowna. As new data sources and collection methods become available, the logic model can be easily updated or reconfigured to provide the latest and most relevant results.

7. Appendix A: General Limitations

This section spells out some general limitations regarding the data sources and the methodology used:

- Compared to similar models, such as the Built for Zero model which builds on a **real-time by-name list**, the results of this report's analysis demonstrate lower validity due to a lack of access to real-time data on both, the number of people who are experiencing homelessness and their level of support need. A real-time by-name list of all known people experiencing homelessness would provide stronger, more reliable and actionable data to support services, system performance, and advocacy.

- The **number of people experiencing homelessness included is considered an undercount**, only visible homeless and/or homeless in contact with services have been reliably counted in the HIFIS database.

- Demand data is subject to entry errors, processing times, and duplication or inactivity. **The data sources presented here provide insights into trends but are not accurate.**

- A person experiencing homelessness does not directly equate to a need for the supports offered in a Supportive Housing environment. Best practice suggests that prior to accessing supportive housing, individuals need to be appropriately assessed to identify their support needs. In the absence of valid data to identify the overall population's level of acuity (i.e., such as proper assessment data), generalized **levels of acuity** (i.e., level of need) and **chronicity** (ex. chronic, non-chronically homeless) serve as indicators. They are used as **proxy measures in this report to estimate the assumed likelihood of the population of people experiencing homelessness to require the support services offered in a Supportive Housing environment.** It is important to note that, while **the ratios/percentages applied to convert need into housing type follow a best practice standard set by Built for Zero**, without an assessment of one's personal level of acuity this is only a generalized model. It can be assumed that the local population's acuity differs from those generalized standards.

- The methodology used assumes that Supportive Housing is only for people who have medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna include a broad mix of clients, from low, medium, and high acuity, in order to align with staffing models and resources. **As a result, the projected numbers of supportive housing units needed are an under-estimate and the true number of units required is likely to be significantly greater.**

- The model does not consider increasing levels of support need over time. For example, a person experiencing homelessness in 2021 could have an increasing level of acuity in the years following.

- The **measure of chronicity** is drawn from the homeless count and is not a reliable assessment.

- This paper focuses on congregate supportive housing in a generalized manner. It does not discuss **the specific type of housing interventions required for the population of those experiencing homelessness**. Housing that works for single adults may not work for youth. Similarly, congregate apartment-style housing may work for some, while group home living may work for others. Adapting a program to meet the needs of a particular sub-population is key to ensuring success and choice is a foundational principle of housing first. Notably, this paper does not forecast specific types of supportive housing programs for subpopulations e.g., youth (aged 16-24) supportive housing.

- The methodology used in this report does not consider the number of people in market or affordable housing (without supports) who require housing with on-site supports.

- The analysis does not consider external factors, such as growth pressure, ageing population, economic considerations, public health impacts, policy interventions or immigration which could further increase demand.

- In a stock and flow analysis, the **clients housed rate** demonstrates the flow of people moving from supportive housing need / homelessness into Supportive Housing. The number of clients housed, provided by BC Housing, includes transfers and new move-ins. A transfer means that a vacant housing unit is becoming occupied by an existing tenant, i.e., people experiencing homelessness are not flowing into housing units. The model does not account for exits in which people return to homelessness, i.e., when outflow from housing becomes inflow into homelessness. For the purpose of this model the data provided by BC Housing was cleaned to remove new move-ins from the client housed rate as they are accounted for through "New Supply".

8. Appendix B: Data Sources Not Included In The Analysis

Other data sources that were considered or reviewed but not included in the analysis included:

- **BC Housing Coordinated Access list:** This list is held by BC Housing and is used by service provider in a coordinated process to prioritize individuals based on need for access to available suites in Supportive Housing. The list builds on the Supportive Housing Registry as well as VAT assessments, and frontline worker updates on clients shared at the monthly Table meetings. It may be considered the best source of data to attain a summary of the current and *houseable* number of people in need of Supportive Housing in Kelowna. While it will provide the number of people who are ready to be housed, this list is still an undercount as there are clients in need of supportive housing who are waiting for a VAT assessment to be completed. This is a condition to be placed on this list. However, it is not available for public use and may have limited reliability (i.e., how true it is over time) as additions to the list may increase when vacancies come up. As VAT assessments need to be updated every year, the information available is also somewhat unreliable for data forecasting.

- **VAT Scores:** To be considered for Supportive Housing through BC Housing, individuals must complete a Vulnerability Assessment Tool (VAT) questionnaire with a trained housing worker. While prioritization ought to occur based on level of need, maintaining an adequate mix that can be accommodated with existing staffing and support level is a crucial consideration in the tenanting process. While the VAT tool is often considered an indicator of support need, it was indicated that it can only be seen as a measure of vulnerability and does not indicate the need for supportive housing alone. Further, only a very small aggregate set of VAT scores was available to inform this project, as there is a continued backlog of assessments among those seeking supportive housing.

- **ICM/CAT data**: Intensive case management data held by practitioners with the health authority was not explored; in general, access to aggregate anonymized health data has proven difficult in the past.

- **MSDPR Data**: This source indicates the number of people receiving income assistance, but not the shelter portion as they have No Fixed Address (NFA); This data typically correlates well with PiT Count data. This data set was not available at the time of writing of this report.

- **HOP/HPP/C-BC HB**: This source indicates the number of people receiving rent supplements to live in a market rental home; generally, the number of rent supplements dispersed is at maximum capacity and therefore does not indicate trends in need; in addition, there is also likely no direct correlation or causation with Supportive Housing demand.

9. Appendix C: Literature Review

Summary

The logic model draws on multiple data sources to assess Kelowna's Supportive Housing needs, homeless serving programs, and demand for services.

The following sources were reviewed and incorporated into the analysis:

- Kelowna's Journey Home Strategy, Technical Report, Appendix F, 2019
- Growing your Housing Resources, Built for Zero Canada, June 2021
- Complex Needs Advocacy Paper, City of Kelowna, July 2021
- Community Report Point-in-Time Count, Kelowna, 2020

A common theme in the literature is that duration/frequency of homelessness (i.e., chronic, episodic, transitional, etc.) is used as a key indicator of acuity, or level of need.

Two reports, *Kelowna's Journey Home Strategy Technical Report* and *Growing your Housing Resources,* assign acuity to duration of homelessness and subsequently break down need by the required housing types and support program. These data sources differ in that *Kelowna's Journey Home Strategy Technical Report* uses data from the 2018 Kelowna Point-in-Time (PiT) Count to calculate Supportive Housing need, while *Growing your Housing Resources* uses a By-Name-List. Best practice suggests a By-Name-List, a real-time list of all known people experiencing homelessness in the community, is more effective than relying on a PiT Count which is a snapshot (i.e., a one-day count) of sheltered and unsheltered homelessness.

The *Complex Needs Advocacy Paper* focuses solely on the need for complex care, a subset of the homeless population whose support needs often have intersecting challenges related to substance use, mental illness, developmental disabilities, FASD, and acquired brain injury, and takes a different approach. Instead of using duration of homelessness and assumptions regarding acuity, the paper uses VAT scores (Vulnerability Assessment Tool) as a key indicator of complex care housing needs. To be considered for Supportive Housing through BC Housing, individuals must complete a VAT questionnaire with a trained housing worker. Individuals who identified both mental health and substance use concerns, and ranked moderate to severe, were identified as having "complex needs". In the report 196 individuals in the City of Kelowna were identified as needing Supportive Housing with complex care.

The *2020 Kelowna PiT Count* provides a snapshot of the number of people experiencing homelessness including characteristics of the homeless population (e.g., age, gender, veteran status, Indigenous identity). The report effectively captures duration and frequency of homelessness through its survey. Results noted that 72% of individuals were chronically homeless (i.e., homeless for 6 months or more within the past year) and 11% were episodically homeless (i.e., experienced 3 or more episodes of homelessness within the past year). In 2020 participants were asked for the first time to identify health challenges they may be facing, which could indicate need for support services. Although the report does not estimate or match number of people experiencing homelessness to program need, it can provide baseline data to inform Supportive Housing demand.

Kelowna's Journey Home Strategy, Technical Report, Appendix F, 2019

Link: https://www.journeyhome.ca/wp-content/uploads/2019/04/journey_home_technical_report.pdf

Upon its initiation the Journey Home Strategy included modelling of anticipated Supportive Housing spaces over the coming 5 years, summarized in *Kelowna's Journey Home Strategy Technical Report.*

At the time the report identified "a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness". The foundation for this assessment was an input of 600 people experiencing homelessness in Kelowna in 2018 as per the PiT Count. This number included provisionally housed people.

Appendix F of the technical report highlights housing program needs and associated costs based on a stock and flow analysis. The analysis considers the people experiencing homelessness (as per the 2018 Point-in-Time Homeless Count) and applies assumptions in regard to inflow and outflow of people experiencing homelessness.

The number of people experiencing homelessness are categorized into duration and recurrence of homelessness as per the definitions below:

Table 1: Definitions of types of homelessness

Duration of Homelessness	Definition
Chronic/Episodic*	Chronic homelessness refers to an individual who is experiencing sustained homelessness for 1 year or longer; episodic homelessness refers to an individual who has had 4 or more episodes of homelessness within the last 3 years (i.e., attained and lost housing)
Transitional	An individual experiencing homelessness for less than one year and with fewer than 4 episodes of homelessness within the last 3 years.
At Risk of Homelessness	Individuals in households that spend more than 50% of their income on shelter costs and have an annual income below $20,000 (as per the 2016 National Household Survey)

To calculate the types of programs and associated costs required, the analysis categorizes type of homelessness by levels of acuity, i.e., level of need (Table 2 below), followed by estimations that match acuity to program needs (Table 3 below).

Table 2: Type of homelessness by level of acuity

	High Acuity	Medium Acuity	Low Acuity
Chronic	80%	15%	5%
Episodic	50%	30%	20%
Transitional	10%	30%	60%
At Risk	5%	15%	80%

Homeless serving systems use common assessment tools to triage individuals according to level of acuity. This helps to identify what type of program is likely to be a good fit, which is confirmed when a more fulsome assessment is completed.

Table 3: Level of acuity by type of program

Group's Level of Need (Acuity)	Program Type	Proportion of Acuity Group served by Program Type
High acuity Chronic, episodic homelessness	Supportive Housing	90%
	Assertive Community Treatment	65%
Moderate acuity Episodic homelessness; Transitional homelessness; At Risk	Supportive Housing	10%
	Rapid Rehousing	25%
	Assertive Community Treatment	35%
	Intensive Case Management	100%
Low acuity Transitional homelessness; At Risk	Rapid Rehousing	75%
	Prevention	100%

Appendix F concludes by summarizing the business case for Supportive Housing. The final section shows that the estimated cost for health care and corrections services over next 5 years is significantly higher than the cost to implement Supportive Housing solutions. The estimated cost avoidance over 5 years totals $51,160,486 based on 1,185 people experiencing homelessness.

Please note that the model does not factor in people who are experiencing chronic homelessness and who have moderate acuity. Fifteen percent (15%) of people who are chronically homeless are estimated to are of moderate acuity. Ten percent of this group requires supportive housing. This was factored into our model.

Growing your Housing Resources, Built for Zero Canada, June 2021

Growing your Housing Resources explains how to identify housing resources from a systems perspective, how to match and make evidence-based decisions regarding resources, and how to apply tools to build housing resources. The systems model recommends the creation of a By-Name List. A By-Name List is a real-time list of all known people experiencing homelessness in the community. It includes a robust set of data points that support coordinated access and prioritization at a household level and an understanding of inflow and outflow of people experiencing homelessness at a system level. This real-time actionable data supports triage to services, system performance evaluation and advocacy (for the policies and resources necessary to end homelessness).

Once a By-Name List has been created and all people on the list have been assessed, individuals are categorized based on duration and frequency of homelessness, i.e., chronic, non-chronic, and at risk of becoming chronic.

Duration of Homelessness	Definition
Chronic	Refers to individuals who are currently experiencing homelessness AND who meet at least 1 of the following criteria:

	• they have a total of at least 6 months (180 days) of homelessness over the past year • they have recurrent experiences of homelessness over the past 3 years, with a cumulative duration of at least 18 months (546 days)	

To calculate the types of programs and associated costs required, the analysis includes type of homelessness by levels of acuity, i.e., level of need (Table 4 below), followed by estimations that match level of need to housing resources (Table 5 below).

Table 4: Level of Need

	High Acuity	Moderate Acuity	Low Acuity
Chronic	75%	20%	5%
Non-Chronic	10%	40%	50%
At risk of becoming chronic	50%	30%	20%

Table 5: Level of need by type of program

Level of Need (chronicity, acuity)	Housing Resource (unit, subsidy, CM)	Proportion Based on Level of Need
Chronic + High Acuity	Permanent Supportive Housing	90%
	Assertive Community Treatment (ACT)	70%
	Intensive Case Management (ICM)	20%
Chronic + Moderate Acuity	Permanent Supportive Housing	10%
	Assertive Community Treatment (ACT)	30%
	Intensive Case Management (ICM)	80%

The report concludes with a case study demonstrating how to match need to housing resources, followed by models for improvement.

Complex Needs Advocacy Paper, City of Kelowna, July 2021

Link: https://www.kelowna.ca/sites/files/1/docs/community/Journey-Home/2021-7-12_complex_needs_advocacy_paper.pdf

The *Complex Needs Advocacy Paper* estimates that 249 individuals in the Central Okanagan region, including 196 individuals in the City of Kelowna, require complex care in concert with an immediate need for housing.

Complex care is a Supportive Housing model that combines housing, health supports and resources for clients with mental health needs, alcohol and substance use dependency needs, FASD, developmental delays, and brain trauma injuries.

The estimated number of individuals requiring complex care housing is calculated based on results of the Vulnerability Assessment Tool (VAT) and Coordinated Access List. The Coordinated Access List used for this project is administered by BC Housing. It tabulates the number of clients requiring housing who are currently experiencing homelessness. Upon entry into that system, a survey is conducted (the VAT). Individuals who identified both mental health and substance use concerns and ranked moderate to severe were identified as having "complex needs" (249 individuals regionally, of which 196 are located in Kelowna) and therefore require Supportive Housing with complex care supports.

The paper outlines the limitations to using the VAT approach as a means to qualify this community. VAT assessments are a 'snapshot' of an individual at a moment in time, usually one of the more challenging times in their lives. It may under-, or overestimate present and current complexity as an individual's 'scores' are not updated after that initial intake assessment. The VAT tool will underestimate the youth population (under the age of 19 years) as they are not represented in this dataset. The VAT is based upon an individual sharing their personal story, which, depending upon the circumstances and the skills/empathy of the interviewer, they may be more or less inclined to do. Finally, the VAT dataset only represents those individuals who access services related to BC Housing, which does not constitute everyone experiencing homelessness in any given community. Combined, it is clear that the VAT approach to gauging the scale of the complex needs population has its limitations and is likely under-representing the population.

The paper goes on to outline supportive practice models derived from research, promising practices, and interviews with local service providers. A gap is identified in the continuum of care for this population; the region lacks Supportive Housing that includes the provision of health supports. The paper goes on to argue the business case for integrated Supportive Housing versus the cost to social, health care, and justice systems.

Community Report Point-in-Time Count, Kelowna, 2020

Link: https://www.centralokanaganfoundation.org/community-engagement/2018-point-time-count/

The Point-in-Time (PiT) Count is a one day coordinated count – or snapshot – of homelessness in Kelowna. On March 10, 2020, 297 individuals were counted staying in shelters and unsheltered locations (e.g., on the street, in parks). PiT Counts include a survey that provides communities with information on the characteristics of their homeless population (e.g., age, gender, veteran status, Indigenous identity). Previous PiT counts took place in 2016 and 2018, and were used to evaluate progress in reducing homelessness, tracking demographic changes, and monitoring service needs in the community.

Results noted that 72% of individuals were chronically homeless (i.e., homeless for 6 months or more within the past year) and 11% were episodically homeless (i.e., experienced 3 or more episodes of homelessness within the past year).

Duration/Frequency of Homelessness (Sample Size n=152)	
Chronic	72%
Episodic	11%
Not chronic or episodic	17%

In 2020 participants were asked for the first time to identify health challenges they may be facing. Based on the survey, 79% of individuals reported substance use issues, 61% reported mental health issues, 45% a learning disability or cognitive limitation, another 44% reported an illness or medical condition, and 40% a physical disability. Respondents were also asked if they identified as having an acquired brain injury, with 37% responding 'yes'.

Health Challenges (Sample Size n=152)	Yes	No
Substance Use Issue	79%	21%
Mental Health Issue	61%	39%
Learning Disability or Cognitive Limitation	45%	55%
Illness or Medical Condition	44%	56%
Physical Disability	40%	60%

Acquire Brain Injury	37%	63%

In addition, participants were asked about their service needs. The highest reported service needs were related to addiction or substance abuse, which accounted for 26% of answers, and mental health, which accounted for 23% of answers. Other service needs included serious/ongoing medical condition (14%), physical disability (11%), learning disability (10%), and brain injury (10%), none of the above (5%), and pregnancy (1%).

Regarding what caused respondents to **lose their housing most recently,** the highest reported reason was household conflict (21%), which includes spouse/partner conflict, parent/guardian conflict and roommate conflict, followed by not enough income for housing (18%) and substance use issue (13%).

Regarding **how long ago** they lost their housing most recently, 55% responded that they lost their housing within the past year, with 7% of those being within the last month. Another 21% responded that they lost their housing between one to three years ago, 13% between three to five years ago, 10% more than five years ago, with 1% never having had stable housing.

The highest reported **source of income** was from welfare/social assistance (28%), followed by disability benefits (21%), and informal income (e.g., bottle returns, panhandling) (19%).

The highest reported **challenge when trying to find housing** was rents too high (20%), followed by low income (18%), addiction (10%), and discrimination (9%).