

December 9, 2015

GVCEH Community Review Team

Re: Greater Victoria Coalition to End Homelessness Governance Review

To Mayor Lisa Helps, Chair of the Governance Review Committee,

The undersigned are the four members of the Community Review Team, appointed in the late summer of 2015 by the Leadership Council of the Greater Victoria Coalition to End Homelessness, to Review, Report and make Recommendations with respect to, firstly, the Coalition's Governance Framework and secondly the achievement of its goal of ending homelessness in the region by 2018. We have carried out that Review and attached to this letter is our Report with accompanying Recommendations.

Based on our meeting with Governance Review Committee on December 8, we have made the following changes in the attached report:

1. Capital Region was changed to Capital Regional District on the Front Cover and page 2.
2. Recommendation 7 and the composition of the Special Task Force were revised as per our discussion. As well, a sentence related to consulting service providers and social inclusion members at an appropriate point in the work of the Special Task Force was added.
3. On page 18, the wording related to the challenges and tensions of funders, service providers and others working together was revised.
4. On page 20, in the first sentence under staffing and funding, the reference to staff not being present at meetings was removed.
5. Based on the discussion with the Governance Committee, we revised Recommendation 19 to more clearly reflect our intentions and the last two sentences of that recommendation have been changed and revised to read: In addition, funding for the Social Inclusion program and the Aboriginal Coalition are needed to continue this important work. Funding for these programs should be secured and could continue to be resourced by Victoria Foundation and the United Way or another funder.

We look forward to meeting with the Leadership Council of the Coalition on December 15 to discuss the content of our Report and the recommendations contained in it.

Yours truly,

The image shows four handwritten signatures in black ink, arranged horizontally. From left to right, they appear to be: Ted Hughes, Brenda Eaton, Margaret Lucas, and Bernie Pauly. The signatures are fluid and cursive.

Ted Hughes (Chair), O.C., Q.C. LL.D (Hon).

Brenda Eaton, MA, ICD.D

Margaret Lucas, Councillor

Bernie Pauly, RN, PhD

WHAT'S NEXT?

GREATER VICTORIA COALITION TO END HOMELESSNESS GOVERNANCE REVIEW



12/6/15

Report of the Community Governance Review Team

In 2008, the Greater Victoria Coalition to End Homelessness (GVCEH) was formed to “**engage community organizations, government, and non-governmental agencies to work in partnership with each other and the broader community** to lead and drive the commitment to end homelessness in the Capital Regional District of BC.” Where is the Coalition now and has it got the right approach to achieve its Mission and Vision?

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REPORT OF THE COMMUNITY REVIEW TEAM

Section A: Snapshot of Homelessness and Community Responses

Homelessness has been a priority concern in Greater Victoria for at least the last nine years [1,2]. In 2007, there were 1 242 people identified as homeless on a single night [3]. In 2013, there were 1 659 people who experienced homelessness in a year with 1 069 in temporary accommodation a single night [4]. Victoria, like other cities in Canada, has people who experience homelessness temporarily, episodically and chronically [5]. For those that qualify, there are long waits to access supportive housing [6]. Aboriginal people are over-represented among those who are homeless [7]¹ and there are estimates that growing numbers of youth and families are impacted by homelessness [8]. The Greater Victoria Coalition to End Homelessness (hereafter referred to as “the Coalition”) was formed in 2008 to end homelessness in Greater Victoria by 2018.

1. Conduct of the Review:

This review was conducted at the request of the Governance Review Committee of the Coalition Leadership Council. The terms of the review were to make recommendations as to the composition (including size and representation) and functioning of the Leadership Council as well as the composition of the Committees and the relationship to the Aboriginal Coalition to End Homelessness (hereafter referred to as “the Aboriginal Coalition”). In addition, it was requested to consider whether or not the Coalition will meet its Mandate and make recommendations as to the future operations of the Coalition.

We conducted 24 in-person interviews, held 4 telephone interviews, received 3 written responses, and reviewed 23 documents. See attached list of participants and documents in Appendices A and B. The period of the review was from September to November, 2015. The in-person interviews were conducted by at least three members of the review team. Two members of the review team conducted the telephone interviews on separate occasions.

¹2013, the proportion of Aboriginal people experiencing homelessness was about 19% (many highlight that this is an underestimate). The proportion of Aboriginal people in the general population is about 3-4% in Greater Victoria. [7, p.13]

The outcomes of this review provide answers to numerous questions posed by the Governance Review Committee as to the composition of the Leadership Council including scope, size and representation as well as the relationship of the Coalition to the Aboriginal Coalition. In addition, we provide answers to questions related to the ability of the Coalition to achieve its Mission of ending homelessness and the current and future role and activities of the Coalition. See Appendix C for Terms of Reference.

We begin with a review of the Coalition Mandate and accomplishments to date. Following that, provide a historical perspective that highlights the development of the scope, roles and activities of the Coalition from its beginnings in 2008 to the present. Then, we describe interview findings and turn to specific questions of governance. We offer recommendations for the future scope, role, governance, and activities of the Coalition.

2. Coalition Mandate and Accomplishments

The Coalition was incorporated on July 25, 2008 under the Society Act of British Columbia. The Society's purpose then and today is to "engage community organizations, government, and non-governmental agencies to work in partnership with each other and the broader community to lead and drive the commitment to end homelessness in the Capital Regional District of BC." This Mandate, described on the front cover of this report, remains unchanged today. The Society received charitable status as a registered charity effective April 1, 2009.

In 2008, the Mission, Vision and Values of the Coalition were outlined as

- ☐ MISSION: Our Mission is to end homelessness in our community
- ☐ VISION: By 2018, all people facing homelessness in our community will have access to safe, affordable, appropriate, stable housing with the support they require. This will be provided in a coordinated, accessible and effective manner.
- ☐ VALUES included: 1) We respond to community needs; 2) We work together; 3) We engage partners; 4) We are effective; 5) We provide leadership; 6) We are accountable.

The Mission and Vision outlined above remain the same in 2015. Partnership in leading and driving the commitment to end homelessness, which is core to the Mandate of the Coalition, is reflected within the Values of the Coalition. However, this is not reflected in the Mission or Vision as described above. We believe it should be, given that partnerships are central to the Coalition activities.

The Coalition through partnerships has achieved a number of successes since it began its work. Of note has been the creation of 274 units of supportive housing and 350 units of affordable housing (GVCEH 2014/15 Annual Report). See Appendix D. These are investments in housing that have occurred since the Coalition was formed. At least 500 people have been housed between 2008 and 2013. CASH (Centralized Access to Supported Housing) was developed to encourage collaboration between partners and streamline access to supportive housing (housing with supports onsite) as well as the Streets to Homes program.

Since 2008, there have been investments by Island Health in ACT teams (Assertive Community Treatment Teams), VICOT (Victoria Integrated Community Outreach Team), ICMT (Intensive Case Management Team) and other types of support services. In 2010, Streets to Homes, a Housing First program, was created as a result of partnerships with several agencies and includes investments of 120 rental supplements. Additionally, The Coalition has developed the Priority Housing Projects List (PHPL) reflecting recommendations for housing projects. The Coalition Leadership Council is the Community Advisory Board (CAB) for the Homelessness Partnership Strategy (HPS). As the CAB, the Leadership Council makes recommendations for the allocation of HPS funds. Between 2010 - 2015, Victoria received \$4.4 million in HPS funding, \$3.5 million which was allocated to four housing projects (710 Queens, 120 Gorge, 6750 West Coast Road, Sooke and 4349 West Saanich Road) with the Coalition staff playing a coordinating role in these projects. \$894,000 of this HPS funding was allocated to organizations delivering Housing First and non-Housing First supportive activities. Further, in partnership with the Victoria Foundation, the Homeless Prevention Fund was developed to prevent immediate falls into homelessness.

People with experiences of homelessness have been engaged in addressing homelessness through The Social Inclusion Advisory Committee and Speakers Bureau. Both were established in accordance with recommended best practices for engaging people with experiences of homelessness, including provision of training and skills development, stipends, food, bus tickets and other resources to ensure social inclusion of people experiencing homelessness in solutions to homelessness [9,10].

The Coalition recognized that Aboriginal people make up a significant proportion of the population of people who are homeless and that current efforts at that time were not effective in addressing Aboriginal homelessness. In 2010, an initial gathering was held at the University of Victoria First People's House to find a way forward and resulted in the production of an initial report entitled, Finding our Path, Aboriginal Housing and Homelessness [11]. To encourage a respectful approach to this issue, the Coalition, in collaboration with First Nations Tribal Councils, have now taken the initial steps to develop the Aboriginal Coalition to End Homelessness.

In collaboration with the University of Victoria/Centre for Addictions Research of B.C. (CARBC) and CSPC (Community Social Planning Council), the Coalition has engaged in research and dissemination related to monitoring local trends and responses to homelessness; provided specific reports on youth and family homelessness; and conducted evaluations of Coalition initiatives (e.g. CASH and Streets to Homes Program). Many of these reports have highlighted the need for an increase in the affordable housing supply in order to fully implement Housing First and achieve the Mission of ending homelessness.

Alongside these activities, there have been multiple plans developed to project the need and cost of creating the necessary supply of housing to ensure that “by 2018, all people facing homelessness in our community will have access to safe, affordable, appropriate, stable housing with the supports they require” (GVCEH Strategic Plan 2008, p.5).

However, is this enough to achieve the Mission of ending homelessness? In order to answer questions about achievement of the Mission of the Coalition, it is necessary to look back in time and identify what the Coalition was tasked to do in order to achieve the Mission of ending homelessness. While the Mission and Mandate of the Coalition have been consistent, the role, scope, and activities of the organization have varied over time.

3. Looking Back in Time

In 2007, Mayor Alan Lowe formed the Mayor’s Task Force on Breaking the Cycle of Mental Health, Addiction and Homelessness [12]. The 120-day Task Force resulted in several key reports, the announcement of targeted Island Health Funding for ACT teams, and a number of recommendations regarding Housing First, including the need for an increase in housing stock and appropriate services such as the development of key harm reduction services (specifically supervised consumption sites). The recommendations included an emphasis on community engagement including social inclusion of people affected by homelessness and an agency to continue this work. In our document review, we found three phases that reflect shifts in the Coalition role, scope, and activities in relation to ending homelessness over the past seven years.

The First Phase: The Coalition as a Collective

The Coalition adopted the recommendations and principles of the Task Force (GVCEH Strategic Plan, November 21, 2008). The Coalition consisted of over 50 agencies and corporate partners, including municipal and community links with responsibility for the development of a plan to end homelessness.

The original Strategic Plan of 2008 indicated that the Coalition would house 1 500 people and laid out three goals for ending homelessness including tailoring supports, developing short-term homeless prevention strategies and ensuring the required infrastructure. Homelessness was defined initially using the European definition encompassing those who are roofless (street homelessness), houseless, or have insecure or unstable housing [13]. As a priority, the first Executive Director was clearly charged with ending homelessness for 50 people deemed to be the most street entrenched and presenting challenges for police, health care systems and the community.

Housing First (see text box) was endorsed by the Coalition as the best available evidence based solution to ending homelessness. The Streets to Homes program was developed in 2010 by Coalition partners as a Housing First program. This program continues to operate in 2015 under the auspices of Pacifica Housing. Rental supplements were seen as essential to implement Housing First in a housing market that lacked affordability and availability of low end of market suites [4]. Initially, 70 rental supplements were provided by BC Housing with an additional 50 to come for a total of 120 rental supplements. Now it is commonly recognized that Housing First requires a supply of affordable housing in order to be successful [15,16,17], but in 2010 the use of rental supplements to implement Housing First was considered innovative. The need for a supply of affordable housing as a foundation for Housing First was a key insight of the Mayors Task Force and continued to be championed by the Coalition as part of the strategy to end homelessness.

Housing First requires “immediate access to permanent housing with no housing readiness requirements; consumer choice and self-determination; individualized, recovery-oriented and client driven supports; harm reduction and social and community integration” [14, p.5].

The Second Phase: The Coalition and Its Partners in Ending Homelessness

In 2011, a Strategic Planning session (GVCEH, Sept 20, 2011) was held to review the Coalition Strategic Plan and address concerns related to the scope of the Coalition plan, lack of shared understanding of action priorities, and the roles of the Coalition and Coalition members. It was agreed that the Strategic Plan is beyond the scope and capacity of the Coalition and that 1) the Coalition **stewards the implementation of the plan** (including the HPS Community Plan) and reports on progress, **but is not solely accountable for its completion**, and 2) the Coalition develops a business plan which clearly articulates its role. It was also agreed that the Coalition should facilitate an annual, transparent priority-

setting process to determine the top community priorities for action. Beginning in 2012, following the Strategic Planning Review, the Coalition began the process of developing strategic priorities and business plans. Current priorities include: 1) Housing; 2) Communications; 3) Research; 4) Prevention; 5) Aboriginal Homelessness; 6) Economic Inclusion; and 7) Operations (GVCEH, Annual Report 2014/2015). The Coalition, consistent with its identified priorities, has developed partnerships to address Aboriginal homelessness, partnered on research to monitor local data, and undertook action to support social inclusion of people experiencing homelessness. It is not clear how the focus on public awareness and media campaigns evolved in relation to these priorities.

In this 2011 review of the Strategic Plan, the role of the Coalition versus Coalition partners was clearly laid out including what the Coalition does and does not do. It was determined that the Coalition does not build or operate housing, it does not deliver programs, it does not fundraise, it does not lobby publically, direct partners' priorities or government decisions, or set public policies. The role of the Coalition was identified as a forum for consultation, identification of funding priorities, communication and coordination of priorities and community plans. Focusing on prevention as a priority, social inclusion, conducting research, and raising public awareness were some of the primary activities assigned to the Coalition. Roles for Coalition partners were identified in relation to building and operating housing, delivering programs, fundraising, identifying solutions, creating viable projects, acting as independent legal entities, protecting their interests, advocating for specific projects and building public and political support. Much of this discussion regarding roles was reflected to varying degrees in our interviews with some participants acknowledging that the Coalition is not a funder, service or housing provider, nor a fundraising entity.

This clearly shifted the Coalition's role away from being able to act as a collective to directly end homelessness. Yet, many we spoke to saw the Coalition as an entity responsible for acting directly to end homelessness and in some cases, believed that it had the responsibility and funds to do so. In fact, with the exception of making recommendations related to Homelessness Partnering Strategy (HPS) funding, the Coalition has never received transfers of funds for housing and/or supports to address homelessness. We found that there are unrealistic expectations and a lack of clarity regarding the role of the Coalition in the drive to end homelessness among Coalition partners.

In 2012, the Coalition began using the Canadian Definition of Homelessness (See text box). This definition provides an understanding of a range of homeless situations. Given that resources had been put in place for the first 50 people, the focus of the second phase under a new Executive Director was on broader issues related to housing 1500 people experiencing homelessness. In 2012, based on the need to address homelessness for 1500 people, the key features of the 7 year Housing Procurement Plan were to create 719 units through new construction, acquisition and repurposing, with 315 of the 719 to be design built [19]. In addition, 245 rental supplements were to be added to market housing². The costs of this were estimated. A levy for housing was proposed to the CRD but not passed during this time period.

Canadian Definition of Homelessness (2012)

“Homelessness is not a static state but rather a fluid experience, where one’s shelter circumstances and options may shift and change quite dramatically and with frequency” [18, p.1] There are four categories of homelessness and housing instability:

Unsheltered, or absolutely homeless and living on the streets or in places not intended for human habitation;

Emergency Sheltered, including those staying in overnight shelters for people who are homeless, as well as Violence Against Women shelters;

Provisionally Accommodated, referring to those whose accommodation is temporary and who do not have their own home or security of tenure;

Insecurely Housed, referring to people who are ‘at-risk’ of homelessness, and whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

The Third Phase: The Coalition as a Coordinator with Focus on Chronic Homelessness

The Mandate, Mission and Vision outlined in 2008 remain the same in 2015 (See 2014/15 Annual Report). In addition, in the 2014/15 Annual Report, the following statements are outlined to describe how the Coalition will achieve its goal: “The solutions to end homelessness are as diverse as homelessness itself, and we all have a role to play in ending homelessness. The Greater Victoria Coalition to End Homelessness Society (Coalition) is a partnership of all levels of government, service providers, business members, the faith community, post-secondary institutions, the experiential community, and private citizens dedicated to ending homelessness in Greater Victoria. Working with our partners and the broad community, the Coalition coordinates efforts and drives commitments to end homelessness in our community.” This makes clear that the Coalition is the coordinator of activities compared to the first phase, in which the Vision appeared to be for collective action. Additionally, this is in contrast to the second phase in which the Coalition, or maybe more accurately the Secretariat, and the roles of its partners were

² Note: The original estimates in 2009 were for 743 new units. 125 units repurposed and 365 rental supplements. Housing Procurement Action Plan, GVCEH, 2009, Prepared by City Spaces

clearly defined as different. During this phase, actions were taken to involve those with experience of homelessness in the Coalition. This was and is consistent with national directions and best practices to ensure that solutions are appropriate to the needs of those affected by homelessness.

During the tenure of the third Executive Director, the focus narrowed to a concern with a group of 367 people identified as chronically homeless. In 2015, the CHEC report was released and focused specifically on chronic homelessness (see Text Box) based on an analysis of shelter patterns and an estimate of the need to address homelessness for 367 chronic shelter users [21]. The Coalition adjusted its focus to activities more directly within the Coalition's control such as advertising and media campaigning

Chronically Homeless (2007) [20]

(1) an unaccompanied homeless individual with a disabling condition who has been continuously homeless for a year or more, OR

(2) an unaccompanied individual with a disabling condition who has had at least four episodes of homelessness in the past three years.

Homeless is defined as a person sleeping in a place not meant for human habitation (e.g. unsheltered, living on the streets, for example) OR living in a homeless emergency shelter (emergency sheltered).

Approximately 48 individuals within this group of 367, referred to by review participants as the 40-50, are estimated to have the most complex level of need and require the most intensive type of support programs [5,21]. This reflects a focus on prioritizing chronic homelessness as one piece of a larger strategy to end homelessness. The Coalition acknowledges, however, that a broader strategy related to prevention and addressing those who experience temporary and episodic homelessness is needed to end homelessness.

The emphasis in the CHEC report is still on collaboration and partnerships of stakeholders to achieve the goal of ending chronic homelessness. CHEC differs significantly from the 2012 Housing Procurement Action Plan (March, 2012) and uses a different methodology to assess need levels. Furthermore, the 2010 Housing Procurement Action Plan assumed that government would be able to provide 85% of capital funding for projects. As outlined in the CHEC report, the Coalition states that "This has not proven to be a viable assumption" [21, p.2]. Recognizing this, the Coalition identified it was pursuing a new approach to supported housing development that would more effectively speak to BC Housing's document, Housing Matters BC 2014, and shift towards "facilitating strategic partnership that increase housing options, decrease costs and promote effective, coordinated programs for all British Columbians"[22, p.9].

What is instructive here is that the Mission and Vision of the Coalition has not significantly changed in Strategic Plans, Annual Reports or Housing Procurement Plans between 2008-2015, but clearly the scope, roles and activities of the Coalition have and are shifting continually with a lack of shared understanding or agreement among partners.

Over the past seven years, the Coalition has seen the tenure of three Executive Directors, changes in the composition of the Leadership Council and governance structure, as well as changes in Committee membership. During this period, the Coalition has undertaken activities as directed by the Leadership Council that are within their defined scope aimed at ending homelessness. There have been two significant shifts in the Coalition in relation to role and scope with implications for various activities. The first being in 2011, when there was a clear distinction between the roles of the Coalition and the Coalition partners away from earlier notions of the Coalition as a collective, and clarity that they are not a funder, service provider or public advocate. Not surprisingly the Coalition role shifted to focus on activities relevant to the priorities identified by the Leadership Council, which emphasized communications, research, and social inclusion. The second shift occurred in 2015, with a clear role of coordination and a focus on chronic homelessness with the CHEC report.

In a review of the financial statements of the Coalition from the past four years, there has never been a transfer of funds for capital or operating costs for housing and support services to the Coalition. The Coalition base budget of \$425,000 is from grants from the CRD, City of Victoria and Island Health. In addition, the City of Victoria, the United Way and the Victoria Foundation have provided funding for specific programs such as the Homeless Prevention Fund, the Social Inclusion Program, and in the past Streets to Homes. Almost half of the total operating budget has been for salary and wages of staff with much of the remainder for programs including social inclusion of people with experience of homelessness, communications, public awareness and research. While these funds are termed grants, they generally have service contracts associated with them that spell out Coalition activities. For example, the CRD directs the Coalition to do research, community awareness and advocacy work. The Homeless Prevention Fund is supported by a donation from the Victoria Foundation. The Coalition Leadership Council is the Community Advisory Board for the HPS Funding and the CRD is the community entity responsible for administering these funds. At the same time, all but two Greater Victoria municipalities as well as two electoral areas have consistently transferred funds to the CRD Housing Trust and there have been funding arrangements between BC Housing and Coalition partners. Aside from the initial rental supplements for the Streets to Homes program, there has not been a transfer of funding for housing and supports to the Coalition.

If the Coalition is not a funder, not a deliverer of services nor a fundraiser, public advocacy or lobbying body, then what is it? It is worth noting that the Calgary Homelessness Foundation, which has the same mandate to end homelessness, was heavily funded with capital and operating dollars by the Alberta provincial government. Additionally, the Vancouver Streets to Homes Foundation was set up to generate private funds to match public dollars. These are completely different models with different goals and different governance structures.

Will the Coalition achieve its Mission of ending homelessness and its Vision to do so by 2018?

In 2014, there were increasing rates of people experiencing homelessness as evidenced by those using emergency shelters and occupancy rates in the shelters continue to be overcapacity (112%) [5]. Housing First is considered evidence-based best practice in Canada and it is understood that the success of Housing First Programs require a supply of accessible and affordable housing and provision of individual tailored supports [15,16,17]. Individuals, who are homeless and on income assistance, receive \$375 per month for rent while the average market rent for a bachelor suite is \$695[4]³. Currently, there are 277 people on the waitlist for supportive housing (housing with supports onsite) and the median wait is 240 days [6].

While there have been investments and improvements that support moves out of homelessness, these have not been enough to close the front door or entry into homelessness. Notwithstanding the Coalition's successes, in the final analysis it seems clear that the stated Vision of ensuring all people facing homelessness within our community will have access to safe, affordable, appropriate, stable housing with the support they require will not be accomplished by the target date of 2018. However, based on the description of Mandate and activities of the Coalition above, we can conclude that all Coalition activities have been directed at ending homelessness as per the roles and priorities defined by the Coalition Leadership Council. In fact, in 2011, the role of acting to directly end homelessness is prescribed as the role of the Coalition partners.

Even with a narrowing of scope it is clear that the Coalition role and resources are not aligned with directly acting to create housing and supports for those who are chronically homeless. Also, it is not clear if ending chronic homelessness is meant to be the sole focus of the Coalition going forward, or if the Leadership Council intended there to be continued focus on a comprehensive plan to end homelessness,

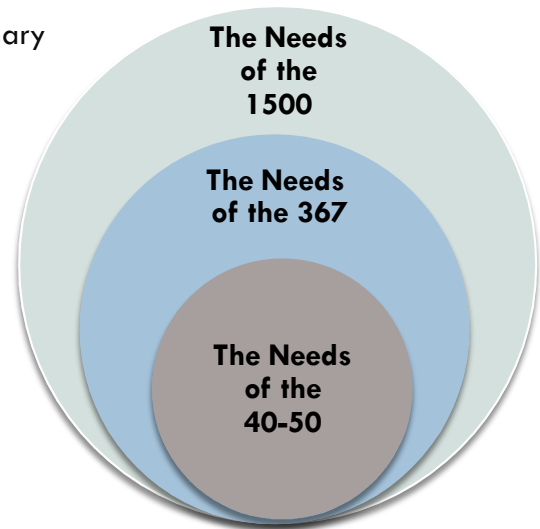
³ Market rental rates for units costing less than \$700 had a 1.3 vacancy rate in the Victoria CMA and the number of units at the low end of market is decreasing.

including solutions to address temporary and episodic homelessness and prevention of homelessness particularly for youth, families and those leaving corrections and government care. The Leadership Council is charged with setting the priorities as well as obtaining the resources to achieve those priorities. Clarity as to the scope and priorities of the Coalition as well as resources for ending homelessness are key issues for the current Leadership Council.

4. What We Heard...Interview Findings

In our review, we heard many affirmations of the need for the Coalition. In fact, everyone we interviewed except for one person indicated support and a belief in the need for such an agency to be on point and coordinate action on homelessness. However, we heard a broad range of beliefs in regards to the priority population and the roles and activities of the Coalition. It was abundantly clear that the priorities and the proposed solutions had a significant impact on whether or not an individual considered the Coalition successful. In our analysis we identified three specific ways that individuals framed Coalition priorities:

1. **Addressing the Needs of the 40-50:** For some, the primary impetus for the Mayor's Task Force in 2007 and then the Coalition in 2008 was to address the needs of about 40-50 people who experience barriers to housing, severe mental illness and addictions, and are high users of police and other services and require a unique solution. Given this framing of the issue, participants felt that a smaller structure composed of high-ranking officials who are able to target resources was needed to address the needs of this group.



2. **Addressing the Needs of the 367:** The CHEC report framed the priority as addressing the needs of those who are chronically homeless. It was estimated that this population is about 367 people based on a previously conducted analysis of shelter patterns in Greater Victoria [5]. Given this focus, the primary solution for the 367 is housing with supports either onsite or available in the community.

3. **Addressing the Needs of the 1500:** This focus highlights the total number of people who are thought to be affected by homelessness throughout the year and in need of safe and secure housing. In addition to the need for housing and appropriate supports, this draws attention primarily to the lack of affordable housing. Solutions that invest in housing stock are needed for a wider range of people but affordability is the key.

What is remarkable is the consistency with which most people we interviewed referred to the needs of these groups. However, there was not a shared or agreed upon understanding of the Coalition's role in addressing these variously framed priorities. So, not surprisingly, some individuals thought the Coalition was meeting its Mandate while others felt more could be done or that the Coalition had lost its way.

In many ways each of these different perspectives suggest an understanding of a piece of the problem. In order to determine the governance structure there are several pieces which need to be put into place:

1. Clarity regarding the goal of the Coalition and a clear population focus, with specific priorities or targets based on best available evidence.
2. A clear understanding of the role that the Coalition plays in meeting these goals and how that is the same or different than the Coalition partners.
3. Given the stated goals and targets, who needs to be involved, what are their roles and what are the functions and activities?
4. Clarity regarding the role of the Leadership Council in advocating for necessary resources to address homelessness.

Please see Appendix E diagram representing the above considerations that we used to bring together the various pieces to address in our review. Hereafter in our report, we address these 4 considerations and provide recommendations for solutions.

Section B: Review Team Observations and Recommendations on Mandate and Governance

We offer several recommendations associated with the Mandate of the Coalition as well as its governance. We start with the former because form should follow function.

We have organized this section of the report to outline first what we heard from thirty-one people from whom we received input on specific aspects of governance followed by our recommendations. Our recommendations are based on what we heard and the documents we reviewed, as well as our own experience working in this field for so many years.

1. The Usefulness of the Coalition:

WHAT WE HEARD

While there was a wide variety of opinion about the accomplishments of the Coalition to date, and many thoughts on its future, almost all we spoke with believed there is an important and useful role for a Coalition going forward. That role is to bring together people who are leaders in the field. In particular, many service providers noted that prior to the establishment of the Coalition, its Management Committee, and its Working Groups, there was very little coordination amongst them. Several people noted that many of the accomplishments noted above would not have occurred without the drive of the Coalition. Most believe that the community is better with the Coalition than it would be without. Some believe that more resources were directed to our region and/or this sector because of the work of the Coalition.

OUR RECOMMENDATION

1. Given the foregoing, there is an ongoing and important role for a Coalition on homelessness in the Greater Victoria Region that should be fostered and maintained.

2. The Mission

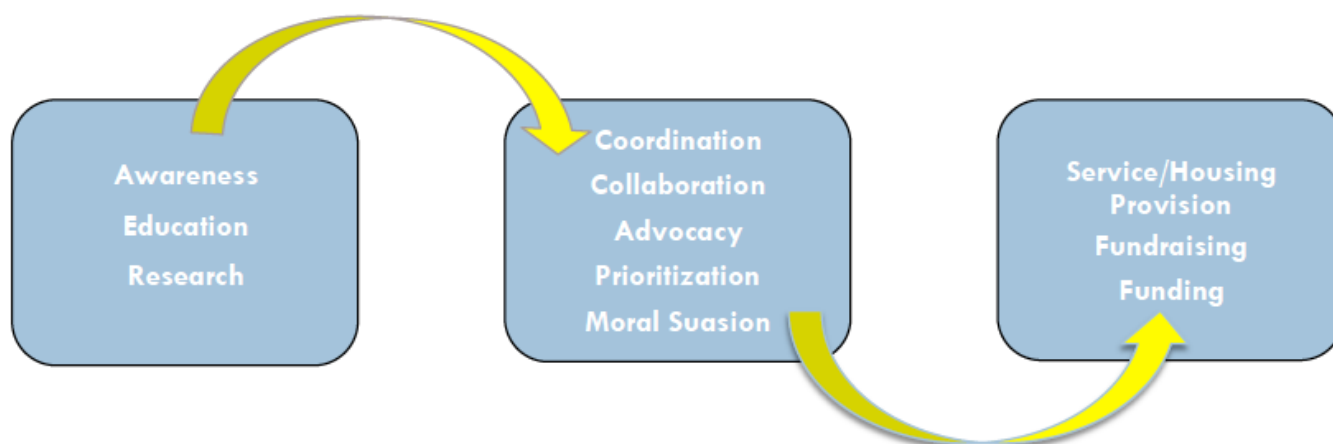
WHAT WE HEARD

The most significant issue raised by participants was a lack of focus and agreement as to the Mandate and Mission of the Coalition, specifically amongst the Leadership Council. Most participants reported differing definitions of the role and goals of the Coalition in regards to which of the 40-50, 367 or 1500 groups the Coalition should focus on. The Coalition was described as having “scope creep” greater than

its resource capabilities. There was a significant call for concrete action in housing the homeless and less on roles such as education, awareness, research and communication. Yet, as described above the Coalition is not funded to take concrete actions such as funding or building housing. Additionally, it was stressed that the Coalition cannot be a service provider without associated capital resources.

OUR RECOMMENDATIONS

2. It is acknowledged that the Coalition is not a housing or service provider, nor can it be a centralized funder, given the way the current system is funded in our province. This should be accepted as a reasonable premise.
3. There is a spectrum of activities that the organization could pursue ranging from general public awareness and education to delivering programs. Given its limited resources, the Coalition should prioritize addressing the needs of the chronically unhoused through coordination, collaboration, prioritization, advocacy, and moral suasion (the middle box below).



4. This will mean that convening, education, raising public awareness, and building community support will be limited to a focus on mobilizing access to resources necessary to address homelessness. More will be said on this in the following sections.

3. Focus on a significant response

WHAT WE HEARD

A lack of significant responses to homelessness was repeated amongst participants, noting that actual housing responses have been inadequate. This was mainly attributable to a lack of centralized and/or sufficient capital to enable the Coalition to accomplish its Mission; however participants also cited poor

coordination and use of funds for other, albeit related, purposes. In regards to funding allotment towards housing, participants voiced that although activities such as research and scoping of the issues are important, the problem and plan is now known as a result of this effort. There were mixed responses of the usefulness of current Coalition initiatives in securing housing units amongst community members such as the Priority Housing Project List. It was suggested that funds should now be focused solely towards concrete solutions.

OUR RECOMMENDATIONS

5. As outlined in earlier parts of the report, there are many facets of homelessness. While it would be ideal to tackle all aspects simultaneously, this is beyond the scope of any organization with limited resources. Some of this spectrum of activities should be deferred to a later date and/or picked up by other organizations working in the field. In the immediate term, the Coalition should direct its time and attention to making serious inroads on housing opportunities for the chronically homeless. In a few years, it is hoped that the Coalition can return to addressing the broader issues of homelessness.
6. In furtherance of that directive and in order to achieve a focused and significant response to homelessness in Greater Victoria going forward, we recommend the Coalition update the 2009 Governance Framework as revised in 2013 to reflect the following:

The Coalition, being neither a funder with respect to the acquisition, nor to the provision of those housed, is to however carry on a community based, not for profit, charitable society charged with fulfilling the following within the Capital Regional District:

- I. *Maintaining a current count of the number of homeless in the Region and determining those within that number who from time to time fall within the following subsets: those with the most complex level of need, the chronically homeless, and those who experience homelessness in a year, and relevant demographic information;*
- II. *Monitoring systems responses to homelessness including creation of housing units (affordable and subsidized), rental supplements, rental vacancy rates and costs relative to income for those on social assistance, emergency shelter usage and capacity, waitlists for supportive housing, new support services and number of people housed;*
- III. *Disseminating the above account to the community from time to time to ensure awareness of homelessness in Greater Victoria;*

- IV. *Engaging in research, communication and education for the purpose of mobilizing access to resources necessary to address homelessness;*
 - V. *Advocating on behalf and with those who are homeless to those with financial capability, calling on them to assist in creating housing, giving supports and relative assistance, that call to be specifically directed to the three levels of government, the generosity of the community and to be directed from time to time to assist one or more of the indicated subsets of the homeless as seen by the Coalition as most in need;*
 - VI. *Coordinating all community efforts to alleviate homelessness and facilitating solutions to accomplish that objective, either at the initiative of the Coalition or in cooperation with housing providers, service providers, and community groups such as the United Way and Victoria Foundation, who have shown an interest in contributing to the objectives of the Coalition.*
7. Beyond the traditional approach to addressing the needs of the chronically homeless (367), there is a subset of this unhoused group (40-50) comprising those who have complex health and social issues, face multiple-barriers to housing and often interact with the justice system. As such, they require very targeted, intensive and specialized housing options and supports. Estimated at 40- 50 people in our region, this group of people more than any other needs an integrated and intensive network of supports to improve their prospects of success. Accordingly we recommend the establishment of a small, limited-time Special Task Force to lead a new project targeted specifically to meet their housing and support needs. This should include executive level representatives from
- ☐ Island Health (Mental Health)
 - ☐ the Mayor of Victoria
 - ☐ the Victoria Integrated Court
 - ☐ BC Housing
 - ☐ GVCEH Staff Representative
 - ☐ Police Chief of the Victoria Police Department

Among other tasks, this group should make special efforts to obtain housing for this subset of those people experiencing chronic homelessness. At the appropriate points in the process, services providers and people with experiences of homelessness should be engaged and consulted. Why not consider a facility that provides respite, such as the Youth Custody Centre with appropriate

renovations, or an expansion at Seven Oaks? In addition, this Task Force should clearly champion harm reduction initiatives to address the needs of this group.

8. The success or failure of the Coalition is implied in its name “The Greater Victoria Coalition to End Homelessness”. While admittedly aspirational and inspirational, in 2016 this designation is not realistic. We recommend a change of name to “*The Greater Victoria Coalition to Reduce Homelessness*” (GVCRH). With or without a change of name, the Coalition will need clear communication that a significant reduction in homelessness constitutes success

4. Leadership Council Composition and Size

WHAT WE HEARD

As stated above, the composition and size of the Leadership Council was posited to be significantly related to focus more on process than action. The most common frustration mentioned was the inefficiency of a 21-person Leadership Council. Additionally, an inability to speak candidly and openly for effective decision-making was voiced. The presence of service relationships on the Leadership Council from both elected officials and funders, who control contracts but also have decision-making roles, was identified as challenging and a source of tension. Suggestions in regards to the inclusion of police and service providers were often made, as these players are viewed as integral players in solving homelessness. Contrarily, there was a sentiment of disengagement amongst some current Leadership Council members in their commitment to effective decision-making.

OUR RECOMMENDATIONS

9. A more focused agenda suggests a smaller Leadership Council would be more appropriate. We propose a 10 member Leadership Council comprising
 - ☐ Mayor of Victoria (Co-Chair)
 - ☐ 2 community representatives (one of whom should be Co-Chair)
 - ☐ Aboriginal Coalition representative
 - ☐ Island Health
 - ☐ 2 CRD representatives
 - ☐ BC Housing
 - ☐ Victoria Police Department
 - ☐ One housing provider representative (Cool-Aid, Our Place or Pacifica)

10. If the Chair of the Special Task Force suggested in the previous section is not on the Leadership Council, the Chair of the Special Task Force should become an additional member of the Leadership Council, for as long as the Task Force is in existence.
11. Leadership Council members must be fully engaged, especially in a smaller Leadership Council. Members should be knowledgeable about the issues associated with homelessness, skilled at issues of governance and effective leadership, and be passionate about the subject.

5. Leadership Council and Governance Issues

WHAT WE HEARD

A significant complaint voiced by participants was a lack of collaboration and incisiveness at the Leadership Council. Many participants felt that decisions are not brought to the table for early discussion and input; specifically a sentiment of “rubber stamping” of proposals from lower tables at the Leadership Council was voiced. Some felt this practice may have developed due to frustration with the inability of the Leadership Council to make effective and impactful decisions. Some others felt that the overall structure and direction has evolved to become very bureaucratic.

Largely it was expressed that the Leadership Council is not providing strategic direction to the lower tables. Generally, it was expressed that direction seems to come from the Management Committees and Secretariat.

At the same time, the lower tables and staff feel unaware of important discussions and decisions at the Leadership Council. Service and housing providers currently sit at the Management Committee and Working Groups and generally expressed a disconnection to discussions at the Leadership Council, where important decisions are made that affect the community they serve. Working Groups were described to be somewhat ineffective and a significant overlap in discussion seems to exist between them. Some participants felt that these groups have evolved to become mediums solely for information sharing rather than problem solving. Currently, there is no central body for service providers to be effectively involved in the Coalition.

There was little commentary during the interviewing on the Committee structure of the Coalition's Leadership Council.

OUR RECOMMENDATIONS

12. The Leadership Council must clearly assume its most critical governance role of establishing the strategy for the Coalition. It must actively engage in assessing the external environment, setting the strategic direction, approving the key organizational priorities and participating in discussion about difficult trade-offs that must be made.
13. The Co-Chairs must play an active role in guiding the Leadership Council to a conclusion (if not a consensus) and speak with one voice on direction to the Executive Director.
14. The Co-Chairs must be the voice of the Coalition to the public on all strategic issues and initiatives in which the Coalition is involved.
15. The Executive Director must provide the critical role of operational support. This will require the Executive Director to fully engage the Leadership Council, share complete information and raise the most challenging and difficult issues to the Leadership Council for advice and direction.
16. The Executive Director has an opportunity to improve communication between the Management Committee and the Leadership Council, as well as between the Management Committee and any ongoing Working Groups.
17. We did not feel our Mandate included an invitation to comment at the level of the Working Groups, nor did we do sufficient investigation to be comfortable making observations or recommendations. However, with the streamlining suggested in this report for the Leadership Council, a similar review by the Executive Director with respect to the Committee structure and the Working Groups would be an obvious project.

6. Staffing and Funding

WHAT WE HEARD

Staff roles are not clear to Leadership Council members. It was noted that the organization has grown from its early days, and there was also query as to whether the early research, which was generally appreciated and considered to be of high quality, is necessary on an ongoing basis, as the organization moves from research to action.

Many participants commented on the Coalition's diverse funding sources, the tenuous and uncertain nature of those funding arrangements (most of which are now provided on a single-year basis) and the sometimes complicated or very specific nature of the funding which may be more reminiscent of a service contract than a grant.

OUR RECOMMENDATIONS

18. The Executive Director of the Coalition will have a very challenging role if the organization is to assume a leadership role in things that are outside its direct control. That is, if the Coalition focuses on achieving more appropriate housing and supports for the chronically homeless, while it does not have control of the budget to achieve that, it must exercise its strength through value-add information on best practices, the best collective understanding of the needs of those experiencing homelessness, moral suasion, leading the coordination and prioritization of housing options, and advocacy. Given this, the qualities most needed for a new Executive Director will be

- ☐ extensive knowledge of the housing and homeless sector
- ☐ superb communicator and facilitator
- ☐ ability to inspire others to cooperate
- ☐ ability to bring people together around a common solution
- ☐ resourceful
- ☐ tenacious

19. We recommend that the budget be established at \$425,000, continuing the model of \$225,000 from the CRD, \$100,000 from the City of Victoria and \$100,000 from Island Health. This would include setting aside funds for activities that may be bi- or tri-annual or one-time expenditures, such as conducting periodic homeless counts. In addition, funding for the Social Inclusion program

and the Aboriginal Coalition are needed to continue this important work. Funding for these programs should be secured and could continue to be resourced by Victoria Foundation and the United Way or another funder.

20. It is not constructive for the organization to be continually uncertain of its future. Funders should provide three-year rolling funding and relieve the organization of the onerous, unproductive task of annually revising prescriptive service contracts, unless they flow directly from the Mandate of the organization and the strategic direction established by the Leadership Council

7. Collaboration Opportunities

WHAT WE HEARD

As described earlier, virtually everyone we spoke with believed there is an ongoing role for the Coalition, noting that information-sharing has dramatically improved across participants in the sector and that awareness about the homelessness situation has improved with the activities of the Coalition.

The business community was described as a resource not fully taken advantage of by the Coalition and comments expressed that the private sector has innovative ideas that could be more constructively entertained.

In 2012, under the tenure of the second Executive Director, there was an explicit focus on collaboration and engagement of people with direct experience of homelessness in developing community responses to homelessness. This focus was consistent with the understanding that those with lived experience are central to meaningful solutions and are key partners in addressing homelessness. Only those with such experience can fully understand conditions that affect people who are homelessness such as lack of respect, lack of power and authority in decision-making, alongside lack of socioeconomic resources. Additionally, people with experience offer valuable insights and can act as liaisons between the Coalition and those who are homeless. However, it is recognized that people with past or present experiences of homelessness may or may not have the socio-economic resources to participate. Based on a review of the literature [9,10] and a series of focus groups that identified negative factors such as stigma and discrimination as well as positive forces such as provision of food, stipends and transport that affect participation [23], work was undertaken to develop the Advisory Committee (SIAC). In recognition that people may face social and economic barriers to participation, a Social Inclusion Coordinator was hired to support capacity building and ensure representation of people experiencing

homelessness and remove barriers to participation through provision of food, stipends and bus tickets. However, concerns were raised about the lack of communication between Leadership Council and SIAC as well as concerns that people with experience are not being heard.

In April 2015, The Coalition was instrumental in supporting the creation of the Aboriginal Coalition to End Homelessness through a facilitated meeting between Vancouver Island Tribal Chiefs and representatives of the Aboriginal community at the Esquimalt Big House (GVCEH Annual Report 2014/2015). Although this was applauded as a significant contribution to the establishment of the Aboriginal Coalition, it was also maintained that the Coalition has an obligation to ensure the future success of the Aboriginal Coalition. Firstly, because Aboriginal homelessness is a mutual issue of concern for both bodies and secondly because an indigenous worldview is essential to addressing the needs of Aboriginal people experiencing homelessness within Greater Victoria. The Aboriginal Coalition represents the basis for addressing Aboriginal homelessness, as it is a medium for facilitating cultural reconnection and belonging essential for transitions from homelessness for Aboriginal people. The Aboriginal Coalition is only emerging as an entity in its own right and is not yet fully established or securely funded. It was stressed that although a distinct Aboriginal leadership should continue under the Aboriginal Coalition, the Coalition should be an ally to its development through resource support and mutual governance representation.

OUR RECOMMENDATIONS

21. There has been clear impact from providing dialogue and convening service providers; there is an opportunity that must be undertaken with leadership by the Coalition to raise this beyond dialogue to collaboration and cooperation.
22. The success of the Coalition depends entirely on the input, cooperation, and activities of its partners. A partnership model should be at the core of everything the Secretariat and Leadership Council does. This means that the success of the partners is also the success of the Coalition. The Coalition should be represented in speaking about partnership initiatives.
23. With a smaller Leadership Council, participants such as the United Way and Victoria Foundation would not be directly represented on the Leadership Council. However, they are critical community advocates and in some cases provide funding for programming related to homelessness. It will be important for the Council and the Secretariat to continue an open

dialogue with those players. The Executive Director has both an interest and an obligation to keep those organizations informed.

24. If the Coalition, for the time being, narrows its focus as outlined earlier in this report, work on long-term, broader issues related to homelessness will need to be addressed by the partners. The Coalition has information and expertise that it could transfer and should encourage partner organizations to play a growing role.
25. Facilitating the social inclusion of people experiencing homelessness should remain a key priority for the Coalition. The Coalition should play a key role in arranging for the provision of socio-economic resources (e.g. food, stipends and bus tickets) and support training and skills development of people experiencing homelessness to meaningfully participate in decisions that affect their lives. We endorse that the United Way and the Victoria Foundation continue to provide funding to ensure the continued operation of the Social Inclusion Program. Strategies for representation of people experiencing homelessness should be determined in consultation with the Social Inclusion Advisory Committee with consideration of representation on Coalition Committees and the Leadership Council.
26. The success of the Aboriginal Coalition will in part rely on having the Coalition as an ally. The Coalition will need to obtain, as described above, and play a key role in its infrastructure, resources and support. Collaboration should be established through mutual representation on the Leadership Councils of the Coalition and the Aboriginal Coalition.

Section C: Compilation of Recommendations

1. Given the foregoing, there is an ongoing and important role for a Coalition on Homelessness in the Greater Victoria Region that should be fostered and maintained.
2. It is acknowledged that the Coalition is not a housing or service provider, nor can it be a centralized funder, given the way the current system is funded in our province. This should be accepted as a reasonable premise.
3. There is a spectrum of activities that the organization could pursue ranging from general public

awareness and education to delivering programs. Given its limited resources, the Coalition should prioritize addressing the needs of the chronically unhoused through coordination, collaboration, prioritization, advocacy, and moral suasion (the middle box below).

4. This will mean that convening, education, raising public awareness, and building community support will be limited to a focus on mobilizing access to resources necessary to address homelessness. More will be said on this in the following sections.
5. As outlined in earlier parts of the report, there are many facets of homelessness. While it would be ideal to tackle all aspects simultaneously, this is beyond the scope of any organization with limited resources. Some of this spectrum of activities should be deferred to a later date and/or picked up by other organizations working in the field. In the immediate term, the Coalition should direct its time and attention to making serious inroads on housing opportunities for the chronically homeless. In a few years, it is hoped that the Coalition can return to addressing the broader issues of homelessness.
6. In furtherance of that directive and in order to achieve a focused and significant response to homelessness in Greater Victoria going forward, we recommend the Coalition update the 2009 Governance Framework as revised in 2013 to reflect the following:

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- III. Disseminating the above account to the community from time to time to ensure awareness of homelessness in Greater Victoria;*

- IV. *Engaging in research, communication and education for the purpose of mobilizing access to resources necessary to address homelessness;*
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7. Beyond the traditional approach to addressing the needs of the chronically homeless (367), there is a subset of this unhoused group (40-50) comprising those who have complex health and social issues, face multiple-barriers to housing and often interact with the justice system. As such, they require very targeted, intensive and specialized housing options and supports. Estimated at 40- 50 people in our region, this group of people more than any other needs an integrated and intensive network of supports to improve their prospects of success. Accordingly we recommend the establishment of a small, limited-time Special Task Force to lead a new project targeted specifically to meet their housing and support needs. This should include executive level representatives from
- Island Health (Mental Health)
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 - the Victoria Integrated Court
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 - GVCEH Staff Representative
 - Police Chief of the Victoria Police Department

Among other tasks, this group should make special efforts to obtain housing for this subset of those people experiencing chronic homelessness. At the appropriate points in the process, services providers and people with experiences of homelessness should be engaged and consulted. Why not

consider a facility that provides respite, such as the Youth Custody Centre with appropriate renovations, or an expansion at Seven Oaks? In addition, this Task Force should clearly champion harm reduction initiatives to address the needs of this group.

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10. If the Chair of the Special Task Force suggested in the previous section is not on the Leadership Council, the Chair of the Special Task Force should become an additional member of the Leadership Council, for as long as the Task Force is in existence.
11. Leadership Council members must be fully engaged, especially in a smaller Leadership Council. Members should be knowledgeable about the issues associated with homelessness, skilled at issues of governance and effective leadership, and be passionate about the subject.
12. The Leadership Council must clearly assume its most critical governance role of establishing the strategy for the Coalition. It must actively engage in assessing the external environment, setting the strategic direction, approving the key organizational priorities and participating in discussion about difficult trade-offs that must be made.

13. The Co-Chairs must play an active role in guiding the Leadership Council to a conclusion (if not a consensus) and speak with one voice on direction to the Executive Director.
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15. The Executive Director must provide the critical role of operational support. This will require the Executive Director to fully engage the Leadership Council, share complete information and raise the most challenging and difficult issues to the Leadership Council for advice and direction.
16. The Executive Director has an opportunity to improve communication between the Management Committee and the Leadership Council, as well as between the Management Committee and any ongoing Working Groups.
17. We did not feel our Mandate included an invitation to comment at the level of the Working Groups, nor did we do sufficient investigation to be comfortable making observations or recommendations. However, with the streamlining suggested in this report for the Leadership Council, a similar review by the Executive Director with respect to the Committee structure and the Working Groups would be an obvious project.
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 - ☐ extensive knowledge of the housing and homeless sector
 - ☐ superb communicator
 - ☐ ability to inspire others to cooperate
 - ☐ ability to bring people together around a common solution
 - ☐ resourceful
 - ☐ tenacious

19. We recommend that the budget be established at \$425,000, continuing the model of \$225,000 from the CRD, \$100,000 from the City of Victoria and \$100,000 from Island Health. This would include setting aside funds for activities that may be bi- or tri-annual or one-time expenditures, such as conducting periodic homeless counts. In addition, funding for the Social Inclusion program and the Aboriginal Coalition are needed to continue this important work. Funding for these programs should be secured and could continue to be resourced by Victoria Foundation and the United Way or another funder.
20. It is not constructive for the organization to be continually uncertain of its future. Funders should provide three-year rolling funding and relieve the organization of the onerous, unproductive task of annually revising prescriptive service contracts, unless they flow directly from the Mandate of the organization and the strategic direction established by the Leadership Council.
21. There has been clear impact from providing dialogue and convening service providers; there is an opportunity that must be undertaken with leadership by the Coalition to raise this beyond dialogue to collaboration and cooperation.
22. The success of the Coalition depends entirely on the input, cooperation, and activities of its partners. A partnership model should be at the core of everything the Secretariat and Leadership Council does. This means that the success of the partners is also the success of the Coalition. The Coalition should be represented in speaking about partnership initiatives.
23. With a smaller Leadership Council, participants such as the United Way and Victoria Foundation would not be directly represented on the Leadership Council. However, they are critical community advocates and in some cases provide funding for programming related to homelessness. It will be important for the Council and the Secretariat to continue an open dialogue with those players. The Executive Director has both an interest and an obligation to keep those organizations informed.
24. If the Coalition, for the time being, narrows its focus as outlined earlier in this report, work on long-term, broader issues related to homelessness will need to be addressed by the partners. The Coalition has information and expertise that it could transfer and should encourage partner organizations to play a growing role.

-
25. Facilitating the social inclusion of people experiencing homelessness should remain a key priority for the Coalition. The Coalition should play a key role in arranging for the provision of socio-economic resources (e.g. food, stipends and bus tickets) and support training and skills development of people experiencing homelessness to meaningfully participate in decisions that affect their lives. We endorse that the United Way and the Victoria Foundation continue to provide funding to ensure the continued operation of the Social Inclusion Program. Strategies for representation of people experiencing homelessness should be determined in consultation with the Social Inclusion Advisory Committee with consideration of representation on Coalition Committees and the Leadership Council.
26. The success of the Aboriginal Coalition will in part rely on having the Coalition as an ally. The Coalition will need to obtain, as described above, and play a key role in its infrastructure, resources and support. Collaboration should be established through mutual representation on the Leadership Councils of the Coalition and the Aboriginal Coalition.

Section D: Appendices and References

APPENDIX A- REVIEW PARTICIPANTS

Kevin Albers
Frank Bourree
Leslie Brown
Sarah Easter
Don Evans
Cheryl Damstetter
Sarah Easter
Gordon Gunn
Cst. Sue Hamilton
Roxanne Helme, QC
Fran Hunt-Jinnouchi
Patricia Jelinski
Tony Joe
Eric Jordan
Bernice Kamano
Alan Lowe
Hilary Marks
Inspector Scott McGregor
Cst. Dan O'Connor
Bruce Parisian
Judge Ernie Quantz
Maurice Rachwalski
Shayne Ramsay
Kelly Reid
Sandra Richardson
Vicki Sanders
Kathy Stinson
Charlayne Thornton-Joe
Steve Tribe
Mike Woestenburg
Andrew Wynn-Williams

APPENDIX B- REVIEWED DOCUMENTS

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March 2013.

APPENDIX C- TERMS OF REFERENCE

Rationale

Since 2008, the Greater Victoria Coalition to End Homelessness (the Coalition) has been working hard with partners across the region to ensure that by 2018, everyone in the region will have access to a safe, secure affordable home with needed supports.

The Coalition operates under a Governance Framework that was developed within the organization's first year of operations. The Governance Framework has only had minor revisions since its initial adoption.

The Coalition is three years from the proposed end of its mission and while much has been accomplished in the past seven years, the Leadership Council recognizes that the Coalition is likely not in a position to achieve its goal of ending homelessness in the region by 2018.

The Coalition Leadership Council believes it has a responsibility to review the structure and organization in order to ensure the organization and its governance structure are optimized to achieve its goal of ending homelessness by 2018 and to respond to and maximize opportunities for funding from all levels of government as they arise. In an endeavor to do all that is reasonably possible to meet the Coalition's mission, the Leadership Council has determined that it is opportune to now review the structure and mission of the Coalition.

Focus of Review

The Leadership Council has identified concerns that focus on the organizational structure reflected in the Coalition's Governance Framework and would like the Community Review Team (defined below) to address these questions:

- Does the composition of the Leadership Council continue to reflect the interests of the community, and is it optimal in relation to the achieving the Coalition's goal of ending homelessness?
- Do all existing members of the Leadership Council wish to continue to have representation?
- Can elected officials continue to participate in Leadership Council given potential conflict-of-interest issues?
- Do we need elected officials on the Leadership Council?
- Is there adequate regional representation?
- Is the balance of appointed and elected directors still appropriate?
- Should other stakeholders be invited to participate in Leadership Council (i.e., judicial representation, police representation)? And if so why?
- Are there too many people at the Leadership Council table for it to be effective?
- Is the Leadership Council meeting as often as it should?
- Are the committees and their memberships as reflected in the Governance Framework still appropriate and effective?
- What, if any, should the relationship be between the Coalition and the Aboriginal Coalition to End Homelessness?

In addition, the Leadership Council has identified a concern that the Coalition will not achieve its goal of

ending homelessness in the region by 2018 and has identified the following questions that it would like the Community Review Team to address: ■ Will the Coalition end its mission in 2018 or continue to operate until it has achieved its goal?

- If the Coalition is to wind-up operations in 2018, what plans should be established to ensure a smooth wind-up?
- If the Coalition is to continue beyond 2018, how should the Coalition best position itself, now and over the coming years, in order to most effectively attract the funding partners required to accomplish its mission as outlined in the Coalition's *Creating Homes Enhancing Communities* p
- If the Coalition winds up its mission in 2018 is there a more effective and focused way to end homelessness in the region?
- Are the activities that the Coalition (Society) currently focuses on the best use of the Coalition's limited resources available for leading the charge to ending homelessness? If not, what additional activities should the Coalition undertake, what activities should the Coalition continue to focus on and which ones should it no longer undertake?

Review Process

At its June Leadership Council meeting the Council struck a Governance Review Committee comprised of:

- Executive Committee – Lisa Helps, Gordon Gunn and Steve Tribe;
- Leadership Council members – Frank Bourree;
- Funder representatives – Cheryl Damstetter (Island Health), Maurice Rachwalski (CRD) and Sandy Richardson (Victoria Foundation); and
- Executive Director, ex-officio – Andrew Wynn-Williams

At its second meeting, the Governance Review Committee decided to recommend to the Leadership Council that the Governance review be carried out by a team (the Community Review Team) of four community members in total, potentially led by founding Coalition Co-Chair Ted Hughes.

The Governance Review Committee will be responsible for selecting the Community Review Team and for liaising with the Community Review Team Lead to:

- Ensure that the scope and schedule of the review as outlined are met
- Determine what if any additional resources are required by the Review Team and make recommendations to the Leadership Council to acquire resources as needed
- Provide documents requested by the Review Team (minutes, plans, governance framework etc)
- Help to coordinate interviews or connections with stakeholders that Review Team might wish to undertake
- Arrange for presentation of Review Team Recommendations to the Governance Review Committee, the Leadership Council and the public

Scope of Review

The Community Review Team will address all the questions outlined above and provide recommendations to the Coalition Leadership Council with regard to its Governance Model, committee structure, and to optimize its effectiveness.

Review Approach

The review approach will be collaborative in nature, providing for input from all existing members of Leadership Council and other interested stakeholders. The establishment of the review will be communicated through the Coalition's website <http://victoriahomelessness.ca/>

Review Schedule

The review will be conducted between August and October 2015. The Community Review Team is asked to

deliver a report to the Leadership Council containing answers to the questions identified above and others it has deemed appropriate to consider and answer in the course of its review of the two issues identified above, together with its recommendations on or before the 30th day of November, 2015

APPENDIX D- ESTABLISHED HOUSING UNITS AND RENTAL SUPPLEMENTS

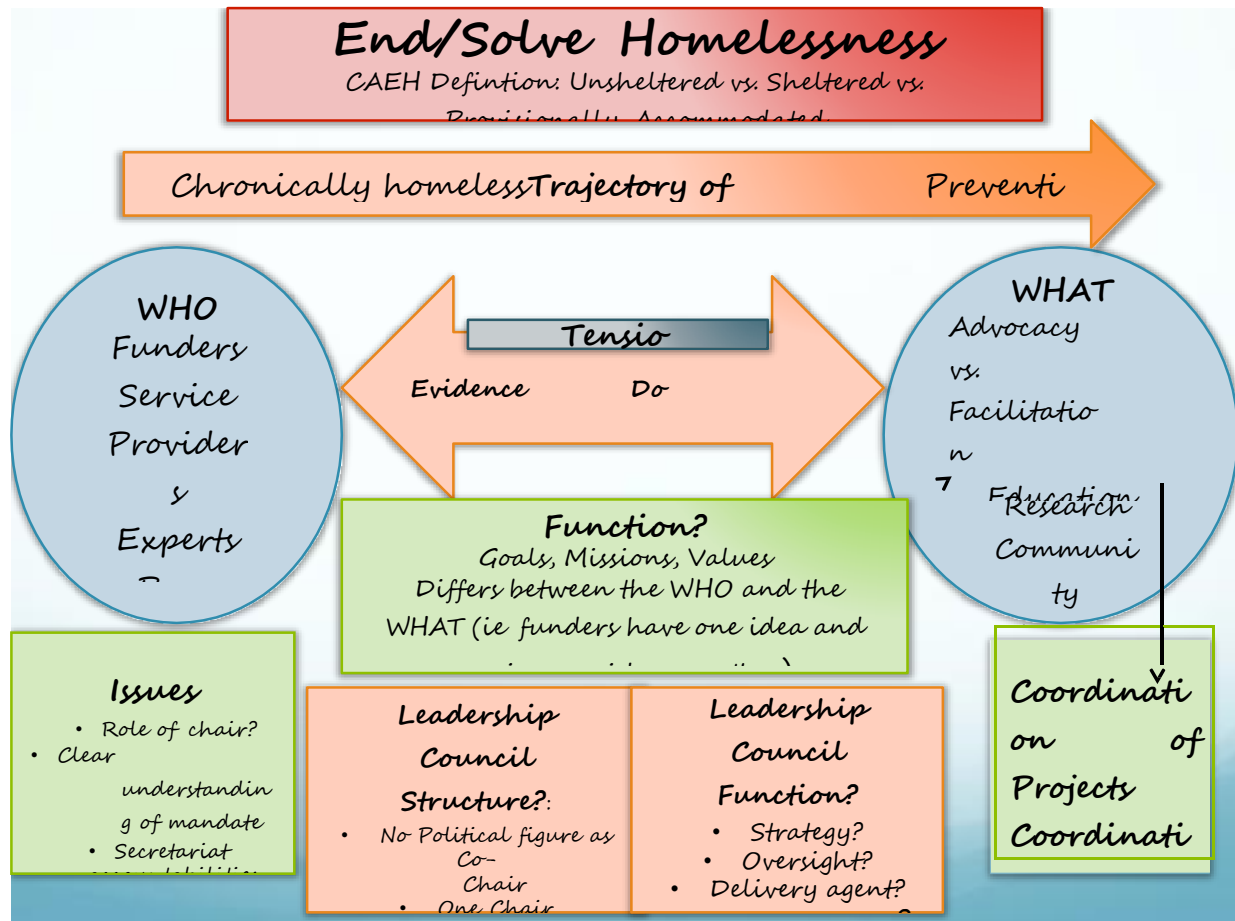
In 2014/15 Annual Report, the Coalition points to the creation of 350 affordable housing units and 274 supportive housing units (housing with supports onsite) since 2008. In addition, there have been investments in 120 rental supplements by BC Housing for Streets to Homes. A breakdown of these units can be found in the Annual report for 2013/2014 and includes:

| Supportive Housing: 274 | | Affordable Housing : 350 Units | | Rental Supplements : 120 |
|-------------------------|----------|--------------------------------|----------|--------------------------|
| Swift House | 23 Units | 35 Gorge Road | 68 units | |
| Clover Place | 18 Units | Vergo | 18 Units | |
| Siem Lelum Phase I | 26 Units | Queens Court | 28 Units | |
| Camas Gardens | 44 Units | Wing Building | 51 Units | |
| The 834 | 12 Units | Pembroke Mews | 25 Units | |
| Olympic Vista | 36 Units | Magdelaine Court | 20 Units | |
| Mary Cridge Manor | 20 Units | Loreen Place | 52 Units | |
| Queens Manor | 36 Units | Waterway Apts | 51 Units | |
| Rock Bay Landing | 23 Units | Brackett Springs | 18 Units | |
| Abbeyfield Housing | 11 Units | Forest Heights | 19 Units | |
| Hope Centre | 25 Units | | | |
| TOTAL | 274 | TOTAL | 350 | 120 |

APPENDIX E – WORKING FRAMEWORK

Fig. 1. The below diagram is representative of the issues raised during the review process. Illustrated

here are differing understandings of the appropriate function of the Coalition between participants (WHO) and the range of current activities that the Coalition was reported to engage in (WHAT). Beliefs in appropriate function ranged from “doing something” about the problem and endeavours such as research and education. The reported goal and focus of the Coalition also fell along a continuum of the chronically homeless, or the 367, and the larger homeless population, or the 1500, including prevention initiatives. Further demonstrated below are considerations of governance issues, structure, and function.



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