

DRAFT



Home for Good

Kelowna's Ten Year Plan to
End Homelessness

April 2009



The Kelowna
Committee to End
Homelessness

ACKNOWLEDGEMENTS

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- Poverty and Homelessness Action Team of the Central Okanagan (PHAT-CO)
- Bridge Society for Youth
- Federal Homelessness Partnering Strategy
- BC Housing
- City of Kelowna
- Kelowna Committee to End Homelessness

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GUIDING PRINCIPLES

The Ten-Year Plan to End Homelessness in Kelowna was developed upon a foundation of community values that reflect the nature of Kelowna, and that build upon the success of similar experiences in communities across Canada and the United States.

The fundamental principles that guide the plan and that will guide its implementation are as follows:

Investment in People. The Plan represents an investment in people and recognizes that ending homelessness benefits everyone.

Community Responsibility. Homelessness in Kelowna affects the entire community on a variety of levels and all sectors of the community have a role in ending it.

Housing First. The provision of housing, with supports when required, is needed to end homelessness.

Partnerships. All available expertise and potential partners will be identified, coordinated and utilized, both in developing and implementing the Plan.

Accountable. The Plan adopts action-oriented, achievable and measurable objectives that will be used to monitor the effectiveness of the strategies.

Comprehensive. The Plan addresses all aspects of homelessness including safe, secure affordable housing as well as supports to help achieve stability.

Evidence-based. Strategies and programs will be based on “best practices” tailored to Kelowna and based on local assessment of the issues facing homeless people in Kelowna.



EXECUTIVE SUMMARY

Homelessness has become increasingly visible on the streets of Canadian cities, including Kelowna. Homeless counts and shelter records from across the country indicate that homelessness, particularly chronic homelessness, either continues to increase or remains unchanged.

The total monetary costs of homelessness are difficult to calculate accurately, however it is well documented that homelessness intensifies social ills such as malnutrition, unemployment, addiction, mental illness and family strife. Studies regarding homelessness in Canada and the United States consistently show that providing housing and support costs taxpayers less than doing nothing. Services used by people who are homeless including emergency shelter, health care and corrections, cost more compared to services used by people who receive appropriate housing and support.



Homeless counts and surveys conducted in Kelowna since 2003 confirm that the levels of homelessness in the city have dramatically increased over the past decade. It is currently estimated that as many as four hundred people are homeless in Kelowna. A number of key trends have emerged from the surveys that were conducted in 2004 and 2007 and from interviews with agencies that work closely with people who are homeless in Kelowna. The trends include an increase in overall homeless numbers and specifically an increase in the working homeless, homeless youth, homeless families and the elderly.

In addition to Kelowna's homeless population, many households are at risk of becoming homeless. This includes people living in places that are not safe, secure or affordable, as well as households with low incomes who spend 50% or more of that income on shelter. According to the 2006 Census, 5,865 Kelowna households were paying 50% or more of their income for shelter costs¹. The majority of those households (3,655) earned less than \$20,000 in 2005.

Local work with the homeless in Kelowna dates back many years and is exemplified in the ongoing work of all stakeholders. Funding from federal and provincial governments, foundations, faith groups and charities has enabled Kelowna to increase the

¹ Kelowna City Housing Resources Handbook 2008



community's capacity to address homelessness, to learn more about its homeless population and to raise awareness of the problem and solutions.

This 10-year plan builds on previous homelessness plans prepared for Kelowna to access federal funding, a November 2006 Report from the City of Kelowna Affordable and Special Needs Housing Task Force, as well as 10-year plans from the United States and other communities in Canada. An integral component of these plans is the "Housing First" approach, which involves providing homeless people, including those with complex needs, with permanent housing, along with the appropriate supports to sustain them there.

People with different experiences of homelessness will require different strategies. The strategies in this Plan are geared to the following target groups:

Chronically homeless. People who have been continuously homeless for a year or more.

Episodically homeless. People who experience homelessness multiple times through the year.

Hidden homeless. Individuals who stay temporarily in someone else's home and do not have a regular address of their own where they have security of tenure.

Imminently homeless. People who are tenuously housed and about to be evicted or discharged from health care, corrections, or youth protection into homelessness.

Short-term homeless. Individuals or families who have lost their home and require short-term emergency shelter.

Some of these people will only require affordable housing, while others will need support services for a short time or permanently. The scope of this Plan addresses these issues with strategies of housing and services, prevention, coordination, capacity building and data collection and analysis.

Strategies

At the core of the Ten-Year Plan to End Homelessness in Kelowna are five key strategies:

Strategy 1: House people as quickly as possible in permanent housing and provide support as needed

- *Promote the Housing First approach*
- *Support and expand outreach services*
- *Expand case management initiatives*
- *Facilitate access to existing housing*

Strategy 2: Prevent people from becoming homeless

- *Provide discharge planning for people leaving healthcare and corrections facilities and foster care*
- *Help people at risk of homelessness to retain their housing*



Strategy 3: Address the root causes of homelessness through housing, income and supports

- *Develop 300 new supportive housing units by 2019*
- *Promote the development of 5,000 new units of affordable ownership and rental housing by 2019*
- *Help homeless people increase job skills and get better jobs*
- *Actively pursue appropriate increases to BC shelter and support rates for individuals and families*
- *Improve access to local detox and treatment services*
- *Create additional emergency shelter beds for couples, families and women*

Strategy 4: Increase community capacity to end homelessness

- *Secure financial and administrative support for the ongoing coordination of efforts to end homelessness in Kelowna*
- *Address remuneration and workload challenges for frontline agencies*

Strategy 5: Collect and analyze data

- *Continue to support efforts to collect data about people who are homeless in Kelowna through homeless counts, needs surveys and other research*
- *Introduce a standardized management information system for homeless serving agencies*

Outcomes in the First Year

The Implementation of the Ten Year Plan to End Homelessness in Kelowna will result in the following outcomes in the first year:

- An Agency will be in place to lead the implementation of the Ten-Year Plan
- A multilateral funding agreement involving all levels of government and the philanthropic sector will be in place to support the implementation of the Plan
- Front line agencies, government and private sector will collaborate to conduct a homeless count
- Homeless youth will have increased access to training and jobs through private sector – non-profit partnerships
- More landlords will be partnering with homeless-serving agencies to provide affordable housing to clients
- Central Okanagan municipalities will have new incentives in place to encourage secondary suites
- City of Kelowna will partner with other BC municipalities to urge senior governments to invest in affordable housing for families
- Zero discharge protocol will be in place at Kelowna General Hospital



INTRODUCTION

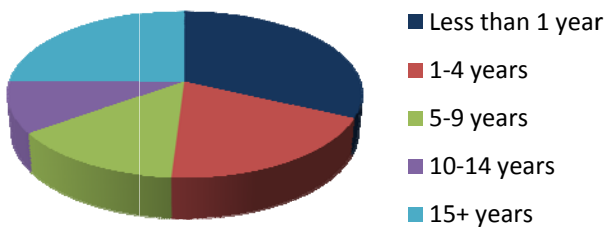
Awareness of the issue of homelessness in the City of Kelowna has been on the rise in recent years and there is now a broad recognition throughout all levels of the community that it is unacceptable to allow the current situation to continue. Out of this shared sense of community responsibility has arisen the will to develop an ambitious ten year plan to end homelessness in Kelowna and a cross section of community leaders have joined with the government and the City of Kelowna to make this plan a reality.

The Mayor’s Event to End Homelessness, held in 2007, served as the catalyst for the development of a ten year plan, modeled on the success of similar plans that have been implemented in over four hundred cities in the United States and more recently in the City of Calgary. Participants at the Mayor’s Event to End Homelessness endorsed the Housing First model and agreed that a multi-sector, coordinated approach would be most effective.

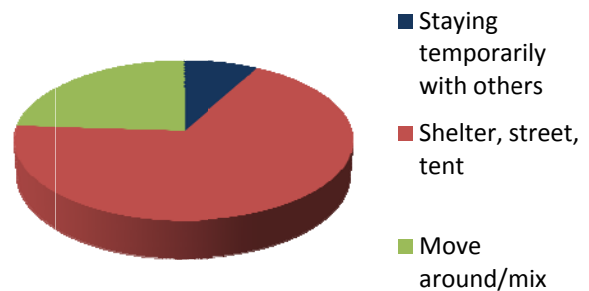
This Plan reflects the direction set at the Mayor’s Event and builds on planning by the Poverty and Homelessness Action Team of the Central Okanagan (PHAT-CO). It sets ambitious targets, which will require significant financial investment from governments, foundations and the private sector. The Plan lays out strategies, objectives, actions, costs and timelines for making the substantive changes required to end homelessness in Kelowna.

At a Glance: Homeless Population in Kelowna
Source: Central Okanagan Community Affordability Survey 2008

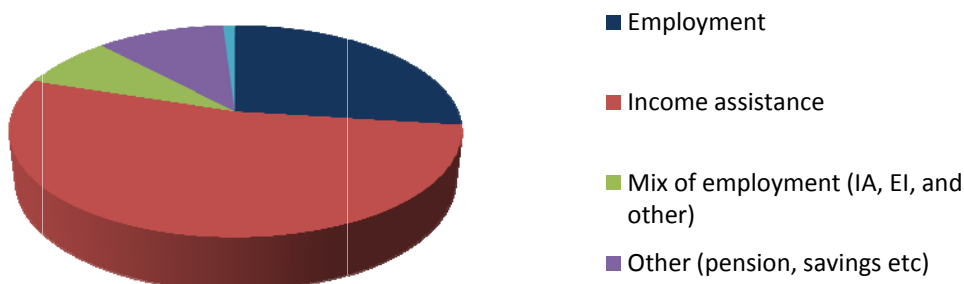
Length of Time Living in the Central Okanagan



Current Housing Type



Source of Income



National Perspective

History

Throughout the post-war period, active involvement from the federal government of Canada together with participation of the provinces and territories created over 600,000 affordable dwellings, accounting for 6% of Canada's total housing stock. These social housing programs helped municipalities and non-profit and co-operative housing organizations to respond to housing needs in their communities. In 1993 however, the federal government made the decision to cease funding the development of new social housing, and only the provinces of British Columbia and Quebec continued to provide social housing with significantly reduced resources.

At present, direct federal funding is available for affordable housing through the Residential Rehabilitation Assistance Program (RRAP), delivered through Canada Mortgage and Housing Corporation, which provides forgivable loans for renovations of affordable rental housing. In 2001 the federal government began to provide matching funds to provinces through the Affordable Housing Initiative and as of 2008 has committed one billion dollars to participating provinces (including B.C.). Each province has utilized these federal dollars to fund housing programs that meet provincial priorities. The government of British Columbia has utilized one hundred and thirty million dollars to assist with the delivery of the Independent Living BC program between 2002 and 2004, and the Provincial Homelessness Initiative from 2004 to 2008.

The National Homelessness Initiative (now called the Homelessness Partnering Strategy) was introduced in 1999 to address homelessness. Although this is not a housing specific program, some funding has been used to support the development of transitional and supportive housing. The duration of funding for these programs has been limited to only two to three years at a time. This lack of predictability and sustainability has led to uncertainty and inefficiency in delivering an adequate response to the homelessness crisis.

Current Picture

Homelessness has become increasingly visible on the streets of Canadian cities. It is estimated that more than forty thousand individuals, including families with children, sleep in emergency shelters every night in Canada². Homeless counts and shelter records from across the country indicate that homelessness, particularly chronic homelessness, either continues to increase or remains unchanged. The experience since 1999 in developing plans, designing integrated approaches and responding to homelessness in many Canadian communities has provided a valuable base for improving our responses to

“Canada needs a long-term and sustainable funding framework that provides sufficient and predictable levels of funding to enable implementation of local solutions. Canada’s municipalities are ready and willing to deliver and manage locally appropriate strategies and programs, but they lack the fiscal capacity to make a serious impact on homelessness and housing affordability issues.”

Source: Sustaining the Momentum: Recommendations for a National Action Plan on Housing and Homelessness, Federation of Canadian Municipalities, January 2008

² Sustaining the Momentum: Recommendations for a National Action Plan on Housing and Homelessness, Federation of Canadian Municipalities, January 2008



homelessness. Many communities have emphasized the need to move beyond managing homelessness to ending it and recent initiatives to create transitional and supportive housing appear to be having a modest effect in stabilizing the numbers of homeless.

The Costs

The total costs of homelessness are difficult to calculate accurately however it is exceedingly clear that homelessness intensifies social ills such as malnutrition, unemployment, addiction, mental illness and family strife. While housing is an indispensable asset and source of well-being, lack of housing often poses insurmountable barriers, effectively removing people from able participation in the economy and society. Each of these factors extracts its costs from all of us.

Cost to Health and Social Services

Studies regarding homelessness in Canada and the United States consistently show that providing housing and support costs taxpayers less than taking no action. Services used by people who are homeless – including emergency shelter, health care and corrections – cost more compared to services used by people who receive appropriate housing and support.

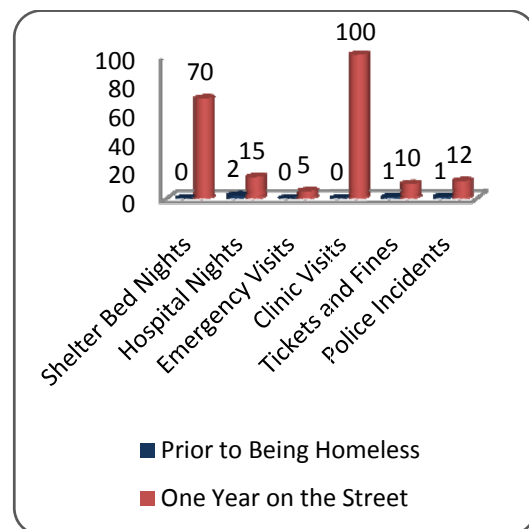
According to a recent report prepared by the Centre for Applied Research in Mental Health and Addiction (CARMHA) for the B.C. Ministry of Health, the average street homeless adult with serious addictions and mental illness in British Columbia costs the public more than \$55,000 per year, compared to \$37,000 per year for someone housed in adequate housing with support. This translates in a total dollar cost of 48.6% more.

When factoring in the costs of creating additional supportive housing for homeless people, the report provides a conservative estimate that proactively dealing with homelessness would **save** the taxpayer \$2,792 per homeless person per year.³

³ Patterson, Michelle, Julian Somers, Karen McIntosh, Alan Shiell and James Frankish. 2008. *Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia*. Centre for Applied Research in Mental Health and Addiction.

Robyn's Story

The Story of Robyn, a Kelowna resident who was homeless for one year, illustrates the high costs of homelessness both to the individual and the community.



"I was 39 years old when I became homeless. Prior to that I had a husband, a mortgage, a home and an untreated mental illness. Through a series of irrational choices I lost everything including my dignity. The emotional and physical costs are painful and numerous and my cost to society increased dramatically." - Robyn



While these estimates calculate savings to taxpayers, it may be more realistic to point to the appropriate allocation of existing resources. For example, health care dollars expended on the emergency health needs of un-housed individuals would be available to meet a broader range of health services if homeless people were provided with safe and supportive homes.

Cost to Business

In addition to the costs associated with providing health care, social services, policing and court costs, there are indirect costs to business as well. In its 2007 Provincial Issues Brief, the Kelowna Chamber of Commerce stated that “Kelowna and the Okanagan are faced with significant issues such as affordable housing, homelessness and the associated issues of addictions and mental illness”. The Chamber acknowledged the B.C. Governments own findings that housing the homeless is 33% more cost effective than the alternative.

Cost to Tourism

The adverse effects of homelessness on tourism have also frequently been acknowledged. In its October 8, 2008 budget submission to the Minister of Finance, the B.C. Council of Tourism Associations (COTA) identified homelessness as “one of the biggest threats to B.C.’s reputation as a world-class tourism destination”. It commended the provincial government for its work in this area to date but went on to state that “additional work needs to be done.”⁴

The Causes

In planning to end homelessness in Kelowna, it is necessary to consider the context in which the homelessness issue has arisen. It is clear to all residents of Kelowna that the levels of homelessness have dramatically increased over the past decade. Homeless counts and surveys conducted since 2003 confirm this perception.

The reasons for this increase are complex and multifaceted but have come about in part as a result of decisions undertaken by various levels of government. These decisions include the deinstitutionalization of the mentally ill without adequate community resources, reduced funding for new social housing development and social programs, the creation of barriers to accessing income assistance, and low income assistance rates that do not reflect market rents.

A recent survey of twenty five cities in the United States⁵ reported that the causes of homelessness are different for families and single people. The majority of families reported lack of affordable housing, poverty and unemployment as the main causes for their homelessness, followed by low-paying jobs, domestic violence and family disputes. For single adults and unaccompanied youth, the causes cited most often were substance abuse, lack of affordable housing and mental illness, followed by poverty, unemployment and family disputes.

These causes are consistently identified in multiple studies and research reports; the most commonly listed causes being lack of affordable housing supply, inadequate income, domestic violence and mental

⁴ Council of Tourism Associations (COTA) Submission to BC Ministry of Finance re: Budget 2009 Priorities Wednesday, October 08, 2008.

⁵ U.S. Conference of Mayors 2008 Status Report on Hunger & Homelessness

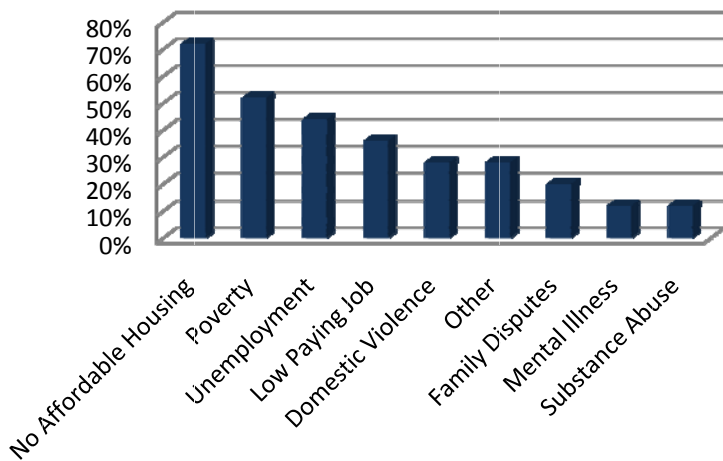


illness or addictions. The situation in Kelowna is no different and similar causes were recognized in Kelowna’s Community Homelessness Plan for 2007 – 2009, produced for Human Resources and Social Development Canada. Typical responses to these causes involve providing a mixture of affordable housing, programs aimed at income enhancement and offering appropriate supports to those who need it.

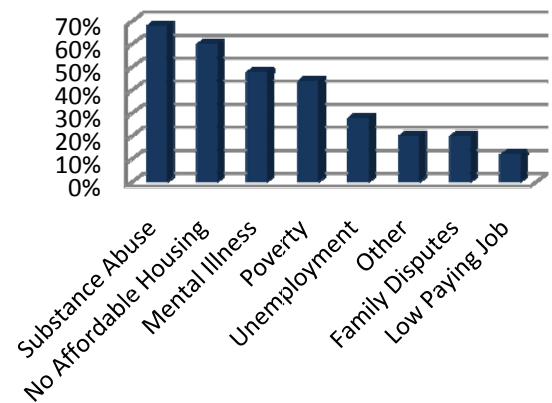
At a Glance: Causes of Homelessness

Source: U.S. Conference of Mayors 2008 Status Report on Hunger and Homelessness

Causes of Family Homelessness



Causes of Single Adult Homelessness



The People

Kelowna’s Homeless People

Community agencies in Kelowna have undertaken five different surveys and needs assessments – also known as homeless counts – since 2003 to learn more about the City’s homeless people. These surveys provide useful information about trends and characteristics of the homeless people living in shelters and on the street in Kelowna, about the services they use and gaps in services that they require. It should be noted, however, that the surveys do have limitations as they are not able to gather information about the full range of people who are homeless. For example, people who are “couch surfing” and imminently at risk of homelessness are not easily identifiable and therefore often do not get included in homeless counts.

The following key trends have emerged from the surveys that were conducted in 2004 and 2007 and 2008 and from interviews with agencies that work closely with people who are homeless in Kelowna:

- **Homelessness is increasing.** The number of homeless people who were on the street or in shelters increased from 221 in April 2004 to 279 in April 2007. While both homeless counts are widely considered to be reflecting and underestimation of the number of homeless people, they nevertheless confirm that the numbers of homeless are increasing.

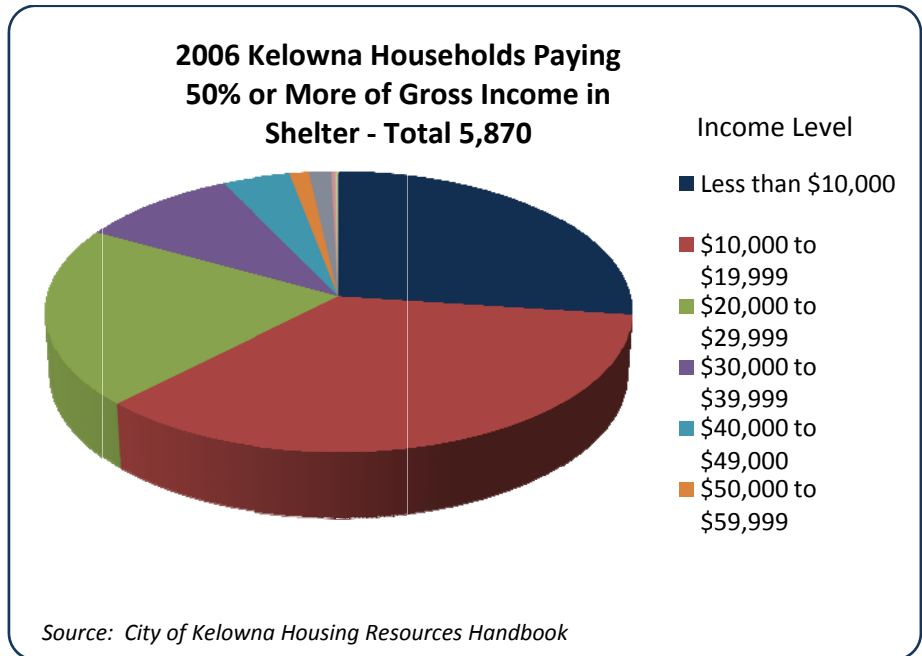


- **The homeless population in Kelowna is aging.** According to the April 2007 survey, more than half (55%) of the homeless people who provided their age were over 40. This is an increase of 14% since April 2004. Because living on the street is so harsh, homeless people age more quickly and often develop multiple health problems that are exacerbated by poor nutrition and lack of sleep. Community agencies also report seeing an increase in both men and women between the ages of 40 and 60 who are nearing retirement, retired or on disability pension who are homeless or at-risk of homelessness.
- **Family homelessness is increasing.** Community agencies are reporting an increase in families who are homeless - sleeping in cars and couch surfing. These families are often forced to split up and some see each other only on weekends.
- **Homeless youth are less visible than in the past but are “slipping through the cracks”.** Community agencies report that homeless youth tend to be part of the “hidden homeless” population. They tend to stay with friends for a short period and move from place to place. Youth, particularly between the ages of 16 and 24, require affordable and supportive housing specifically tailored to help them transition to adulthood.
- **Long time residents are becoming homeless.** According to the 2008 Community Affordability Survey, 35% of the homeless population surveyed have lived in Kelowna for more than 10 years, many for 15 or more years.
- **Homeless people are disproportionately Aboriginal.** According to the 2007 needs survey, while only 3.4% of Kelowna’s total population is Aboriginal, they comprise 24% of Kelowna’s homeless population.
- **Homeless people have a variety of health issues.** More homeless people have multiple challenges attributed to mental health, addiction and /or physical health issues. In the 2007 needs survey, 39 of 55 people on disability pensions (71%) were found to be sleeping outside, which significantly complicates treatment efforts. 62% of respondents reported an issue with drugs or alcohol. Community agencies are seeing more homeless people in wheel chairs and living with a brain injury or mental health issue. Some homeless people have very complex health issues that require supportive housing with 24 hour onsite supervision. Others require less intensive support or no support at all.
- **Many homeless people are working.** More than one quarter (27%) of homeless people included in the April 2007 survey were working full or part time. Community agencies report increasing number of working poor accessing services such as meal programs.



Kelowna Residents at Risk of Becoming Homeless

In addition to Kelowna's homeless population, many households are at risk of becoming homeless. This includes people living in places that are not safe, secure or affordable, as well as households with low incomes who spend 50% or more of that income on shelter. People who are at imminent risk of eviction, who will be discharged from the criminal justice system, who are leaving a health facility after an extended stay, and youth exiting the child welfare system and who do not have suitable housing in place prior to their discharge may also be considered at risk of homelessness.



Kelowna's Approach

Kelowna's ten-year plan to end homelessness demonstrates an exciting shift in thinking about homelessness. The goal is to *end* homelessness – not just manage it. Instead of being resigned to the idea that homelessness is inevitable and will always exist, the plan recognizes that there are alternatives.

The shift in thinking requires a shift in actions and rather than focusing on how to make the lives of people who are homeless more comfortable, this plan focuses on preventing homelessness and helping people who become homeless to get into permanent housing as quickly as possible. The plan recognizes that there is still a role for emergency services however these services should only be used as for a very limited period of time by those in crises.

Instead of perpetuating a system that keeps people in shelters or on the streets, the focus of the plan is to move people who are homeless into permanent housing and to create solutions to the issues that led to homelessness in the first place.

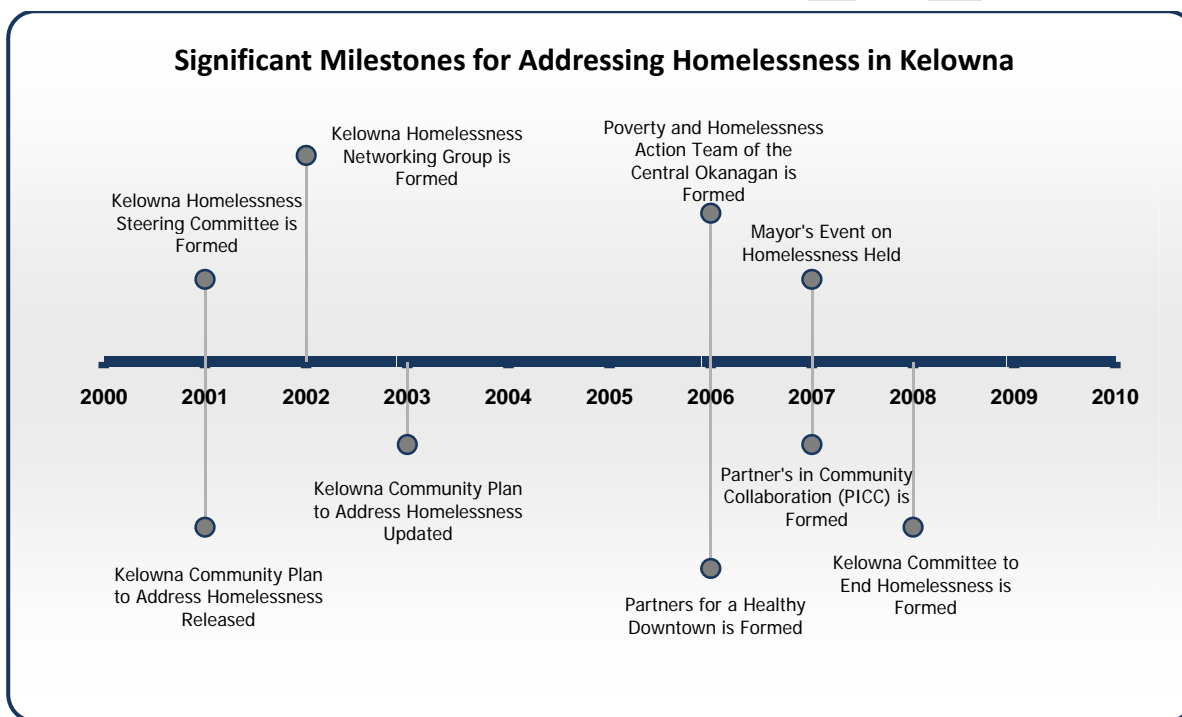
Building on Success

Local work with the homeless dates back many years and is exemplified in the ongoing work of the many stakeholder groups in the community. A community-wide response to homelessness in Kelowna began in 2001 when more than forty community organizations came together to form a Homelessness Steering Committee and create Kelowna's first community plan to address homelessness. The plan was developed in consultation with public, private, government and non-government sector groups and



stakeholders as well as the general public. The plan was updated in 2003, again in consultation with the community.

The most recent community homelessness plan (2007-2009) was completed in October 2007. Kelowna's work enabled the community to access federal funding to address homelessness through the National Homelessness Initiative and Homelessness Partnering Strategy. The scope of these plans, however, was restricted by the limitations of the federal funding that drove it and the concept of ending homelessness was beyond their scope and limitations. In 2008 the Kelowna Committee to End Homelessness was formed from a cross section of community leaders. The mandate of the Kelowna Committee to End Homelessness is to develop an actionable plan to end homelessness in Kelowna in 10 years. This 10-year plan will build on the past success of the homelessness plans prepared by the Kelowna as well as 10-year plans from other communities across Canada and the United States.



Learning from Other Communities

Kelowna has hosted a series of successful events and forums on issues related to homelessness including a visit in 2003 by Father Joe Carroll from the St. Vincent de Paul Village in San Diego; a visit from the Honourable Claudette Bradshaw, Minister Responsible for Homelessness; and an affordable housing workshop and forum in the spring of 2006. In 2007, Richard Harris, executive director of Central City Concern in Portland, Oregon was invited for a three-day visit to share Portland's approach to poverty, homelessness, and drug and alcohol issues. Mr. Harris discussed how the City of Portland was working to *end* homelessness.



One of the outcomes of Mr. Harris's visit was growing interest in Kelowna to create its own 10-year plan to end homelessness. Following up on Mr. Harris's visit to Kelowna, in November 2007, the City of Kelowna organized the Mayor's Event on Homelessness, which brought together leaders from all sectors of the community to determine how to end homelessness in Kelowna. Delegates considered work done by the U.S. National Alliance to End Homelessness, which has developed a template to guide communities in developing their own locally-driven 10-year plans to end homelessness.

In October 2008, as part of Poverty and Homelessness Action Week, the Rotary Club of Kelowna hosted Steven Snyder, President and CEO of TransAlta Corp., who shared his experiences as Chair of the Calgary Committee to End Homelessness. Mr. Snyder shared with the audience that "the key to ending homelessness is time, commitment and sustained passion". Other factors for success include setting goals, being action oriented, and realizing that simplistic answers won't work.

Successful Collaborations

Significant positive outcomes have emerged from the creation of the Kelowna Homelessness Networking Group (KHNG), Partners in Community Collaboration (PICC), and Partners for a Healthy Downtown (PHD). In 2006, the Kelowna Homelessness Steering Committee and Poverty Task Force amalgamated to create the Poverty and Homelessness Action Team of the Central Okanagan (PHAT-CO).

Use of Funding

Federal funding has enabled Kelowna to increase capacity to address homelessness by funding an emergency shelter for homeless women; emergency shelter, drop-in program and counseling programs for youth; emergency shelter/transitional housing for Aboriginal youth; youth detox services; transitional housing for adults; outreach; prevention; meal and nutrition programs; and a dental clinic. Funding has also enabled Kelowna to learn more about its homeless population through the four homeless counts and needs surveys in 2003-2004 and two further survey and assessments of affordable housing and homelessness that were conducted in 2007 and 2008.

Funding also enabled the Kelowna Homelessness Steering Committee to increase community understanding about homelessness. The Committee organizes homelessness awareness/action weeks (held annually since 2004) and has produced a DVD and power point presentation *A Place to Call Home: The Landscape of Homelessness in Kelowna*.

Did you Know?

There is a common template for 10-year Plans to End Homelessness which includes four basic strategies:

1. Plan for outcomes
2. Close the front door (prevent people from becoming homeless)
3. Open the back door (help the homeless move back into housing as quickly as possible)
4. Build the infrastructure to address the root causes of homelessness

Source: National Alliance to End Homelessness



A Proven Approach

Several communities in the United States and some in Canada have developed effective plans to end homelessness. An integral component of these plans is the “Housing First” approach, which involves providing homeless people, including those with complex needs, with permanent housing, along with the appropriate supports to sustain them there. A basic tenet of “Housing First” is that homeless individuals respond better to services designed to address underlying reasons for homelessness if they are stabilized in permanent housing rather than while they are still homeless.

Did you Know?

Housing first is an approach that involves the direct provision of permanent housing to people who are homeless, along with the support they need and want to maintain their housing. While support services are offered and made readily available, housing first does not require the participation in these services to remain in housing.

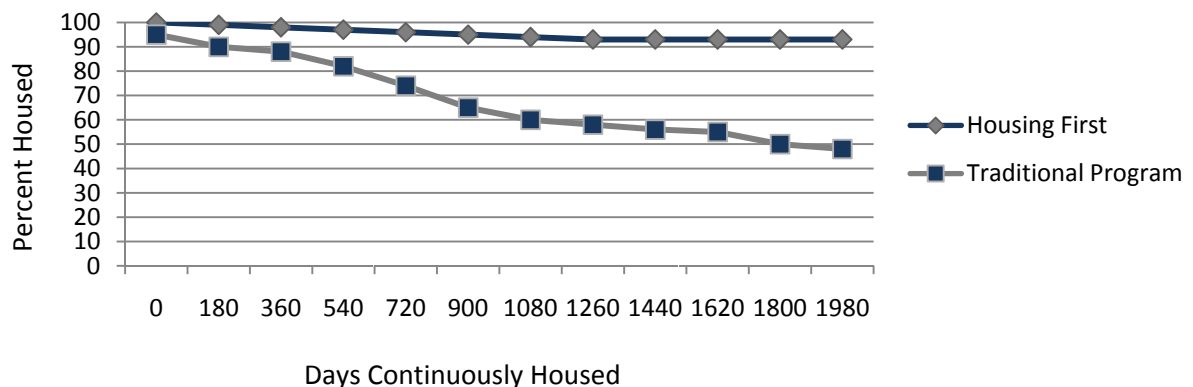
The Housing First model was pioneered by *Pathways to Housing* in New York City where an 85% success rate has been achieved in re-housing people with chronic and persistent mental illness. These results have been accomplished at substantial savings and with better outcomes with respect to addictions and mental health. Calgary has embraced the model with enthusiasm and expects to provide housing to hundreds of chronically

homeless people with demonstrable cost savings. The model is readily adaptable to Kelowna.

At a Glance: Success of Housing First

Source: “Pathways to Housing: Supported Housing for Street-Dwelling Homeless Individuals With Psychiatric Disabilities,” *Psychiatric Services* Vol. 51 No. 4 April 2000 pp. 487-493.

Housing Tenure for Residents in Pathways (Housing First) vs Traditional Program



THE PLAN

Scope

The Plan is geared to ending homelessness for people in Kelowna who experience homelessness in different ways. While people sleeping in Kelowna’s parks, panhandling on downtown streets, and gathering outside local drop-in centres are most visible, they are also the “tip of the iceberg”. There are many other individuals, couples, and families who are also homeless. They may be staying temporarily with friends or relatives, taking refuge in emergency shelters or transition houses, living in a vehicle, or exchanging sex for a place to sleep. This Plan is also geared to preventing homelessness for people considered to be at imminent risk of homelessness.

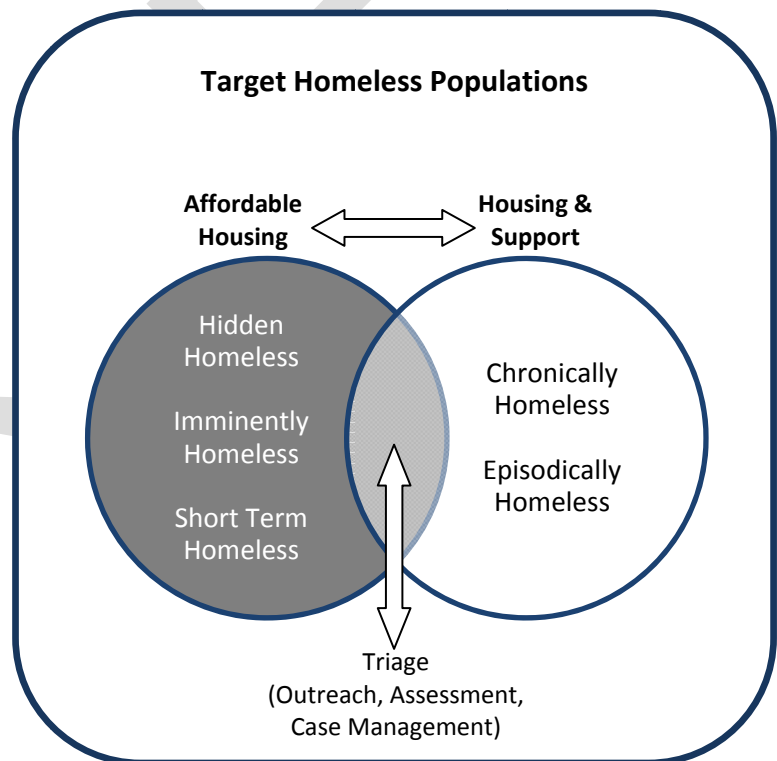
People with different experiences of homelessness will require different strategies. The strategies in this Plan are geared to the following target groups:

Chronically homeless. A person or family that has been continuously homeless for a year or more. This can include people who live in a place unfit for human habitation (e.g. the street) and in the shelter system.

Episodically homeless. Individuals or families who experience homelessness multiple times through the year.

Hidden homeless. Individuals (often youth) or families who are “couch surfing”. They stay temporarily in someone else’s home and do not have a regular address of their own where they have security of tenure. If unable to find their own accommodation, they move frequently between temporary places and eventually find they have “used up” the hospitality of friends and family.

Imminently homeless: Individuals or families who are at imminent risk of eviction; and individuals who will be discharged from the criminal justice system or leave a health facility after an extended stay, and youth exiting the child welfare system who do not have suitable housing in place prior to their discharge.



Short-term homeless. Individuals or families who require short stays in an emergency shelter or transition house and who do not return once they secure stable housing (one-or two-time users). Most are homeless as a result of a housing or family crisis and do not need ongoing support. Some of these people will only require affordable housing, while others will need support services for a short time or permanently. The following diagram illustrates the target population groups and the type of strategy we will use to address each of them.

Priorities

The plan will be executed in three main phases. In Phase One, running from 2009 to the end of 2011, we will create rapid and meaningful impact by focusing resources on the chronically homelessness population and the prevention of homelessness for those at risk. We will initiate capital projects, put in place the necessary information systems and conduct detailed research to more fully understand the impact of the plan on the dynamics of homelessness in our City.

Phase Two, from 2012 to the end of 2014, will be focused on the deeper systemic changes, filling in critical gaps and making adjustments to the plan based on the effectiveness of Phase One.

Phase Three, from 2014 to 2018, will be focused on the fine tuning of the plan and will consist of any final adjustments necessary to complete and sustain our success.

Strategies

This plan focuses on five key strategies to end homelessness and each strategy comprises a series of objectives and the action steps. The strategies build on the extensive work and accomplishments already realized in Kelowna.

The strategies are:

1. House people as quickly as possible in permanent housing and provide support as needed
2. Prevent people from becoming homeless
3. Address the root causes of homelessness through housing, income and support
4. Increase community capacity to end homelessness
5. Collect and analyze data

Strategy 1. House people as quickly as possible in permanent housing and provide support as needed

Objective 1: Promote the Housing First approach

Housing First is one of the underlying principles of our plan. The Housing First approach involves providing permanent housing to homeless persons, even those with complex problems, with support services provided as the individual's choice and not as a condition of being or staying housed. Once housed, these individuals have the same rights and obligations as any tenant under the Residential



Tenancy Act, and only lose their housing in the ways any other tenant would: by failing to pay rent, causing intolerable disturbances to other tenants, or otherwise breaching the terms of their tenancy agreement.

Most government and privately funded housing programs currently serving homeless populations are conditional on participation in treatment programs. Some require a period of “clean” time for those dealing with addictions, others serve only mental health clients currently participating in treatment programs. Individuals may transition through a continuum from recovery, treatment, transitional, supportive through to permanent housing. This “housing ready” or “treatment first” approach may actually perpetuate homelessness for those not considered ready; Housing First makes housing the priority regardless of an individual’s mental health or addiction status.

We will actively promote the Housing First philosophy with government, other funders and service providers, in order to develop a common vision and agreement that housing and support are two different domains with separate criteria and evaluation.

This Objective will benefit all homeless populations in the community.

Objective 2: Support and expand outreach services

Experience in Kelowna has shown that one-on-one targeted outreach focused on helping clients access housing and services, and supporting clients to maintain their housing, are key factors in reducing the number of homeless people. The Government of BC has recognized the value of outreach with funding for outreach workers in many communities throughout the province. There are currently twelve outreach workers serving homeless people in Kelowna through a number of funding programs including BC Housing.

While much progress has been made, outreach services require additional support and must be both enhanced and expanded. Recognizing the disproportionate number of Aboriginal persons among the homeless population, it will be important to consult with the Aboriginal community and agencies that provide services to Aboriginal persons in developing new outreach programs. We will continue to support the outreach services that are currently operating in the downtown core, expand the service with additional workers working in more areas of the city, and explore specific initiatives aimed at the Aboriginal homeless population.

Reasons for success with the outreach programs include working with landlords to accept marginalized people as tenants, and working with homeless clients to help them become stable tenants. We will also encourage the addition of tenant support workers to the continuum of services, to augment the benefits of outreach by ongoing work with tenants and landlords to optimize housing stability.

For example, Brain Trust Canada and the Canadian Mental Health Association - Kelowna Branch have partnered to offer Outreach and Community Support Services for people living with disability as a result of acquired brain injury. Outreach services are based on a supported independent living model that helps people become part of their community. The tenant support worker complements and contributes to both the CMHA Outreach Team and Brain Trust Canada Community Support Team. We will promote the expansion of such services for all homeless sub-populations.

This Objective will target chronic, episodic, short-term and hidden homeless populations in the community.



Objective 3: Expand shared case management initiatives

Kelowna has established a coordinated network of outreach and front-line service providers known as Partners In Community Collaboration (PICC) who meet regularly to address the needs of people who are homeless and at-risk. Utilizing a shared case management model the network has achieved success in preventing and ending homelessness for clients. This approach has been an effective way to achieve the Housing First objective, housing at least 138 people over a two year period, with 123 of them still stably housed.

We propose expanding the shared case management model to include a common intake and assessment process to facilitate access to housing and other services. Access to case management services would be available at commonly used locations such as health care facilities and the RCMP in addition to shelters and other front line agencies.

We will also investigate the Assertive Community Treatment (ACT) model, which consists of community-based multi-disciplinary teams of professionals who provide intensive, individualized programs, low patient to staff ratios, and extended hours of service. One such approach has been introduced as a pilot project by the Vancouver Island Health Authority (VIHA) in Victoria, which involved the creation of the Victoria Integrated Community Outreach Team (VICOT). Team members include VIHA staff with training in mental health and addictions, a nurse, social worker and part-time psychiatrist, the police and an income assistance worker from the Ministry of Housing and Social Development who work out of a single office.

This Objective will primarily target chronic and episodic homeless populations.

Objective 4: Facilitate access to existing housing

Even with a low vacancy rate in Kelowna, there are opportunities within the existing private and non-profit rental housing stock to provide housing to people who are homeless. Outreach workers have already achieved success in encouraging some landlords to rent units to their homeless clients and BC Housing helps in this effort by providing rent supplements to bridge the affordability gap. Sometimes called “scattered site” housing, this approach provides for community integration and minimizes stigma and its psychological impact. It is considered a fundamental element of the Housing First model. With the addition of tenant support workers as identified in Objective 2 and ACT teams described in Objective 3, the success of these placements will be increased, which should encourage more landlords to become involved.

There are many examples of initiatives that have been launched in other communities, such as the Fresh Start initiative in Portland, Oregon, created to open doors to housing for homeless people. The initiative includes formal agreements between landlords and service agencies, a landlord guarantee fund that can provide funds if tenants damage a unit or are unable to pay rent, and a training program for housing and service agency staff. We will explore programs that have been effective in other communities and promote those that are suitable in Kelowna.

Another approach being used in many BC communities is a system of coordinated access to existing non-profit, co-op and supportive housing units. The Housing Registry operated by BC Housing provides this service, and we will encourage housing providers in Kelowna to participate.

This Objective will benefit all homeless populations in the community.



Strategy 2. Prevent people from becoming homeless

The process of becoming homeless can be viewed as a progression from being ‘at risk,’ remaining at risk for some time, and then actually becoming homeless. Once people lose their housing, they can quickly become trapped in a system of multiple, cumulative barriers that make regaining housing extremely difficult. By identifying people who are at imminent risk of becoming homeless and intervening with appropriate measures, a minor effort and a minimal expense by way of prevention can help avoid more painful and expensive remedial alternatives later.

Objective 1: Provide discharge planning for people leaving healthcare and corrections facilities and foster care

Sometimes people discharged from hospitals and corrections facilities do not have a home to which they might go. While discharge planning programs do exist in these institutions, conflicting demands often prevent their implementation. In hospitals, demand for beds and emergency room capacity may drive staff to expedite the discharge of a homeless person by providing a taxi to the local shelter. Prisons are better prepared to plan for discharge of inmates when the sentence ends because there is adequate lead time as a rule, but there is less predictability in remand centres. In some cases the terms of probation require the offender to report to the emergency shelter every evening, placing a burden on the facility and its staff.

Discharging homeless people to the street or a shelter places severe strain on an already overtaxed system. Effective case management and early intervention can help secure alternative arrangements prior to discharge or release. A pilot project currently operating out of the Myles McGuire institution in Kamloops provides the support of an extensive team to assist with transition back to the community for offenders in six BC communities.

Discharge planning is also critical for youth in care well in advance of their aging out of the child welfare system. Planned exit strategies and affordable housing options are required for these youth who are at significant risk of becoming homeless. There is currently little articulation between the youth system and the adult system to facilitate proper planning and needed supports for these youth. Maintenance of housing and a vocational track are critical for successful transitioning and many are not ready by the age of majority.

We will work with the Interior Health Authority, the Ministry of Children and Family Development, the Attorney General of BC and Corrections Canada to adopt improved discharge planning that includes obtaining suitable housing and community supports if needed.

This Objective will primarily target imminently homeless populations in the community.

Objective 2: Help people at risk of homelessness to retain their housing

Organizations that provide services and support to low income people play an important role in preventing homelessness. For example, the Kelowna Food Bank offers nutritious food to individuals and families, allowing them to better afford rent. Beyond that, the Food Bank staff and volunteers help to link people with health and social services to address some of the factors that may lead them to



homelessness. We will support and promote the work of agencies that help people meet their housing costs by reducing other costs.

Rent increases and terminations of tenancies for renovations have been affecting all populations from students to families to seniors. Eviction prevention through financial assistance and early intervention with landlords can significantly reduce the number of people who become homeless. Examples of intervention could include emergency assistance to bridge periods of temporary financial hardship (e.g. to pay for rent and/or utilities), and mediation services. We will explore initiatives that have been effective in other communities and promote those that are suitable for Kelowna.

The coordinated outreach, shared case management systems and tenant support workers will also play an important role in prevention for those clients who are at risk of becoming homeless. This Objective will primarily target imminently homeless populations in the community.

Strategy 3. Address the root causes of homelessness through housing, income and support

Addressing the root causes of homelessness recognizes the need for people to have housing, enough income to pay for it, and services to address issues that may contribute to their homelessness.

Objective 1: Develop 300 new supportive housing units by 2019

Some people who have been homeless simply need an affordable place to live, however others require some form of supportive housing. Supportive housing is an effective way to end homelessness. Funding for four new projects was recently approved through the Provincial Homelessness Initiative, and they will provide a significant contribution to the number of supportive housing units in Kelowna.

Youth have been identified as a specific subset of the homeless population who require specific youth-friendly housing. Youth-centered supportive housing programs can help these young people move forward when they have started to stabilize and want to make life changes.

We will promote and encourage the development of additional housing units for youth, Aboriginal people, women, and adults with special needs including mental health issues, addictions, and physical disabilities through partnerships with BC Housing, the Federal Government (CMHC and Human Resources and Social Development Canada), the Interior Health Authority and the City of Kelowna.

This Objective will primarily target chronic and episodic homeless populations in the community, and secondarily hidden and short-term homelessness.

Objective 2: Promote the development of 5,000 new affordable ownership and rental housing units by 2019

Kelowna is experiencing very low vacancy rates and high rents, as well as escalating real estate prices. Buying a home has become out of reach for families earning an average income in Kelowna, and rents have been increasing faster than incomes. According to 2006 census data for the City of Kelowna, 5,865 households paid 50% or more of their income for housing. This included 2,885 tenant households and 2,980 homeowners. Lack of affordable housing is a serious barrier keeping Kelowna residents from



achieving long term stability in their lives and pushing low income households constantly closer to the brink of homelessness.

We will encourage increased supply by identifying and encouraging opportunities, raising community awareness, and lobbying local and senior levels of government. To create more affordable home ownership opportunities, we will foster partnerships among local governments and the private sector. We will lobby the local governments in Kelowna and other Central Okanagan municipalities to offer incentives to add or improve secondary suites in private homes. We will urge senior governments to fund housing programs to deliver rental housing for independent single people, families and seniors.

This Objective will benefit all homeless and at-risk populations in the community.

Objective 3: Help homeless people increase job skills and get better jobs

There are a number of agencies in Kelowna that provide programs targeted to people who are homeless to help them increase their incomes through employment. These programs offer life and job skills training, and assist with resume writing and job searching. We will support and promote increased funding for agencies that effectively improve job skills for people who are homeless.

Stars 4 Success is an innovative pilot project that took place in Vancouver, blending job readiness training with exposure to the hospitality industry. Stable and committed youth were first identified by Covenant House, a crisis centre for homeless and runaway youth aged 16-24. Covenant House provided Job Experience Training over a six-week period, during which the youth received a training wage. VCC and industry trainers then provided the second stage of the program- focusing on hospitality training. The strength of the program lies in its partnerships between private industry, social services and education. While Stars 4 Success was originally designed for employment specific to the hospitality industry, Kelowna agencies and businesses could use its partnership approach to develop a program that is relevant to the needs of this community. We will foster the development of such initiatives that create opportunities for homeless youth.

A social purpose enterprise operated by a non-profit organization could provide a needed service in the community, such as catering, landscaping, cleaning, hair dressing, printing or delivery services and employ persons who need training and support to retain their employment. A secondary goal of such a business is to prepare marginalized individuals to obtain employment in the mainstream job market. We will support the creation of a social purpose enterprise.

This Objective will primarily target hidden, imminent and short-term homeless populations in the community.

Objective 4: Actively pursue appropriate increases to BC shelter and support rates for individuals and families

The province of British Columbia recently increased shelter allowance rates for social assistance and disability pensions by moderate amounts but these rates are still significantly below market rents in Kelowna. Maintaining these rates at artificially low levels forces individuals and families out of their rental accommodation and into less desirable alternatives including the streets. We will work actively with other affected communities to advocate to the provincial government for immediate and substantial increases to income support to help prevent additional instances of homelessness.

This Objective will benefit all homeless populations in the community.



Objective 5: *Improve access to local detox and treatment services*

A significant number of homeless persons in Kelowna have addictions to drugs or alcohol and require support and treatment to recover. We applaud the Interior Health Authority and local community organizations for providing a range of addictions services, which have helped some individuals to stabilize their lives through detoxification, treatment and recovery support. However, with only fifteen detox beds and 57 treatment beds, some of which are not publicly funded, these critical services are not always available and accessible when they are needed. We will work with Interior Health to reduce wait times for residential detoxification and treatment services and to encourage the expansion of outpatient services and recovery programs.

In 2005 the Regional District of Central Okanagan developed a Framework for Action: A Four Pillars Approach to Problematic Drug Use and Related Issues in the Central Okanagan. A key recommendation was for a regional sobering centre for men and women who are under the influence of substances, intended to replace expensive community resources such as RCMP cells or hospital emergency rooms. We will work with the regional Drug Policy Coordinator to investigate the potential for this initiative in the Kelowna area.

This Objective will primarily target chronic homeless populations in the community.

Objective 6: *Create additional emergency shelter beds for couples, families and women*

Agencies in Kelowna have identified a need for additional shelter capacity particularly for women, families and couples. We will assess the demand, and promote the creation of additional shelter beds for these groups until enough affordable rental and supportive housing units are developed to meet the backlog.

This Objective will primarily target short-term homeless populations in the community.

Strategy 4. Increase community capacity to end homelessness

The goal to end homelessness in Kelowna in ten years will only be met if all members of the community, including the private sector, community service agencies, general public and all three levels of government, work together. Effectively working together towards lasting solutions will require adequate resources to coordinate the range of activities, and to bolster the capacity of individual agencies to deliver the services necessary to end homelessness in Kelowna.

Objective 1: *Secure financial and administrative support for the ongoing coordination of efforts to end homelessness in Kelowna*

To ensure the success of the ten year plan to end homelessness in Kelowna, we will establish an agency tasked with implementation, to be supported financially and administratively on a sustainable basis. This agency will have the appropriate legal structure to allow it to carry out the various activities that will be required and adequate financial support to hire and retain qualified staff.



Objective 2: Address remuneration and workload challenges for frontline agencies

Delivery of the services and programs outlined in this Plan will rely on the existing non-profit and faith-based organizations that have been working with homeless people. These organizations currently operate with limited financial and human resources which makes it difficult to employ adequate numbers of appropriately qualified and trained staff. We will conduct an in-depth analysis of the salaries and benefits provided to people working in the homeless-serving sector, and support efforts to make them comparable with similar roles in the private sector.

We will also explore opportunities to enhance coordination among the various agencies. This may reduce duplication of work and enhance efficiency and effectiveness. There may also be ways to share resources and administrative tasks between some community-based agencies.

Strategy 5. Collect and analyze data

Gathering consistent and reliable data over time provides important information that is useful to track and respond to trends, to track the outcomes of programs and services being provided, plan for service improvements to be more effective in responding. The lack of data regarding homelessness has been identified as a significant barrier to tackling the issue. Information gained through improved data gathering will be needed to monitor the implementation of the 10-Year Plan, plan for future community services, and increase awareness of issues related to poverty and homelessness in Kelowna.

Objective 1: Continue to support efforts to collect data about people who are homeless in Kelowna through homeless counts, needs surveys and other research studies

Information collected to date through the homeless counts and needs surveys has significantly increased public awareness regarding homelessness in Kelowna. The counts and needs surveys have helped draw attention in the community to the issue and have provided useful information about the homeless population. For example, the counts have provided data that has helped dispel the myth that most of the homeless people in Kelowna are from outside the city. Additionally, homeless-serving agencies and government departments use the data from the homeless counts for planning purposes to identify services and facilities needed to address homelessness. We will support a bi-annual homeless count conducted at a consistent time of year collecting similar data for comparison purposes. We will also support research projects that are consistent with the aims of the Ten-Year Plan.

This Objective will benefit all homeless populations in the community.

Objective 2: Introduce a standardized management information system for homeless-serving agencies

While the homeless counts and needs surveys provide a good source of basic information, additional tools are necessary to obtain, store and analyze more comprehensive data about people who are homeless, including the hidden homeless, episodically and chronically homeless. Often emergency shelters do not have sufficient resources to track longer-term client outcomes, and community agencies have only limited capacity.



The introduction by the Provincial government in March 2009 of the Integrated Homelessness Intervention Project offers an opportunity to develop a standard system to collect data on who is homeless, why they became homeless, what assistance they receive, and what is effective in ending their homelessness. We will work collaboratively with this 18-month project to involve all Kelowna agencies that serve homeless people, with the goal of continuing to gather data through this integrated system.

This Objective will primarily target chronic and episodic homeless populations in the community.

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IMPLEMENTATION

The 10-Year Plan is a comprehensive road map that will lead to lasting change in Kelowna. It contains clear objectives and timelines and identifies specific activities to achieve the objectives. The Plan acknowledges the costs and resources associated with each objective and outlines potential sources of funds and in-kind contributions. To achieve success, the Plan relies on the commitment of the community to ensure that it is carried out.

It is critically important that the strategies, objectives and actions outlined be coordinated, directed and monitored by an accountable and representative implementation agency. The implementation agency will have the trust and respect of funders and of the agencies and individuals charged with carrying out the front line work.

The establishment of the implementation agency is the first activity in the action plan and the proper foundation and structuring of the agency is vital to the success of the 10 year plan. The Kelowna Committee to End Homelessness will coordinate with the various stakeholder groups to establish the implementation agency. The implementation agency will have the following characteristics:

- Appropriate legal structuring to allow the agency to carry out its mandate including:
 - The ability to raise and disburse funds;
 - The ability to enter into binding contracts.
- Appropriate representation from stakeholder groups that will enable the agency to:
 - Generate initial buy-in to the Plan in the community;
 - Facilitate partnerships to achieve the Plan's objectives;
 - Maintain contact with government and community agencies involved in implementing the Plan.
- Appropriate staffing and other resources that will enable the agency to:
 - Monitor the implementation and take steps to celebrate achievements and address milestones that have not been met;
 - Effectively communicate with the public.

“We need a group of leaders in our community who can take us to the next step: to identify the great work that’s been done in our city, where the gaps are, who do we target, to put a financial plan with it and to be able to measure success.”

Source: Mayor Sharon Shepherd, Mayors Forum, November 2007



FINANCIAL IMPLICATIONS

Implementation of this Plan will require significant financial investments, to cover the capital costs of building new housing as well as the ongoing operational costs of the services and programs required to end homelessness in Kelowna. Financial contributions will be required from many sources, including federal and provincial governments, the Interior Health Authority, the City of Kelowna, charities, faith groups and non-profits, as well as the private sector. Developing housing is a costly venture, and many partners will need to be brought to the table to achieve the objectives over the next ten years. Ongoing funding will also be needed to sustain the programs and services that will help homeless people find housing and prevent those at risk from becoming homeless. Secure revenues for these operating costs will need to be identified from a range of sources.

Funding the Implementation Agency

The agency that will be responsible to coordinate and monitor the implementation of the Ten Year Plan will incur costs for start-up and annual operating costs including staffing, office space and overhead. It is estimated that incorporation, board development, office rental and initial staffing up of a manager position would cost approximately \$75,000. The annual cost to operate the implementation agency is estimated at \$200,000 in the first year, increasing annually at the consumer price index (CPI).

Capital investments

The Plan calls for the development of 300 units of supportive housing, 5,000 units of affordable rental and ownership housing, and additional shelter beds. BC Housing estimates the capital costs of new construction at \$185 per square foot construction and the “soft costs” to be approximately 25% of construction. Based on the assumption that non-profits, faith groups, and local and provincial governments would contribute land for the shelters and supportive housing and half of the affordable rental housing, land costs are only calculated for the affordable ownership units and half of the affordable rental units.

It is assumed that the affordable home ownership units will require initial investments from private sector and government to provide the necessary equity, but that those investments would be recovered upon sale of the units. Thus, capital costs are considered to be recoverable, and the initial investments would be re-invested in subsequent developments.

It is also assumed that affordable rents for independent housing would support operating costs plus a limited amount of debt servicing. Using information on average operating costs for affordable rental housing administered by BC Housing, we have calculated that amount of mortgage financing that could be supported by rents, and reduced accordingly the capital funding required for affordable rental apartments. Due to costs of providing support services in supportive housing, no allowance has been made for debt servicing in the calculations for supportive housing units.



Housing Type	# of Units	Total Capital Cost	Private Investment	Public Investment
Supportive Housing	140 units by 2011	\$12,000,000		\$12,000,000
	160 units by 2019	\$15,000,000	\$3,000,000	\$12,000,000
Affordable Rental Housing (1 and 2 bedroom units) – New apartments	100 per year	\$11 million per year	\$3,000,000 per year	\$8,000,000 per year
Affordable Rental (1 and 2 bedroom) – Secondary Suites	50 per year	\$200,000 per year	200,000 per year	
Affordable Ownership Housing (3 and 4 bedroom units)	150 per year	\$33 million per year	\$22 million per year (recoverable)	\$11 million per year (recoverable)
Shelter beds	50 beds by 2016	\$2,500,000	\$500,000	\$2,000,000

Operating costs to implement the plan

As noted above, it is likely that mortgage financing will be required for the affordable rental housing units, to bring total operating and debt servicing costs to a break-even affordable rent. It is assumed in the operating cost projections that adequate capital dollars will be raised to preclude subsidies for the affordable rental apartment units, and that secondary suites will not require rental assistance. The estimates assume \$6,000 per unit per year for supportive housing (net of rental revenues), and \$28,000 per year per shelter bed.

Based on these assumptions, the net annual cost to operate the supportive housing units proposed in the Plan (taking rental revenues into account) is estimated to be approximately \$53,000 in 2010, increasing to \$73,000 per year once the 140 units now underway are completed. Adding another 160 units of supportive housing over the following 7 years will increase annual costs incrementally to about \$160,000 in the tenth year. The estimate of costs to operate additional shelter beds is uncertain, as it has not been determined how many new shelter beds will be required to meet the needs. BC Housing advises that the current cost to operate a shelter bed, including 24/7 supports and meals is \$78 per bed per night.

Summary of capital and operational funding required

Kelowna's Ten-Year Plan is proposing new public, private and philanthropic investments and financial contributions of over \$183 million in total between 2009 and 2019 to meet the objectives of the Plan. The cost estimates and assumptions are subject to a number of variables, and the calculations become less and less accurate after the first two or three years of the Plan. Each year on the anniversary of the launching of the Plan implementation cost projections will be reviewed and updated.



Year	Cash Required	Explanation
2009	75,000	Start up Implementation Agency
	6,000,000	Capital cost for supportive housing (first phase of 140 units currently underway)
2010	200,000	Implementation Agency operations
	6,000,000	Capital cost for supportive housing (completion of 140 units currently underway)
	10,000,000	Capital Cost for 100 Affordable Rental Apartment units
	33,000,000	Initial investment for Affordable Home Ownership units; these funds are recoverable and are to be re-invested as affordable home sales are realized
	52,300	Net operating costs, supportive housing
2011	204,000	Implementation Agency operations
	10,200,000	Capital Cost for 100 Affordable Rental Apartment units
	73,200	Net operating costs, supportive housing
2012 – 2019 (Cumulative total)	1,900,000	Implementation Agency operations
	15,000,000	Capital Cost for 160 additional Supportive Housing units
	90,000,000	Capital Cost for 100 Affordable Rental Apartments each year
	2,500,000	Capital Costs for 50 additional shelter beds
	990,000	Operating costs for supportive housing units as they are completed
	7,500,000	Operating costs for 50 shelter beds as they are completed



APPENDICES

- A. Committee members
- B. Definitions
- C. Implementation Action Plan
- D. Inventory of Facilities and Services

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APPENDIX A: Committee Members

The Kelowna Committee to End Homelessness was assembled in September 2008. Membership represents a cross-section of the Kelowna community, including business, non-profit, government, post-secondary education and health sectors. The committee provided guidance and feedback to the consultant team that was contracted to develop the draft final Ten-Year Plan to End Homelessness in Kelowna.

Co-Chairs

Jennifer Charles
Chris Fibiger

Members

Joan Campbell
Andrew Hughes
Adrienne Skinner
Adrian Block
Brad Bennett
Sonja Mountain
Senator Ross Fitzpatrick

Ex Officio

Ian Graham, Chair, PHAT-CO

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APPENDIX B: Definitions

The following definitions will assist readers in understanding the scope of Kelowna’s Ten-Year Plan and the terminology that is used in the Plan.

Affordable housing	Housing is considered affordable if it costs less than 30% of pre-tax household income. Costs for renters include rent, utilities and municipal services. Costs for owners include mortgage payments (principal and interest), property taxes, condominium fees, utilities and other municipal services.
Case management	Case management refers to a collaborative process that assesses, plans, implements, co-ordinates, monitors, and evaluates the options and services required to meet a client’s health, human service and housing needs. It is characterized by advocacy, communication, and resource management and promotes quality and cost-effective interventions and outcomes.
Chronically homeless	A person or family is considered chronically homeless if they have been continuously homeless for a year or more, or have had at least four episodes of homelessness in the past three years.
Core housing need	Refers to households living in housing that falls below at least one of the adequacy, suitability or affordability standards, and would have to spend 30% or more of total pre-tax income to pay the median rent of alternative local housing that is acceptable. ⁶
Emergency shelters	Provide accommodation to homeless people for up to one month. Sleeping arrangements may be in dormitories or in shared or single bedrooms. Services may include food, clothing and counselling.
Episodically homeless	Refers to individuals or families who experience homelessness multiple times through the year.
Hidden Homeless	People who are staying temporarily with another household who do not have a regular address of their own where they have security of tenure.
Homelessness	Includes people who are sleeping outside (e.g. in parks, doorways or in parked vehicles); staying in emergency shelters or in transition houses for women fleeing abuse; and who are “couch surfing (staying temporarily with friends and family).
Housing First	An approach that involves the direct provision of permanent housing to people who are homeless, along with the support they need and want to

⁶ Homelessness Partnering Strategy reference guide.



maintain their housing. While support services are offered and made readily available, the program does not require participation in these services to remain in the housing.

Imminently homeless

Individuals or families who are at imminent risk of eviction; and individuals who will be discharged from the criminal justice system or leave a health facility after an extended stay, and youth exiting the child welfare system who do not have suitable housing in place prior to their discharge.

Inclusionary zoning

Requires or encourages, as a condition of approval, that a development project includes some special component desired by the municipality, usually affordable housing. The application of these inclusionary requirements is often limited to multiple-unit residential projects and large-scale developments. The resulting inclusionary units become part of an ongoing pool of affordable housing, which can only be sold to qualified recipients at affordable prices.

Supportive housing

Affordable rental housing linked with support services and no limit on the length of stay. This includes housing with support in buildings dedicated to a specific population (e.g. 24 hour staffing) as well as in non-profit or private rental buildings that serve a mix of tenants (scattered sites).

Transitional housing

Affordable housing where people can remain for a limited period of time (e.g. 30 days to 2-3 years). Support services are generally provided to help the residents move towards independence and self-sufficiency.



APPENDIX C: Implementation and Action Plan

Action	Partners	Deadline
Determine identity and structure of implementation agency	Kelowna Committee to End Homelessness City of Kelowna PHAT-CO	October 2009
Monitor implementation and adjust timeline and budgets accordingly	Implementation Agency City of Kelowna	October 2010 and each year thereafter

Strategy 1: House people as quickly as possible in permanent housing and provide support as needed

Objective 1: Promote the Housing First approach

Action	Partners	Deadline
Make permanent housing with supports when required the first objective of all homeless-serving programs and services.	Implementation Agency Ministry of Housing and Social Development BC Housing Government of Canada (Homelessness Partnering Strategy) Interior Health Authority PHAT-CO	October 2010
Set aggressive targets for limited stays in emergency shelters.	BC Housing Interior Health Authority Shelter operators PHAT-CO	June 2011

Objective 2: Support and expand outreach services

Action	Partners	Deadline
Work to obtain additional funding to sustain and expand the outreach services currently available.	Implementation Agency Interior Health Authority BC Housing PHAT-CO	December 2011
Explore specific outreach initiatives designed for the Aboriginal homeless population	Implementation Agency Ki Low Na Friendship Centre	January 2011
Add tenant support workers to the continuum of services.	BC Housing Interior Health Authority	April 2012

Objective 3: Expand case management initiatives

Action	Partners	Deadline
Investigate the Assertive Community Treatment (ACT) model	Implementation Entity Interior Health Authority University of BC (Okanagan)	June 2013
Establish a common intake and assessment process to facilitate access to housing and services	City of Kelowna Interior Health Authority BC Housing RCMP	October 2011



	Drop-in centres Kelowna Food Bank PHAT-CO	
Obtain funding and support for an expanded shared case management model.	Implementation Agency Interior Health Authority Ministry of Housing and Social Development	October 2013

Objective 4: Facilitate access to existing housing

Action	Partners	Deadline
Encourage more landlords to become involved in providing housing in partnership with support agencies	Implementation Agency City of Kelowna Faith Community Apartment Owners Front Line Agencies	January 2010
Explore programs and initiatives that have been effective in other communities	Implementation Agency PHAT-CO	October 2013
Organize promotional and training events on the Housing Registry for non-profit housing providers in Kelowna.	BC Housing City of Kelowna	October 2011

Strategy 2: Prevent people from becoming homeless

Objective 1: Provide discharge planning for people leaving healthcare and corrections facilities and foster care

Action	Partners	Deadline
Work to develop a zero discharge protocol in Kelowna to re-house homeless persons scheduled for release from hospital.	Implementation Agency Interior Health Authority City of Kelowna Kelowna General Hospital BC Housing PHAT-CO	September 2010
Work to develop discharge programs and protocols to end discharges from corrections to homelessness in Kelowna	Implementation Agency Solicitor General and Attorney General of BC BC Housing RCMP John Howard Society	June 2012
Work to ensure that exit strategies for youth in care include affordable housing and support options	Implementation Agency Ministry of Children and Family Development Youth serving agencies	March 2012

Objective 2: Help people at risk of homelessness to retain their housing

Action	Partners	Deadline
Work to identify individuals and families who face imminent loss of their housing and link them with prevention services.	Implementation Agency Kelowna Food Bank Ministry of Housing and Social Development Seniors Services Agencies	October 2010



	Ministry of Children and Family Development Employment Assistance Services	
Explore eviction prevention initiatives that have been effective in other communities and promote their use in Kelowna.	Implementation Agency Ministry of Housing and Social Development City of Kelowna	October 2011

Strategy 3: Address the root causes of homelessness through housing, income and supports

Objective 1: Develop 300 new supportive housing units by 2019

Action	Partners	Deadline
Support and promote the completion of 140 units of supportive housing under development through the Memorandum of Understanding between BC Housing and the City of Kelowna.	Implementation Agency City of Kelowna BC Housing Partner agencies (CMHA, NOW Canada, John Howard Society)	October 2010
Identify and enable partnerships to develop an additional 160 units of supportive housing units for youth, Aboriginal people, women, and adults with special needs including mental health issues, acquired brain injuries, addictions, and physical disabilities	Implementation Agency BC Housing Canada Mortgage and Housing Corporation Service Canada Interior Health Authority City of Kelowna PHAT-CO Frontline agencies Urban Development Institute – Kelowna Branch	January 2019

Objective 2: Promote the development of 5,000 new units of affordable ownership and rental housing by 2019

Action	Partners	Deadline
Foster partnerships among local governments and the private sector to create affordable home ownership opportunities.	Implementation Agency City of Kelowna Urban Development Institute – Kelowna Branch Canadian Home Builders Association BC Institute of Technology – Kelowna Campus	June 2014
Lobby local governments in Kelowna and other Central Okanagan municipalities to offer incentives to add or improve secondary suites in private homes.	Implementation Agency City of Kelowna Regional District of Central Okanagan	June 2010
Investigate and set up a Housing Trust Fund to provide capital dollars for affordable rental and home ownership projects.	Implementation Agency Urban Development Institute – Kelowna Branch City of Kelowna	June 2013
Urge senior governments to fund housing	Implementation Agency	September 2010



programs that deliver rental housing for independent singles, families and seniors.	City of Kelowna Union of BC Municipalities Urban Development Institute – Kelowna Branch	
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Objective 3: Help homeless people increase job skills and get better jobs

Action	Partners	Deadline
Obtain increased funding for job skills programs for people who are homeless.	Implementation Agency Ministry of Housing and Social Development Service Canada PHAT-CO	October 2012
Promote and support the creation of a social purpose enterprise.	Implementation Agency Kelowna Community Futures Enterprising Non-Profits Western Economic Diversification Canada Ministry of Small Business, Technology and Economic Development Rotary and other service clubs	January 2015
Work to create employment and training opportunities for homeless youth.	Implementation Agency Employment Assistance Agencies Downtown Kelowna Business Improvement Association Chamber of Commerce Ministry of Children and Family Development	June 2010

Objective 4: Actively pursue appropriate increases to BC shelter and support rates for individuals and families

Action	Partners	Deadline
Work actively with other affected communities to advocate to the provincial government for immediate and substantial increases to income support.	Implementation Agency City of Kelowna Regional District of the Central Okanagan Union of BC Municipalities	September 2010

Objective 5: Improve access to local detox and treatment services

Action	Partners	Deadline
Work to reduce wait times for residential detoxification and treatment services and expand outpatient services and recovery programs.	Implementation Agency Interior Health Authority	October 2011
Work to establish a Central Okanagan sobering and assessment centre similar to one in place in Victoria, BC and under development in Surrey, BC	Implementation Agency Drug Policy Coordinator, RDCO RCMP City of Kelowna Interior Health Authority	March 2011



Objective 6: Create additional emergency shelter beds for couples, families and women

Action	Partners	Deadline
Assess the demand, and promote the creation of additional shelter beds for populations not currently served.	Implementation Agency Ministry of Housing and Social Development BC Housing PHAT-CO Front-line Agencies	January 2011

Strategy 4: Increase community capacity to end homelessness

Objective 1: Secure financial and administrative support for the ongoing coordination of efforts to end homelessness in Kelowna

Action	Partners	Deadline
Establish an agency with the appropriate legal structure to carry out the various activities identified in the Plan	Kelowna Committee to End Homelessness City of Kelowna Central Okanagan Foundation	October 2009
Negotiate and deliver a 3 to 5 year multilateral agreement to implement the Ten-Year Plan	Implementation Agency City of Kelowna Central Okanagan Foundation Government of BC Government of Canada	January 2010

Objective 2: Address remuneration and workload challenges for frontline agencies

Action	Partners	Deadline
Conduct analysis of salaries and benefits in the homeless-serving sector.	Implementation Agency City of Kelowna Ministry of Housing and Social Development PHAT-CO	June 2011
Support efforts to make salaries and benefits in the frontline agencies comparable with similar roles in the private sector.		June 2012
Enhance coordination among frontline agencies, health authority programs and provincial government services	Implementation Agency PHAT-CO Interior Health Authority BC Housing City of Kelowna	June 2014

Strategy 5: Collect and analyze data

Objective 1: Continue to support efforts to collect data about people who are homeless in Kelowna through homeless counts, needs surveys and other research

Action	Partners	Deadline
Conduct bi-annual homeless count at a	PHAT-CO	April 2010, 2012, 2014,



consistent time of year using robust methodology	City of Kelowna Government of Canada Government of BC	2016 and 2018
Create research projects that inform the implementation of the Ten-Year Plan	Implementation Agency University of BC – Okanagan Okanagan College	September 2010

<i>Objective 2: Introduce a standardized management information system for homeless serving agencies</i>		
Action	Partners	Deadline
Work collaboratively with the Provincial Integrated Homelessness Intervention Project to involve all Kelowna agencies in this integrated system	Implementation Agency PHAT-CO City of Kelowna Ministry of Housing and Social Development	October 2010

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APPENDIX D: Inventory of Facilities and Services to Address Homelessness

Housing Continuum	
Emergency shelters	
Additional mats for cold/wet, extreme weather, or crises	119 mats
Kelowna Gospel Mission – adult men	62 beds
Kelowna Women’s Shelter– adult women - safe house for women and their children fleeing abuse. May be able to accommodate 18-20 residents depending on configuration of families.	16 beds
NOW Canada Society – Alexander Gardner Women and Children Safe Centre – for women and children	20 beds
Okanagan Boys and Girls Clubs - Richter Street Youth Shelter – youth (13-18)	8 beds
Okanagan Boys and Girls Clubs - Penny Lane House – youth (13-18) – emergency shelter but length of stay may be extended up to a few months.	6 beds
Total	119 mats/ 112 beds
Transitional housing (up to 3 years)	
John Howard Society – Cardington Apartments – supportive housing for adult men and women who are homeless or at risk of homelessness and working toward managing mental health and addictions issues	30 units
Karis Support Society – Sutherland House – for pregnant women experiencing a high risk pregnancy and mothers with new babies. One year length of stay.	5 beds
Kelowna Gospel Mission – Shiloh House – women and women with children	8 beds
Ki-Low-Na Friendship Society – Wolf’s Den (8 beds – some are targeted for emergency use), and Family Den (2 bedrooms). Length of stay up to 6 months.	10 beds
NOW Canada Society – Residential safe home program for female youth (up to one year)	13 beds
Society of H.O.P.E. – women and women with children	10 units
Society of St. Vincent de Paul – Ozanam House (up to 2 years) adult men and women	19 beds
Coming on stream – 40 units short term housing, to be operated by CMHA (2010?)	
Society of HOPE short-term housing for single women and women with children– ready summer 2009	11units
Total	106 beds/units
Long term supportive housing (no maximum length of stay)	
NOW Canada Society – NOW Place Apartments – 2 nd Stage Supportive Housing – for single women and women with children with a proven financial need	21 units
Karis Support Society – Bernard House –second stage alcohol and drug free supportive housing for women over 35 years of age	8 beds
Coming on stream – 140 units of supportive housing: 40 units for women and children with a proven financial need, to be operated by NOW Canada Society. (2010?)	
Total	29 beds/units
Affordable rental housing (non-profit and co-op)	
Brookside Residence – seniors	44 units
Central Okanagan Kiwanis Community Service Society (Kiwanis Tower) – seniors	146 units
Columbian Centennial Housing Society - adults, families and extended care	260 units
Desert Breeze Housing Co-op - families and wheelchair accessible/modified	54 units
Evangel Family Manor – seniors units and families	107 units



Father Delestre Housing Society – seniors, families, and disability	158 units
Kelowna Japanese Canadian Community Senior Citizen Society (Hinode Home) – seniors	20 units
Okanagan Housing Cooperative – family	58 units
Okanagan Metis & Aboriginal Housing Society – families	79 units
Orchard Valley Senior Housing Society (The Burtches) – seniors	90 units
Pleasantvale Homes Society – seniors	50 units
Society of H.O.P.E – seniors and families	345 units
Southgate Manor Co-operative – family	34 units
The BC Corp. of the 7 th Day Adventist Church (Okanagan Manor) – seniors	26 units
Total	1467 units
Room and board congregate/supportive or assisted housing	170 units
Housing for people with a mental illness or other special needs (from the City of Kelowna Housing Resources Handbook, Jan 2007)	209 units
Support Facilities and Services	
Support facilities	
Drop-in centres	
Kelowna Drop-In & Information Centre	
Kelowna Gospel Mission	
Kelowna Women’s Resource Centre – women - info and referrals	
Ki-Low-Na Friendship Society	
Okanagan Boys and Girls Clubs – youth – Club 180, the downtown and west side drop in programs	
The Haven - Kelowna Church of the Nazarene. Lunch is part of drop-in program	
Canadian Mental Health Association Kelowna – services for people with a mental illness	
Foodbank/Meals	
Kelowna Community Food Bank	
Kelowna Drop-In & Information Centre – meal program	
Kelowna Gospel Mission	
Ki-Low-Na Friendship Society	
Okanagan Boys and Girls Clubs – Club 180, downtown and west side drop in programs	
Rutland Community Food Centre	
Society of St. Vincent de Paul	
Salvation Army	
First United Church – meal program \$5-\$6 Wednesday nights – coffee and snacks Tuesday and Thursday	
Clothing/Furniture Banks	
Kelowna Gospel Mission – Thrift store	
Kelowna Womens Shelter, Thrift Store	
Ki-Low-Na Friendship Society	
Salvation Army Thrift Store	
Share Society –Thrift store	
Showers	
Kelowna Drop-In & Information Centre	
Kelowna Gospel Mission	



Laundry facilities
Kelowna Drop-In & Information Centre
Cultural services
Ki-Low-Na Friendship Society
Okanagan Metis Children and Family Services
Kelowna Community Resources – assists new immigrants with integration into Canada.
Outreach
CMHA Kelowna Outreach Services (targeted to people who are homeless and at risk being homeless)
Kelowna Drop-In & Information Centre – Outreach and Community Partnering Program
Kelowna Women’s Shelter
Ki-Low-Na Friendship Centre in partnership with Okanagan Metis Children and Family Services (Aboriginal Outreach Program)
Okanagan Metis Children and Family Services in partnership with Ki-Low-Na Friendship Centre (Aboriginal Outreach Program)
Okanagan Boys and Girls Clubs – Reconnect outreach (downtown and west side)
Reachout Youth Counselling & Services Society – Mobile Counselling Program
Life skills services
Central Okanagan Elizabeth Fry Society
Kelowna Womens Shelter
Ki-Low-Na Friendship Society
NOW Canada
Okanagan Boys and Girls Club
Employment development services/programs
Access to Employment – targeted to persons with disabilities
Job Wave – serves Employment and Assistance clients (through MEIA). Restructured in July 2006.
KEREDA (completed funding contracts 2007. Plan to continue)
Ki-Low-Na Friendship Society – pre-employment workshops, seasonal and casual labour program, and an accessible computer lab
Labour Unlimited – Temporary Employment Services
Okanagan Boys and Girls Clubs – Youth Employment Services (downtown and west side)
YMCA-YWCA of the Central Okanagan – Career Contact Centre for Youth
Health Services
ARC Programs – Youth Services provides counselling and support for sexually exploited youth. Changes Program for youth 13-18 to reduce impacts of drug and alcohol use on an outpatient and outreach basis
Kelowna Gospel Mission (dental clinic)
Ki-Low-Na Friendship Society – Mental health services and referrals, Diabetes Prevention and Education, and Chronic Disease Prevention. Targeted to Aboriginal community but open to anyone.
Living Positive Resource Centre – client support to people living with HIV and AIDS. Education, planning, counselling and advocacy.
Okanagan Boys and Girls Clubs – Mental Health outreach
Outreach Urban Health Services: Interior Health Primary Health Centre. Services include: Physician, Public Health and Community Care Nursing, Social Work, Mental Health, Alcohol and Drug.



Alcohol and drug services – counselling and support	
ARC Programs – Counsellors are based in School District #23 high schools and address the assessment, referral and treatment needs of students requiring alcohol and drug counselling in the school setting. Funded by Interior Health.	
Interior Health – alcohol and drug services for youth available through outreach counsellors located at the Okanagan Boys and Girls Clubs (2006)	
Interior Health – outpatient alcohol and drug services for youth and adults at Kelowna Alcohol and Drug Services – Groves Avenue. Provides assessment, treatment, referral and group treatment.	
Ki-Low-Na Friendship Society – A & D counselling services and referrals; group support	
Outreach Urban Health Services: Interior Health Primary Health Centre. Services include: Physician, Public Health and Community Care Nursing, Social Work, Mental Health, Alcohol and Drug.	
Salvation Army – provides counselling and referrals to alcohol and drug treatment programs	
Short-term residential alcohol and drug support	
Crossroads Treatment Centre Society – detox for adults 19 and over (8 public; 7 private pay)	15 beds
Okanagan Families Society (Transitions Housing) – Residential support for youth as a component of an alcohol and drug treatment plan. May include post acute withdrawal. Length of stay is less than 30 days. Funded through Interior Health.	4 beds
Total	19 beds
Treatment and Recovery Programs	
Crossroads Treatment Centre Society – men and women (36 public; 21 private pay)	57 beds
Crossroads Treatment Centre Society Supportive Living Program – 18 beds for men. Maximum length of stay is 1 year.	18 beds
Freedoms Door – men – started 2002 [no detox]	40 beds
Hollywood House – women	
House of Sharon – restoration and healing for women. Length of stay 3 months to one year.	6 beds
John Howard Society – Bedford Place – supportive recovery home for men recovering from substance abuse and substance abuse issues. One year length of stay	10 beds
Karis Support Society – Esther Place and Lydia House – First phase recovery housing for women. One year length of stay.	9 beds
Kelowna Gospel Mission (Destiny House – 10 beds for men) and (Harmony House – 10 beds for women)	20 beds
Madsen House – men	8 beds
Tarbet House – men	22 beds
Total	190 beds
Homelessness prevention services	
Financial Assistance	
ARC Programs – Youth Services – Helps youth access Youth Agreements – to secure income for housing. Counsellors also work with youth to help them address barriers to leaving the street.	
Kelowna Drop-In & Information Centre – Liaison with Ministry of Employment and Income Assistance to help high needs clients access assistance	
Eviction/Legal Assistance	
Central Okanagan Elizabeth Fry Society	
Kelowna Drop-In & Information Centre	
Ki-Low-Na Friendship Society – Legal advocate funded by the Law Foundation – focuses on poverty law cases	
Okanagan Advocacy Resource Centre (OARS)	



Salvation Army – pro-bono lawyers
Research, Communication and Networking
Kelowna Community Advisory Board and Kelowna Drop-In and Information Centre – homeless count/needs survey
PHATCO – Community awareness and capacity building (e.g. Homelessness Action Week)
PICC – Partners in Community Collaboration
PHD – Partners for a Healthy Downtown
KHNG – Kelowna Homelessness Networking Group

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