

# Report to Council



**Date:** May 15, 2011  
**File:** 0000-00-00  
**To:** City Manager  
**From:** Social Development Manager  
**Subject:** Journey Home Strategy – Governance Structure

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**Recommendation:**

THAT Council receive, for information, the report from the Social Development Manager, dated May 15, 2017, outlining a proposed governance structure to support the development of a long-term strategy to address homelessness;

AND THAT Council approve in principle the Journey Home Governance Structure as outlined in the report from the Social Development Manager, dated May 15, 2017;

AND THAT Council direct staff to prepare a Journey Home Task Force Terms of Reference for consideration.

**Purpose:**

To obtain Council's support in principle of the proposed governance structure to guide the development of a long-term strategy to address homelessness.

**Background:**

Undertaking a systems planning approach to addressing homelessness requires a shift in how we address the needs of the homeless and at-risk population. It requires a shift in the traditional approaches to the design and delivery of the system serving these populations. Making the shift requires both thinking and working differently. This is achieved by:

- fine tuning relationships/connections between various players so everyone can see how their work contributes to the whole;
- shifting from funding driven, independent programs to an integrated service model that is out-based, solution-focused, and dedicated to addressing the needs of the most housing-vulnerable in the community.

Making such a shift in our thinking and in the design of our investments will require all stakeholders to undertake a collective journey to support such change. "Journey Home" is proposed as the name for Kelowna's Homeless-Serving Systems Strategy. This name is designed to embrace the journey that we have embarked on as a community as we work towards preventing homelessness; and when it does occur, ensuring it is rare, short-lived and non-reoccurring.

***Journey Home Strategy Update:***

On December 5, 2016 Council endorsed the Homeless-Serving System Strategy Framework as a basis for continued collaboration with community stakeholders in the development of a long-term strategy to address homelessness.

The 'Connect' phase of the strategy is well underway, including partnership development and readiness, a housing needs assessment, and the design of consultation processes. Planning for the next two phases of the strategy development has also begun. At this point, it is critical to address the Governance Structure that will support the development of the strategy.

***Best Practice Research on Systems Planning Governance Structure:***

Staff conducted research of the governance models applied in other Canadian communities undertaking a systems approach to address homelessness in their communities. A number of key themes emerged from the research:

- interim Governance Structure for strategy development;
- multi-sectorial participation, persons with lived experience engaged in meaningful participation, and extensive community engagement;
- municipalities assume a leadership role and accountability for the strategy in a collaborative-partnership based framework;
- the local Community Advisory Board on Homelessness (CAB-H) engages as a key partner with the goal of aligning the Community Plan related to the Federal Homelessness Partnership Strategy (HPS) funding with the local strategy;
- the completed strategy and implementation plan outline an ongoing governance structure to support the implementation including: leadership, roles of stakeholders, and funding models.

***Local Stakeholder Input to Development of Proposed Governance Structure:***

The research shows that a critical point in the planning process to support the strategy development is the identification of leadership, and the design of an effective governance structure. The structure must clearly identify leadership and accountability to ensure that the strategy development is transparent, inclusive, and collaborative. The learnings garnered from other communities indicates that while the leadership is critical, the ultimate structure must be designed to ensure broad engagement and input to decision-making.

The foundation for developing an inclusive and collective approach has been established through a series of two stakeholder readiness workshop sessions focused on Systems Design. Held in March, the workshops were extremely well attended with more than 100 people representing over 40 agencies and organizations participating. The response was very positive with organizations agreeing to participate in the strategy development. The overall feedback was that the goal of inspiring stakeholders in a collective setting to learn together and challenge themselves to think differently through a systems lens was effective. Participants were encouraged to recognize:

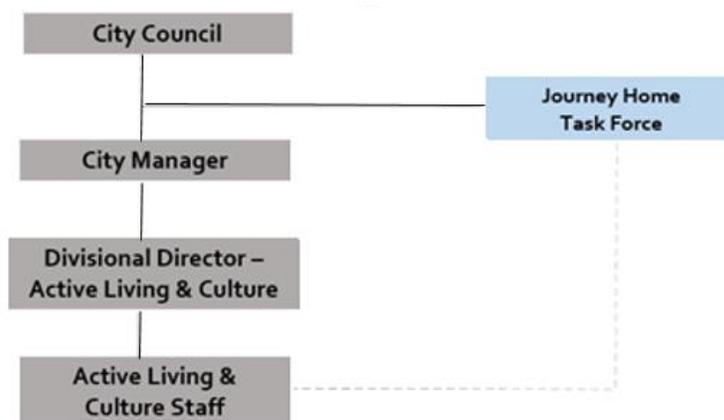
- the interconnectivity of the local homeless-serving system;

- that every sector has unintentionally contributed to the state of homelessness;
- and that to successfully create change, the idea of thinking differently, and doing things differently must be embraced.

At the systems design workshops, government and agency leaders, and participants were introduced to their role as leaders in the development of a systems strategy, along with the principles, models, and best practice approaches. The discussions generated at the workshops have helped to inform the governance structure proposed in this report. The participants agreed that strong local leadership; broad, inclusive, and transparent participation; and an approach that supports collective buy-in and ownership of the strategy were critical for success. The outcome was that the group concluded that the City was best positioned to take a leadership role in convening stakeholders in the development of a systems strategy to address homelessness; this leadership role is often referred to as the 'backbone support'. To provide this leadership role, a temporary reassignment of internal staff resources has occurred as outlined in the Financial/Budgetary and Personnel Implications section of this report.

Subsequently, the local CAB-H has indicated a commitment to assist in providing leadership and support in the development of working groups that will be established to design strategies to address locally identified priorities. CAB-H is comprised of community stakeholders with the role of delivering of the Federal Homelessness Partnering Strategy(HPS) in Kelowna and engaging stakeholders in the development of a Community Plan to establish HPS funding priorities. CAB-H has indicated that they recognize the importance of ensuring that the local strategy and the federal Community Plan are aligned, and that the strategy will provide guidance in the determination of the future role of CAB-H.

***Proposed Governance Structure:***



The proposal is that an interim Journey Home Task Force be formed, reporting to Council and supported by Active Living & Culture Division staff. The Task Force would be convened for approximately a one-year period, concluding in the spring of 2018.

The recommendation is that the Task Force be directed by Council, through an adopted Terms of Reference, with a clear indication of the objectives to include:

- to develop a Journey Home Strategy that is driven by local and lived experience knowledge in the application of best practices principles to develop a community-wide collaborative process in designing a local strategy;
- to present a locally-informed solution-focused strategy based on the principles of a Systems Approach that is: person-centred, coordinated, and outcome-focused to guide decision-making on addressing affordable housing and homelessness issues, and;
- to present the completed strategy and implementation plan to Council for consideration and adoption.

The Task Force's proposed scope of work will include:

- preparation and training for all members to ensure a common understanding of the application of Housing First and systems design principles;
- development of vision and goals to guide strategy development;
- review of local community research outcomes;
- establishment of priority focus areas to inform and approve the development of locally development working groups;
- review and presentation of completed strategy and implementation plan for council consideration.

The proposal is that the Task Force membership will be:

- designed to ensure diverse multi-sector representation by identifying key sectorial representation constituencies;
- comprised of approximately 15 stakeholders selected based on their skills, knowledge, experience, and strong interest in homelessness prevention and the provision of affordable housing.

As the research conducted on this topic indicated that both the membership on the Journey Home Task Force and the working groups is critical to the overall success of the strategy development, it is recommended that a selection committee be established to oversee this process. The proposal is that the selection committee use a skills representation matrix to select stakeholders as sectorial representatives. Due to the importance of ensuring broad and inclusive membership stressed through the research, the recommendation is that the selection committee be comprised of:

- the Mayor of Kelowna,
- the City Manager,
- Active Living & Culture Division staff,

- and two sectorial representatives, appointed in the role of co-chairs, to assist in the selection of the remaining 13 members of the Task Force.

**Conclusion:**

The development of a Journey Home Strategy will help to transform Kelowna's housing and homelessness services into an integrated, people-centered, performance-focused service system. This will be designed to assist residents to achieve housing stability and improve their well-being, and the overall safety, health, and sustainability of the community.

The research indicates that the development of an effective Governance Structure is critical to the successful engagement of all stakeholders in the development of this strategy. To be successful, strong local leadership that ensures broad and inclusive engagement, transparency, and collective buy-in and shared responsibility is essential. The Governance Structure proposed within this report has been designed based on these principles.

**Next Steps**

Based on Council's approval in principle of the proposed Governance Structure, staff will proceed with the development of a Terms of Reference for the Journey Home Task Force for Council's consideration.

**Internal Circulation:**

J. Gabriel, Divisional Director, Active Living & Culture  
D. Gilchrist, Divisional Director, Community Planning & Real Estate  
G. Davidson, Divisional Director, Financial Services  
S. Leatherdale, Divisional Director, Human Resources  
S. Fleming, Acting Divisional Director, Corporate and Protective Services  
J. Foster, Communications Supervisor

**Financial/Budgetary Considerations:** To support the work as outlined in the report and described below, a budget amendment to address additional staffing needs during the strategy development period in the amount of \$50,000, funded from the Public Works/Initiative Reserve will, according to City Policy, be approved by the Divisional Director and City Manager and presented to Council as part of the annual budget amendment report.

**Personnel Implications:** To support this overall initiative and ensure momentum continues, as well as provide the leadership role in the development of the strategy as outlined in this report, an existing full time staff within Active Living & Culture's Strong Neighbourhood Program will be assigned to provide the additional needed support. This temporary assignment will be supplemented through funding from the Public Works/initiative Reserve to ensure adequate staff resources remain in the Strong Neighbourhood Program. While some project work within this area may be delayed until the project ends this additional funding will ensure staffing resources are available to maintain core programs.

This assignment will provide temporary support that will enable the Social Development Manager to focus on project management key areas such as: partnership and leadership development, project funding, system design, performance management, and partnership agreements.

The Coordinator role will be required to:

- Provide planning and coordination support to the Social Development Manager in the development of the Journey Home Strategy project.
- Assist in best practices research and in supporting partners in translating research to apply in a local context.
- Assume a community development leadership role in convening stakeholders, building local capacity, and facilitating collaborative processes.
- Facilitate and coordinate the work of design teams to inform the development integrated local service delivery models to support coordinated access and performance management;
- Support the development of lived experience consultation processes and mechanisms that: are based on best practice approaches, are respectful, and culturally and locally appropriate.

**Considerations not applicable to this report:**

Legal/Statutory Authority  
Legal/Statutory Procedural Requirements  
Existing Policy  
External Agency/Public Comments  
Communications Comments  
Alternate Recommendation

**Submitted by:**

S. Wheeler, Social Development Manager, Active Living & Culture

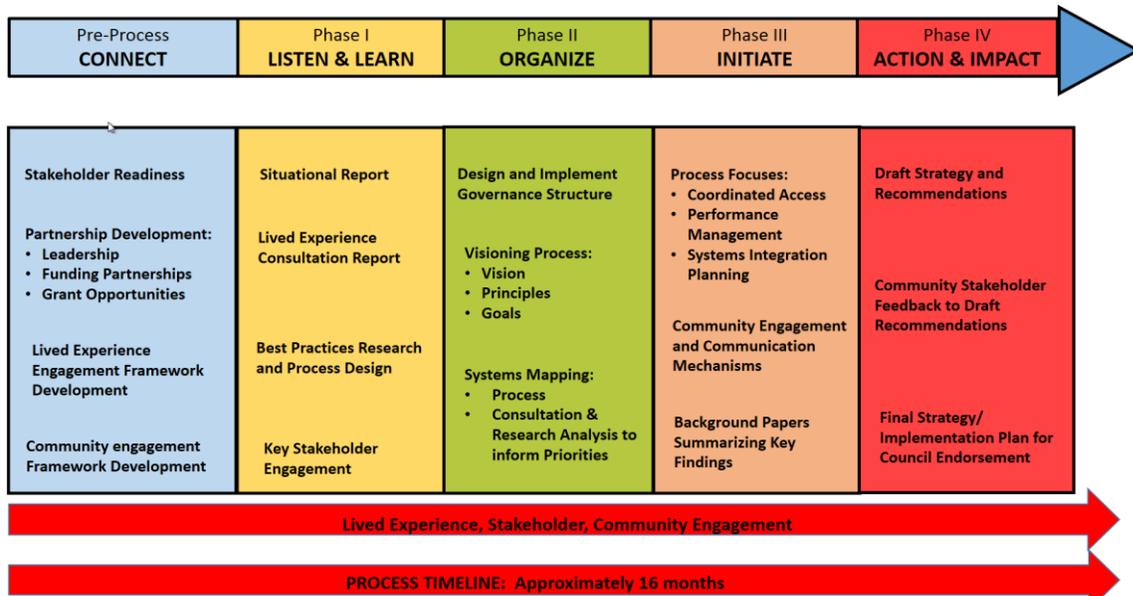
**Approved for inclusion:** J. Gabriel, Divisional Director, Active Living & Culture

Cc: Divisional Director, Active Living & Culture  
Divisional Director, Community Planning & Real Estate  
Acting Divisional Director, Corporate & Protective Services

**Attachments:** Appendix A – Homeless-Serving Systems Framework  
PowerPoint Presentation

## Appendix A

### Homeless-Serving Systems Strategy:



The development of a made-in-Kelowna Homeless-Serving Systems Strategy is based on the application of a Systems Planning Framework, approved by Council in December, 2016. This framework will provide direction on several key elements that are critical in reducing the incidence of homelessness, and when it does occur, reducing the duration. The proposed strategy framework focuses on:

- Best Practice translation to local context;
- Capacity building to transition to a Systems Planning Framework approach;
- Local leadership and inclusive engagement to capture local knowledge garnered through in-depth consultation with stakeholders, community, and those with lived experience;
- Systems Planning focused on the development of:
  - Integrated Systems, Coordinated Service and Prevention Delivery;
  - Client-Centered Informed System and Delivery;
  - Performance driven, Outcome-Focused Services System.

The framework was developed to reflect the stakeholder input and recognizes that applying a Systems Planning Framework to the local context will be best achieved through a phased approach. While the framework above provides a guideline in the development of a long term strategy, it is important to note that the phases of the framework overlap, with some activities occurring concurrently.