What We Don’t Know – Supportive Housing:
Supportive Housing: Tenant Support Service Models
Innovative Funding Approaches

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Finally, this project would not have been completed without the support of my life partner, love you Belinda.

EXECUTIVE SUMMARY

Introduction

With increasing financial pressure on governments to provide tenant support services funding for formerly homeless tenants in upcoming supportive housing developments, supportive housing providers are motivated to find sustainable, integrated tenant support service funding models to survive. Tenant support services are dependent on both the type of supportive housing being provided and the needs of the different sub-populations of the homeless. Supportive housing can include scattered, mixed tenancy or dedicated site housing. Support services can include an operations director and/or property manager; community life/residence programmer; on-site medical support; 24/7 staffing; tenant groups and/or tenant – peer /intergenerational support; and employment and training.

This report has been prepared for the Streetohome Foundation (Streetohome), a partnership between the City of Vancouver, the Province of British Columbia, Vancouver Coastal Health and the private sector. Streetohome is a non-profit organization created on the premise that the private sector can bring new funding, innovative ideas, and opportunities to collaborate to address homelessness in Vancouver. This report is intended to be used as a resource to assist the supportive housing sector in identifying non-government funding opportunities to fund tenant support services.

The main objective of the project was to identify sustainable, integrated tenant support service funding models in other jurisdictions that could be adapted in Vancouver; and secondarily, to establish a description of a basket of support services for tenants that promotes the retention of housing and/or movement along a tenant's preferred life path. The research question the project attempts to answer is: *What sustainable, integrated tenant support service funding models, either locally, nationally or internationally, could be adapted in Vancouver?*

Methodology and Methods

The project involved a qualitative methodological approach, utilizing an exploratory, mixed-method design to "focus on understanding a central phenomenon" (Creswell, Clark, Gutmann, & Hanson, 2003, p.174). A literature review was first conducted with the objective of identifying the main sources and types of evidence available (Arksey & O'Malley, 2005, p.21). Then a strategic, knowledge-generating evaluation was conducted (Patton, 2002, p.220) which included a document review and semi-structured interview questions. The overall objective of the evaluation was to identify smart practices which could reduce the reliance on government funding for tenant support services of formerly or at risk of homeless tenants (Patton, 2002, p.220).

Data collection methods utilized for this report included a literature review, a document review, and semi-structured interviews. The literature review provides a broad overview of the topic, covering themes involving the homeless and supportive housing providers, including the different definitions of homelessness and sub-populations; the history of homelessness in Canada; Vancouver's commitment to solving homelessness; supportive housing types; *supported* versus *supportive* housing; *place-centered* versus *person-centered* support; support services by homeless subpopulation; non-government funding models; and, measurement. The document review was conducted to identify how governments were providing and funding supportive housing; to identify potential non-government sources of funding for tenant support services; and to identify supportive housing providers to participate in the project. Semi-structured interviews were conducted with either the Chief Executive Officer (or their appointed representatives) of nine organizations providing supportive housing across Canada. Interviews involved four organizations within Metro Vancouver, one organization from Regina, and two organizations each from Edmonton and Toronto. These interviews were complemented by a document review of three international organizations that provide innovative tenant support services in the U.S. and Europe which do not rely on government funding.

Key Findings

Literature Review

As part of the literature review, both grey and academic literature were used to obtain an overview of the research topic, identify key themes, and summarize available evidence related to tenant support services. The literature review findings identified five interrelated themes: the different sub-populations of the homeless; scattered versus dedicated versus mixed housing types; tenant support services; non-government funding models; and, the role of local government in supporting non-government funding opportunities. The non-government funding models identified fall within five categories including: rental income, social enterprise, public private partnerships, philanthropic models and social impact bonds.

According to the literature there is no *one size fits all* supportive housing approach (Montgomery et al., 2013, p.69), as the supports required to make a formerly homeless tenant into a good tenant/neighbor (Parsell et al., 2015, p.2) are dependent on identifying which sub-population a chronic homeless person fits into (Gaetz, Donaldson, Richter & Gulliver, 2013, p.7). The findings further identified that the type of building and tenant mix play important roles in the types of services provided and the potential funding opportunities. One such funding source, social enterprise, not only plays an important role in funding support services but also provides formerly homeless tenants an opportunity to gain the skills and resources necessary to transition from supportive housing to independent living. Finally, local government can play a crucial role in establishing policies that align with supportive housing providers to ensure their success.

Organizational Review of Smart Practices

The diversity of the organizations studied provided a wide range of funding ideas for consideration. Themes included: increasing operational efficiencies to free up existing funding for tenant supports; tapping additional labour resources that ranged from partnering with organizations to provide tenant support in-reach services, to engaging tenants themselves in making a peer contribution, and/or providing supervised opportunities for community volunteers and practicum students to bolster the tenant support available; and implementing various models that generate additional funding (mixed income and mixed use housing models as well as social enterprises) that could contribute to tenant support services.

Though there was a range of non-government funding ideas utilized, the general finding was that supportive housing providers did not rely on just one funding source, but multiple funding sources. Housing type, homeless subpopulation served, tenant mix and operational structure of a supportive housing organization each impact the combination of on-site support services as well as the social benefits derived from those services and the ultimately, the connection established for tenants to the community.

Recommendations:

With supportive housing providers having to rely on more than one funding method because of the complexity of homelessness and challenges faced by the homeless, it is recommended that all four non-government funding options be considered. The recommendations are intended to assist supportive housing providers with funding opportunities and/or tools to assist them in providing sustainable, integrated tenant support services without having to rely solely on government funding.

Recommendation 1 - Streetohome work with supportive housing providers to establish an all-inclusive supportive housing provider network.

A key conclusion from the literature review and organizational review of smart practices was that supportive housing providers could benefit from a mutual network created to promote the exchange of ideas, learning, and information in the effort to reduce the reliance on government funding for support services. Working together, members can identify and coordinate social enterprise opportunities to fund support services; identify and/or fund employment and support opportunities for formerly homeless tenants; provide opportunities to employ tenants in providing housing supports; identify and/or fund employee training opportunities to assist all employees in their daily interactions with the homeless; and volunteer opportunities to provide outreach support. The network could provide access to supportive housing providers to finance their tenant supports without having to rely on government funding

Streetohome, given the relationships that it has developed within the supportive housing community, is in a good position to broker the network. Streetohome could engage the Lower Mainland Supported Housing Executive Director Group (which includes many of the larger supportive housing providers) and encourage them to expand. Streetohome could also bring the BC Non-Profit Housing Association (which has shown a recent interest in homeless, coordinating the 2017 homeless count for Metro Vancouver) to the table. The latter has a well-established membership comprised of supportive housing, social housing and co-operative housing providers.

Streetohome could adapt the 3xE Network model successfully implemented by Crisis in the United Kingdom, which included social enterprise, voluntary and community sector organizations. The network may be able to capitalize on internal web-based technologies developed by supportive housing providers as a means of providing an electronic solution to support communication within the network and contain administration costs. Similarly, the network may be able to access the well-developed information, training and education portal developed by the BC Non-Profit Housing Association.

Recommendation 2 – The City of Vancouver work with smaller non-profit organizations, which own developable land, to build smaller mixed-income, single-site supportive housing.

The City of Vancouver is encouraged to map underutilized properties across the city that are owned by non-profits and facilitate dialogues around property development and the benefits of same to the non-profit and the community. The City of Vancouver could promote the development of smaller (micro) mixed-income, single-site supportive housing. Smaller, micro unit single-site supportive housing are financially more manageable given cost efficiencies to operate and when combined with a mixed-income component, could fund the support services needed by formerly homeless tenants to independent living without government support. Co:Here’s co-resident community service model should be considered as a benchmark.

Recommendation 3 – The City of Vancouver provide supportive housing providers the opportunity to bid on the full operations of any new mixed-income single-site supportive housing developed in the City of Vancouver.

The City of Vancouver should consider an option for supportive housing providers to manage and operate all new mixed-income single-site supportive housing developed by the City. The literature review and organizational review of smart practices provided evidence that supportive housing providers, if provided the financial capabilities (i.e. mixed-income and commercial rents) can operate mixed-income, single-site supportive housing without government funding. Further, the City of Vancouver could promote a community benefit agreement with developers that provides an option for supportive housing providers to manage and operate the developer’s mixed income rental buildings that include non-market housing as an element in the development. The property management revenue may in turn fund tenant support services for those living in the non-market units.

Recommendation 4 – Streetohome work with the City of Vancouver, Vancity, and the Vancouver Foundation to establish an endowment fund exclusively for supportive housing providers.

Streetohome should work with the City of Vancouver, Vancity, and the Vancouver Foundation to establish a social enterprise/endowment fund to specifically assist supportive housing providers in supplying tenant support services to the chronically homeless, including funding the operations of the supportive housing network identified in Recommendation 1. The Vancouver Foundation would play a key role in establishing the fund, as its investment base provides the opportunity to earn a higher rate of return when compared to establishing an independent fund. Vancity could bring expertise to the table based on their successful track record in supporting the social enterprise sector in British Columbia. The fund would provide supportive housing providers the opportunity to borrow startup funds for social enterprises that provide training and employment to their formerly homeless tenants. The loans would be for three to five years at interest rates tagged to the Bank of Canada lending rates.

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1.0 INTRODUCTION

1.1 Project Client and Problem

Formed in 2008, Streetohome Foundation (Streetohome) is a non-profit organization created on the premise that the private sector can bring new funding and innovative ideas, as well as a brokerage role, to addressing homelessness in Vancouver. The client for this project is Dr. Rob Turnbull who is the President and Chief Executive Officer of Streetohome. Based on similar models used by Calgary, Portland, New York and Toronto, Streetohome is dedicated to assisting vulnerable individuals in moving along their preferred life path leaving homelessness behind. Streetohome strives to meet three goals: provide permanent stable housing with appropriate support services; prevent people who are most vulnerable from becoming homeless; and, building broad public support and commitment for permanent solutions to homelessness. By encouraging open thinking and creative problem solving, Streetohome works with private donors, government partners and non-profit service providers in order to enhance homelessness prevention and advance supportive housing for the chronically homeless in Vancouver (Streetohome, 2016a, p. 2).

Having identified supportive housing as a key to addressing the homelessness in Vancouver, Streetohome has leveraged nearly $29 million of private funding since 2008 (Streetohome, 2016b, p.8) to provide when completed, 1,307 supportive housing units through partnerships with government and the non-profit sector. The primary concern moving forward, however, is the public sector's (federal; provincial housing and healthcare ministries; and municipal government reluctance to commit ongoing funding to in-house tenant support services in upcoming housing developments (Streetohome, 2016a, p.7). Streetohome continually receives requests for funding supportive housing capital, however, there has been little commitment to fund tenant support services required to make the projects viable. Without funding for tenant support services, it is difficult to ensure that formerly homeless or tenants at-risk for homelessness move along their intended life path.

Though the Government of Canada has adopted the Housing First (HF) strategy to address homelessness across the country, the funding provided only funds activities that connect the homeless to permanent housing and income supports. These supports are designed to help them develop life skills and to provide culturally relevant responses for Aboriginal clients (GC, 2016). In addition to HF, the federal government funds case management services through the Homelessness Partnering Strategy (HPS); however, the funding cannot be used for medical/clinical staff, clinical health and treatment services, daycare, and/or public education (GC, 2016), despite having been identified as key support services in moving a formerly homeless person towards independent living. Prior to the federal government extending its HF strategy in 2013, a Committee Report prepared for the City of Hamilton's Emergency & Community Services Committee, identified as one of the success stories of HF (Gaetz, Scott & Gulliver, 2013, pp.71-81), provided an overview of the impact of HF funds received by the City. The Report identified that because HPS funding is time limited with no commitment for funding beyond the funding term, Hamilton's homelessness system is at risk (Hamilton, 2011, p.5).

Finally, according to Tim Aubrey, a member of the At Home/Chez Soi National Research Team and Co-Principal Investigator of the Moncton site, "Housing First in Canada has Shown significant uptake since the end f the At Home/Chez Soi project, but those gains will remain fragile unless we address the funding and policy issues that are barriers to adopting a Housing First approach as a mainstream solution to homelessness and mental illness" (MHCC, 2016).

1.2 Project Objectives and Research Questions

The main objective of the project was to identify sustainable, integrated tenant support service funding models, either locally, nationally or internationally, which could be adapted in Vancouver. Specifically, the report considers if there are any funding models that can be adapted by supportive housing providers in Vancouver, to reduce their reliance on government funding, in providing formerly homeless tenants sustainable supportive housing. A secondary objective is to compile a detailed listing of support services for tenants that promotes the retention of housing and/or movement along a tenant's preferred life path. Identifying the necessary support services for this population is key to determining the necessary funding to ensure what is being provided is sustainable.

Using a qualitative research approach, the project attempted to answer the following primary research question: What sustainable, integrated tenant support service funding models, either locally, nationally or internationally could be adapted in Vancouver? In answering this question, the project considered the following supplemental question as well: what basket of support services will promote the retention of housing and/or movement along a tenant's preferred life path?

Though the federal, provincial, and local governments in Canada either provide capital funding and/or land for affordable housing, they do not fund tenant support services. The provision and corresponding funding of supportive housing (subsidized housing with on-site support services) play a key role in ending chronic homelessness (Vancouver, 2011, p.17). The chronically homeless are those individuals considered homeless for more than one year (National Health Care for the Homeless Council, 2013, 2, as cited in Fletcher & Muller, 2015, p.31). Based on this definition, forty-five percent of Vancouver's homeless would be considered chronically homeless (Thomson, 2016, p.7).

Streetohome is currently working with the City of Vancouver, Vancouver Coastal Health and BC Housing in mapping supportive housing units across Vancouver. It has been difficult for the partners to agree on a definition of *supportive housing* in order to determine which housing units qualify for the database. For example, some buildings have 24/7 support staff, while others have a day manager, or empower tenants to take on some of the support duties. Streetohome (nd.) defines supportive housing as subsidized housing that is linked to support services (e.g. development of life skills and access to medical care, addiction recovery, and employment/vocational support) on-site or through outreach (p.9). British Columbia identifies supportive housing for property tax assessment purposes as Class 3 Supportive Housing, "property that is used by or on behalf of a person who received funding from the provincial government or a regional health board for the provision of supportive housing" (BC, 2013). With this definition, any supportive housing funded through any non-government sources would not be classified as supportive housing by the Province.

To date Streetohome has sponsored four research projects which have found that by providing support services – daycare for young mothers, health services, employment services or general support services within shelters and affordable housing – a pathway out of homelessness is created (Fletcher & Muller, 2015, p.69; Karoubi & Roy, 2015, p.7; Allary et al., nd, p.59; Lange, 2016, p.3). In her Doctoral Thesis, Cathy Bolton (2005) evaluated Philadelphia's Supportive Housing Program, targeting homeless persons with diagnoses of severe mental illnesses. Bolton found that the program achieved housing stability for 84 percent of its clients and where housing stability was not achieved the single highest predictor was substance abuse (p.147).

1.3 Background

The Canadian Homelessness Research Network (CHRN) in 2012 released a new definition of homelessness in Canada. This definition describes homelessness as being a situation where an individual or family was without, or in immediate prospect of being without, stable, permanent, appropriate housing as a result of the following factors: systemic or societal barriers; a lack of affordable and appropriate housing; the individual/household's financial; mental, cognitive, behavioural or physical challenges; and/or racism and discrimination (CHRN, 2012, p.1). When conducting its annual homeless count, Vancouver defines a homeless person as a person who for more than 30 days did not have a place of their own, or did not pay rent (Thomson, 2016, p.7). This includes individuals in hospitals or jails with no fixed address, staying with a friend or family member rent free; youth and women, with or without children, utilizing emergency shelters, safe and transition houses; and, individuals without physical shelter.

In conducting the City's ninth homeless count in 2016, Vancouver identified 1,847 homeless persons, 488 unsheltered and 1,308 sheltered (Ibid., p.17). Largely Aboriginal, male, middle-aged and older, 78 percent (Ibid., p.28) of those individuals who took part in the survey portion of the count reported one or more health conditions, up from 74 percent in 2005. A further 23 percent indicated that they were employed, while 72 percent were receiving some form of government transfer (Ibid., p.41). More concerning was that the common length of homelessness for those interviewed was one year or more. Since 2005, the length of time where an individual was homeless for one year or more has ranged from 36 percent to 49 percent and is currently 39 percent. (Ibid., p.37).

Table 1: State of the Chronically Homeless in Vancouver since 2005

Year	Sheltered		Unsheltered		Total	
	Count	Percentage	Count	Percentage	Count	Percentage
2005	198	45%	178	30%	376	36%
2008	257	65%	328	41%	585	49%
2010	365	39%	230	59%	595	45%
2011	295	46%	290	51%	585	49%
2012	Question Not Asked					
2013	204	38%	159	60%	363	45%
2014	259	47%	214	38%	473	45%
2015	219	36%	264	57%	483	45%
2016	189	30%	248	49%	437	39%

(Information obtained by homeless counts conducted by the City of Vancouver)

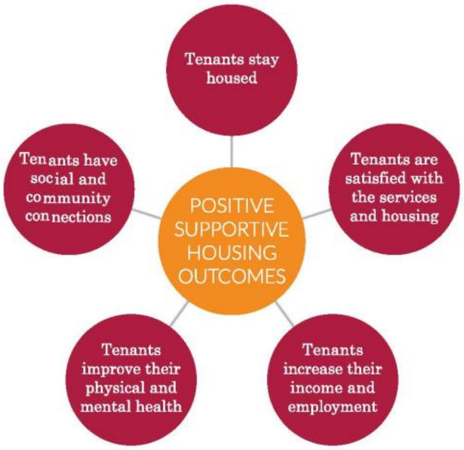
In addition to identifying the above demographics, the homeless individuals who took part in the survey were asked whether they stayed in a shelter or not. Table 1 summarizes the responses provided by the chronically homeless, those homeless for greater than one year (Streetohome, nd., p.54). The definition used by Thomson (2016) for an individual to be considered sheltered is if s/he did not have a fixed address, stayed overnight in either a hospital or jail, stayed in a detox facility, emergency shelter, transition house for women and children fleeing violence, or safe house (p.8). In contrast, Thomson (2016) considered an individual unsheltered if they could not find a physical shelter, stayed outside, or in another person's home without paying rent (p.8). Those respondents who identified themselves as unsheltered were further asked why they did not stay in a shelter. Since 2013, 13 to 22 percent of the respondents indicated that they were turned away, while 33 percent on average disliked shelters, giving no specific reason (Ibid., p.46). Though there may be disagreements as to whether the definition of sheltered includes transitional housing and addiction recovery, which could also be classified under supportive housing, Streetohome explicitly states that emergency shelters are not housing.

Gaetz, Scott & Gulliver, (2013) identified that when designing a program to address homelessness within a community, a program or programs must be tailored to meet the differing needs of the community and the different homeless sub-populations within that community (p.137). Though unique, a successful program implemented in one community can also be successfully implemented by another community, similar to how the City of Victoria adapted the City of Toronto's Street to Home model to support their homeless (Ibid., p.2).

In 2014, the City of Ottawa identified factors for success in planning and designing supportive housing (Anderson, 2014). A key factor that Ottawa identified was the Corporation for Supportive Housing's (CSH) *Dimensions of Quality Supportive Housing* document (Ibid., p.48). As a framework developed by housing providers, funders, and tenants, this document identifies characteristics that make a quality supportive housing project (Ibid., p.48).

CSH, an organization which helps communities improve the lives of its most vulnerable people through supportive housing solutions, created a tool to identify quality supportive housing (CSH, 2013). The CSH Dimensions of Quality Supportive Housing strive to build a supportive housing industry that provides sustainable supportive housing which is high-quality and effective (Ibid., p.1). CSH identifies five core outcomes (Figure 1) that all supportive housing organizations should observe to be successful (Ibid., p.4).

Figure 1: Five Core Outcomes for Supportive Housing Organizations to be Successful


Tenants stay housed
Tenants have social and community connections
POSITIVE SUPPORTIVE HOUSING OUTCOMES
Tenants are satisfied with the services and housing
Tenants improve their physical and mental health
Tenants increase their income and employment

In light of the global economic downturn in recent years, the focus has been on how to fund the support services needed to keep the formerly homeless housed. The use of social enterprise to support the homeless, and regulations to encourage a hybrid social enterprise structure that straddles for-profit and non-profit worlds in providing support services for the homeless are two promising areas of intervention

1.4 Organization of Report

The report comprises seven chapters: Introduction, Methodology and Methods, Literature Review, Smart Practices Review, Discussion and Analysis, Recommendations, and Conclusion.

The Methodology and Methods chapter speaks to the methodology and methods used in identifying how the research was going to be conducted. Homelessness is an issue that has been researched from various angles and though no one perfect or ideal solution has been found, there have been various ideas investigated that may come together to provide a promising multi-pronged approach. This section speaks to a number of different solutions.

The Literature Review chapter sets the basis for identifying and conducting the key informant interviews and document review, which form the basis of the smart practices review. The review first looks at the definition of homelessness, including a review of the different homeless sub-populations, as different sub-population face different issues. It then looks at the history of supportive housing in Canada and the important role that Vancouver plays in the permanent supportive housing sector. The different housing types made available to the homeless are compared, along with the use of the terms *supported* and *supportive* housing. A brief explanation of the difference between *person-centered* and *place-centered* supports is provided, followed by a review of the support services that best serve the different homeless sub-populations. Different types of non-government funding, including market and commercial rent, the use of supported social enterprise employment opportunities, public-private partnerships, philanthropic funding and social impact bonds are examined. The use of social enterprises is reviewed at length, as they provide more than just financing opportunities. Considerations include: the replication of existing social enterprise; the importance of a social enterprise investment intermediary; and how a non-profit supportive housing provider can structure its social business so as to not lose its charity status, thereby maximizing fundraising capabilities.

The Organization of Review of Smart Practices chapter looks at nine Canadian supportive housing organizations and three International organizations. The review looks at the structure of each organization and how each organization funds its support services. The types of housing and supports being provided are also looked at, including how they are being provided.

The Discussion and Analysis chapter compares the findings of the literature review and organizational review of smart practices in an attempt to identify if there are any common themes to base recommendations on. Are there non-government funding methods that are currently being used that can be adopted by other supportive housing providers to reduce their reliance on government funding? Are there supportive housing models and/or a basket of support services that can assist the homeless while reducing the reliance of supportive housing providers on public funding?

The Recommendations chapter identifies those recommendations that should be considered to reduce the reliance on government funding of on-site tenant supportive services. Finally, the Conclusion provides a summary of the Report.

2.0 METHODOLOGY AND METHODS

This project used a qualitative research methodology to answer the research question: *What sustainable, integrated tenant support service funding models, either locally, nationally or internationally, could be adapted in Vancouver?* The University of Victoria Human Research Ethics Board approved the research design (Certificate #16-360).

2.1 Methodology

The project involved a qualitative methodological approach, utilizing an exploratory, mixed-method design to "focus on understanding a central phenomenon" (Creswell, Clark, Gutmann, & Hanson, 2003, p.174). First, a literature review was conducted to identify the main sources and types of evidence available (Arksey & O'Malley, 2005, p.21), thereby setting the fundamental context of the report (Monk & Beford, 2010, p.323). Second, a strategic, knowledge-generating evaluation was conducted (Patton, 2002, p.220) which included a document review and semi-structured interview questions. The document review was conducted on programs and policies provided by both governments and supportive housing providers to help refine the semi-structured interview questions and evolve the research as important information was found (Boudah, 2011, p.140). The overall objective of the evaluation was to identify smart practices which could reduce the reliance on government funding for tenant support services of formerly or at risk of homeless tenants (Patton, 2002, p.220).

2.2 Methods

The project used three methods of data collection: a literature review; document review; and interview questions, which included interviews with representatives of the Canadian supportive housing providers studied, and a document review of the international organizations studied. Each method is discussed in this section.

2.2.1 Literature Review

The first method involved a literature review of both academic and grey literature concerning homelessness so as to obtain a working knowledge of the research topic, identify key themes and trends, and summarize available evidence (Arksey & O'Malley, 2005, p.21). Emphasis was placed firstly on identifying supportive housing models, the supports provided to formerly homeless tenants, and alternative funding models that supportive housing providers could utilize to reduce their reliance on government funding. Secondly, the literature was used to identify potential participants and further refine the questions used to interview the supportive housing providers selected for the study. Exploring the wide body of literature on homelessness and the supports provided to formerly homeless tenants was central in identifying potential sustainable non-government funding options which could be considered by supportive housing providers in providing tenant supports.

2.2.2 Document Review

The second method involved a review of documentation identified during the literature review served three main purposes. First, it provided an overview of government policies on the provision and funding of supportive housing in Vancouver. Second, it identified non-government sources of funding available to or being utilized by supportive housing providers to fund tenant supports. Finally, it assisted in identifying supportive housing providers for the smart practices review.

The data collected included: the types of programs and supports being provided to former homeless tenants; financial reports; annual reports; strategic planning; and, organizational structure. The documentation collected as part of the smart practices review helped refine the interview questions, and as important information was found, the review was adapted (Boudah, 2011, p.140).

2.2.3 Key Informant Interviews

The third method involved semi-structured, qualitative interviews to facilitate an open, yet focused discussion on the research topic. By adopting a semi-structured interview format, the opinions and perspectives provided by the participants may provide a depth and breadth of insight and information, which may otherwise be overlooked or underappreciated (Dunn, 2010 as cited by Anderson, 2014, 8). Further, semi-structured interviews allow the researcher to vary the approach and questions from interview to interview (Wildavsky, 1989). The interview questions are presented in Appendix 1.

The interview questions were developed based on the findings from both the literature and document review and included questions on how each of the organizations reviewed were structured; the type of housing provided; the homeless subpopulations served; the support services provided; and, how the supportive services were funded. Designed to obtain information on each participant's organization, the questions guided the discussion toward identifying potential funding methods for tenant support services that are not dependent on the government. Handwritten notes were taken during the interviews.

Supportive housing providers were identified as potential participants for this project. Three organizations were initially identified by the client as possible organizations that utilized innovative approaches to reduce their reliance on government funding and provide tenant supports. Nine other organizations were identified through an internet search using key phrases (homelessness; support services; innovative, non-government, and social enterprise). An initiation email was sent to each of the organizations requesting their participation in the project. Of the twelve organizations identified, nine consented to take part in the project. A second email was sent to each of the nine organizations to establish a time and date to complete the interview. The participants from the nine organizations interviewed consisted of nine directors/executive officers and one operation manager. The interviews were conducted between December 6, 2016, and Feb 2, 2017. Three of the interviews were done in person, with the other six interviews being done via Skype or telephone, all lasting between 30 and 60 minutes.

2.3 Data Analysis

A thematic analysis, which is a descriptive presentation of qualitative data, was then conducted with recurring ideas, perspectives and practices being grouped into the key themes that emerged (Anderson, 2007, p.1). A narrative elaborating on key findings was produced for each chapter, including the highlighting of innovative ideas, perspectives, and approaches. After each interview a transcript was generated from the notes.

Based on the data collected an evaluation was conducted. The evaluation identified common themes that could be developed into recommendations that could reduce the reliance of supportive housing providers in Vancouver on government funding. Four different, but interdependent themes were identified: single-site dedicated Permanent Supportive Housing (PSH) models in Vancouver; support services; funding sources; and, the role of government. Based on this analysis potential approaches to providing non-government funding opportunities were identified.

2.4 Project Limitations and Delimitations

There are a number of potential limitations of this research project. With regards to the literature review, when looking at international housing support models, it will be limited to English language documentation available in the public domain. The initial literature review of homeless counts conducted for Vancouver identified that there are a number of different homeless subpopulations, with different needs, which could impact the type of support services and funding model required to provide these services. Also, based on the initial literature review, there does not appear to exist a central database that clearly identifies supportive housing programs either locally, nationally or internationally. This limits the number of supportive housing programs that could be considered as viable options for part of the documentation review and interview process.

With regards to the interview process, not all of the viable housing support program providers identified were interviewed due to the time constraints of the project and the program’s accessibility. Further, an important limitation to the interview process was that individuals who directly utilized the housing support programs identified as viable options were not be interviewed because of time constraints and to manage the scope of a Master’s project.

Finally, there is a general lack of available and consistent reporting on the financial costs of providing homeless support services to make valid comparisons. Most supportive housing providers either do not have the resources, staff and/or financial resources, to collect the annual data needed. Also, supportive housing providers are not all structured in a way that is conducive to make meaningful comparisons.

3.0 LITERATURE REVIEW

3.1 Introduction

The research question that this project seeks to answer is: *What sustainable, integrated tenant support service funding models, either locally, nationally or internationally could be adapted in Vancouver?* In order to be as thorough as possible in identifying the relevant literature on homelessness, tenant support services, and service funding models, a literature review was conducted (Arksey & O'Malley, 2005, p.21).

The search for literature involved a review of the internet and electronic databases. The research was limited to literature published after 1980 when *homelessness* became used to refer to unhoused or homeless persons in Canada (Smith, 2014, p.1). Concentrating on literature published or translated into English, due to time and the costs associated with translation, the research focused predominantly on literature from Australia, Canada, England and the United States. Also, references in the reviewed literature identified additional relevant sources of information.

The review of academic literature included a review of scholarly, peer-reviewed literature - the majority of which was accessed through the University of Victoria's *Summons* database and *Google Scholar*. The following keywords and phrases were used as search terms to identify research materials: *homeless + innovative funding + support services; homeless + innovative funding + supportive housing; homeless + non-government funding + supportive housing; homeless + social enterprise + support services; homeless + social enterprise + supportive housing; homelessness + social enterprise + support services; supportive housing; homeless + social enterprise; homeless + innovative funding; person-centered support + homeless; and place-centered support + homeless*. Five major peer review reports, published by the Australian Housing and Urban Research Institute, were identified. : *Sustaining at-risk Indigenous tenancies: a review of Australian policy responses, AHURI Final Report No. 138*; *Assessing management costs and tenant outcomes in social housing: recommended methods and future directions, AHURI Final Report No.257*; *The financing, delivery and effectiveness of programs to reduce homelessness, AHURI Final Report 270*; *Supportive housing to address homelessness, AHURI Final Report No.240*; and, *Individualized and market-based housing assistance: evidence and policy options, AHURI Final Report No.253*.

The review of grey literature included a search using *Google* to identify relevant articles and reports from government and homeless organizations. From this review three reports issued in 2013, 2014 and 2016 were identified from the Corporation for Supportive Housing: *Dimensions of Quality Supportive Housing*; *Permanent Supportive Housing*; and, *CSH Moving On Toolkit*.

The data from the literature review was sorted with the findings being summarized, reported and organized into nine major themes: the definitions of homelessness; history of homelessness and supportive housing in Canada; Vancouver's commitment to addressing homelessness; supportive housing types; supported versus supportive housing; person-centered and place-centered supports; support services; non-government funding models; and measurement. This review set the foundation for conducting the smart practices review.

3.2 Definitions of Homelessness

Homelessness cannot be addressed without an understanding of what exactly it is. The definition of homelessness is both complex and simple. This section provides various definitions of homelessness in order to identify what supports may assist formerly homeless tenants in transitioning to independent living based on their individual experiences.

In 2012, the Canadian Homelessness Research Network (CHRN) released a new definition of homelessness in Canada: *Homelessness describes the situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental, cognitive, behavioral or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, stressful and distressing.* (CHRN, 2012, p.1)

Vancouver has defined a person who is homeless as someone without a place of their own and who did not pay rent for 30 days. This includes people living without physical shelter, people who are temporarily accommodated in emergency shelters, detox facilities, safe houses or transition houses for men, youth, women, and families with children, people staying with family or friends and not paying rent, and people without a fixed address, including those staying in hospitals and jails (Thomson, 2016, p.7). Recognizing that there are different sub-populations of the homeless is important in identifying possible solutions (Gaetz, Donaldson, Richter & Gulliver, 2013, p.7). Gaetz, Donaldson, Richter & Gulliver, (2013) identified that there are three key subpopulations; youth, women and families, and Aboriginal peoples. Each group has unique needs and their own set of risk factors (p.25). Appendix 2 identifies the risks of becoming homeless and/or circumstances facing these subpopulations.

Homelessness can be further broken down based on the length of time that a person is homeless. According to Smith (2014), the three most common differentiations of homelessness are between temporary, chronic, and episodic (p.2). Temporary homelessness, which comprises the majority of the homeless, is where a person is homeless for less than 30 days and is able to transition out of homelessness on his or her own with little or no support (Segaert as referenced in Gaetz, Donaldson, Richter & Gulliver, 2013, p.20; Thompson, 2016, p.7). Chronic homelessness is where a person has been homeless long-term (Gaetz, Donaldson, Richter & Gulliver, 2013, p.7). The National Health Care for the Homeless Council in 2013 identified chronic homelessness as the state of homelessness for greater than one year (Fletcher & Muller, 2015, p.31) resulting from multiple issues, such as health, addiction and the interaction with the criminal system (Gaetz, Donaldson, Richter & Gulliver, 2013, p.28). Episodic homelessness is where an individual moves in and out of homelessness throughout their lifetime (Ibid., p.28).

3.3 History of Homelessness and Supportive Housing in Canada

Prior to the late 1980s, the word *homelessness* was rarely used when referring to unhoused or homeless persons in Canada (Smith, 2014, p.1). David Hulchanski, an Associate Director of The Cities Centre and Professor in the Faculty of Social Work at the University of Toronto, concluded that by adding *ness* to homeless rendered the word more complex and abstract, describing the social phenomenon taking place in Canada at that time (Ibid., p.1). According to Hulchanski's research, there were six significant changes which have taken place since the 1960s: in the 1970s and 1980s, mental health institutions were closed across Canada in an effort by provinces to save tax dollars; in 1990 the federal government got out of the business of constructing social housing, which it had heavily invested in during the 1970s and 1980s, when it cut its very effective co-op housing program to save tax dollars; in 1995, the federal government of Jean Chrétien significantly cut its transfers to provinces, resulting in a decline in social spending across Canada; in 1996, the administration of social housing was transferred to the provinces from the federal government; the urbanization of Aboriginal people and closure of residential schools; and, welfare state *drift*, whereby the state of Canada's shelters and other non-government support systems are doing their best to keep pace with the social and demographic changes, such as the working poor, single-parent families and women entering the workforce (Ibid., pp.1-2).

3.4 Vancouver's Commitment to Homelessness

Though British Columbia has not delegated responsibility for homelessness to local governments, Vancouver, through its lobbying of both the federal and provincial governments, has provided important political leadership on the issue of homelessness (Smith, 2014, p.3). In 2011, Vancouver introduced its 10-year housing and homeless plan, *Vancouver's Housing and Homelessness Strategy 2012-2021, a home for everyone* (COV, 2011). The plan targets ending street homelessness by 2015, adding 2,900 supportive housing units by 2021 and providing sufficient shelter space versus providing specific targets, unlike other homeless plans in Canada (Smith, 2014, p.3). A priority of the plan is to improve and preserve the current rental stock, including Single Room Occupancy (SRO) housing (COV, 2011, p.5; Adamo et al., 2016, p.24). In 2014, Vancouver adopted the *Downtown Eastside Community Plan* which "included actions to improve livability while minimizing room loss and maintaining affordability" (COV, 2015, p.38). As part of a study conducted by Adamo et al. (2016) on the 10-year housing plans for four Canadian Cities, Calgary, Ottawa, Toronto and Vancouver, a key informant indicated that Vancouver's targets of the plan were intentionally pragmatic given that Vancouver could not rely on senior government funding (p.24). In 2015, Vancouver through leveraging partner funding earmarked $2.0 million to support private SRO upgrades; increased the permit fee for permanently removing SROs from the housing inventory to $125,000 (from $15,000 per unit) to fund replacement housing; and, made available a $5,000-per-grant to non-profit SROs to fund necessary upgrades (COV, 2015, p.38). Though Vancouver has either built or committed to build new supportive housing units for the homeless, there is concern the supports provided will not be adequate (Smith, 2014, p.6). Vancouver owns or operates 10 dedicated social housing sites, comprising 851 SRO units. Prior to adopting the current process of developing PSH sites Vancouver would provide the land, while BC Housing would build and own the sites, and non-profit organizations would manage the sites. The current process has private developers building the sites and then turning them over to Vancouver.

In June of 2016, Community Services presented a Report for the approval of a capital contribution of 288 East Hastings, a 173 unit building, containing 104 social micro housing units and 69 secured market housing units (COV, 2016b). Of the 104 units, 35 will be rented at the shelter rate, 34 will be rented at or below HILs and 35 at the CMHC average market rate for East Hastings. The 104 social housing units and retail units will be owned by BC Housing, while the 69 market units are being sold to a private company. BC Housing will be contracting the operations of the social housing units to a non-profit society. Table 2 highlights the preliminary operating budget and debt servicing capacity of the project, which identifies that the rental mix of residential and commercial will provide the necessary income to cover debt payments and operating costs, including programming, service and facility costs.

Table 2: Preliminary Operating Budget & Debt Servicing Capacity

	Units	Avg. Rent	Rental Income	Operating Costs	Net Operating (Available for Debt Servicing)
Studios - HILs to LEM	69	$ 800	$ 662,400	$ (457,056)	$ 205,344
Studios - Shelter	35	$ 375	$ 157,500	$ (231,840)	$ (74,340)
Vacancy Loss (2.4%)			$ (19,650)		$ (19,650)
Commercial ($20/sq. ft. net)					$ 120,080
Total			$ 800,250	$ (688,896)	$ 231,434
$ per unit per month			*$ 641*	*$ (552)*	*$ 185*

(COV, 2016a, p.7)

On the support side, Vancouver funds the Homeless Outreach Team which assists the homeless in finding and securing housing. In 2014, Vancouver implemented the *Tenant Assistance Program* which assists in finding housing in emergency situations (COV, 2014, p.188). To ensure those homeless with high needs are placed in appropriate housing with supports, residents utilizing Vancouver's winter shelters are asked to complete a vulnerability assessment. The Vulnerability Assessment Tool (VAT) developed by the Downtown Emergency Service Centre in Seattle, Washington (COV, 2015, p.261) has been adapted for this purpose. In addition to assisting the homeless in finding housing, Vancouver provides rent supplements and income assistance to increase the ability of the homeless to access rental opportunities; short-term, interest-free loans through the Vancouver Rental Bank; development opportunities for low-barrier employment with non-profits and community business partners; interim housing through partnerships with non-profit organizations; funding to implement programs from the Carnegie Centre, Evelyn Saller Centre and The Gathering Place; grants to community-based organizations for services to the homeless as part of Homeless Action Week; and, funding to its Housing Corporation to cover the full costs of maintenance and building operations, including Taylor Manor, a city-owned 56-bed facility serving the mentally ill homeless that has private donor operational funding (COV, 2015; COV, 2016). In addition to providing housing and assisting the homeless to acquire housing, Vancouver regularly meets with the PSH providers in the city to discuss the provision and funding of tenant supports. With the reduced funding and the unique dynamics of the homeless population, Vancouver recognizes that all PSHs need to work together.

3.5 Supportive Housing Types

Housing is categorized in the literature by site/location, the length of stay and the type of support provided. Table 3 identifies housing types by site and length of stay. The CSH (2014) noted that permanent supportive housing can be created in a variety of ways when trying to meet both the needs and preferences of tenants and the community (p.3).

Table 3: Types of Housing

Housing type by site/location	
Scattered Site	Housing units rather than in one common building are spread out in apartments, either market or social housing, in various locations.
Mixed tenancy housing	Supportive housing is interspersed – or a limited number of units are set-aside – within affordable housing and/or mixed use and mixed income housing.
Dedicated (Single) Site	Housing units are within a common building.
Housing type by length of stay	
Permanent	No maximum length of stay, long term housing.
Transitional	The length of stay is time-limited, two to three years.
Emergency	Short-term shelter for persons in a crisis situation

(Visions, 2007, pp.5-6; CSH, nd, p.4)

With vulnerable populations there is growing evidence that membership in a group promotes adjustment, coping and well-being (Jetten et al., 2014 Walter et al., 2016, p.358). Older adults experience improved well-being and slower cognitive deterioration (Gleibs et al., 2011; Haslam et al., 2014 Walter et al., 2016, p.358). Individuals with substance abuse and chronic health problems experience improved well-being (Best et al., 2014; Dingle, Brander, Ballantyne, & Baker, 2013; Dingle, Stark, Cruwys, & Best, 2015 as cited by Walter, et.al., 2016, p.358), and an overall reduction in symptoms of depression as well as criminal recidivism (Cruwys et al., 2013; Cruwys, Haslam, Dingle, Jetten et al., 2014 Walter et al., 2016, p.358). The more social groups an individual belongs to, the greater the access to psychological supports to draw on (Brook et al., 2008; Cruwys et al., 2013; Haslam et al., 2008; Iyer et al., 2009 as cited by Walter, et.al., 2016, p.359).

Though the body of work on the impact of social group identification and belonging is limited, the results have been promising for those homeless persons in multiple social groups (Walter et al., 2016, p.360). The greater the level of positive social support a homeless person experiences, the better their mental and physical health and less instances of victimization (Bates & Toro, 1999; Hwang et al., 2009; Schutt, Meschede, & Rierdan, 1994 as cited by Walter et al., 2016, p.360). The length of homelessness and stable housing is also impacted positively by supportive relations and social connections (Calsyn & Winter, 2002; Orwin, Scott, & Arieira, 2005 as cited by Walter et al., 2016, p.360), with supportive relationships playing a key role in breaking the cycle of homelessness (Thompson, Pollio, Eyrich, Bradbury, & North, 2004 as cited by Walter et al., 2016, p.360). Homeless persons also identify with more formal social support systems (Walter et al., 2016, p.360). Homeless service providers are one such social support system that provides support and opportunities which a homeless person's informal social network most likely could not provide, including accommodation, case-management services, employment services, material resources and/or referral services (Carton, Young, & Kelly, 2010; Shier et al., 2011 as cited by Walter, et.al., 2016, p.360).

Focusing on two social identity pathways – a homeless person's identification with their housing service provider and the number of social groups, both inside and outside of their housing service provider, a homeless person belongs to – Walter et al. (2016) investigated the long-term impact on the well-being and housing outcomes of homeless persons. This included testing whether service identification and multiple group memberships both independently predict social support as a mediation model (p.361). Service identification was defined as a participant's identification with their housing service provider (p.362). Table 4 highlights the initial findings of the study as to the impact on the well-being and housing outcomes of 199 homeless persons interviewed.

Table 4: Impact on Wellbeing and Housing Incomes

	Identification with Housing Service Provider	Multiple Group Memberships
Well-being	• Significantly predicts perceived social support and indirectly impacts well-being positively over time. • The mediation model was significant.	• Significantly predicts perceived social support and indirectly through social support impacts well-being positively over time. • No direct effect on well-being.
Housing Outcomes	• Higher levels of identification predicted higher social support and the less likelihood of being homeless over time. • The direct effect was non-significant.	• Significant indirect impact via positive impacts of social support over time. • Higher likelihood of being homeless after factoring out the positive effects of multiple group memberships over time.

(Walter et al., 2016, pp.364-366)

Walter et al. (2016) found that the perceived social support individually associated with multiple group memberships and service identification "may provide two separate pathways to increasing social support among people who are homeless" (p.367). The greater the perceived social support of belonging to multiple groups, the more positive the impact on a homeless person's well-being and housing outcomes (Ibid., p.367). Consistent with the *acculturation hypothesis* (Chamberlain & MacKenzie, 2006; Eyrich et al., 2003; Grigsby et al., 1990; Hawkins & Abrams, 2007 as cited by Walter et al., 2016, p.367), once the positive impacts are accounted for, the more likely a homeless person will remain homeless because of their connection with other homeless people. This connection undermines the efforts of homeless persons to exit homelessness, as they are progressively excluded from mainstream networks (Auerswald & Eyre, 2002; Snow & Anderson, 1993 as cited by Walter, et al., 2016, p.367) and their peer networks can encourage negative behaviours, which become barriers to rehabilitation (Best et al., 2014; Dingle et al., 2015 as cited by Walter et al., 2016, p.367). Therefore, Walter et al. (2016) recommend promoting "practices and activities that enhance a sense of belonging and identification with services because these provide residents with psychological resources to draw on, even after leaving the service" (p.368). The greater the perceived social support of service identification with housing service providers, the more positive the impact on a homeless person's well-being and housing outcomes of homeless persons (Ibid., p.367). The services offered by housing service providers "are better equipped than more informal network ties to deal with the multiple and complex needs faced during homelessness" (Christian & Abrams, 2003; Thompson et al., 2004 as cited by Walter et al., 2016, p.368).

Finally, Walter et al. (2016) point out that their findings challenge the belief or fear that when a homeless person develops a sense of belonging within the homeless context, they will not break the cycle of homelessness because of the perceived reliance on the system (Walter, et.al., 2016, p.368). Notwithstanding, the importance of social connectedness and support, including the increasing recognition that social integration is a necessary component of housing, is becoming the focus of homeless and housing policy debate (Arthurson & Jacobs, 2004; Busch-Geertsema et al., 2010; Edgar et al., 2000 as cited by Walter et al., 2016, p.368). There is also the further recognition that if housing is not combined with social supports, including community groups, education, employment or training, housing by itself can compound social exclusion (Arthurson & Jacobs, 2004; Duff et al., 2013 as cited by Walter et al., 2016, p.368). The importance of this coupling, on promoting networks and social relationships, is evident with the recent growth of supportive housing models that attempt to create communities for formerly homeless persons (Parsell & Moutou, 2014 as cited by Walter et al., 2016, p.368).

3.6 Supported versus Supportive Housing

Tabol, Drebing, and Rosenheck (2010) completed a comprehensive literature review on *supported* and *supportive* housing models for individuals with psychiatric disabilities between 1987 and 2008, identifying a use of conflicting program labels and inconsistent definitions of supported and supportive housing (p.446). Appendix 3 identifies three supportive and three supported housing models. Tabol et al. (2010) further identified 15 common elements of supported housing which they grouped "into five broader, overarching categories: normal housing; flexible supports; separation of housing and services; choice; and, immediate placement" (p.449). CSH (2014) further identified six elements that define a supportive housing unit: the tenant pays ideally less than 30%, but no more than 50% of household income towards rent and utilities; the tenant has an occupancy agreement or lease that has no limits on the length of tenancy, subject to meeting the terms and conditions of the agreement or lease; the operations of the unit(s) are managed through an effective partnership between the project owner, property management agent, support services provider and tenant(s); easy, facilitated access to a comprehensive array of flexible support services to help tenants achieve and sustain housing stability; support service providers actively engage tenants in on-site and community-based support services, with participation being voluntary; and, effective and coordinated service and property management strategies that address issues that result from substance use, relapse and mental health crises, while fostering housing stability (pp.1-2).

In 2015, the Australian Housing and Urban Research Institute (AHURI) researched supportive housing to address homelessness in Australia (Parsell, Moutou, Lucio and Parkinson, 2015). Conceptualized as any package of voluntary tenant driven health and other support services, including access to and sustaining affordable tenancies, supportive housing can include single-site supportive housing with on-site support, or scattered-site housing with outreach support (Ibid., p.1). Though housing and support services can be integrated, "accessing housing is not contingent upon accessing support or complying with the requirements of support providers" (Ibid., p.1). The study included a quantitative survey of tenants of both scattered-site and single-site supportive housing, and qualitative interviews with both tenants and tenancy and support providers of single-site supportive housing with on-site support (Ibid., p.2). Appendix 4 highlights the key findings and related policy implications.

In accordance with its *2012-2021 Housing and Homeless Strategy*, Vancouver defines supportive housing as "nonmarket housing that, in addition to rental subsidy to make the housing affordable, also includes ongoing and targeted support services to residents who cannot live independently due to health problems and or other disability. Social Housing/Non-Market Housing is housing for low and moderate income singles and families, usually subsidized through a variety of mechanisms, including senior government support. The housing type can be provided in either congregate settings or in scattered apartments. The current model in Vancouver is a self-contained unit, with private bathroom and kitchen, owned or operated by the government or a non-profit. Rents vary to enable a mix of incomes and can range from the value of the shelter component of Income Assistance to 30% of tenant's income including market rents" (p.17). Typical support services include mental health and or other health supports, life skills training, and meal preparation.

3.7 Place-centered versus Person-centered Support

In the review of the literature on homeless persons, there are two distinct types of support offered by service providers: *person-centred* or *client-centred*, and *place-centred* or *site-based*. A person-centred, support in housing approach is based on a homeless person deciding on what is best for them, including the type of housing they live in (dedicated or scattered) and their choice in the specific services they receive (Dumas, 2007, p.26). A place-centred approach in supported housing is based on centralized support services. With the move towards providing housing as the first step to ending homelessness, there has been a corresponding move away from place-centered support to person-centred support housing (Baptista, 2013, p.20). "Person-centred support should provide intensive support when needed, as long as needs are complex and multidimensional, but should also *withdraw* and reduce when it is not needed anymore (Busch-Geertsema, 2012)" (Baptista, 2013, p.20).

In 2015, the Australian Housing and Urban Research Institute (AHURI) researched individualized and market-based housing assistance, including housing assistance for the homeless, internationally and in Australia (Jacobs et al., 2015). A number of key lessons emerged from the review on the implementation of individualized housing and social support programs, which included the following:

- The most effective housing programs were those that were able to offer both demand and supply-side approaches to social policy problems;
- Cost savings can be generated by private sector housing and support program providers, however, service quality must be regulated and monitored;
- The limited capacity to exercise choice and fulfill conditionality requirements of some people;
- The capacity of housing assistance clients to participate in service design and delivery varies and requires resourcing and support; and,
- Working with clients requires a long-term commitment. (Jacobs et al., 2015, pp.2-3).

Though both the US's HF model and the UK's Homelessness Change Program provide access to integrated client-directed service responses as part of permanent housing, the future of on-going private investment is uncertain (Jacobs et al., 2015, p.2). Jacobs et al. (2015) found that the competitive nature of private providers can lead to an undermining of care and profession coordination and risk of fraud, thereby requiring increased government investment in regulation (pp.2-3). Given the vulnerability of homeless persons, and discrimination that some face in the private rental market, there is a movement towards a choice-based approach, a partnership between the client and service provider, to provide housing and support (Ibid., p.3). Tenant participation in decision-making and local service management is inhibited by the variation in tenant capacity and resources (Ibid., p.3). Preferable to top-down assistance programs, carefully targeted services require commitment from the staff that works directly with the individuals (Ibid., p.3). From these lessons Jacobs et al. (2015) identified the following policy options to consider:

- Individualized demand-side assistance, increasing the supply of housing available to low-income households, in conjunction with supply measures, including government bonds, shared equity schemes and an affordable housing finance corporation;
- Client-focused services and service responsiveness;
- Involvement of clients in service design and delivery; and,
- Sustainable government investment in housing and other forms of assistance (pp.3-4).

Leading the way, homeless service practitioners have established a prototype which could be adopted by other housing providers, whereby connections can be made between housing and employment, the issue, however, is which to provide first, housing then supports, or supports to get the homeless ready for housing (Jacobs et al., 2015, p.3). Jacobs et al. (2015) argue that by adopting a person-centred approach, where individual caseworkers are assigned to work closely with the homeless person, individualized support packages comprising housing and support could be possible in either case (p.3). The key is that the homeless person is involved in making those decisions that impact their lives, and if there are clear service provision standards and accountability, the private sector and not-for-profit sectors could provide housing and support (p.3). Appendix 5 highlights the insights gathered from three homelessness housing and support service managers by Jacobs et al. (2015). In the end, the key to a successful assistance program is the commitment of the staff in working with the homeless to build enduring relationships (p.44).

3.8 Support Services

In addition to whether the type of housing is supported or supportive, or the services are person or place centered, the services available to the homeless play a key role in the successful transition out of homelessness. As with the housing types, the types of support services will be dependent on both the different needs of the homeless person and the sub-population of homeless that they form a part of.

3.8.1 People with Mental Health Issues

In 2013, Montgomery, Metraux, and Culhane (2013) looked at a new prevention framework to address homeless persons with serious mental illness, defined as “serious and persistent mental or emotional disorder (e.g., schizophrenia, mood disorders, schizoaffective disorder) that disrupts functional capacities for primary aspects of daily life such as self-care, interpersonal relationships, and employment or school” (Dennis, Buckner, Lipton, & Levine, 1991, p.1129 as cited on p.59). Recognizing that individuals living with serious mental illness are more susceptible to homelessness because of the socioeconomic deprivations that often accompany serious mental illness, Montgomery et al. (2013) suggested that homeless services should be restructured to take advantage of mainstream services that quickly redirect the homeless back to self-sufficiency (pp.68-69). For persons with serious mental illness, a readily available range of accessible housing options is optimal (Fakhoury, Murray, Shepherd, & Priebe, 2002, as cited on p.69), as there is no *one size fits all* housing approach (Roman, McBride, & Osborne, 2005, as cited on p.69). In 2015, a report was prepared for the Ontario and Greater Toronto area which articulated supported housing principles and elements for people with health or addictions. Appendix 6 identifies these principles and elements.

3.8.2 People with Addictions – Substance Use and Gambling

In 2016, Schütz conducted a review of the current literature (Appendix 7) on substance use and homelessness, including current best practices to treat substance disorders among the homeless (p.306). Schütz (2016) further referenced a recent, yet unpublished study, that found a strong link between emotional distress and childhood trauma during substance abuse treatments, “supporting the finding that childhood history may have a severe lifelong impact on stressful situations” (p.308). Zerger identified that homeless persons with high levels of psychological trauma and concurrent mental disorders require motivation to start and continue in substance abuse treatments (p.308).

When looking at the treatment of substance use disorders among the homeless, Schütz (2016) found a lack of studies on specific interventions, especially through the use of medication and that “long-term regular treatments are often associated with a need for more support” (pp.308-309). Currently, naltrexone is the only long-term intramuscular medication for substance use. However, attempts to use it in studies to determine its effectiveness in reducing alcohol dependence among the homeless has not been successful, due to a lack of motivation for the homeless to participate (Friedmann, Mello, Lonergan, Bourgault and O’Toole (2013) as cited by Schütz, 2016, p.309). Because of this lack of motivation, the goal of reducing alcohol dependence has shifted from abstinence to reduction in use (Collins, Duncan, Smart, Saxon, Malone and Jackson, 2015, as cited by Schütz, 2016, p.309).

Unlike alcohol harm reduction approaches, harm reduction approaches implemented to address intravenous drug use among the homeless have had a longer history (Schütz, 2016, p.309). Approaches applied successfully have included supervised injection sites, low-threshold methadone substitution therapy (Abarnad, Hayashi, Nguyen, Dobrer and Kerr, 2015, as cited by Schütz, 2016, p.309) and needle exchanges (Tringale, Subica, Danielian, and Kaplan, (2015) as cited by Schütz, 2016, p.309). Through supporting a homeless person’s health, harm reduction approaches may assist in engaging and motivating intravenous drug users to contact the health care system (Schütz, 2016, p.309).

While there have been successful approaches found for dealing with intravenous drug use, the same cannot be said for stimulants, especially crack cocaine and crystal meth. These substances are more addictive and lead to less successful housing outcomes (Edebsm, Tsai, and Rosenbeck, 2014 as cited by Schütz, 2016, p.309). Community Contingency Management (CCM), which uses stimulus control and positive reinforcement to change behavior, though currently the most effective available intervention, has been lacking for this population of drug users (McDonell, Srebnik, Angelo, McPherson, Owe, Sugar, et.al. as cited by Schütz, 2016, p.309). With regards to cannabis use, nabilone taper was found to be helpful with psychotic decompensating, leading to “a robust attenuation of marijuana withdrawal symptoms and a laboratory measure of relapse” (Haney, Cooper, Bedi, Vosburg, Comer and Foltin, 2013 as cited by Schütz, 2016, p.310) though clinical efficacy for the approach is weak (Schütz, 2016, p.310). When dealing with substance use disorders, a major issue for the homeless is access to care (Palepu, Gadermann, Hubley, Farrell, Gogosis, Aubry, et al., 2013 as cited by Schütz, 2016, p.310). A recent qualitative study conducted in Europe pointed to a more integrated provision of services (Priebe, Matanov, Schor, Straßmayr, Barros, Barry as cited by Schütz, 2016, p.310). The study found that when treating the homeless there are four key components:

- Outreach programs that identify and engage individuals with addiction and mental disorders;
- Facilitating access to different health care services;
- Strengthening collaboration and co-ordination among the different service providers; and,
- Informing the homeless and area practitioners of the services available in the community (Schütz, 2016, p.310).

In addition to CCM, which can be applied to all forms of addiction, Schütz (2016) identified three psychosocial approaches (Appendix 8) to assist the homeless facing substance use issues (pp.310-311). Based on cognitive behavioral interventions and motivational interviewing, which are proven effective evidence-based treatments within the homeless population (Hwang and Burns, 2014 as cited by Schütz, 2016, p.310), these approaches “are generally applied within the context of community service concepts” Schütz, 2016, p.310). Schütz (2016) concluded that a stepped approach focusing on a more harm reduction step at first, as it appears “that longer interventions and more substance use disorder-specific-focused approaches are needed” (p.311).

Homeless persons with a gambling problem were more likely to also have a substance abuse problem (Nower, Byrich-Garg, Pollio, and North, 2013 as cited by Schütz, 2016, p.311). Though effective treatment options for the homeless have not been established, “cognitive behavioral therapies among the psychosocial interventions and naltrexone among the medications are most promising” (Schütz, 2016, p.310).

Finally, supportive housing and supportive employment are seen as important interventions in addressing addictions. Supportive housing, in addition to improving abstinence, assists in a homeless person’s ability to find employment (Milby, Schumacher, Wallace, Freedman, and Vuchinich as cited by Schütz, 2016, p.311). Supportive employment assists early in a homeless person’s rehabilitation, as finding a job develops trust, motivation, and hope (Shaheen and Rio, 2007, as cited in Schütz, 2016, p.311).

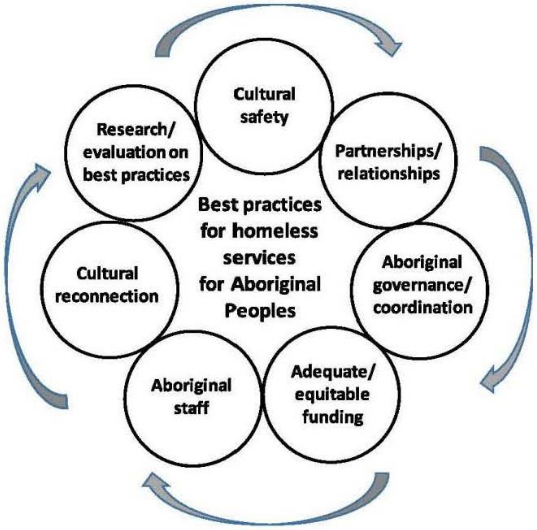
3.8.3 Aboriginal Peoples – Structural Violence

With Aboriginal homelessness in Vancouver, representing 38% of the homeless population compared to a total Aboriginal population of 2.5% (Thomson, 2016, p.5), is a major and pressing issue (Belanger, Weasel Head, & Awosoga, 2012; Calgary Homeless Foundation, 2011; Chopin & Wormith, 2008; Hanselmann, 2001; Hwang, 2001 as cited by Oelke, Thurston & Turner, 2016 p.1). In addition to facing mental health and substance abuse issues, the Aboriginal homeless population faces deeply unequal life chances due to the current social structure of urban centres, referred to as structural violence (Dominguez & Menjivar, 2014, p.186; see also Thurston & Montesanti, 2015, as cited by Oelke et al., 2016, p.1), and structural racism (Loppie, Reading & deLeeuw, 2014, p.4, as cited by Oelke, et al., 2016, p.1). A major factor that complicates Aboriginal healing and recovery is intergenerational trauma (Brave Heart & DeBruyn, 1998; Sotero, 2006; Williams, 2015, as cited by Oelke et al., 2016, p.1). Recognizing that “Aboriginal peoples have different needs for service delivery than non-Aboriginal peoples living in Canada” (Bird et al., 201; Thurston, Soo & Turner, 2013, as cited by Oelke et al., 2016, p.2), support services must recognize structural violence when meeting the needs of homeless Aboriginal peoples (Tait, 2009 as cited by Oelke et al., 2016, p.2).

With the aim of developing best practices for providing culturally safe practices to end Aboriginal homelessness in urban settings, Oelke et al. (2016) studied the services being provided in seven Western Canadian metropolitan areas (p.2). A culturally safe practice is one that is deemed to be effective by the individual or family, not one that “diminishes, demeans or disempowers the cultural identity and well-being of an individual” (Nursing Council of New Zealand, 2005, p.4 as cited by Oelke et al., 2016, p.2). Those practices that focus on both individuals and populations lead to better solutions (Rock, 2003 as cited by Oelke et al., 2016, p.2). Rather than *treating one person at a time* a collective focus on homelessness for Aboriginal peoples is necessary (Oelke et al., 2016, p.3). Based on their research, Oelke, Thurston, and Turner (2016) identified seven components (Figure 2) which should be incorporated into best practices when addressing Aboriginal homelessness, because a program, service or the sector cannot be transformed on their own (p.5). Programs that focused on the community well-being of the individuals being served were engaging and encouraged participation, and flexible in responding to the often-changing demands of the Aboriginal homeless peoples (Ibid., p.6).

The inclusion of Aboriginal leadership in the provision of support services is important in establishing a cultural reconnection in addressing Aboriginal homelessness (Oelke et al., 2016, p.12). This cultural reconnection or healing may take various forms (Ibid., p.12) as not all urban Aboriginal homeless persons are connected to their culture or histories (Henderson, Ireland, & Thurston, 2015 as cited by Oelke et al., 2016, p.12). By emphasizing the historical importance and cultural identity of Aboriginal peoples, a service provider supports the healing of individual relationships (Oelke et al., 2016, p.6). Utilizing former Aboriginal homeless peoples in their delivery of services further enhances the respect and credibility of the service provider among the Aboriginal homeless population (Ibid., p.6). Traditional Elders were also found to be valuable additions in the provision of cultural services, along with informal Aboriginal street networks in identifying culturally safe services (Ibid., p.12). Finally, Oelke et al. (2016) found that partnerships between Aboriginal and non-Aboriginal organizations were “essential to the delivery of appropriate services” (p.11).

Figure 2. Key Components of the Best Practice Framework for Aboriginal People


Cultural safety
Partnerships/ relationships
Aboriginal governance/ coordination
Adequate/ equitable funding
Aboriginal staff
Cultural reconnection
Research/ evaluation on best practices
Best practices for homeless services for Aboriginal Peoples

3.8.4 Women and Families

Similar to Aboriginal homeless, there are a number of issues that contribute to the health issues facing homeless women and families which must be considered when establishing appropriate support services. These issues include intimate partner violence (IPV), women with children, safety and age.

A woman’s individual health and functioning is severely challenged by the stress from IPV leading to a decrease in quality of life (Laffaye, Kennedy, & Stein, 2003 as cited by Bauman, Haaga, Kaltman, & Dutton, 2012, p.30) and serious health problems (DeKeseredy, 1998, as cited by Bauman et al., 2012, p.30). Using the Interpersonal Support Evaluation List (ISEL) Bauman et al. (2012) investigated what types of social supports would best assist battered women (p.32). Based on a sample of 406 battered women in the US, who were18 years or older and had experienced IPV, Bauman et al. (2012) found that it was not the type of social support that mattered, but the amount of social support available (p.40). Though the majority of the 406 participants were low-income, African American women (81%), low-income minority women are “more likely to experience negative mental health outcomes and less social support” (Thompson et at., 2000 as cited by Bauman et al., (2012), p.40), as a result of IPV (p.40). Little (2015) found that the lack of safe housing options available to abused women in Canada leads to increased stress and further abuse (p.58).

Homeless women are even more vulnerable when caring for children in addition to themselves (Guo, Slesnick & Feng, 2016, p.73) as they are more likely to have mental health and substance abuse issues (Chambers et al., 2014 as cited by Guo et al., 2016, p.74), with increased substance abuse leading to future IPV (El-Bassel et al., 2015 as cited by Guo et al., 2016, p.74). Fearing the loss of their children, homeless mothers avoid treatment services (Guo et al., 2016, p.74), which leads to unstable mental health disorders (Finfgeld-Connett, 2010 as cited by Guo et al., 2016, p.74), making partnering extremely difficult (Buckner, 2008 as cited by Guo et al., 2016, p.74). As a result of not having their needs fully met, homeless children become vulnerable to developing emotional and behavioral disorders, especially those younger than 6 years old (Shinn et al., 2008 as cited by Guo et al., 2016, p.74). Given this reciprocal association, it is important that support services address both the mother and child (Guo et al., 2016, p.74).

Recognizing that the fastest-growing segment of the homeless populations in resource-rich countries are families, most of which are female-headed, Kirkman, Keys, Bodzak, and Turner (2015) interviewed 12 single mothers from Victoria, Australia (p.722). Kirkman, et al. (2015) found that these single mothers wanted stability, security and safety, expressing the concern that sharing accommodation with individuals facing severe drug problems and mental illness was damaging theirs and their children's mental health (p.731).

3.8.5 Youth

Forming part of the hidden homeless, homeless youth find themselves thrust into adult roles with limited access to those institutions and activities designed to navigate them into adulthood (COH, 2016, p.6). None of the primary responses of – emergency shelters, drop-ins and criminal justice system, or the approaches of HF, intensive case management, motivational interviewing, which have been effective for other homeless subgroups – have demonstrated a clear benefit in dealing with youth homelessness (Altena, Brileslijper-Kater, & Wolf, 2010; Slesnick et al., 2009 as cited by Kidd et al., 2016, p.208).

In a study of 51 youth between the ages of 16 and 25 years, who recently transitioned out of homelessness in Halifax and Toronto between 2011 and 2013, Kidd et al. (2016) examined the process for youth to disengage from homelessness (p.215). The study acknowledged the cross-sectional qualitative investigations conducted by Karabanow, in 2008, and Kidd & Davidson, in 2007, of youth engaged in transitioning out of homelessness, which identified addictions, trauma, discrimination, unemployment, street culture and friends as barriers to youth exiting homelessness (p.208). Some consistent themes were identified (p.208):

- The length of homelessness increased with higher drug and alcohol abuse (Rosenthal et al., 2007; Slesnick, Kang et al., 2008; Tevendale et al., 2011; Roy et al., 2014); and, being male (Slesnick, Kang et al., 2008);
- The length of homelessness decreased with better peer and family connections (Slesnick, Bartle-Haring et al., 2008; Milburn et al., 2009); less risky behavior (Slesnick, Kang et al., 2008); engagement in education, past and present (Milburn et al., 2009; Roy et al., 2014); and, length of homelessness and age (Tevendale et al., 2011).

The process of exiting homelessness is not clearly binary for most youth (Kidd & Davidson, 2007 as cited by Kidd et al., 2016, p.208). Kidd et al. (2016) found that one year after finding housing, formerly homeless youth did not experience any progress in community integration; any change in self-concept coherence; and, experienced a significant decline in quality of life and mental health (p.215). Youth residing in supported housing reported better outcomes than those in independent housing, clearly identifying the need for post-homelessness supports (p.216). Specifically, supports that dovetail those used to exit homelessness, such as supported housing and ongoing case management would be ideal. This would allow for attention to be given to: education, employment, criminal justice, housing, mental health assessment, supports and referrals, and supporting, when possible, family reunification; and peer support (p.217).

3.9 Non-Government Funding Models

In their Report, *Housing First in Canada: Supporting Communities to End Homelessness*, Gaetz, et al. (2013) propose that the key to the sustainability of support services for the homeless is long term funding (p.41). Though the HF Strategy is working (p.21), the competition for funding is not only a barrier to the long-term success of HF (p.42), but also funding priorities may change, making it important for HF providers to diversify their funding (p.11).

In 2016, Flatau, Zaretzky, Wood, and Miscenko prepared a Report for AHURI, *The financing, delivery and effectiveness of programs to reduce homelessness*, which looked at the funding of homeless support services, and how the level and form of the funding impacted the delivery of supports. It identified philanthropy, which includes donations, fundraising, and large private donations; sponsorships; and internally-generated income, specifically tenant rent, as the main sources of non-government funding (p.1). Social enterprise income, crowd funding, and social benefit bonds were identified as additional sources available to homeless service providers to diversify their funding (p.1). Community donations, fundraising, and large private donations were seen as having the greatest flexibility and discretion when compared to sponsorships (p.1). The report further identified that supportive measures should be increased to allow for the expansion of philanthropic giving, sponsorship and donations, crowd funding, funding options for social enterprise and development of social impact opportunities (p.1). Finally, though current literature focuses on forms of non-government funding, "for many organizations it is a mixed bag" (p.18).

3.9.1 Rental Income

Rental income is an internal funding source that supportive housing providers use to supplement government funding. Mixed-income developments (a unique combination of market rental and supportive housing units) often combine the best features of both types of housing (Karoubi & Roy, 2015, p.2). Whether market or non-market, the units can be within the same building, either dedicated, scattered, or in separate buildings on the same site (Karoubi & Roy, 2015, p.2). In a Vancouver study of mixed-income developments, Karoubi & Roy (2015) interviewed 17 professionals from the academic, government, non-profit, and private sectors, involved in a mixed income development in Vancouver (p.3). From the responses received, a list of best practices was identified and categorized under seven themes: communication with residents; accessibility; social support; empowerment; separation; developer ownership of supportive housing units; and, municipal policies and partnerships, which are depicted in Appendix 9 (pp.4-13).

With regards to considering alternative funding models for tenant support services, Karoubi & Roy (2015) identify financial challenges faced in providing the on-going supports/programs needed, specifically: limited resources; lack of space within the development; and, a substantial commitment on the development owner's behalf (p.8). These financial challenges are further impacted by the financial challenges of enhancing the accessibility of the development; providing on-going communication, given its labor intensiveness; and providing the resources needed to empower tenants (pp.5, 7, and 10). Karoubi & Roy (2015) also highlight the need for non-profit and private partnerships as the answer to the shortage of supportive housing in Vancouver given the absence of adequate federal and provincial funding (p.13). Allowing developers to own the supportive housing units within their development will allow developers to use any excess income generated for the upkeep of all of the units, or fund similar projects and provide fewer restrictions on the management of the building (p.13).

At the same time Karoubi & Roy (2015) were conducting their research, Allary et al. (2015) conducted a case study of nine mixed-income housing models in the United States, in order to better understand their outcomes and best practices as a way to assist new mixed-income developments achieve their intended goals (p.5). Allary et al. (2015) identified nine best practices: the need for appropriate design and architecture; the need for coordination and communication between stakeholders; having a development and marketing plan to attract market renters, including a market rent component; having units of different income levels dispersed throughout the building; appropriate services and amenities; strong property management; appropriate resident screening and tenant selection; on-site security; and, incorporating community-building practices (p.4). In addition to these best practices, Allary et al. (2015) found that some models of mixed-income housing can contribute to alleviating homelessness, building stable and diverse communities (p.4). As part of their literature review, Allary et al. (2015) identified benefits and challenges/critiques of mixed housing, which are highlighted in Appendix 10.

In their case study of the Jones Family Apartments in San Francisco, California, Allary et al. (2015) identified potential best practices that included "cross-subsidization with another property can allow for the sharing of expertise and resources and can lead to additional onsite services such as day-care" (p.29). In the case study of the Drs. Julian and Ray Richardson Apartments, San Francisco, California, which specifically focused on providing housing for the homeless, Allary et al. (2015) identified potential best practices. These practices included incorporating commercial space within the development to serve the surrounding community as well as the provision of work opportunities within the commercial space to develop important work and life skills (p.32). In the case study of the Hegeman in Brownsville, Brooklyn, New York, which specifically focused on providing housing for the homeless, Allary et al. (2015) identified another best practice - the importance of the building operators keeping track of the comings and goings of tenants. This allowed for the early identification of tenants who are struggling and provided the opportunity to pro-actively address any problems and inform a tenant's outreach worker in order to better the chance of the tenant keeping their housing (p.37). In addition, onsite primary care medical staff and psychiatry services are provided (p.37). In the case study of the Tapestry in Harlem, New York City, New York County, Allary et al. (2015) report that in order to achieve financial feasibility, mixed-income projects should have a large market rent component, be energy efficient, close to transit, developed in mixed neighbourhoods and any retail space should fit into the community (p.42). Appendix 11 identifies the best practices and their associated outcomes identified by Allary et al. (2015). Depending on the context of the project, not all of the best practices were employed (p.57). Though two of the case studies review focused on housing for the homeless, Allary et al. (2015) did not find any mixed-income developments which included the previously homeless and market renters (pp.61-62). Recognizing this, they did indicate that the Hegemand and the Drs. Ulian and Raye Richardson Apartment provide promise in alleviating homelessness (p.62).

The New York City Department of Housing Preservation and Development has developed a guidebook to assist in laying out the groundwork for commercial/retail ground floor uses in mixed-use affordable housing developments in order to improve the viability of these projects (Abello, 2016). The guidelines ensure that in addition to the commercial space being designed to accommodate programs offered by housing providers that any commercial tenant rent can assist in the funding of support services and programs (Ibid., 2016).

3.9.2 Social Enterprise

In the homeless sector, social enterprises are being set up for more than just providing roofs over the heads of the homeless. Social enterprises are seen as a way of generating income through trade while providing training and employment opportunities. Because of the newness in the homeless sector, social enterprises have limited experience and support available to become successful. Also, with cuts in public funding and the uncertainty of the economic recovery, the potential growth of social enterprise is inhibited (Grimes, 2012a, p.3).

Appendix 12 identifies seven potential social enterprise models which could help tackle homelessness (Grimes, 2012b, p.6). These models can either generate income to support tenant services for the homeless or create income through the employment of the homeless (Ibid., p.7). Unlike employability/training social enterprises, social enterprises directly employing the homeless have been found to be unsustainable for employing those homeless, which are high need individuals, resulting in these individuals acting as *self-employed contractors* (Teasdale, 2009, p.10; Grimes, 2012b, p.7).

In 2009, Dr. Simon Teasdale conducted a literature review of how social enterprises were responding to the needs of the homeless. Teasdale (2009) grouped into two categories the four types of work integration that Davister et al. identified in 2004: those social enterprises that provided training opportunities; and, those that directly employed the homeless (p.6). Teasdale further highlighted that within the social enterprise research community a division exists between those who were optimists, and those who were pessimists (Seanor et al., 2007 as cited at p.11). Optimists viewed social and economic goals as being mutually exclusive whereas pessimists see them as needing to be balanced, with social goals coming at an economic cost (p.11). The pessimistic tension between social and economic goals is supported by empirical evidence (p.11). Teasdale (2009) citing Rosengard et al (2002) noted that individuals suffering from chronic homelessness may require ongoing personalized support to resettle within the community, as identified in Table 5.

Table 5: Range of Needs That May Need Addressing Before Homeless People Can Be Successfully Resettled In the Community

Housing need	Housing should be of a reasonable standard, affordable and safe.
Support needs	Including medical needs and assistance with cooking and self-care for those physically unable to look after themselves.
Daily living skills	Training in how to cope with living independently, for example learning how to cook and pay bills.
Financial needs	For many homeless people, their situation is linked directly to income poverty.
Social needs	The provision of emotional support. Also the need to tackle social isolation by offering access to social networks and something to do during the day.

(adapted from Pleace 1999, 162, Teasdale, 2009, p.10)

Citing McNaughton's 2005 twelve month qualitative longitudinal study, Teasdale (2009) highlighted that, though some of the homeless participants felt they had escaped homelessness by accessing sustainable employment, most participants did not see employment as a viable option. This is because there was no financial incentive given the benefits trap they found themselves in; and, others relapsed into substance abuse because of the pressures of acquiring a full-time job (p.9). This suggests that in the short term, employment is not a viable option for all homeless persons (Ibid., p.9).

Teasdale (2009) offered an innovative organizational structure that may partially negate the tension between the social and economic objectives of social employment support organizations (p.14). First, a semi-supported housing project would be established, which would offer homeless persons facing mental problems a chance to form close bonds with other residents while living in a supportive environment. Both housing and social support would be blended, a hybrid social enterprise model. Individual housing support payments would be paid directly to social enterprise, giving the project manager a fixed annual budget, thereby effectively separating the economic and social aspects of the project. With no formal income targets, the project manager's task would be to maximize the social return to residents (p.14).

Teasdale (2009) offered another approach that social employment enterprises could adopt to ensure that the wider support needs of homeless persons are not sacrificed at the expense of profit. His suggestion is to create a separate charitable trust (p.14). The Big Life Company (BLC), in the United Kingdom (UK), is one example. One of the UKs largest hybrid social enterprises, BLC has been able to create synergies between its various subsidiaries, generating funding from not only trading in the market, but also through engaging volunteers, contracting with the state, and receiving grants and charitable donations (Teasdale, 2009, p.7). Big Issue, BLCs social enterprise, has been replicated by other employment support organizations. One such organization, Aspire, went one step further and attempted to franchise the concept; however, because of Aspire's "decentralized structure and poor control over its franchisees (Mulgan et al. 2008 as cited by Teasdale, 2009, p11) and lack of access to capital (Tracey and Jarvis, 2008 as cited by Teasdale, 2009, p11)", the franchise collapsed. Today Aspire operates as a loose federation, comprising six social enterprises, still employing the homeless and a coordinating charity, the Aspire Foundation (Richardson & Berelowitz, 2012, p.55). The lesson learned from the initial collapse of Aspire was that employment and training/work experience social enterprise models cannot fund the social support or the integration costs required by the homeless to be successfully resettled in the community (Teasdale, 2009, p.11).

In 2008, Crisis, a national charity for single homeless people in the United Kingdom, with funding from the Big Lottery Fund, established the Crisis Ethical Enterprise & Employment (3xE) Network. A four-year project, 3xE, set up a network of supported employment programs for the homeless and social enterprises. This improved the understanding of how the homeless sector could benefit from social enterprise and building capacity within the homeless social enterprise sector to establish sustainable models (Grimes, 2012b, p.1). The network is comprised of three different types of organizations, social enterprise, voluntary and community sector organizations. Appendix 13 identifies how the network functions. The goal is that it would continue beyond the project funding and provide a forum for the exchange of ideas, learning and information between networked organizations (Ibid., p.1).

In evaluating the 3xE Network project Grimes (2012b) examined whether 3xE achieved its five stated outcomes and progress milestones. Though the project achieved its milestones, not all of the outcomes were achieved, Grimes concluded that these apparent failures should not "detract from the real and substantial achievements of the program and the Network" (p.5). Grimes also concluded that although high levels of uncertainty will continue as the world of social enterprise and support for the homeless continues to change, this change should not be seen as a recipe for paralysis, but as an opportunity to adapt to a new environment from the lessons learned (p.7). Grimes further identified a number of legacy and learning opportunities which could be taken forward (pp.29-30). Legacy items included the information sheets and other resources which could benefit support agencies; a directory of consultants and training providers to assist community and volunteer organizations within the homeless sector that are engaged in social enterprise; new connections which can be shared among homeless sector social enterprises: and, increased awareness of how social enterprise and supported employment programs can positively impact homelessness, including advocating on behalf of homeless social enterprises at the policy level (p.29). Learning opportunities uncovered by the project and its evaluation included: the real opportunities of tackling homelessness through providing work opportunities or trading opportunities; that not all trading social enterprises will generate enough income to be self-sufficient; social enterprises within the homeless sector will be a combination of new start-ups and spin-offs from existing community and volunteer organizations; network members appreciated support from both their peers and others; quality support was appreciated; by articulating the *invest to grow* benefit of the network to smaller organizations that may shy away from the program because of a lack of resources; the network opened up the opportunity to partner with the private sector; that by not focusing on the external market, trading social enterprises may not be sustainable; and, the greater the number of social enterprises and supported employment programs included in the network the more value added (pp.30-31).

Grant Thornton Vancouver (2016), a Canadian Professional Accounting firm, at its seminar, Succeeding Beyond the Box, identified for-profit subsidiaries as a way a charity could pursue operating a social enterprise without jeopardizing its charitable status (GTV, 2016, s.2). Under the Canadian Tax Law, a charity cannot go beyond its purpose otherwise it loses its charitable status. The concern with a charity operating a social enterprise is that a private benefit is created. To avoid this, a charity can create a wholly-owned for-profit subsidiary where it is the only shareholder. The subsidiary would transfer its profits after income tax by way of a gift to its parent, which would also reduce the taxes that have to be paid. With there being separate boards of directors, it can never be assumed that everyone is working towards the same goal. It is also necessary to ensure that there are separate records maintained for each organization, and if employees are shared between the organizations, there should be a clear accounting of the time spent for each organization.

If a charity decides not to establish a for-profit subsidiary and the social enterprise becomes extremely successful, how close the business is to the charitable purpose will determine whether the charity will have to change its structure. If the enterprise is in line with the charity's purpose, no structural change is needed. If a change is required, the charity should transfer its social enterprise to a business trust setup by the charity and have the charity as the trust's beneficiary. Though a business trust is taxable it can transfer all of its income to the charity, as its beneficiary, tax-free. As with utilizing a for-profit subsidiary, there have to be separate records. Caution has to be taken when establishing a business trust, as a trustee corporation will need to be set up to manage the trust and be responsible for the trust's liabilities. Also, if the trust's net income is not distributed each year to the charity, the net income will be taxed at the top personal marginal tax rate, which would be higher than if the enterprise was operated as a for-profit corporation (GTV, 2016, s.17).

3.9.2.1 Social Replication

With the ever increasing scarcity of funding to impact social change, continually reinventing the wheel is not only an ineffective use of what little funding is available, it also fails to capitalize on existing resources (Berelowitz et al., 2013, p.9). The International Centre for Social Franchising, with funding from the Big Lottery Fund, researched the potential for social franchising in delivering social value in the United Kingdom and how to realize this potential (Berelowitz et al., 2013, p.9).

In conducting their research Berelowitz et al. (2013) defined scaling as "making a meaningful and sustainable impact by reaching greater numbers of people (Clark et al., 2012) than existing solutions. Scalability is therefore essential if we are to meet society's pressing needs" (p.9). One way to achieve scaling is through replicating an effective project and/or organization, with social franchising (p.9). Recognizing that social franchising and social replication are used interchangeably in the United Kingdom, Berelowitz et al. (2013) distinguish social franchising, as an independent franchisee delivering a proven social model successfully under license, from social replication, where a social model or project is replicated in a new geographical location (p.9).

Social franchising is only one of six social replication models an organization could adopt. The other five are a wholly owned replication or branch; a joint venture; partnership; dissemination; and licensing (Berelowitz et al., 2013, p.12). Though each of the six models has both pros and cons, social franchising provides the potential to deliver the following benefits: faster and more cost effective replication; improvement through systematic and ongoing transfer of knowledge; quality management through standardization; financial gains: credibility to donors, shared fundraising, can tap both local resources (franchisee) and national funds and donor (franchisor) leading to benefits from economies of scale; benefit of network synergies: contacts and knowledge transfer through local and national networks; and, easier acquisition of voluntary staff through local structures (Ahlert et al., 2008, as cited by Berelowitz et al., 2013, p.16).

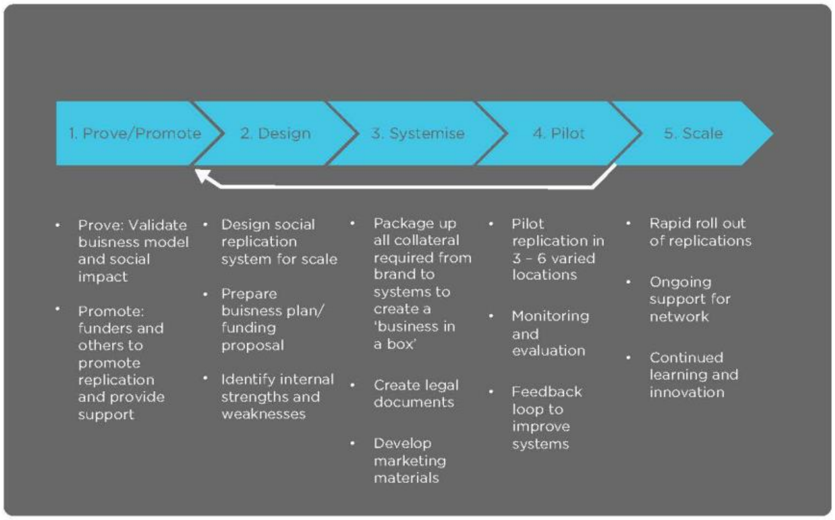
Though social franchising has its benefits, there are a number of barriers and challenges that it must overcome in order to be successful. These barriers include access to funding; a lack of structured support; a lack of key skills and leadership; and difficulties in finding suitable partners (Berelowitz et al., 2013, p.19). Challenges include: obtaining financing; replicating too quickly; different local conditions, not a “cookie cutter process” (Bradach, 2003, as cited by Berelowitz et al., 2013); tensions arising from structural changes resulting from the replication; unrealistic expectations; maintaining quality control; lack of support and finding suitable partners; relationships within replicated entities, where the reputation of the brand can be adversely impacted by the bad practice of one of the members within the franchise network; designing and systemizing the replication system; sustainability of the franchisor; staffing the franchise program; sustainability; communication and support; capacity of local franchisees; and, business experience (Berelowitz et al., 2013, p.24).

Berelowitz et al. (2013) found that when social replication and social franchising are done well, a greater number of beneficiaries will gain from the resulting social impact in a cost-effective way (p.5). At the same time, the research suggested that the replication process was stymied because of the considerable barriers and challenges faced by the social venture early on (p.5). Based on these findings, Berlowitz, Richardson, and Towner (2013) identified eight key insights relevant in replicating a proven social venture (p.5).

The first three insights that Berelowitz et al. (2013) identified refer to the interest in social replication and franchising even though there is little information available on either; the benefits of replication and that social franchising works. Seventy-seven percent of the survey respondents indicated that they lacked enough knowledge to either consider or attempt social franchising and that not all available options are considered before deciding to replicate a social venture (p.6). Financial efficiency, professionalization, improved data collection, innovation, and income diversification were benefits identified by those social ventures that had replicated a social model or project (p.6). From philanthropy-based to commercial models, social franchising was shown to work (p.6).

The remaining five insights Berelowitz et al. (2013) speak to what is required for a social venture to be successful in either franchising and/or replicating a social model. They include: social franchising takes time to get right; the need for expert assistance; the five stages of social replication (Figure 3); challenges to replication; and, the importance of grant funding. For a social venture to become a financially sustainable franchise, it can take a number of years of piloting and redefining the venture before it can reach the required *critical mass* (p.6). If expert assistance is not sought from the design stage onwards social franchising can go very wrong (p.6).

Figure 3. Five Stages of Social Replication


1. Prove/Promote
2. Design
3. Systemise
4. Pilot
5. Scale
• Prove: Validate buisness model and social impact
• Promote: funders and others to promote replication and provide support
• Design social replication system for scale
• Prepare buisness plan/ funding proposal
• Identify internal strengths and weaknesses
• Package up all collateral required from brand to systems to create a 'business in a box'
• Create legal documents
• Develop marketing materials
• Pilot replication in 3 - 6 varied locations
• Monitoring and evaluation
• Feedback loop to improve systems
• Rapid roll out of replications
• Ongoing support for network
• Continued learning and innovation

When trying to replicate an existing social venture, the replicating organization faces four key challenges: access to finance; lack of expert support; finding suitable partners; and, lack of capacity leadership internally (Berelowitz et al., 2013 p.7). Because of the high-risk of social replication for social investors, grant funding is vital until the social venture reaches a significant scale (Ibid., 2013, p.8). Finally, with regards to social replication and the homeless, Berelowitz et al. (2013) identified the work being done by Emmaus UK, and conducted a case study on the National Community Wood Recycling Project (NCWRP). Emmaus UK offers work and housing to homeless people, while fundraising for new local communities (p.24). NCWRP provides an opportunity for the homeless to get training (p.60).

Financing social franchising can take a variety of forms (Richardson & Berelowitz, 2012, p.65). The right mix of funding, from capital grants to loan financing, is crucial to the success of a social enterprise/franchise (Ibid., p.66). Grant funding, as opposed to loans or equity investments, is the preferred source of finance even amongst the more commercially-minded social franchises (Ibid., p.67). Although a 2008 Scottish Government study concluded social enterprises need to be more business-like, access to charitable and public-sector grant funding has a significant positive influence on the development of social enterprises, including assisting with the initial capital costs (Ibid., p.67). Given that loans and equity investments are not the preferred funding source for social enterprises, this type of funding helps social enterprises grow through innovation as opposed to “scaling up social enterprises with a proven track record” (Ibid., p.71). The loans and/or equity investment are normally short-term (i.e., one to three years, Ibid., p.71).

Primary research conducted by Richardson & Berelowitz (2012) found six of 89 housing associations felt they had the potential to develop their social enterprises into franchises (p.91). In addition, they found that 27 of the social enterprises working with the homeless were operating on a sustainable financial footing, nine of which made more than £50,000 (p.91). Social Impact Consulting identified in a study that though social enterprises working with homeless individuals had a 21.3 percent average cost saving, there was an enormous variation. Less than a 10 percent savings was observed by 40% of the respondents and 14 % of the respondents experienced greater than a 70 percent savings (Ibid., p.96).

3.9.2.2 Social Franchise Investment Intermediary

If there is interest in developing social franchising to tackle homelessness there are two things needed. Firstly, an organization that can provide expertise and support in social franchising; and, secondly a dedicated social franchise investment fund (Richardson & Berelowitz, 2012, p.99). Though these entities should function legally and operationally separately, to avoid any potential conflict of interest, they should work extremely closely with each other to maximize social impact (Ibid., p.99).

The Spark Challenge in the UK was an example of a *challenge model*, which ran a competition for potential investment monies to develop sustainable social enterprises employing homeless individuals (Richardson & Berelowitz, 2012, p.101). Funded by DCLG, 28 businesses and six individuals were provided both financial and business support to develop social enterprises for the homeless, along with creating a network involving a wider pool of organizations (Grimes, 2012, p.37). The key impacts that the Spark Challenge had on the homeless sector have been: raising the awareness of how social enterprise socially impacts homelessness; sparking the sector’s interest and motivation in setting up social enterprises that employ homeless individuals; leveraging the sector directly with substantial investment; and, changing culture on how the sector tackles the problem of homelessness (Richardson & Berelowitz, 2012, p.101). Spark showed that good value for money and impact, using social accounting methodologies, can be achieved when combining finance and business support for a small number of projects (Grimes, 2012, p.37). Based on an independent evaluation report the Spark Challenge created £8.9m of social value while leveraging an additional £4.5m over a three-year period ending in March 2011, from an initial investment of £2.94m from the UK government (Richardson & Berelowitz, 2012, p.101). That is, for every £1 invested, £8.62 of social benefit was returned (Grimes, 2012, p.37). In addition, 20 new social enterprises were created which would not have otherwise existed (Grimes, 2012, p.37).

Based on their review Richardson & Berelowitz (2012) provided a number of recommendations: the development of a social franchise support body; development of a social franchise investment fund; bringing together key stakeholders to work together on social franchising; and, broker relationships between commercial franchises and not-for-profits (pp.110-112). "*Too much time and money are currently wasted reinventing the wheel. Too little investment in social purpose organizations is made to encourage financial sustainability and growth. Coordinated social investment into social franchising, backed by specialized expertise, could address both these issues; delivering social and financial returns and scalable social impact*" (Ibid., p.114).

Appendix 14 provides specifics on each of the recommendations.

3.9.3 Public Private Partnerships

A common approach in alleviating homeless is Public Private Partnerships (PPPs) (Flatau et al., 2016, p.13). In addition to providing funding, PPPs allow for the testing of non-traditional interventions; facilitating programs which integrate service provision and continuum of care; and, the potential for leveraging the original funding further (Ibid., p.13). Urban Peak in Denver, Colorado, US, is an example of a PPP which has grown its suite of programs to address youth homelessness, even during challenging economic times (Van Leeuwin, 2004, as cited by Flatau et al., 2016, p.13).

Grant Thornton Vancouver (2016), a Canadian Professional Accounting firm, identified working with for-profits as a way a charity could unlock new income resources while pursuing its missions and without jeopardizing its charitable status. To accomplish this, the charity and for-profit business would combine activities into a new for-profit corporation with each organization owning 50 percent. The new corporation would transfer its profits to the charity by way of dividends. The charity can enter into management and service agreements creating additional income to the charity. To protect its distributions the charity should ensure that a shareholder agreement governing distributions is entered into (p.11). Unlike owning a for-profit subsidiary, a charity has to ensure that a private benefit is not conferred on to it by this corporate partnership.

3.9.4 Philanthropic Funding

Flatau et al. (2016) studied philanthropic funding in Australia and Internationally. In Australia, there is no comprehensive data on the role philanthropy plays in providing support services for the homeless. Internationally, the net value of philanthropy going to homelessness causes is difficult to ascertain from what is going to other social causes (p.12). Although there are suggestions that, at the national level, private funding is greater than government funding for homelessness in the US (Fitzpatrik, Hohnsen et al. 2012 as cited at p.12), the extent that is philanthropic is unknown (p.12).

A worldwide challenge to philanthropic funding is sustaining long-term funding. Flatau et al. (2016) identified two successful long-term funding relationships in the United States, The Conrad N. Hilton Foundation has been successful through active engagement and leveraging donated funds with grants (Brousseau, 2009 as cited at p.12). The Boston Foundation and the Paul and Phyllis Fireman Charitable Foundation have been successful through collaboration, specifically the creation of a shared data repository (Carlin, 2011 as cited at p.12), enhancing the impact and sustainability of their investments (p.12).

A new form of philanthropic funding, crowd funding, uses the Internet to raise small amounts of money from a large number of people for specific projects/ventures (Richardson & Berelowitz, 2012, p.82;

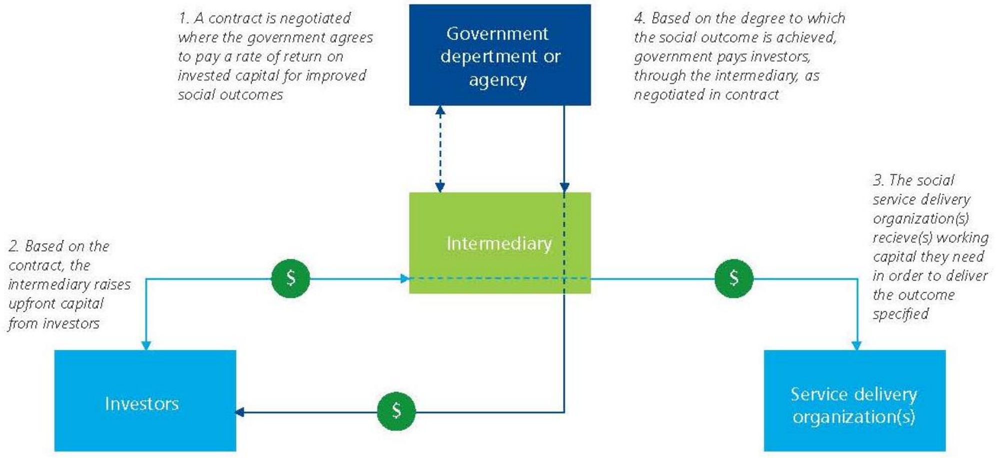
Flatau et al., 2016, p.12). In Australia, Streetmark Projects is an example of a crowdfunding which has funded small innovative homelessness projects (Flatau et al., 2016, p.12).

Grant Thornton Vancouver (2016) noted in The Changing Landscape of Successful Charities & NPO's, the impacts of technology on fundraising. Nearly 10 percent of donations were identified as coming through mobile devices and the increasing impact of Crowdfunding, GoFundMe, CrowdCrux, and Causes to name a few. To take advantage of this new technology there has to be absolute clarity of focus and a willingness to embrace change.

3.9.6 Social Impact Bonds (SIB)

A SIB are a pay-for-performance contract between a private investor, a service delivery organization and the government where, if agreed-upon social outcomes are achieved, the investor is paid by the government a pre-determined amount. An intermediary may also be a party to the contract to assist in achieving the desired social outcome (Deloitte, 2013, p.12). Figure 4 outlines how an Intermediary SIB could be structured.

Figure 4. Intermediary SIB


1. A contract is negotiated where the government agrees to pay a rate of return on invested capital for improved social outcomes
Government depertment or agency
4. Based on the degree to which the social outcome is achieved, government pays investors, through the intermediary, as negotiated in contract
3. The social service delivery organization(s) recieve(s) working capital they need in order to deliver the outcome specified
2. Based on the contract, the intermediary raises upfront capital from investors
Intermediary
$
$
$
Investors
Service delivery organization(s)

In 2013, Diane Sugars, the Director of Chimo Community Services, researched SIBs as an outcomes-based method of funding and delivering social services. One of the programs that Sugars (2013) identified as being suited for a SIB was homelessness (Philpson, 2011; Bugg-Levine & Emerson, 201, as cited at p.29). In 2012, St. Mungo's Broadway and Thames Reach (London based charities using a HF approach to homelessness) were amongst the first to receive social impact funding in the UK (Sugars, 2013, p.28; McGladrey, 2016, p.15). Though the Final Report on the project was due in 2016 it has yet to be released, the Second Interim Report (SIR) was released in March 2015 (UK, 2015, p.2). Though no health data has been provided because of freedom of information concerns, the results appear to be promising, "incentivizing delivery as intended" (UK, 2015, p.52- 53; McGladrey, 2016, p.16). Two key takeaways from the SIR are the importance of a homeless person dealing with a consistent caseworker, and "placing clients in appropriate accommodation is a key feature of effective practice and being able to provide alternatives to the traditional housing routes as an identified advantage of the SIB" (UK, 2015, p.51). In addition to these key takeaways, the SIR identified some challenges with this SIB: provision of existing supports and the term of the SIB (Ibid., p.35 and p.52). With the SIB enhancing supports, coordinating the responsibility of existing supports posed some challenges (Ibid., p.35). With the SIB being a fixed term, there are potential risks to those persons receiving more intensive support (Ibid., p.52).

For a SIB to be successful five conditions must exist: potential for impact; measurability/economic considerations; political will; investor appetite; and service provider capability (McGladrey, 2016, p.21). Deloitte (2013) identified that there is available capital for SIBs in Canada and that investors would prefer to invest as a consortium in a guaranteed SIB using an intermediary, insisting on clearly defined technical outcome measurement, for a term of four to ten years that achieves a market rate of return (p.11). The Government of Ontario has developed a Social Impact Bond pilot project, and of the two ideas chosen to go forward, one is Mainstay Housing, Toronto (Ontario, 2016). If successful, social impact bonds have the potential to spur the growth of social franchising (Richardson & Berelowitz, 2012, p.81).

3.10 Measurement

In their research of the different supported and supportive housing models for individuals with serious mental illness, Tabol et al. (2010) noted that the literature often does not explicitly express the extent the model being used was adhered to or measured against (p.450). The only fidelity instrument identified during their review was the Fidelity Assessment for the Center for Mental Health Service (CMHS) Housing Initiative (p.450). The CMHS assessment tool identified six measurements a supported housing model should be assessed against: "choice of housing; functional separation of housing and services; decent, safe and affordable housing; housing integration; access to housing; and, flexible, voluntary and consumer-driven services" (p.450). Noting that the tool had a number of strengths, housing choice, attention to safety and quality, Tabol et al. (2010) identified that revisions, including the addition of key metrics such as housing permanency, the availability of 24/7/365 crisis services and degree the type of housing fit the neighbourhood, would be needed for its widespread use (p.450).

When researching the impact of measuring support services for battered women, Bauman et al. (2012) highlighted that there has been substantial variability on how to conceptualize and measure social support, as different support functions can be performed by different social services (p.31). This variability can also result because different social supports can have different impacts depending on the circumstance, the personality of the recipient, and how the particular support buffers different stressors (Schonfeld, 1991 as cited by Bauman et al., 2012, p.31). As a result, researchers have sought ways to reliably differentiate between different support functions.

In evaluating the homelessness services and strategies in Europe, Pleace (2103) highlighted that though the evaluation can be *risky*, identifying service/strategy limitations can strengthen the argument for retaining and/or expanding these services/strategies in addition to estimating the cost-effectiveness of their positive outcomes (p.3). Pleace (2013) identified five main elements that an evaluation of a homelessness service or strategy should include:

- Assessing the effectiveness of services or strategies in achieving their stated goals;
- Testing whether homelessness is actually being reduced, including whether homelessness support services and the social and economic integration of the homeless is improving;
- Exploring any unintended effects generated by a service or strategy, whether positive or negative;
- Understanding the influence of external factors on service or strategic outcomes; and,
- Looking at a cost benefit analysis of the strategies or services implemented (p.7).

According to Pleace (2013), a formative approach should ideally be adopted when evaluating a service as opposed to auditing for deficiencies (p.53). In taking this approach, evaluations can suggest how better outcomes might be achieved for partially successful services (p.53). Two keys to any solid evaluation of a service or strategy are neutrality - never assume evidence of a good practice from another country means that the practice is better, as there could be important contextual differences; and, continue to challenge and question findings and assumptions of previous work (p.53).

In 2013, MPA Society and BC Housing's Research and Corporate Planning Department evaluated Sanford Apartments, a 62-unit dedicated housing site for homeless adults, or those at-risk of being homeless, comprising 32 independent living units and 30 units for enhanced supports referred by the Vancouver Coastal Health Authority's Mental Health Housing Services. All tenants have access to a range of on-site services and activities which include: life-skills development, conflict resolution skills development, financial management skills, referrals advocacy and support with accessing a wide range of support services in the community, including primary medical care, income assistance, and mental health, and recreational activities. BC Housing funds the tenant supports for independent living units, while Vancouver Coastal Health funds the enhanced beds as they require higher levels of support. To evaluate the success of the project, the outcome indicators (Table 6) were developed with the help of Sanford staff (MPA, 2013, p.1):

Table 6: Outcome Indicators Used to Evaluate Sanford Apartments

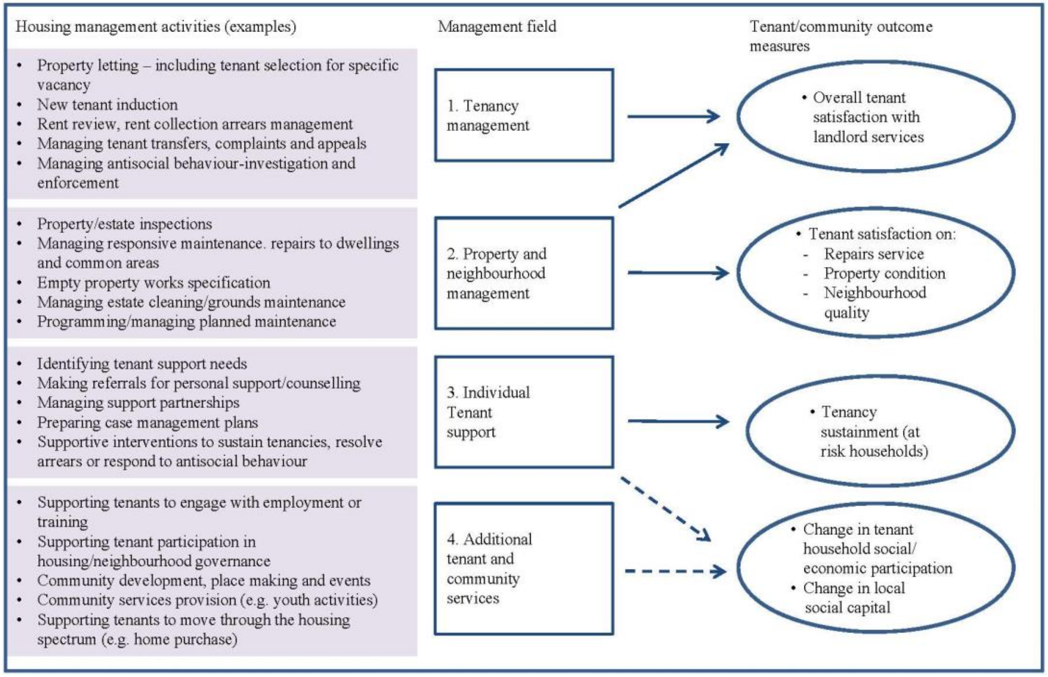
Goals	Housing Stability for Tenants	Tenants Are Transitioning to Appropriate Housing	Strong/Improving Tenant Satisfaction, Well-Being, and Sense of Community
Indicators	• Length of tenure • Unit turnover • Vacate reasons	• Where tenants go when they leave • Where tenants lived prior	• Attendance at on- site activities and events • Tenant satisfaction • Tenant well-being

The findings found that 89 percent of the tenants were remaining stably housed at Sanford, with only 7 tenants leaving during the year, 6 of which moved to more appropriate housing based on their health care needs (MPA, 2013, p.2). Sixty-six percent of the tenants, at the time of the evaluation, had either transitioned from homelessness, or from licensed care. There was 90 percent overall satisfaction with the access to supports, support staff, and the sense of pride and safety with their homes (Ibid., p.2). Close to two-thirds of the respondents felt an improvement in their overall well-being since moving to Sanford (Ibid., p.2). Finally, one tenant commented on how they enjoyed walking about drug-free (Ibid., p.2).

The CSH Dimensions of Quality Supportive Housing strives to build a supportive housing industry that provides high-quality and effective sustainable housing (CSH, 2013, p.1). By identifying five core outcomes (Figure 1) that all supportive housing organizations should observe to be successful, CSH developed a matrix (Appendix 15) that provides comprehensive assessment of supportive housing (Ibid., p.4).

In 2015, the Australian Housing and Urban Research Institute looked at improving performance metrics for social housing in Australia including recommendations for homeless metrics (Pawson et al., 2015). The study involved eight case studies, six Community Social Housing providers (CSHP) and two public social housing providers, differentiating tenancy and property management from individual tenant and community support (Ibid., 2015, p.1). Figure 6 identifies a proposed conceptual framework for measuring the cost of providing social housing, and tenant outcomes, which could be used industry wide and assure consistency of application and future refinements (Ibid., p.2). Although frontline staff within CSHP supported and backed their organization's support efforts in enhancing a tenant's welfare and quality of life, they were skeptical about how effective the support was given workload, training issues and growth pressures (Ibid., p.2).

Figure 6. Proposed Conceptual Framework for Measuring the Cost of Providing Social Housing, and Tenant Outcomes


Housing management activities (examples)
Management field
Tenant/community outcome measures
• Property letting – including tenant selection for specific vacancy
• New tenant induction
• Rent review, rent collection arrears management
• Managing tenant transfers, complaints and appeals
• Managing antisocial behaviour-investigation and enforcement
1. Tenancy management
• Overall tenant satisfaction with landlord services
• Property/estate inspections
• Managing responsive maintenance. repairs to dwellings and common areas
• Empty property works specification
• Managing estate cleaning/grounds maintenance
• Programming/managing planned maintenance
2. Property and neighbourhood management
• Tenant satisfaction on:
- Repairs service
- Property condition
- Neighbourhood quality
• Identifying tenant support needs
• Making referrals for personal support/counselling
• Managing support partnerships
• Preparing case management plans
• Supportive interventions to sustain tenancies, resolve arrears or respond to antisocial behaviour
3. Individual Tenant support
• Tenancy sustainment (at risk households)
• Supporting tenants to engage with employment or training
• Supporting tenant participation in housing/neighbourhood governance
• Community development, place making and events
• Community services provision (e.g. youth activities)
• Supporting tenants to move through the housing spectrum (e.g. home purchase)
4. Additional tenant and community services
• Change in tenant household social/ economic participation
• Change in local social capital

(Pawson et al., 2015, p.8)

The study also recommended that the bi-annual National Social Housing Survey be enhanced to include measuring tenancy sustainment, a key outcome indicator on the effectiveness of a social housing provider and should be extended to cover CSHPs (Pawson et al., 2015, p.3). Finally, the study also researched the introduction of an outcome indicator that would measure a landlord’s impact on a tenant’s re-connection to employment; however, they identified an inherent challenge in collecting and interpreting the data limiting its usefulness (Ibid., p.3).

Finally, in those instances where homeless service providers do not rely on government funding, there still needs to an evaluation. By evaluating the support services, a supportive housing organization can determine whether it is efficiently and effectively utilizing its resources (Pleace, 2013, p.57). This is especially true when funding is limited.

3.10.1 Moving On

The measure of a formerly homeless tenant’s transition, *moving on* or *flow through*, from supportive housing is seen differently by housing providers and support service providers. When is it appropriate for a formerly homeless tenant to progress from supportive housing to more independent housing?

LHINs in Ontario see the *flow through* of patients as addressing the issue of *alternative level of care* (ALC), not providing the most appropriate level of care. Care should be based on a recovery model, focusing on medium and long term goals while increasing independence (ONPHA, 2013, p.9). Supportive housing providers see *flow through* as an attack on permanent housing and security of tenure (Ibid., p.8). Supportive housing providers provide care that is non-medical, approaching their operations from a different legal and philosophical framework (Ibid., p.8).

CSH in its publication, *Developing the “Support” in Supportive Housing, A Guide to Providing Services in Housing*, dedicated a section *on moving* on from supportive housing (Hannigan & Wagner, 2003).

Recognizing that tenants may wish to move because of a change in lifestyle, a change in needs and/or that they just want to relocate, CSH recommend that support services staff should assist tenants in evaluating their decision (Ibid., p.16). Supportive housing programs “should make every effort to ensure continued housing stability” (Ibid., p.16).

In 2016, CSH released the *Moving on Toolkit* (Toolkit) to assist supportive housing providers and other organizations interested in assisting tenants in moving to independent housing. The guiding principles behind *moving on* are that it is voluntary, with the primary goals of maximizing housing options and promoting economic mobility and self-sufficiency (CSH, 2016, p.4). Outlining different phases and steps, the Toolkit provides organizations with links to helpful tips and practical tools and templates (Ibid., p.2).

In order for *moving on* to be successful, tenants must be ready to transition out of supportive housing. To accomplish this, different housing programs have created assessment tools to assess a tenant’s capacity to move on. The CSH Toolkit identified some key indicators: emotional independence, financial capacity, intensity of service use, health/behavioral health, connection to mainstream resources, connection to family or other natural supports, community living skills, activities of daily living skills and housing goals (CSH, 2016, p.10). In addition, there should be aftercare support in the first few months of transition: practicing and mastering activities of daily living, budgeting and managing finances, settling in and connecting to their new home and neighbourhood, connection to services and providers, providing support for landlords and keeping connected (Ibid., pp.26-27).

3.11 Summary

The literature reveals that though there are many different definitions of homelessness, there are three common differentiations of the homeless: temporary, chronic, and episodic. Unlike the temporary homeless, who transition out of homelessness by themselves within a short time frame, the chronically homeless are homeless for longer periods of time. Chronic homelessness is a result of multiple issues which may be influenced by individual life experiences. Identifying which sub-population a chronic homeless person fits into will assist in identifying possible solutions (Gaetz, Donaldson, Richter & Gulliver, 2013, p.7). In addition to single adult males, who make up the largest subpopulation of the chronically homeless, other key subpopulations who face special and/or unique risks are youth, women and families, and Aboriginal peoples.

The literature also reveals that the terms of supported housing and supportive housing have been used interchangeably. In general, supportive housing is “a means of making a formerly homeless tenant into a good tenant/neighbor” (Parsell et al., 2015, p.2).

As there is no *one size fits all* housing approach, a readily available range of accessible housing options is optimal for persons with serious mental illness (Montgomery et al., 2013, p.69). Critical Time Intervention (CTI) provides support services upfront, which can then be scaled back as community support networks and independent living skills are enhanced (Herman, Opler, Felix, Valencia, Wyatt, & Susser, 2000, as cited on p.70). Supportive housing for individuals with serious mental illness should be independent of mental health services (Carling, 1990; Ridgway & Zipple, 1990 as cited by Montgomery et al., 2013, p.70). Supports for individuals with mental health or addictions issues should include family and/or peer support; tenancy support; coordination of housing, health and community services; and configured and tailored to individual needs.

Though British Columbia has many low barrier shelters, those homeless individuals utilizing shelters where intoxicated individuals are not accepted are generally healthier (Schütz, 2016, p.307). Homeless individuals that are experiencing emotional distress are less likely to participate in formal and/or self-help substance abuse treatments (Ibid., p.308). Motivation needs to be present for homeless individuals with psychological trauma and concurrent mental disorders. This motivation will enable them to start and continue in substance abuse treatments, utilizing a stepped approach focusing on harm reduction as a first step (Ibid., pp.308-309).

An Aboriginal homeless person faces unequal life chances currently built into the social structure of urban centres (Dominguez & Menjivar, 2014, p.186; see also Thurston & Montesanti, 2015, as cited by Oelke et al., 2016, p.1). Culturally safe supportive services, which have a collective focus on both Aboriginal individuals and populations, lead to better solutions (Oelke et al., 2016, pp.2-3). Services that emphasize historical importance, and cultural identity, support the healing of individual relationships (Ibid., p.6). The respect and credibility of services provided to Aboriginal homeless people is enhanced when they are delivered by formerly homeless Aboriginal people, especially Elders and Aboriginal street networks. Further, the delivery of appropriate service partnerships between Aboriginal and non-Aboriginal organizations are essential given limited funding resources available (Ibid., p.11). Client empowerment, local knowledge and trust, support works with knowledge and understanding of cultural issues, case management with linkages to external agencies and external support linkages are key elements in the provision of support services to Aboriginal peoples (Flatau et al., 2009, p.5).

Similarly, homeless women and families face issues that need to be considered when structuring support services. These issues include intimate partner violence (IPV), children, safety and age at the time of homelessness. Safe housing and supportive social relationships are critical for homeless women who have experienced IPV (Novac, 2006, p.23 as cited by Little, 2015, p.58). Supports for homeless women with children should also address the needs of the children (Guo et al., 2016, p.74). Further, homeless women with children do not want to share accommodation with individuals experiencing severe mental illness and drug problems (Kirkman, et al., 2015, p.731). Though older women are not concerned about gender-segregated sites (Cooper, Walsh, and Smith, 2009; Walsh et al., 2010 as cited by McLeod & Walsh, 2014, p.34), they do not want to reside with younger women (Crane and Warnes, 2001; Lipmann, Mirabelli, and Rota-Bartelink, 2004 as cited by McLeod & Walsh, 2014, p.34).

Unlike the other homeless sub-populations, homeless youth do not respond well to the same primary responses to homelessness (Altena, Brileslijper-Kater, & Wolf, 2010; Slesnick et al., 2009 as cited by Kidd et al., 2016, p.208). Addictions, trauma, discrimination, unemployment, street culture and friends are barriers to youth in transitioning out of homelessness (Karabanow, 2016; Kidd & Davidson, 2007, as cited by Kidd et al., 2016, p.208). Enhanced interventions, specifically ongoing individual case management, combined with community development and connections to specialized service providers, such as physicians, vocation/education specialist and peer support, are needed for youth to successfully exit homelessness (Kidd et al., 2016, p.217).

Finally, support services provided by supportive housing providers “should make every effort to ensure continued housing stability” (Hannigan & Wagner, 2003, p.16). When the goal is to end homelessness there is no need for time limits on housing to be imposed (Kraus, Serge & Goldberg, 2005, p.41). An assessment should be made of the tenant to ensure he/she is ready to move on. When transitioning from supportive housing to permanent housing there need to be support services provided during the first few months of transition (CSH, 2016, p.26).

The literature reveals that permanent supportive housing for the homeless has taken the shape of either a dedicated site, where housing units are within a common building or area, or scattered sites, where units are usually spread out in various locations. Scattered sites provide independence, limiting the potential to relapse back into substance abuse (Kraus et al., 2005, p.162). Dedicated sites provide the homeless with a social connection, which provides a greater buffer against negative health consequences (Cohen, 2004; Ertel, Glymour, & Berkman, 2009; Holt-Lunstad, Smith, & Layton, 2010; House, Landis, & Umberson, 1988; Thoits, 1995, 2011; Umberson & Montez, 2010 as cited by Walter et al., 2016, p.358). In addition to the importance of social connectedness and support, social integration is being recognized as a necessary component of supportive housing (Arthurson & Jacobs, 2004; Busch-Geertsema et al., 2010; Edgar et al., 2000 as cited by Walter et al., 2016, p.368). Finally, CSH identified mixed tenancy as a third approach to providing permanent supportive housing. This housing intersperses supportive housing with affordable market rental housing (CSH, nd, p.4).

The literature reveals that since the 1990s the federal and provincial governments have been reducing their funding for supportive housing and local governments have become more involved in the fight against homelessness. From the development of 5 to 10 year housing/homelessness plans, local governments have been providing a variety of supports in an attempt to end homelessness. These supports have ranged from providing outreach services to street homeless, to providing land for the development of supportive housing; and, establishing planning and development regulations to address affordable housing for the homeless. Though Vancouver has not been delegated the responsibility for the homeless, like municipalities in Ontario, it has provided important political leadership in the area of homelessness (Smith, 2014, p.3). In Europe, local governments are leading the charge, identifying policies and practices to reduce homelessness.

The literature reveals that there are a number of non-government funding models which could be utilized to fund tenant supports without having to rely on government funding. These methods include rental income (including mixed income/market residential rents and mixed use/commercial rents); social enterprise; public private partnerships, philanthropic funding; and social impact bonds.

The mix of supportive housing with either affordable and/or market housing can combine the best features of each type of housing. A number of best practices, including communication with residents, accessibility, social support, empowerment, and configuration of market and non-market residents, have been identified to ensure success in mixed-income housing (Karoubi & Roy, 2015, p.16). Through positive quality design, large scale mixed-income developments can achieve the provision of supports and safety outcomes (Allary et al., 2015, p.17). Further, when designing a building, the inclusion of commercial/retail space can assist in the funding of support services and programs (Abello, 2016); and an added consideration is that the commercial/retail space meets the needs of the local community (Ibid., p.42).

Social enterprise offers supportive housing providers the ability to generate income to fund their operating costs while providing training and employment opportunities for their tenants. Those social enterprises, which employ homeless people with acute needs, structure the relationship based on a contract or “self-employment” model (Teasdale, 2009, p.10; Grimes, 2012b, p.7). Although no single business model has been identified as being able to adequately meet the needs of the homeless sector, social enterprise holds great promise. To be successful, a social enterprise has to find the right mix between financial stability and social value; find the right market; establish the right team; have access to finances; and have access to business support (Powell, 2012). Teasdale (2009) identified two potential approaches to ensure the right mix between social value and financial stability. The first approach would be to establish a semi-supported housing project where housing and social supports would be blended. Tenants would pay their housing support payments directly to the social enterprise, thereby allowing the organization to maximize the social return to residents (p.14). The second approach would be to establish a separate charitable trust that would generate income from the social enterprises it establishes, while engaging volunteers, applying for available grants and fundraising (Teasdale, 2009, p.7). Teasdale (2009) highlighted the success of BLC and the initial failure of Aspire, as two examples of the second approach. Appendix 12 highlights a number of models of social enterprise currently engaged in the field of homelessness (Teasdale, 2009, p.8; Grimes, 2012b, p.6).

Grimes (2012) identified a third approach, a network of social enterprises and supported employment programs for the homeless, specifically the 3xE network. A four-year project, 3xE was a network of social enterprises, and voluntary and community sector organizations that provided the exchange of ideas, learning, and information (p.1). Grimes (2012b) concluded that though not all the outcomes of the project were achieved, the achievements achieved should not be diminished. Although there are high levels of uncertainty and change when undertaking social enterprises that support the homeless, this uncertainty should be seen as an opportunity, not a reason to stop (p.7).

Given the cost to establish an enterprise, social replication is a way to keep the costs down for a supportive housing provider looking at starting a social enterprise. Though social replication can take a number of forms, social franchising was seen as providing the best potential to deliver greater benefits including financial gains leading to benefits from economies of scale (Berelowitz et al., 2013, p.16). For social replication/financing to be successful a number of barriers and challenges must be overcome, especially early on: access to funding; structured support; skill and leadership; and finding suitable partners (Ibid., p.19). To tackle these barriers and challenges Richardson & Berelowitz (2012) identified that two organizations needed to be created to maximize social impact while avoiding any conflict of interest: an organization to provide the required expertise in social franchising; and, a social franchise investment fund (p.99). Richardson & Berelowitz also recommended that key stakeholders should work together on social franchising and there should be a brokering of relationships between not-for-profits and commercial franchises (pp.110-112).

PPPs are another approach supportive housing providers can take in providing funding while testing non-traditional interventions (Flatau et al., 2016, p.13). By entering into management and service agreements between the partners, a supportive housing provider can potentially create additional income. The advantage to a PPP is that, unlike owning a for-profit social enterprise, a non-profit supportive housing provider can unlock new income resources without jeopardizing its charitable status.

Philanthropic funding and social impact bonds are two other sources of potential funding for supportive housing providers. Philanthropic funding, which includes volunteering, donations, both money and in-kind, and/or crowdfunding, plays an important role in the funding of the homeless. Crowdfunding raises small amounts of money for specific projects from large numbers of people (Richardson & Berelowitz, 2012, p.82; Flatau et al., 2016, p.12). The challenge of philanthropic funding is long-term sustainability. Flatau et al. (2016) identified two successful long-term funding relationships, one based on leveraging grant funding with active engagement of its donors and the other a partnership between two charities through the creation of a shared data repository (p.12).

Social impact bonds are a pay-for-performance contracts where private investors are paid a rate of return based on the achievement of desired social outcomes. A SIB established in London, UK, between the St. Mungo’s Broadway and Thames Reach charities using a HF approach to homelessness found when preparing its second interim report that results appear promising (UK, 2015, p.52- 53; McGladrey, 2016, p.16), with two takeaways: a consistent caretaker and appropriate accommodation are key to providing alternatives to traditional housing (UK, 2015, p.51). A concern raised with the SIB is that being a fixed term, there is potential risk to persons receiving intensive support when the term expires (UK 2015, p.52).

4.0 ORGANIZATIONAL REVIEW OF SMART PRACTICES

4.1 Introduction

Each review looked at the structure of the organization, the type of housing (dedicated or scattered site), how and what support services are provided, and how support services are funded. A short summary of the organization, and individual(s) interviewed is provided at the beginning of each review. The interview consisted of a set of generic and organization-specific questions based on a review of the organization's website, and a short survey for those smart practices review outside of Vancouver. The review of the international organizations was based on a review of their organization's website and a review of documents available in the public domain.

4.2 Organizational Review of Smart Practices – Canadian Supportive Housing Providers

4.2.1 Atira Women's Resource Society (AWRS)

Organization	Atira Women's Resource Society
Location	Vancouver, British, Columbia
Interview With	Participant has not provided consent to be identified
Type of Housing	Dedicated Sites
Population Served	Women
Support Services	Person-centered Supports
Funding	Rent (residential and commercial), Social Enterprise, Volunteers, Fundraising/Donations, Partnerships, and Government

Incorporated in 1983, AWRS is a not-for-profit charity operating in Vancouver that is committed to ending violence against women. In 1987, AWRS opened Durrant House, its first transition house in White Rock. Currently, AWRS owns and/or operates 10 transitional or permanent supportive housing sites in Vancouver, and is working on a proposal for its 11th site at 420 Hawks Avenue, a 21 self-contained unit site, including seven micro units. (AWRS, nd)

AWRSs Board is a *policy board* responsible for setting and upholding the mission, vision, and values of Society. When seeking new Board members, the Board looks for members that will bring specific qualities to the Board, provide independent views on strategic direction and issues, and act as a resource. The Board is also responsible for ensuring the Executive Officer (EO) upholds AWRSs mission, vision, and values, while delegating the day-to-day operations to the EO (AWRS Interviewee, 2017).

AWRS has developed a Partners-in-Reach model. Using this model AWRS works with partner agencies in providing services to positively impact the efficacy and cost of operating single-site supportive housing. *"The partnerships developed help prevent duplication of services – that is, if another agency is funded to provide a specific service, then they can also provide that service to women who live in our programs, resulting in the Society not having to provide these services. That said, one has to be cautious in referring to 'duplication of services' as in reality, there are not enough services so duplication is impossible".*

With respect to efficacy, it also allows organizations to specialize/become experts in specific areas thereby allowing AWRS to focus on what they do best, delivering those services needed to the women living in their programs (AWRS Interviewee, 2017).

In addition to utilizing its partnership relationships, AWRS also employs all of the following income sources to fund their supportive housing operations: tenant rents, profits from their community enterprises, foundation grants, donations/fundraisers, and social enterprises, regardless of how well each site is funded. Appendix 16 summarizes the supports provided at each of AWRS' Permanent Supportive

Housing (PSH) sites, along with the main funding source for each site. In addition to these income sources, AWRS continually looks for operational cost savings. Utilizing its web page, AWRS reduces its administration, communication and fundraising costs. The website not only communicates with the public but also its tenants, providing an interactive interface. With regards to reducing building costs, AWRS continually looks for the opportunity to implement energy upgrades to their buildings. With regards to reducing its operating costs, AWRS operates a very successful volunteer program. The program includes approximately 100 volunteers, with 30 percent being current or past tenants. Through AWRS legal advocacy, law students from the Universities of British Columbia and Victoria volunteer their time. AWRS also utilizes practicum students to provide supports. As for the actual cost of support services, the amount could not be determined from the information provided through the interview, or from AWRSs website. Finally, as for other innovative approaches, such as endowment funds and/or social impact bonds, up until now AWRS has had no reason to look at either of these (AWRS Interviewee, 2017).

AWRS operates two social enterprises, Atira Property Management Inc. (APMI) and Painter Sisters. Both of these are wholly-owned subsidiaries with separate boards of directors. Both companies pay corporate income taxes, returning the income to the Society through the payment of donations. APMI covers 20% of the AWRSs EO expenses, plus contracts other services from AWRS, thereby generating income for AWRS. In a 2013 Report commissioned by APMI, *Social Return on Investment of Hiring Target Employee Group Individuals,* the Report that APMI provided between $120,469.25 and $140,469.25 to AWRS (APMI, 2013, p.2). Painter Sisters is not intended to make money. In addition to its two social enterprises, AWRS has entered into a partnership with Maxxine Wright Community Health Centre by leasing the space to the centre. (AWRS Interviewee, 2017)

When establishing APMI, AWRS took advantage of the Resilient Capital Program (Resilient) offered by the Vancouver Foundation and Vancity Credit Union. Resilient provides financing and equity investments to social enterprises and blended value businesses. They utilize investors by making 100 percent guaranteed long-term fixed rate interest term deposits to Vancity. Vancity then lends the funds to qualified enterprises/businesses. Any gains or losses generated from the loans or equity investments accrue to Vancity. To date, Resilient has funded 13 projects, which includes APMI and one other supportive housing provider in New Westminster (Resilient, nd).

AWRS is currently working on a new project, which will include market and non-market housing and first-floor commercial space. It is expected to generate “a lot of money for AWRS” after 15 years. “*No matter what proposal, we have to figure out if we have tenant supports or if the housing is truly independent, which by the way is needed (truly independent housing); if we have tenant supports they have to be provided creatively – through partnerships with other agencies including government and nongovernment, cross subsidies (market rental units helping pay for non-market and shelter-allowance units), etc.”* (AWRS Interviewee, 2017)

4.2.2 Chimo Community Services Society (Chimo)

Organization	Chimo Community Services Society
Location	Richmond, British Columbia
Interview With	Diane Sugars, Executive Director
Type of Housing	Scattered Sites
Population Served	Youth and Adults
Support Services	Person-centered Supports
Funding	Volunteers, Partnerships, and Government

Chimo is a non-profit organization whose main focus is assisting people in crisis, providing crisis lines, education programs, counseling, homeless prevention programs (HPP), a seniors’ rent bank and outreach/advocacy. In addition to operating the Extreme Weather Shelter for Richmond, Chimo provides a transition house for women/children fleeing abuse and three second stage housing apartments for women up to 18 months. By providing advocacy and outreach programs over the years Chimo "walked" into becoming a housing provider for the homeless. Working with developers, houses that would normally remain vacant through the development permitting process are made available to the homeless. To date, Chimo has assisted 30-35 street homeless to find housing. (Chimo Interviewee, 2017)

Chimo's Outreach and Advocacy Volunteer Model involves three key components: recruiting; training; and a commitment from the volunteer advocate. Two full-time staff members provide in-house training and supervision of the volunteer advocates, while one part-time staff member provides street outreach. Training is provided on a number of topics that provide support to the homeless: how to find housing; assistance in obtaining income benefits; assistance in obtaining personal documents, like a Medical Services Plan Card and/or a Social Insurance Number; and, when available accompanying individuals to key in-person services and public appointments. Volunteer advocates commit to half of one day per week to assist clients, connecting the newly housed homeless to doctors and the rehab centre within Richmond. Currently, there are 200 volunteer advocates providing outreach and advocacy and there is a potential to train more volunteers. Of the current 27 counselors employed by Chimo, ninety-five percent of them were once volunteer advocates. The actual cost of support services provided to those homeless people that Chimo has found housing for could not be determined from the information provided through the interview or from Chimo's website. (Chimo, nd; Chimo Interviewee, 2017)

The success of the program is also based on the fact that extensive files are maintained on each client. Chimo established a number of process/systems that assist in supporting the homeless obtain and stay housed. Chimo has established an intake process, which allows for the matching of a homeless person with a volunteer advocate, and the fast-tracking of social assistance applications, as required. Chimo has also established a working relationship with a doctor who has strong empathies for homeless people and has an agreement with Chimo to accept clients. When establishing a group home every precaution is taken to ensure residents are a good match. New household furniture, beds, and household items are acquired when setting up a new home. Chimo's Street Outreach Worker (SOW) feeds the homeless 5 days a week and drives directly to where they live on the streets. The SOW maintains open communications with the homeless, and reports on priority issues (e.g. a woman who is 6 months pregnant and living on the streets). Finally, women/children pre-empt everyone when it comes to housing. (Chimo Interviewee, 2017)

An example of the success of Chimo's Outreach and Advocacy Volunteer Model involves the housing of five homeless men, which highlighted in Appendix 17. Another recent success is Chimo found a homeless man in a wheelchair a basement suite in one of its developer's houses. Having been on the streets for three years, Chimo did not think the man would make another year on the streets. On December 30, Chimo moved the man into permanent housing, an apartment. (Chimo Interviewee, 2017)

4.2.3 Co:Here Foundation (Co:Here)

Organization	Co:Here Foundation
Location	Vancouver, British Columbia
Interview With	Thomas Dickau, Director, Co:Here; Chair, Salsbury Community Society and an addition interviewee that has not provided consent to be identified
Type of Housing	Dedicated Site
Population Served	Adults
Support Services	Person-centered Supports
Funding	Rent (mixed income residential), Fundraising, Partnerships, and Volunteers

Co:Here, a charitable foundation, has a partnership between the owners of the property, the Grandview Calvary Baptist Church (Church) and Salsbury Community Society (Society), BC Housing and CMHC who provided the funding. The development involves scaling the Co-Resident Community Service Model (CCSM) developed by the Society through its housing of low-income and marginalized individuals in four single-family residential properties owned by the Church over the past 18 years. Two of these homes have been operating for the entire 18 years and have housed between four and seven men, and one (Kinbrace) is becoming temporary housing for refugee claimants. . These men were either homeless or at-risk of being homeless and have diverse backgrounds (i.e. heritage, health, income, supported and supporting). Co-resident individuals or families provide tenant support in return for a reduction in rent as there is a community service obligation attached to co-resident tenancy. (Co:Here Interviewee, 2016)

“Not a Social Services Program, the CCSM is what a friend would do to help out another friend.” Based on the premise that people are made for community and on the principles of simplicity, community, respect, and empowerment, the CCSM is a psychological support system that promotes tenant responsibility – “how I am and how I interact”. (Co:Here Interviewee, 2016).

Working at addressing a homeless person’s feelings of loneliness and isolation, the Model avoids power differentials between tenants and the community. Matching up tenants with different backgrounds, the intent is to build trust through time, interaction and helping. Co-residents are tenants who are neither homeless or at risk of homelessness. They are encouraged to build relationships with the other tenants. To ensure a “good fit” Co-residents go through a selection process, which will be more thorough than in the past, requiring two blind reference letters. (Co:Here Interviewee, 2016)

Built on land donated by the Church, the building is built to LEED Gold standards – “the better the home, the more valued and therefore the less cost in the future.” Considered mid-market housing, the building is comprised of 26 residential units in the top three floors of the four-story building. Each residential unit is built with individual kitchens and bathrooms in each unit, as they are seen as a key to the building’s success. Each residential floor has a shared balcony, community room (lounge) and laundry areas, to provide for the interconnection and interdependency of tenants in an effort to create dignity by breaking down and stopping social isolation. The community room on each floor will host weekly meals and monthly meetings. The first floor is a community floor, which has an amenities room (crafting and computer room); a living room and dining room, which can be combined into one large room; a community kitchen; a quiet/reflection room; and a library, meeting room, staff room. The building also has a basement which provides parking, a bike room, storage and a bedbug sauna. The level of support provided to the tenants depends on the individual tenant. Housing supports are provided by two full-time staff, an Operations Director and Community Life and Residence Coordinator. It is anticipated that after two years only one and a half full-time staff will be required. (Co:Here Interviewee, 2016)

The Operations Director will be responsible for the overall leadership within the building. Duties will include: overseeing building infrastructure, building maintenance schedules, administration, capital asset management, policy development, and managing the Community Life and Residence Coordinator. The Community Life and Residence Coordinator will be responsible for resident relationships and support. Duties will include: liaising with the Community Builders Group; coordinating on-site support services; promoting communications within the building including a newsletter; and overseeing the stewardship, cleanliness and maintenance of the building including resident suites. The staff positions will support the development of in-building support networks (including through the use of training and workshops) so that the building will not require as much staff support as other supportive housing projects.

A Community Builders Group comprising nine members: 3 residents and 3 co-residents, 2 individuals from the community; and the Community Life and Residence Coordinator. The Group will be tasked with: developing a sense of community within the building; recognizing the strengths of individual residents and encouraging their participation; supporting the care of the building; and encouraging and facilitating the surrounding community members' involvement in the life of the community.. Mentors from within and outside the Co:Here community will work alongside the Community Builders Group to facilitate a positive and growth-filled experience. (Co:Here Interviewee, 2016)

Tenant volunteer committees will be formed. The committees will include: a Common Area Committee to develop and enforce policies and standards for cleanliness and a Garden Committee that will be responsible for the community garden. Co-residents will be expected to participate and attend the weekly meals, participate in monthly pod meetings, serve on at least one committee and attend community celebrations. Co-residents may volunteer to assist residents with shopping, gardening, going to the bank, doctor, and/or connecting to services offered in the neighborhood and city. Co:Here is partnering with Planted Community Food Network to lead the community kitchen program; Rocha Community Garden Network to support and build leadership within the Garden Committee; and Stillpoint (health centre), who will be operating out of the community spaces on the main floor. (Co:Here Interviewee, 2016)

In addition to the on-site support services, the community of the Grandview Calvary Baptist Church and its many partners will be providing supports and programs. These will include: access to health and mental health services; addiction recovery services; life-skills training; education; job search training; and employment opportunities. Finally, professional support is provided through the connections that the Society and Church have developed over time within the community (Co:Here Interviewee, 2016).
The projected cost of support services to be provided to those tenants, which were either formerly homeless or at risk of being homeless, has not been finalized at this time. The projected costs will be lower than the costs incurred by dedicated housing sites that deal with the homeless who are hard to house as the model is not designed for this type of tenant. (Co:Here Interviewee, 2016)

The Project is designed around rents to provide the support services for the residents without government funding. At least fifty-one percent of the tenants will be paying rent below the HIL rate based on a percentage of a tenant's income. Ten units will be dedicated to tenants facing homeless or on Income assistance, with the intent that there will be one and two-bedroom units, along with studio units being made available at this rate. Six to nine units will be offered at below the HIL rate ($863 per studio). These tenants will be for low-income tenants or those either formerly homeless or at risk of homelessness. Four to eight of the units will be for Co-residents who will receive below market rent in exchange for their commitment to relationship building. Finally, modest fundraising may be conducted on a yearly basis to keep stakeholders and the community engaged, with any funds going to the operations of the building. (Co:Here Interviewee, 2016)

4.2.4 Community Builders Benevolence Foundation (2013)

Organization	Community Builders Benevolence Foundation (2013)
Location	Vancouver, British Columbia
Interview With	Participant has not provided consent to be identified
Type of Housing	Dedicated Sites
Population Served	Youth and Adults
Support Services	Person-centered Supports
Funding	Rents, Social Enterprise, Partnerships, and Volunteers

Community Builders, a charitable foundation, was founded in 1983 by Gordon Wiebe with the mission to support communities facing extreme poverty find natural pathways to wellness and self-sufficiency. In 2002, Community Builders acquired its first SRO, the Jubilee Rooms and currently supports 800 tenants in 10 dedicated sites in Vancouver. Community Builders is currently working on renovating the Jubilee Rooms, the New Jubilee Project Proposal, a $25 million project. *"The idea is still evolving as well and* *now includes a rebuild on the existing site, a second facility at a location near the new St. Paul's Hospital and a temporary modular housing sites similar to the one the City is opening in the spring."* The project will be based on the Whole Life Housing Model that is currently followed within its existing facilities. The concern is that Provincial and Federal Governments are only funding projects that have not truly identified supports (Community Builders Interviewee, 2016).

Community Builders use a tenant empowerment model (Whole Life Housing Self-Organizing / Self-Sustaining Congregate Living Centre Model or 'Whole Life' in short) to create a shift in the right direction for the tenants. For the model to work tenants need to take control and create a sense of community. Appendix 18 describes the model more thoroughly. In addition to these practices, there are weekly staff meetings and executive walkthroughs; intense monthly meetings; a separation of housing and support services; and, choice of housing within each building based on needs (Community Builders Interviewee, 2016).

The transitioning out of tenants is not high, as tenants stay because of the community created within each building. There is a natural turnover of four to five percent. Two percent make a lateral move, with one percent moving to independent housing. Only one to two percent returns to homelessness, As a result, there are no vacancies (Community Builders Interviewee, 2016).

As for its organizational structure, Community Builders is currently going through a restructuring. They will establish three separate entities based on the three existing divisions within the society: development; support; and, social enterprise. There will be separate boards of directors for each of the new entities. This is concerning particularly if one board decides to take a direction away from what has proven to be successful. *"We don't exactly have an organizational diagram that is finalized yet. We have proposed many different options, but we have not yet gotten board approval for any of them yet, so they are continuously under development. The new proposal is for a new entity (as of yet unnamed) that will work in partnership with Community Builders Group. The unnamed entity will develop new facilities, purchase existing facilities and come up with new and creative ideas for housing. Community Builders Group will oversee all operations. Both the unnamed entity and Community Builders Group will work together with Social Enterprises to create new low-barrier employment opportunities to support the efforts financially and to provide employment for the residents."*

Another change taking place is that though tenants have not signed formal leases, there is a movement towards fixed leases, starting at one month and extending to six months. (Community Builders Interviewee, 2016)

Community Builders currently funds their supportive housing operations from tenant rents and profits from their community enterprises. Community Builders uses minimal "outside volunteers" in their operations because they found that volunteers take too much time to manage, and tenants have expressed that they make them feel small. Executives of the organization; however, provide pro bono work. Tenants pay the Shelter Rate of $375.00 for rent. The all-in-cost of the facilities (housing plus supports) is $425.00 per month per tenant. Community Builders does not receive any government funding for the support services provided to the tenants (Community Builders Interviewee, 2016).

Community Builders' first social enterprise, CleanStart, initially grew out of private businesses not wanting to do the work in buildings owned and/or operated by Community Builders. If private businesses did do the work they charged higher than market rate for the services provided. This was the birth of the first of their three social enterprises. From this success grew two other social enterprises, pest control, and construction/renovation, as they found that all things in a building can be done through social enterprise. Each social enterprise is based on three P's: People, Profit, and Place. Each of the enterprises offers low barrier employment, which creates purpose in life by providing them a job; provides mentorship opportunities; and, improves health. Jobs are offered first to tenants within its facilities and then to other homeless through organizations like the Open Door Group.Profits from the enterprises go back into the overall operations of the organization (Community Builders Interviewee, 2016).

As for innovative approaches to reduce the cost of providing support services using a holistic approach, Community Builders has developed a few different information systems utilizing web technology. These have resulted in savings to its housing, social enterprises, and administration operations. The main system is the Tenant Support database. This system manages the following information: tenant intake and basic information; ongoing updates to support levels, housing needs and daily interactions (these are emailed out from each staff member on each shift and distributed to our team and associated agencies); rent and damage deposits; housing statisitcs; building maintenance; and monthly room checks. Other systems include: an independent staff scheduler; an administration database, which allows for cloud storage of all invoices and deposits (and is under construction to work together with the scheduler for the social enterprises to use for invoicing and job costing); a critical needs database, which was designed with the help of Dr. MacEwan, though it is not currently used regularly; and a director's portal which is used to store board documents, resolutions and minutes. These systems were developed internally by Crystal Wiebe and Community Builders is looking at the potential marketability of the systems (Community Builders Interviewee, 2016).

4.2.5 Fred Victor

Organization	Fred Victor
Location	Toronto, Ontario
Interview With	Participant has not provided consent to be identified
Type of Housing	Dedicated Sites
Population Served	Youth and Adults
Support Services	Person-centered Supports
Funding	Rent (Residential and Commercial), Social Enterprise, Fundraising/Donations, Volunteers, Partnerships, and Government

Fred Victor can trace its beginnings back to a Sunday school for *rough and neglected* boys started in 1886 by Mary Sheffield. In 1894, Fred Victor opened its first building at Queen and Jarvis, Fred Victor Mission, named after the son of the builder Hart Massey. Between 1930 and 1960 the *Mission* was where men who were homeless could get a bed for the night. In 1988, the building was converted to permanent supportive housing for adults. Based on a *shared housing model* the building consists of 86 units, 76 affordable, supported rental housing, and 20 transitional housing units for the chronically homeless who receive one year of high-level support. Each unit contains a large bedroom, a sitting room, and a washroom, with three units sharing a living room and kitchen. Designed to provide social interaction by providing a balance of private and public space, tenants are able to mingle to the extent they desire. In addition to the Queen and Jarvis site, Fred Victor also has two other affordable housing sites, Dawes Road and Mortimer Avenue. Tenants, at all three sites, are provided the opportunity to participate in the governance of Fred Victor and tenant reference groups (Fred Victor, nd).

When looking at innovative funding approaches to reduce direct funding from the government for tenant support services, a supportive housing provider has to consider three items. First, supports are dependent on the individual and therefore impact the development of innovative supports to meet a larger population. Second, there are a variety of approaches on how the homeless, or those at risk of homelessness are housed. If intensive supports are required, unless there is massive fundraising and/or social enterprise profits there is no way around government funding. Thirdly, the size of the development impacts how supports are managed, as the smaller the site, the more manageable the supports. (Fred Victor Interviewee, 2016)

Fred Victor's most recent project, the Pan Am Games site, is LEED Gold certified containing 108 units, of which 26 units will be supportive housing units managed by LOFT Community Services. The first floor includes an office and two large amenity spaces, with kitchens. The amenity spaces will hold general community events and specific programs. Supports will be provided by existing resources including a Housing Manager, Service Coordinator, and Maintenance Person. The overall level of support provided will be less than the intensive support provided at its harm reduction site. The project is being funded by residential and commercial rents. Residential rents are no higher than 80 percent of CMHC's average market rents, with housing allowances being utilized to make some units more affordable. Commercial rents are being paid by Midlands Hospital, who will be operating a clinic and other service agencies renting space on the first floor. Finally, a corporate funder provided deeply discounted furnishings and free delivery with fundraising covering the rest of the costs (Fred Victor Interviewee, 2016).

With regards to successful commercial rental spaces, there are a number of key factors that need to be considered: location, the type of space and finding an anchor tenant. Though a number of groups have looked at incorporating commercial space within their developments, not many groups have considered this option. One group looked at a building that had 80 housing units and a community hub enterprise space, however, it was not deemed viable (Fred Victor Interviewee, 2016).

Fred Victor is also looking at purchasing existing apartment buildings which will be individualized. Utilizing a rent supplement mechanism, each building will be 100 percent non-government funded (Fred Victor Interviewee, 2016).

One innovative approach Fred Victor is looking at is partnering with progressive landlords/developers to build small boutique micro units. These would result in lower maintenance and renovation costs, thereby reducing the reliance on government funding. Working with a smaller private developer Fred Victor has entered into a head lease of 39 micro units at a cost of $600 a month. After applying the Ontario Disability Support Program, a maximum shelter rate of $500 a month, Fred Victor will be required to raise an additional $100 a month before support costs. Currently, Fred Victor is working with the same developer on a similar building of 40 units on Kingston Road. This, they hope to successfully open in the next 2-3 years. These micro units can be integrated into former SRO type units and for infill intensification. (Fred Victor Interviewee, 2016)

Fred Victor started Friends Catering Company (FCC), a social enterprise that provides catering services. A social purpose training program, FCC lowers the cost of providing training to PSH tenants. Providing an opportunity for trainees to find further employment, it has successfully placed 70-80 percent of its trainees. As a result, the profits generated by FCC go back into funding its operations which is also supplemented by fundraising (Fred Victor Interviewee, 2016).

Fred Victor has also utilized technology to reduce their costs of administration, communication, and training. The public can sign up for Fred Victor's monthly e-newsletter and visit Fred Victor's web page for a vast array of information on their programs. The web page also allows the public to make donations directly to Fred Victor without incurring extensive fundraising costs (Fred Victor Interviewee, 2016).

Finally, Fred Victor does not use endowment funds or social impact bonds for funding tenant support services. Using endowment funds would require them to raise a lot of money in order to make an impact (i.e. $1,000,000 at 5% interest would raise $50,000, which would only cover a part-time program support worker) and they do not know how they would do that. Fred Victor had put forward a proposal with another partner for a social impact bond however, it was not accepted. The proposal was to help moving from affordable, rental housing to home ownership (Fred Victor Interviewee, 2016).

4.2.6 Integrated Management & Realty Ltd. (IMR)

Organization	Integrated Management &Realty Ltd
Location	Edmonton, Alberta
Interview With	Michel Laframboise, Director, Operations & Finance
Type of Housing	Scattered Sites
Population Served	Youth and Adults
Support Services	Person-centred Supports
Funding	Rent (residential)

Since 2008, IMR, a for-profit private real estate company, has been a development representative for different charities and non-profits providing housing for the homeless, or those at risk of homelessness. IMR assisted the Sturgeon Foundation Seniors Supportive Housing in St. Albert, AB, and Jasper Place Wellness in Edmonton, in applying for and obtaining housing capital grants, for 48 and 30 unit buildings respectively, from the Province of Alberta. In 2009, IMR also entered the supportive housing sector by applying and receiving an initial $7,897,844 Housing Capital Grant for the purchase of 144 individual housing units, the last unit being purchased in 2013. IMR was approved for an additional $7.35 million Housing Capital Grant for an additional 100 units in 2010, however, the grant expired this past fall (2016) after a number of extensions. (IMR Interviewee, 2016)

The 144 units, mainly scattered site townhouses, were purchased outside of the Edmonton downtown core where the majority of homeless currently reside. The $7.9 million represented 70 percent of the value of the units, with the remaining 30 percent being financed at market rates, plus 5 percent for renovations. As the owner, IMR employs two full-time staff to manage the buildings, a property manager, and a maintenance employee. They partner with non-profits to provide support services to the tenants (IMR Interviewee, 2016).

Initially, IMR partnered with Homeward Trust to facilitate the placement of tenants within their units. As the landlord IMR was initially only allowed to ask certain questions about prospective tenants. These questions did not include personal health questions. Eventually, IMR was allowed to interview prospective tenants in order to get a first impression. Over time, IMR's relationship with the support service provider soured, leading to IMR severing the relationship.IMR was concerned that the service provider's focus was on graduating a tenant to independence prior to them being ready. This concern was highlighted by an increase in property damage and uncharacteristic behaviors resulting from the discontinuation of support for the graduated tenant. (IMR Interviewee, 2016)

In order to allow IMR access to their properties on short notice, and tying the referral agency to the financial responsibility for non-payment of rent and damages, IMR restructured their lease arrangements with its tenants to include the agency as a co-tenant. Further, IMR switched to an affordable housing provider in order to allow them to screen out those homeless support service providers they feel are not providing the time, support and motivation to improve the lives of potential homeless, or at risk of homeless tenants. IMR has found that the property manager's role has evolved into the role of a counselor (IMR Interviewee, 2016).

IMR funds its operations from the rents it receives from the tenants. These rents are 20% below the CMHC market rates for Edmonton. With individual sites being scattered throughout Edmonton; lack of on-site supervision; high renovation costs resulting from damages due to unusual wear and damage; and, as well as the costs associated with collecting rental arrears, IMR has been running an operational deficit. When combining this with IMR not receiving the second grant for 110 units, the economies of scale that made the project financially viable were lost. As a result, IMR is looking at selling the initial 114 units and returning the grant funding received or, transferring the project to a social agency (IMR Interviewee, 2016).

As for the viability of commercial space being attached to a supportive housing complex, the viability of the project depends on the location of the building, not specifically the type of commercial enterprise. Walkability and accessibility to transit are keys to creating the volumes necessary for most commercial enterprises to be sustainable. If commercial space is provided, make it a good place to operate. (IMR Interviewee, 2016)

Finally, IMR assisted Jasper Place Wellness Centre in applying and obtaining full approval for a Housing Capital Grant to develop a 60 unit building; however, because of community backlash, the project was abandoned and the grant pulled back (IMR Interviewee, 2016).

4.2.7 Jasper Place Wellness Centre

Organization	Jasper Place Wellness Centre
Location	Edmonton, Alberta
Interview With	Murray Sokora, Founder, and Executive Director
Type of Housing	Dedicated and Scattered Sites
Population Served	Adults
Support Services	Person-centered Supports
Funding	Dedicated site – Rent, Fundraising, Volunteers and Partnerships Scattered site – Housing First Provincial Government funding

Jasper Place Wellness Centre (JPWC), a charitable foundation, was founded in 2006 by Murray Sokora who left the real estate world to start a new mission: helping Edmontonians experiencing homelessness find a way back home. Overseen by a four-member Board that sets the strategic direction of the organization, Murray is provided the latitude to run the day to day operations of the organization (JPWC, nd).

With the mission of "creating and innovating to see our community flourish …," JPWC envisions itself as an organization which creates awareness; connects community members to meaningful services; promotes and develops affordable housing systems; creates wellness; and, partners with other organizations and individuals within the community. JPWC evaluates its success by the success of its tenants staying housed, improving their physical and mental health and having social and community connections (JPWC Interviewee, 2017).

Starting with a drop-in centre, which provided meals, showers, clothing, laundry facilities, dental hygiene and internet access, JPWC realized that it was apartments that were needed to provide community members the opportunity to "end their experience on the streets." Recognizing this, JPWC started to rent apartments in the community in 2006, providing supports directly to the community member at their new home, with no additional government financial support. In 2007, JPWC operated two provincially run pilot programs before the Province of Alberta implemented the Housing First program province-wide in 2009. As a result of the success of the program, the City of Edmonton approached JPWC to implement the City's 10-year plan to end homeless in Edmonton utilizing HF. In 2014, JPWC employed 15 HF staff supporting 160 people in the program, with the program being fully funded by the Province of Alberta (JPWC Interviewee, 2017).

Recognizing that there were a limited number of affordable apartments in Edmonton, JPWC applied for and received capital funding to build a 30 apartment building in the community. Canora Place was completed in 2012, and though there have been many challenges and opportunities, tenants are provided the "opportunity to live a healthy independent life in their own self-sufficient apartment". Along with an onsite property manager who is trained in support, there is a social worker and evening support staff to support the tenants. Critical Time Intervention (CTI) and Intensive Case Management (ICM) are utilized in addressing the substance abuse issues faced by the tenants. In addition, JPWCs community centre is within walking distance, providing additional support services, including a clinic. (JPWC Interviewee, 2017)

When asked about the effectiveness between the scattered site housing provided through the HF program and the dedicated site housing that JPWC provides, Soroka indicated that the HF program was effective in meeting the needs of 70 percent of the homeless population. He indicated that the other 30 percent are not well served in a scattered site environment (JPWC Interviewee, 2017).

In 2012, JPWC incorporated Redemptive Developments (Redemptive), a Part 9 not-for-profit company, to operate its seven social enterprises: moving; junk removal; apartment cleaning; storage; and, yard maintenance. An employment mentoring program for its tenants and clients, Redemptive offers full and part time employment at a living wage. With this focus on employee mentorship, Redemptive wage costs are approximately double in comparison to a similar for-profit enterprise (JPWC Interviewee, 2017).

With the exception of JPWCs contract with the Province, to manage its HF program, JPWC funds the operation of its supportive housing site, Canora Place, and their Community Centre, which provides supports to both the tenants of Canora Place and the community at large, through rental income, income from its social enterprises, fundraising/donations, use of practicum occupational therapy students, and a loan from the Social Enterprise Fund (SEF). The SEF is a collaborative initiative of the City of Edmonton and the Edmonton Community Foundation which was established in 2008. In addition, the United Way, the Alberta Real Estate Foundation and other private contributors have contributed money to the fund. As for other possible funding sources, including creating an endowment fund, crowd funding or utilizing social impact funding, JPWC has not aggressively pursued theses sources of funding. (JPWC Interviewee, 2017)

4.2.8 Namerind Housing Corporation (NHC)

Organization	Namerind Housing Corporation
Location	Regina, Saskatchewan
Interview With	Robert Byers, Chief Executive Officer
Type of Housing	Dedicated and Scattered Sites
Population Served	Aboriginal Peoples.
Support Services	Place-centered Supports
Funding	Rents (residential and commercial), Social Enterprise and Partnerships

In 1977, NHC, a non-profit corporation, opened its doors with a mandate to provide safe, affordable housing for Aboriginal people in Regina, while creating economic development opportunities. NHC currently owns 250 units, which includes 90 percent scattered site units, of which 10 percent are subsidized; and, manages 200 condo style units owned by five other non-profit organizations, of which 150-200 units are subsidized (Namerind Interviewee, 2017).

NHC see their relationship with their tenants as a partnership. NHC also partners with a number of organizations to provide person-centered supports to meet the needs of their tenants. Partnering with Kids First Regina (KFR), NHC has provided six homes for young families, while KFR provides on-site supports, such as nutrition, education, and employment to assist the families in achieving success. A second example is NHCs partnership with the Oxford House Society, where three homes are made available to the society to provide transitional housing for 18 people to work towards becoming being part of the community, moving on with their lives, and leaving homelessness behind them. A final example is a partnership with Raising Hope's Moving Families Forward (RHMFF), where NHC purchased a 12 unit apartment and RHMFF provides the support to young mothers who might otherwise be homeless. The actual cost of support services provided to tenants could not be determined from the information provided through the interview, or from NHCs website (Namerind Interviewee, 2017).

With the shift in Federal Government funding away from supportive housing, NHC in 2006 adopted a business approach to support its mandate. NHC first disposed of housing inventory that had reached its life expectancy to provide funding for further needed housing upgrades, and the purchase of additional housing. Secondly, NHC aggressively entered the social enterprise business, resulting in major success. Not only has NHCs social enterprises generated enough income to sustain its affordable housing operations; they have provided employment opportunities, economic development opportunities, and services for the community (Namerind Interviewee, 2017).

To get itself started, NHC joined the Chamber of Commerce to raise its profile in the business community, with Mr. Byers eventually becoming a Chamber Director. Currently, NHC operates three social enterprises: the Resting Place Lodge opened in 2007 and operated as a non-profit; the Winnipeg Street Pharmacy (WSP) which is a limited company, opened in 2011 in a retail mall NHC purchased in 2009, operated by a separate board comprised of pharmacists;; and a warehouse which is part of NHC operations. A fourth social enterprise, GroundGuys, which began in 2013, was discontinued because after the franchisor was bought out by an American Firm the support was no longer there to continue the enterprise (Namerind Interviewee, 2017).

Both the retail mall and the warehouse have been a means to an end. The purchase of the retail mall, which housed a medical clinic, provided NHC the opportunity to open WSP.As a social enterprise, not only does WSP generate profits for its affordable housing operations, it provides much-needed health services. In the first year of operations, the pharmacy processed 1,000 prescriptions, which was followed by 24,000 prescriptions currently being processed. The purchase of the warehouse not only provided commercial rental income, it provided NHC the opportunity to work efficiently with its maintenance contractors with whom they leased space to in the warehouse and/or surrounding lands. Today, NHC utilizes the entire warehouse itself (Namerind Interviewee, 2017).

Finally, NHC is currently in the process of developing an affordable housing complex comprising two towers, housing a total of 175 units. This will be connected by 27,000 square feet of commercial space. Included in the complex will be a daycare, grocery store, amenity room, green space and a parking lot. It is anticipated that this new development (Namerind Place) will open in five years with the anticipated commercial rents from the grocery store and parking lot sustaining the affordable housing units. "The complex is being designed to get tenants out of their apartments. We want to make them feel a part of the community." (Namerind Interviewee, 2017).

4.2.9 St. Clare's Multifaith Housing Society (St. Clare's)

Organization	St. Clare's Multifaith Housing Society
Location	Toronto Ontario
Interview With	Kim Hinton, Director, Community and Partnership Andre Adams, Operations Manager
Type of Housing	Dedicated Sites
Population Served	Youth and Adults
Support Services	Person-centered supports
Funding	Rental (mixed residential), Fundraising, Partnerships, and Volunteers

In 2001, St. Clare's opened its first housing project, which was a conversion of a previous medical building, adding two more stories to the building in 2006, for a total of 77 units. St. Clare's subsequently opened three more buildings in 2004 (96 bachelor apartments), 2011 (18 –story mixed income building with 190 apartments) and most recently in 2012 (20 affordable apartments). A key to the success of St. Clare's is community, as they have found that without a sense of community the homeless return back to the street. When constructing a new building or renovating an existing building, St. Clare's ensures that community spaces are included, and makes sure that all community space that exists is used. "If the community space is negligible and not functional, community does not work". Within each building there is no divide between the tenant populations, creating a seamless working process. The 50 percent market tenants are not told that the other 50 percent of the tenants are formerly homeless or at risk of homelessness. To ensure there is a balance between the populations within each of the building communities, no partnering agency can have any more than 10% of the tenants within a building. St. Clare's seek out partners based on what they see missing in the population mix. Each Partnering Agency is responsible for filling their allotted units within each building (St. Clare's, nd).

Taking a private sector approach, St. Clare's has developed a unique administrative approach. All four buildings were built for the affordability of St. Clare's target tenants and are within close walking distance of each other. The buildings were reverse engineered and built with energy efficient equipment, in order to minimize the resulting operating costs. Building Property Managers, work about 30 hours per week and are not required to wear two hats (i.e., property management and tenant support), as it is assumed that every tenant can pay rent; thereby, reflecting a true landlord-tenant relationship. The Community Partnership Coordinator (CPC) who works independently of the Property Manager, 30 hours a week over 5 days, works with the tenant's referring agency to ensure tenant rents are paid. The risk of tenant arrears, tenant vacancy, and tenant damage is shared between St. Clare's and its partnering agencies. Shared risk is a sign of a true partnership (St. Clare's interviewees, 2016).

The CPCs main role is to do community building within the buildings which could include community meals and creating strong connections. The key is to find the right person to be a CPC, and until the right person is found there is potential for staff turnover. The CPCs other main role it to ensure that the referring agency supports are in place for the tenant to support the tenant's relationship with the landlord when necessary. The CPC also identifies to the referring agency any early warning signs that a tenant may be struggling in their housing (St. Clare's interviewees, 2016).

St. Clare's utilizes a Capacity Building Model to help tenants be successful. Over 300 homeless persons were interviewed when the model was developed. Built on a team approach, everyone works to their strengths, with no one person or organization acting unilaterally. St. Clare's 17 partner agencies provide the person-centered supports required by each tenant. Each partnering agency, through their connections with their respective tenants, has a voice in the daily operations of St. Clare's. The model assists placed tenants in avoiding eviction through tenant skill development around rent; building maintenance issues; and cleaning. The model recognizes a continuum of support needs. Some people need consistent help and will benefit from working with a variety of support agencies to maintain their tenancy. . The CPC: liaises with partner agencies; provides general supports and crisis intervention; facilitates recreation/socialization opportunities and meals; promotes independent living skills and supports skill development in conflict resolution/mediation. Though a CPC develops a clinical relationship with a tenant, he/she does not take over the support (St. Clare's interviewees, 2016).

Each building holds monthly tenant meetings. The makeup of a Tenant Council varies from building to building. Every tenant in a building can participate in the Tenant Council meeting each month. In St. Clare's largest building (190 units) the Council split is 50/50 between market and placed tenants. It was a natural fit. The CPC facilitates Council meetings with an intention to remove barriers to tenant participation thereby ensuring that tenant voices are heard in terms of ideas and priorities CPCs assist tenants in community building but do not do it directly. Property Managers are invited to the meetings, though they do not have to attend, and often do not. Monthly meetings are also held with the referring partners as a group (St. Clare's interviewees, 2016).

When building its 18-storey mixed-income building, St. Clare's partnered with Verdiroc Development Corporation. St. Clare's had limited impact on the design, as Verdiroc front ended the costs. Though the building approval process was problematic, the construction of the building itself was relatively smooth. A key cost saving was receiving the legal fees on the project pro bono. Following the expiration of the initial property management agreement with Verdiroc's property management company, St. Clare's took over the property management of the building, as they found that their capacity building model does not work well with outside management companies. Though St. Clare's owns the building, the property is leased long-term from one individual (St. Clare's interviewees, 2016).

Though St. Clare's does not provide any vocational/job skills, employment training is provided or organized by its partnering agencies. St. Clare's does hire tenants as cleaning and overnight staff, though not at the place of their residence. Overnight staff monitor building equipment; let in emergency staff; make sure that nobody enters the building that should not; and acts as a witness/observer, encouraging tenants to call the police if required. Tenants have asked for security cameras and St. Clare's has provided them. Tenants are paid more than minimum wage plus, medical and dental benefits and life insurance. St. Clare's is working towards paying a 'living' wage, with $13.50 being the lowest current hourly rate paid. St. Clare's also provide volunteer opportunities for tenants that do not replace direct support services. The actual cost of support services provided to tenants could not be determined from the information provided through the interview, or from St. Clare's website (St. Clare's interviewees, 2016).

St. Clare's funds their operations from tenant rents, cell tower rentals, fundraising and utilizing partner agency staff to provide individual supports, receiving no direct funding from the government. Fundraising, which includes a Bike Ride that raises between $30-40k a year, covers a portion of St. Clare's annual five percent shortfall in funding. Additional funding is raised through cell tower rentals in the amount of $100k per year. St. Clare's does not run any social enterprises as their focus is on being landlords ensuring that they maintain well-defined boundaries (St. Clare's interviewees, 2016).

Finally, St. Clare's evaluates the success of the support services provided on whether tenants: stay housed; improve their physical and mental health; increase their income and employment; are satisfied with the services and housing; have social and community connections; and, finally on a tenant's mood. Appendix 19 provides an analysis of the data collected by St. Clare's on what works and does not work when maintaining successful tenancies (St. Clare's interviewees, 2016).

4.3 Organizational Review of Smart Practices – International Organizations

4.3.1 Delancey Street Foundation (Delancey)

Organization	Delancey Street Foundation
Location(s)	San Francisco, CA; Los Angeles, CA; San Juan Pueblo, NM; Greensboro, NC; Brewster, NY; N. Charleston, SC; Stockbridge, MA, United States
Type of Housing	Dedicated Sites - single family residences; former naval officer housing; a former hotel; a former castle and gables; mixed use building
Population Served	Youth and Adults
Support Services	Person-centered supports
Funding	Social Enterprise; Donations both financial and products/services; commercial rents (San Francisco site)

In 1971, Delancey began as a dream of four residents to create a model that would empower people living in poverty, substance abusers, former felons, and those who hit bottom, to become the solution. Within two years Delancey purchased its first building, having grown to a population of 80. In 1990, Delancey started construction on its current site, a 400,000 square foot four-story complex, built and supervised primarily by Delancey residents. In addition to 500 residential units, the street level contains commercial businesses. Following this, Delancey bought a 17-acre ranch in San Jan Pueblo in 1978, a home in Brewster in 1980, a gracious southern home in Greensboro in 1987, a 205 room hotel in midtown Los Angles in 1993 and finally, a new home in Stockbridge, which is currently being restored. Over this time, they have stayed true to their mission of no professionals, no government funding and no charge to clients. "After an average of 4 years (a minimum stay of 2 years), our residents gain an academic education, 3 marketable skills, accountability and responsibility, dignity, decency, and integrity" (Delancey, nd)

Delancey functions as an extended family where each resident receives food, housing, clothing, an education, and all other services. New residents are interviewed by existing residents and live by three rules: no drugs or alcohol, no physical violence and no threats of violence. Before entering one of Delancey's vocational training schools, residents are taught personal skills, which include: breaking old habits, getting along with others, basic hygiene, and basic work habits. Starting from the bottom and working their way up, residents learn a vocation. In addition to vocational training, residents are offered tutoring to complete their high school equivalency. The tutoring is done by other residents, and those residents that stay three years can pursue post-secondary accreditation, recognized by the State of California. Finally, when a resident is ready to graduate from Delancey they find a job and pay rent at Delancey until they find a place to "continue their new lives in the mainstream of society." (Delancey, nd).

All seven Delancey facilities operate in an identical fashion, both financially and operationally. Subject to oversight of the Board of Directors and direction of the President, the residents manage the day-to-day operations. Operating funding comes from the pooling of resident-run training school incomes (55-65 percent); donation of products and/or services (25-35 percent); and, donations from individuals and foundations (5-15 percent). (Delancey, nd)

4.3.2 Emmaus Communities (Emmaus)

Organization	Emmaus Communities
Location	United Kingdom – 28 communities
Type of Housing	Dedicated Sites (20-40 units/site)
Population Served	Youth and Adults
Support Services	Person-centered supports
Funding	Donations; Social Enterprise; Charitable Activities; Volunteers

Emmaus is a secular movement spanning 37 countries with the aim of becoming self-supporting (Emmuas International, 2016). A radical form of social enterprise established in France, in 1952, Emmaus tackles homelessness by creating communities funded by the sale of recycled items that were no longer wanted by others (Clarke et al. 2008 as cited by Teasdale, 2009, p.6). The communities provide the homeless the ability to rebuild their lives in a supportive environment that provides them work, a home and a family (Richardson & Berelowitz, 2012, pp.50-51). Operated as independent charities governed by local boards of trustees, each community is able to maintain its own character while benefiting from the coordination, mutual support, and experience offered by the international federation (Richardson & Berelowitz, 2012, p.51).

In 1990, the Emmaus model spread to England with the first community opening in 1992 (Clarke et al., 2008, as cited by Teasdale, 2009, p.6). Using a *participation based community* social enterprise model, Emmaus provides the homeless a *safe* or alternative living space in exchange for their state benefits and labor (Teasdale, 2009, p.6). To join the community an individual has to sign over their unemployment benefits and agree to participate in and abide by the rules of the community, which includes no drugs and alcohol (Richardson & Berelowitz, 2012, p.51). In return, the individual receives a small weekly allowance, accommodation, food, and clothing. The work that an individual resident participates in not only develops and rebuilds their self-respect, it also provides the financial support to the community (Richardson & Berelowitz, 2012, p.51).

Aiming at becoming self-sustaining within three to five years, Emmaus communities initially rely on donations and grants to assist with costs over this time period (Richardson & Berelowitz, 2012, p.51). In 2012, it was estimated that the initial cost of setting up an Emmaus Community in the UK was £1.5 million, generating £9.3 million in social value over 20 years, the estimated lifetime of the building (Lawlor, 2012, p.9). The £1.5 million is raised through grants, as new communities struggle to raise enough income from their business to consider loan financing (Richardson & Berelowitz, 2012, p.67).

4.3.3 San Patrignano

Organization	San Patrignano
Location	Coriano (Rimini), Italy
Type of Housing	Dedicated Site
Population Served	Youth
Support Services	Person-centered supports
Funding	Social Enterprise and Philanthropy

Established in 1978, San Patrignano was a co-operative founded by Vincenzo Muccioli. They provide free treatment for drug addiction, with 50 percent of the funding coming from the goods and services produced through San Patrignano's social enterprises, and the other 50 percent from donations. The land and most of their inheritance was donated in 1985 by the Muccioli family. A co-operative that is owned by those who live and work on the property, San Patrignano offers a long-term rehabilitation program, including housing for youth facing drug addictions. The co-operative is organized as a village. The minimum duration of stay is three years. According to their website, the population as of February 2, 2017, was 1,322 (San Patrignano, nd).

The aim of rehabilitation is to rebuild the youth's relationship with their family. With the exception of correspondence, the youth are not allowed to meet personally with their family for a year. Families are encouraged to follow the progress of their loved one. After the first year, an initial visit is allowed with meetings increasing to three or four a year, calumniating with the youth returning home for seven to ten days, after usually three years. (San Patrignano, nd)

Once a youth becomes a member of the community, they also become a member of one of the training sectors and are entrusted to another youth, who during the first year constantly tracks their progress and acts as their tutor. Youths live in a room with other youth from their training sector, with their respective tutors and a resident in charge. In addition to the one or more reference educators, each training sector has, these are the individuals a youth will be spending their day-to-day life with while at the rehabilitation centre (San Patrignano, nd).

Support services are based on the individual characteristics and needs of each resident. While youth are not considered to have an *illness, they do have access to medical and psychological interventions when necessary*. Rehabilitation includes both an educational and therapeutic program founded on the basic principles of respect for life, oneself, others and environment. The rehabilitation program works in stages. First, by having the youth face their daily challenges, both within their group and with their educators, they are given the opportunity to grow. Second, increasing responsibility is given to the youth, both within their training sector and the community activities they take part in. Offering over 50 career training pathways, youth at San Patrignano are provided the opportunity to build their self-esteem and interpersonal relationships, which are the keys to fully integrating back into society. In addition, the youth are encouraged to return to studies they previously abandoned. Finally, the youth become tutors giving back to the community (San Patrignano, nd).

4.4 Summary of Findings

Appendix 20 provides a summary of the practices utilized by supportive housing providers to fund tenant supports. It summarizes the type of organization structure, type of housing provided, and source of non-government funding, including its percentage of overall funding. The non-government sources of funding, social enterprises and volunteers are further broken down within Appendix 20. When analyzing the findings, the following four main themes were identified.

4.4.1 Multiple Funding Sources

As highlighted in Appendix 20, those supportive housing providers that did not rely on government funding had multiple sources of funding. With the exception of Chimo, which is primarily an outreach program, the main source of non-government funding for the Canadian supportive housing providers was residential non-market rent. The percentage of the total amount of the non-government funding ranged from 18 percent for Fred Victor and 33 percent for AWRS to 100 percent. It should be noted that the value of supports provided by volunteers and cost savings realized through the use of practicum students, pro bono services and partnerships with other support agencies have not been clearly quantified by any of the organizations. Appendix 21 provides a summary of the types of partnerships being utilized to provide supports being offered by the different supportive housing providers.

Of those organizations operating social enterprises, AWRS, Community Builders, JPWC, and NHC have incorporated, or are in the process of incorporating, their social enterprises separate from their housing operations. Only one organization, Fred Victor, operates its social enterprise as part of its normal non-profit operations. AWRS through its social enterprise APMI is able to reduce its operating costs by allocating costs related to administration and the executive director to APMI. JPWC obtained funding through a fund established by Edmonton Community Foundation and the City of Edmonton to assist in getting its social enterprises off the ground because of the intensive labor costs to employ its tenants.

In addition to increasing their income sources, three of the six non-profit housing providers, ARWS, Community Builders and Fred Victor, along with Chimo have embraced the use of technology in an effort to reduce operating costs. Both ARWS and Fred Victor have user-friendly web pages. Community Builders has developed software that not only tracks their tenants but allows its partnering agencies to directly log into their website. Chimo has developed a rental bank of scattered housing sites that can be accessed from their website thereby by reducing related administrative costs.

4.4.2 Provision of Support Services

The following is a summary of how the different organizations reviewed provide tenant support services as highlighted in Appendix 20:

- With the exception of the three international case studies, where tenants support each other within a community setting, each of the Canadian case studies the housing provider works with partner agencies to provide person-centered supports.

- With the exception of IMR and NHC, both private enterprises, and Chimo, all other supportive housing providers operate single-site housing sites.
- With the exception of Chimo, each organization provided a housing operations manager, who is responsible for ensuring that the building was properly operating; and, a residence/community programmer who links tenants to person-centered supports within the community, and acts as a liaison between the tenant and housing provider. In the case of Chimo, as an outreach agency, its volunteer outreach workers connected tenants to support organizations based on the tenant's needs.
- JPWC and NHC each own and operate a community centre, which tenants can access for additional person-centred supports. Co:Here, in association with Grandview Calvary Baptist Church provides access to additional person-centred supports. As part of its overall homeless strategy, Vancouver operates three community centres which provide supports to the homeless community as a whole. Fred Victor operates two drop in programs each month. Like Vancouver, Toronto offers a number of drop-ins which provide person-centered supports to the homeless.
- AWRS has developed two buildings within walking distance that house two different populations of women, older and young women, mostly with children.
- AWRS, Co:Here, Community Builders, Fred Victor, JPWC, NHC, and all three international case studies provide training and employment opportunities for their tenants. Delancey and San Patrignano directly provide accredited educational/training programs.
- Seven of the Canadian organizations providing supports engage the use of volunteers. AWRS and JPWC have established links with educational institutions to provide practicum students. Both AWRS and Chimo operate very successful volunteer programs, engaging between 200-300 volunteers yearly. Chimo's outreach volunteer program has successfully assisted 30-35 homeless people in finding housing in scattered housing sites, either individually or as co-tenants.
- AWRS, Chimo, and Community Builders have developed partnerships with medical doctors in the provision of person-centered supports.
- AWRS, Fred Victor and JPWC provide 24/7 staff supports for individuals suffering from severe mental health and addiction issues, compared to Community Builders and St. Clare's utilizes tenants to provide overnight monitoring. Chimo has successfully housed six men with mental health and addiction issues, five in one home and another in a basement suite without the no provision of 24/7 care.
- IMR experienced increased damage to its housing stock when supports were terminated for those tenants that were deemed to be able to move on to independent living.

4.4.3 Tenant Mix and Involvement

The review of smart practices identified a range of tenant mixes within the six non-profit organizations operating single-site housing sites. Of the six organizations, only St. Clare's has continually operated its single-site housing sites with a tenant mix comprising both non-market and market tenants. At each site, all tenants, and partnering agencies working with the non-market tenants are actively engaged. Also, St. Clare's maintains a mix within its non-market tenant population not allowing any of its 17 partnering agencies having more than 10 percent of the tenants within the building.

Similar to St. Clare's, Community Builders attempts to maintain a tenant mix within each of its buildings. Community Builders interviews all of its tenants to determine their individual needs. With the assistance of Dr. Bill MacEwan, tenants are grouped into three categories. Based on these categories Community Builders attempts to maintain a 10-80-10 mix, from not housing ready, too hard to house, to independent living. Of all the organizations reviewed, Community Builders does not screen its tenants.

Co:Here in selecting tenants for its new single-site housing site are looking for a 51/49 split between non-market and market tenants. Unlike Fred Victor’s new Pan Am single-site housing site and AWRSs proposed 420 Hawkes site, which include market tenants to assist in making the projects work financially, Co:Here will be selecting its market tenants through an interview process. This is because the tenants are also providing peer/mentorship support to the non-market tenants. AWRSs 420 Hawks site is intentionally set up as an intergenerational initiative. Finally, Chimo, when establishing a group home, takes every precaution to ensure there is a good match between the tenants. To assist Chimo in establishing a good match, detailed files are maintained on each client.

Four of these six organizations, Co:Here, Community Builders, Fred Victor, and St. Clare’s, fully embrace tenant involvement in their housing operations. Seen as partners, tenants are involved in the setting of housing policies and attend tenant council meetings. Tenants also assist in the operations of the different housing sites which includes after-hour monitoring of building operations, noting any concerns and reporting them to housing staff; and general activities, from minor maintenance to organizing meals.

4.4.4 Design of Single-site Housing Sites

In the designing of new and renovation of existing buildings, community amenity space is being included for the tenants, along with the inclusion of commercial space on the ground floor where possible. AWRS, Co:Here, Fred Victor and NHC have just completed and/or are working on new affordable/supportive housing sites in which both tenant community and commercial space is a central component of the project. The commercial space is being used not only in the funding of the projects but also providing community space for partnering agencies to provide both tenant support services and services to the surrounding community. At St. Clare’s 180 Sudbury Street site, the building houses two commercial enterprises, the Centre for Mindfulness Studies and Free Geek Toronto. It has been Fred Victor’s experience that the size of the development also impacts how supports are managed, the smaller the site, the more manageable the supports. Fred Victor has worked with a private developer to build small boutique micro units in an effort to keep rental costs reasonable through in lower maintenance and renovation costs. ARWS’s new project, 420 Hawks, is being designed to include micro units.

To minimize building operating costs, energy efficient equipment is being installed in new and existing buildings. St. Clare’s reverse engineers its building sites, constructing them with energy efficient equipment, so as to minimize the resulting operating costs. ARWS also is looking at implementing energy efficient upgrades in all their existing buildings and have included them in their newer buildings. Fred Victor’s newest building was LEED Gold certified. Co:Here is constructing their building to LEED Gold standards – “the better the home, the more valued and therefore the less cost in the future.”

4.4.5 Single-site Supportive Housing Operation Structure

Of the six non-profit housing support providers, two distinct operational structures were identified. AWRS, Fred Victor, and JPWC are operated by policy boards, where the boards set the mission, vision and strategic direction of the organization, and the day-to-day operations are delegated to the executive director. Whereas the boards for Co:Here, Community Builders, and St. Clare’s are more active in the day-to-day operations. Co:Here’s board is actively involved in the development of their housing project, while Community Builders’ board is actively involved in weekly inspections of the different housing sites.

5.0 DISCUSSION AND ANALYSIS

The purpose of this chapter is to review the findings from the literature review and organizational review of smart practices to identify common themes that can be developed into recommendations that will reduce the reliance on government funding for supportive housing providers in Vancouver. This section has been divided into four different, but interdependent themes: single-site dedicated PSH models in Vancouver; support services; funding sources; and, the role of government.

5.1 Single-site Dedicated PSH Models in Vancouver

There have been a number of concerns raised about single-site dedicated housing. One concern is that single-site dedicated housing that has tenants living in the housing community which are using drugs and alcohol, unlike scattered-site units where there may be less sense of community, can lead to relapses for tenants in recovery (Kraus et al., 2005, p.162). The second concern, raised by formerly homeless tenants, was that they did not want to be grouped together with similar tenants due to stigma (Kraus et al., p.162). A third concern was that single-site dedicated housing did not give tenants the ability to have guests overnight and any visitors were closely scrutinized (Kraus et al., 2005, p.162).

Though there have been a number of concerns raised about single-site dedicated housing sites the literature review also identified that supportive housing providers provide a formal social support system that a homeless person can identify with (Walter et al., 2016, p. 360). Walter et al. (2016) found that "multiple group memberships and service identification have pathways through social support to positive well-being and housing outcomes (p.367). Dedicated sites provide the homeless with a social connection, which provides a greater buffer against negative health consequences (Cohen, 2004; Ertel, Glymour, & Berkman, 2009; Holt-Lunstad, Smith, & Layton, 2010; House, Landis, & Umberson, 1988; Thoits, 1995, 2011; Umberson & Montez, 2010 as cited by Walter et al., 2016, p.358). In addition to the importance of social connectedness and support, social integration is being recognized as a necessary component of supportive housing (Arthurson & Jacobs, 2004; Busch-Geertsema et al., 2010; Edgar et al., 2000 as cited by Walter et al., 2016, p.368). The mix of supportive housing with either affordable and/or market housing can combine the best features of each type of housing.

AWRS, and Community Builders each operate single-site dedicated PSH models. As part of the document review it was also identified that the City of Vancouver owned ten PSH sites. Each of these organizations utilize different approaches in operating their individual sites, which are summarized in Appendix 22. Also summarized is the City of Vancouver's housing model. In comparison St. Clare's in Toronto utilizes a 'Capacity Building Model', which is a hybrid of the AWRS and Community Builders' models. Like AWRS and Community Builders, St. Clare's operates single-site supportive housing, with two exceptions. The first exception is that the housing is mixed income, including market and non-market tenants. The second exception is that the non-market tenants are placed by St. Clare's partnering agencies. At the time of this Report Co:Here will be commencing its operations using a similar approach to St. Clare's though Co:Here will be screening all tenants.

5.2 Support Services

Both the literature review and organizational review of smart practice suggest that there are a number of important elements which can enhance the overall support of tenants living in single-site supportive housing. These elements are detailed in Appendix 23 and include building design and site layout; tenant mix; tenant engagement; and on-site supports including both housing and program support.

5.3 Funding Sources

Given the reluctance of all levels of government to fund in-house tenant support services, supportive housing providers have to find sustainable funding models as these services are instrumental in assisting the movement of the homeless along the housing continuum. The literature review and organizational review of smart practices identified a wide array of funding options being taken by supportive housing providers to reduce their reliance on government funding. These funding approaches vary in how the supports are provided to ways of diversifying operational funding. To be successful, innovative funding approaches require significant amounts of time and risk (Svedova et al., 2009, p.11). Multiple options either individually or in combination may be scalable in Vancouver.

One option is to give supportive housing providers an opportunity to manage Vancouver's mixed income and mixed use (residential/commercial) single-site rental housing. By managing the entire building, as opposed to only the supportive units, supportive housing providers will receive additional income to fund support services while creating a sense of community within the building. Findings from both the literature review and organizational review of smart practices highlight that ground floor commercial/retail space can assist in providing funding for support services; providing employment and training opportunities for formerly homeless tenants; and, creating a sense of community if the space is used to provide community supports (e.g., health centre or employment centre) or retail of goods and services catering to the needs of low income residents. The experiences that both IMR, which worked with a support agency, and St. Clare's, which worked with a private developer, highlight is that although private developers can provide the necessary funding required to construct supportive housing, tenants did not always receive adequate supports. Allary, et al. (2015) identified that for mixed-income projects to be financially feasible, they have to have a large market rent, with any retail space accommodating the needs of the community (p.42). Allary, et al. (2015) also indicated that mixed-income projects should be located in mixed neighborhoods close to transit (p.42). Co:Here's project meets both of these requirements. It is a smaller site making it more financially manageable. Another advantage of Co:Here is that it is being constructed on land donated by a church.

A second option is to allow private developers to manage the supportive housing within the site (Karoubi & Roy, 2015, p.13) though based on the review of smart practices the success of this approach has been variable. Namerind a private developer of supportive housing has been successful in developing affordable social housing. St. Clare's experience with a private developer was not successful leading them to assume the full operations of its single-site mixed housing. Fred Victor's experience has been a success and they have found that working with private developers is key to this success. Further investigation may be able to identify guiding principles that contribute to successful outcomes.

A third option is for supportive housing to reverse engineer buildings to meet tenant needs. Building smaller, micro housing units contributes to operational efficiencies containing ongoing costs, and building in communal amenity areas provides opportunities for community. Atira and Fred Victor are currently developing micro supportive housing units. Any savings in annual operating costs can be used to fund on-site support services.

A fourth option is partnering with outside agencies to provide person-centered supports for their tenants. Though the cost savings have not been clearly quantified as part of this study, by referring tenants directly to outside support agencies, supportive housing providers are not incurring the costs for services already being provided. There may be economic advantages to keeping property management and tenant support services operationally distinct. By avoiding duplication of services, while ensuring accountability and optimal use of limited resources, more supports become available to other formerly homeless tenants throughout Vancouver.

A fifth option is for supportive housing providers to operate social enterprises in an effort to provide funding for their on-site supports. With the initial collapse of Aspire, UK, in 2009 there was a concern that social enterprise models solely focusing on the employment and training experience for formerly homeless tenants could not adequately fund the support services needed to transition tenants to independent living (Teasdale, 2009, p.11). Grimes (2012b) identified three successful social enterprise models in the United Kingdom: CREATE, St Mungo's, and Taunton Association (pp.7-8). International successes include San Patrignano and Delancey Street's social enterprises. The success of the social enterprises operated by ARWS, Community Builders, JPWC, and NHC highlight the positive impact that social enterprises can have on supportive housing providers.

To achieve this success there are three potential financing opportunities which could be utilized. The first financing opportunity is to obtain low-interest loans to fund the startup of a new social enterprise. The successes of both JPWC and ARWS social enterprises was their access to loans provided through the Edmonton Community Foundation and the Vancouver Foundation, respectively. In JPWCs case, the terms of the loan allowed them to free up funds to offset the higher costs of employing formerly homeless tenants. The second financing opportunity is to replicate or franchise an existing social enterprise. However, in order to successfully replicate or franchise a social enterprise, expertise is required to design, pilot and scale the model, requiring time and access to financing. This access to funding provides the third financing opportunity, access to the interest earned on endowment funds.

A sixth option is to enhance a network of supportive housing providers and support them in identifying and implementing innovative funding approaches. Svedova et al. (2009) found that most innovative housing was the result of one person, and when that person leaves the initiative tends not to continue. The success of Community Builders and JPWC reaffirm this finding as their success can be attributed to their founders. The success of AWRS and Namerind is attributed to long-term executive directors. A supportive housing provider network could advocate for government policy and regulations that would assist its members in providing the supports needed. The literature review identified two potential opportunities which could be implemented in Vancouver, a charitable trust or a network of social enterprises and supported employment programs for the homeless. The network could identify employment and other support opportunities (e.g. mental health and addiction) that collectively provide an enhanced opportunity for individuals to move along their preferred life path to self-sufficiency leaving homeless behind them. The network could also develop a central volunteer network to provide outreach support, reducing the need for higher staffing. Chimo's and Atira's volunteer programs would be excellent models to scale in Vancouver.

A seventh option is to take advantage of social impact financing, to fund support services. Studies have identified that the only solution to chronic homelessness is increased government funding. Social Impact Bonds are a potential PPP approach of providing funding for supportive services. Private investors would provide upfront capital with the expectation of receiving a financial return based on positive social outcomes. Identifying these social outcomes will play an important role in determining the financial return to the private investor. Though Social Impact Bonds provide a potential funding source their impact is not clearly known at this time. Also, if the return on private investment is being financed by the government, supportive housing providers would still be reliant on government for the funding of their support services. A reallocation of government savings (e.g., social assistance exits) including cost avoidance (decreased interface with health, justice, and social services) would justify such ongoing reliance on government funding (e.g. crowd funding).

An eighth option is philanthropic funding. Flatau et al. (2016) identified community donations, fundraising and large private donations as a main source of non-government funding. Seven of the ten Canadian supportive housing providers reviewed there was a reliance placed on fundraising to assist in providing support services. An advantage of philanthropic funding is that it provides great flexibility and discretion for supportive housing providers while at the same time requiring effective stewardship of funds on behalf of donors. Flatau et al. (2016) identified in their report that supportive measures should be increased to allow for the expansion of philanthropic giving including mass engagement through information technology.

5.4 Role of Government

Local government policies and regulations can impact the success of supportive housing providers, therefore, the City of Vancouver plays a vital role in the design and funding of support services provided by supportive housing providers to the homeless (Svedova et al., 2009). By approving single-site dedicated housing, with both a market and a non-market component, Vancouver provides not only additional funding from the market component of the rent, but also assists in providing a sense of community. This sense of community is a vital tool in assisting formerly homeless tenants (Community Builders Interviewee, 2016). Like market tenants, non-market tenants want to live in safe communities, as evidenced by the success of Community Builders and St. Clare's. The City can further enhance operational funding by turning ground level commercial leases over to service providers instead of the current practice of retaining ownership.

5.5 Summary

The literature review and organizational review of smart practices identify a wide array of funding approaches being taken by supportive housing providers in order to reduce their reliance on government funding. Through partnering with support agencies, supportive housing providers have been able to connect tenants to person-centered supports without duplicating services. The effective use of volunteers can keep operating costs down while assisting with the provision of supports. The use of social enterprises has the potential to fund support services while providing tenants with training and employment opportunities. In order to replicate a social enterprise, there is a need to share ideas to keep the startup costs down for those organizations taking on a social enterprise for the first time. Further, in assisting an enterprise to make it through the first three to five years, when most social enterprises tend to fail, there should be a funding source available. The source of this financing has to understand the social value created by the enterprise and not be only concerned about the net profit. All new dedicated supportive housing sites should include a market component and where feasible, a commercial/retail component. Finally, philanthropic fundraising provides supportive housing providers the greatest flexibility and discretion and should be used whenever possible.

6.0 RECOMMENDATIONS

6.1 Introduction

The main objective of this report has been to identify from the literature review and organizational review of smart practices, non-government funding opportunities which could be considered by supportive housing providers to reduce their reliance on direct government funding for tenant support services. The following four recommendations are being put forward for consideration.

6.2 Recommendations

Recommendation 1 - Streetohome work with supportive housing providers to establish an all-inclusive supportive housing provider network.

By adapting a network similar to the 3xE Network model successfully implemented by Crisis in the United Kingdom (Appendix 13), supportive housing providers in Vancouver will be provided with an opportunity to exchange ideas and share learning and information in real time. Supportive housing providers may collectively identify: social enterprise opportunities to fund support services; employment and support opportunities that meet the needs of formerly homeless tenants success (e.g., evening and overnight monitoring paid employment roles); employment training pathways to ensure staff are equipped for daily interactions with the homeless; and volunteer engagement strategies that reduce the need for higher staffing costs (e.g., outreach support).

Streetohome given the relationships it has established over the last 10 years working with the supportive housing providers in the city of Vancouver is in a good position to broker the network Streetohome could engage the Lower Mainland Supported Housing Executive Director Group (which includes many of the larger supportive housing providers) and encourage them to expand the network and the network's functionality. Streetohome could also bring the BC Non-Profit Housing Association (which has shown a recent interest in homeless, coordinating the 2017 homeless count for Metro Vancouver) to the table. The latter has a well-established membership comprised of supportive housing, social housing and cooperative housing providers. Such a broad perspective across the housing continuum may provide added value in terms of diverse housing providers working together and supporting individuals to move along their preferred life path to the housing that best suits their needs.

Recommendation 2 – The City of Vancouver work with smaller non-profit organizations, which own developable land, to build smaller mixed-income, single-site supportive housing.

The City of Vancouver is encouraged to map underutilized properties across the city that are owned by non-profits, and facilitate dialogues around property development and the benefits of same to the non-profit and the community. The City currently works with non-profit organizations, where the organization has land available for development and has provided supportive housing and/or services, on a limited scale, by providing both regulatory and grant assistance. The City could promote the development of smaller mixed-income, single-site supportive housing. By promoting such opportunities, the City of Vancouver provides a vehicle for supportive housing providers to fund the necessary on-site supports needed by formerly homeless tenants to experience community and successfully transition from supportive to independent living. Co:Here's Co-Resident Community Service model should be considered as a benchmark for this work.

Recommendation 3 – The City of Vancouver provide supportive housing providers the opportunity to bid on the full operations of any new mixed-income single-site supportive housing developed in the City of Vancouver.

The City of Vancouver should consider an option for supportive housing providers to manage and operate all new mixed-income single-site supportive housing developed by the City. The literature review and organizational review of smart practices provide evidence that supportive housing providers, if provided the financial capabilities, can operate mixed-income, single-site supportive housing without government funding. Further, the City of Vancouver could promote a community benefit agreement with developers that provides an option for supportive housing providers to manage and operate the developer's mixed income rental buildings that include non-market housing as an element in the development. The property management revenue may in turn subsidize tenant support services for those living in the non-market units.

Providing the necessary support services to formerly homeless tenants and, funding these supports, requires both sustainable funding sources and the ability to create a sense of community. Commercial ground floor lease space can be a sustainable source of funds for supportive housing providers. The space can be used to provide community services (health or social) which provide formerly homeless tenants with enhanced opportunities to engage with supports and connect to the community. Alternatively, leased space can be used for retail to ensure goods and services are available to meet the needs of lower income tenants.

There are two potential options which could be considered in providing supportive housing providers the opportunity to operate City-owned mixed-income, single-site supportive housing in Vancouver. The first is that the City of Vancouver leases the entire building to a supportive housing provider to maintain and operate. The second option is that they transfer the ownership of the building to a supportive housing provider following a request for proposal call. This option is similar to how Fred Victor acquired the former Pan Am Housing as its newest supportive housing site in Toronto. Further, the City of Vancouver should work with both the province and federal government to ensure that future leveraged capital funding for supportive housing allows Vancouver to provide this option to supportive housing providers.

Recommendation 4 – Streetohome work with the City of Vancouver, Vancity, and the Vancouver Foundation to establish an endowment fund exclusively for supportive housing providers.

A potential source of funding for all supportive housing providers is social enterprise. The problem, however, is that the cost to establish and maintain a social enterprise requires not only expertise but sufficient financing over its startup period. Recognizing that the Resilient Capital Program, a collaboration between the Vancouver Foundation and Vancity Credit Union, already provides social based funding in the Vancouver area, the focus is on social enterprise, not homelessness. Two options to consider are: (1) establish a separate social enterprise intermediary, and a separate social enterprise fund, or (2) establish a social enterprise fund, which would also act as the social enterprise intermediary.

Streetohome, working with the City of Vancouver, Vancity, and the Vancouver Foundation, should establish a social enterprise/endowment fund that would assist supportive housing providers financially in finding innovative ways of funding support services, including social enterprises and social impact financing. The Vancouver Foundation would play a key role in establishing the fund, as its investment base provides the opportunity to earn a higher rate of return compared to establishing an independent fund, which would not have the same earning power. Vancity could bring expertise to the table based on their successful track record in supporting the social enterprise sector in British Columbia. The fund would provide supportive housing providers the opportunity to borrow startup funds for social enterprises that provide training and employment to their formerly homeless tenants. Further, by adopting 'train the trainer' model, funds would only need to be provided once, as protocols would be developed to train a group of people who can then go on and train others on how to start a business.

It is also recommended that Streetohome expand its philanthropic fundraising to include leveraging private donations to secure $10-$14 million total capital fund over five to seven years. The fund will be held by the Vancouver Foundation and administered collaboratively with Vancity under the guise of a patient lender assisting supportive housing providers through the lending process. Loans would range from $100,000 to $500,000 with the length and interest rate of the loans being evaluated based on a lending process that recognizes the structure of lending opportunity. The Edmonton Community Foundation would be a valuable resource to contact in the establishment of the fund.

7.0 CONCLUSION

Coming into the project, I believed that with my background as a Chartered Professional Accountant – Chartered Accountant, and working in the municipal finance sector for the last 20 years, I would be able to find a funding model for on-site support services for the homeless. Like the co-residents who live with formerly homeless tenants in the two supportive housing sites operated by Salsbury Community Centre, it became evident that the solution is a little more complicated than the average person would comprehend.

Though there is not a magic fix, there is a path to creating an environment where supportive housing providers can provide an array of services and opportunities for their tenants that will assist them through their journey out of homelessness and to independent living. There are three ways that this can occur without services providers having to rely on government funding. First, there has to be an understanding what it means to be homeless and the challenges facing a homeless person. Second, the community provides the opportunity for a homeless person to provide input into his/her journey out of homelessness. Finally, there has to be a network of organizations which are not reliant on government funding, to provide the supports services a homeless person needs on his/her journey. This is where Streetohome can play an integral role.

Streetohome is an organization that has brought together both private and public knowledge and financing to work as a community in order to provide opportunities for those who have a history of chronic homelessness. It is the respect for the individual and the sense of community that will break the reliance on governments in supporting the chronically homeless.

Moving forward, supportive housing providers should continue building good working relationships with the community, especially focusing on those entrepreneurs who have shown an interest as well as those who have already dedicated themselves to helping the homeless.

It is hoped that this project has laid a foundation that can be built upon. In terms of future study, it may be prudent to develop benchmarks for tenant support services designed to meet the needs of specific subpopulations. The seniors care field provides benchmarks for assisted living, long term care, and dementia care facilities (for a comparative example) that differ based on client need along the support service continuum from low support needs to high support needs.

Benchmarks ideally define the basket of support services provided, per diem costs, and client quality of life outcomes achieved. In this way, different facilities and organizations can be compared. Additional work is required to identify subpopulation baskets of homelessness support services (i.e., women and children, youth, Indigenous, mental health and addictions). Further efforts will be required to capture comparable tenant support service costs given different organizational structures. Outcome measurement and reporting is a third challenge.

As supportive housing service providers enhance their IT infrastructure over time, their ability to capture support services provided, financial information, and data to demonstrate outcomes, and report on a minimal data set of performance indicators will be enhanced. Future studies can work with industry leaders such as Community Builders and Fred Victor to showcase their data systems and results in the yet to be established supportive housing provider network and challenge the industry and funders to demonstrate improved outcomes.

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APPENDICES

Appendix 1: Interview Questions

1. How would you define your housing model?
2. How are your supportive housing sites, specifically tenant supports funded (rents/fundraising/social enterprise/volunteers)?
3. What type of innovative funding models has your organization implemented to reduce direct government funding for tenant supports?
4. Has your organization considered any other innovative funding ideas/opportunities (housing type, including ground floor retail and mixed-income rentals, endowment fund; social impact financing)?
5. What types of tenant supports does your organization provide?
6. Are tenants provided the opportunity to assist in the supports provided and if so how?
7. How is your organization structured?
8. Would it be possible to get a copy of your organization’s annual report, financial plan, strategic plan and any analytics?

Appendix 2: Risks of Becoming Homeless and/or Circumstances Facing the Homeless

Population	Risks
Youth	• Family conflict, including physical, sexual and emotional abuse • Disruptions to school • Neglect and poverty • Lack of life experience • Lack of skills and supports to live independently • Vulnerable to crime • Vulnerable to exploitation • Sexual orientation
Women	• Higher risk of being part of the hidden homeless • Women who are homeless are susceptible to further assault, violence, sexual exploitation/abuse (Gaetz et al., 2010; Paridis and Mosher, 2012 as cited in Gaetz, Donaldson, Richter & Gulliver, 2013, p.26) • Overcrowded conditions • Insufficient money for cover both shelter and necessities • Partner/Spousal abuse
Aboriginal peoples (First Nations, Métis, and Inuit)	• Intergenerational trauma, resulting from colonialism • Poverty • Racism • Historical, experiential and cultural differences • Lack of opportunities and inadequate housing on reserves
Families	• Inadequate income • Lack of affordable housing • Family violence

(Gaetz, Donaldson, Richter & Gulliver, 2013, pp.25-27)

Appendix 3: Supported and Supportive Housing Model Elements

Model	Elements
Supported Housing	• Mental Health Definition identified supported housing as independent housing coupled with community-based supports and rehabilitation services for individuals with psychiatric disabilities, rooted in the core principles of consumer empowerment and community integration (p.446). • Ridgway and Zipple (1990), Carling (1993) and Carling and Curtis (1997), identified the following key supported housing elements: - housing is a prerequisite; - housing is a right, based on choice, not assigned; - a person is viewed in *normal* terms, not as a patient or program/service recipient; - client focused not institutional focus; - social integration, not disability grouping; - housing separated from support and services; - permanent vs preparatory settings; - service flexibility versus standardized care; - facilitative versus least-restrictive environment; and, - emphasis on natural supports, de-emphasizing professional services (p.448). • Rog (2004) suggested that supported housing for individuals with serious mental illness should include the following *ideal* dimensions as identified by the Center for Mental Health Services (1997): - permanent affordable housing that is either owned or leased, which is integrated into the community; - community-based housing and services that are separated both legally and functionally, and voluntary based on individual choice; - 24/7/365 crisis services (pp.448-449).
Supportive Housing	• Lipton et al. (2000, p.480) argued that the core principles of supportive housing should include community mainstreaming, tenant empowerment and flexible service provision, irrespective of housing type, unlike supported housing which is more choice-based, independent and permanent (p.447). • Parkinson, Nelson, and Horgan (1999) identified that supportive housing comprises short-term group homes and clustered apartments, which commonly offer in-house support, and mental health and/or substance abuse services housing, based on *rehabilitation* values and *resident* identity versus empowerment, community integration and an individual identity (pp.447-448). • The Corporation for Supportive Housing (2007) defined supportive housing in similar terms as outlined by Rog (2004) for supported housing (p.448).

(Tabol et al., 2010)

Appendix 4: Key findings and Related Policy Implications - Supportive Housing in Australia

Key Findings
Tenants of single-site on-site supportive housing are generally highly vulnerable individuals because of life experiences.
Supportive housing is more than just helping the homeless to transition into housing; it is also a means of making a formerly homeless tenant into a good tenant/neighbor.
Support services not only focus on modifying a homeless tenant's behavior so as to ensure the day-to-day operations of the supportive housing building but also making positive long-term changes in the day-to-day functioning of a homeless tenant's life.
Support is seen as a form of empowerment and normalization, as it enables the homeless to become ultimately independent from support services. Through aspirational and optimistic interventions tenants are enabled to become functional and access normal housing.
Supportive housing is shaped by the active participation of tenants and their relationship with housing and support staff.
Tenants desire socializing and activities-based communities, which is consistent with the professionals delivering the supportive housing services.
Tenants attribute their positive life changes to the support provided by supportive housing staff.
Tenants envisioned and supportive housing service providers saw stable and secure supportive housing as a step to life beyond supportive housing.
Central to a tenant's progression to thinking about subsequent life improvements is the security and stability afforded by the long-term nature of the housing provided.
Policy Implications
Single-site, onsite supportive housing works well for the chronically homeless and those homeless who have experienced negative housing outcomes. Tenants find the safety of single-site, onsite supportive housing effective and desirable, as they found other types of housing or accommodation unsafe.
The immediate access to, sustainability and coupling of affordable housing with the support of single-site, onsite supportive housing was seen by the chronically homeless as important to keeping housing.
Single-site, onsite supportive housing enables the chronically homeless to access and sustain housing without needing interventions to prepare them for housing.
If the provision of housing for the chronically homeless is to overcome both non-housing problems and to develop a sense of community and informal support networks, the allocation of housing and dynamics of neighbors must be considered. It is important to understand that networks and socializing among neighbors can also have a negative impact.
Whether single-site, onsite supportive housing or scattered-site housing with outreach support, the acknowledgment of tenant's involvement is important to the effectiveness of the supportive housing. Support has to be practical, accessible, and broad enough to allow tenants to exercise choice.
The success of supportive housing in improving the lives of the homeless has potential when: • Tenants are provided tenure arrangements, thereby making tenants feel secure. If it is the intent of moving tenants on from supportive housing, opportunities should be provided to tenants to improve their lives and the movement should be at the volition of the tenant. • Tenants control the changes in their support. Though chronic homelessness and associated material and social exclusion are negative, the tenant determines what constitutes a positive experience. • Tenants are given the time to realize their positive life changing aspirations as overcoming the trauma, cumulative disadvantages and/or employment opportunities is complex, requiring significant resources and skilled practitioners.

(Parsell et al., 2015, pp.2-3)

Appendix 5: Highlights from Three Homelessness Housing and Supportive Service Managers, in Providing Assistance.

The following collated insights from three homelessness housing and support service managers, which included: a youth residential program; a Common Ground initiative; and, a youth foyer-hostel from research conducted by Jacobs et al. (2015).

- The first insight was, though the movement towards a centralized gateway system has directed people in need more quickly, there is still a need for outreach to support those homeless that are unable to locate a gateway or are discouraged by it (p.34).

- The second insight was, though managers recognized that homeless housing and support service providers have been slow in including the homeless in the service delivery decision-making processes, there has been a shift from the formal paternalistic approach towards client empowerment, including the introduction of targets (p.34). This client empowerment approach is evident in the use of the Foyer program which provides homeless youth with education, employment and social connection opportunities in a safe, quality assured and positive environment (p.34). The Foyer program is in contrast to the HF approach with education, employment and civic participation being prioritized above housing, as the approach recognizes that to live in a first-world economy requires skilled workers with qualifications (p.35). The Australian Common Ground approach advocates the HF approach for older homeless persons, as it is about creating a sense of place for these individuals who are in crisis and do not have the stability to focus on broader aspirations (p.35). The support services provided wrap around the housing model, which is the main focus of the program. Unlike in the United States, Common Ground in Australia is provided in dedicated versus scattered housing sites and emphasizes a commitment to participate in the support programs offered, though the participation is based on the needs and priorities of the participant (p.35).

- The third insight was that quality service delivery was dependent on sustained funding over an extended period of time (p.36). The managers identified a concern with moving towards individualized funding.

- The fourth insight was that the delivery of quality, efficient services requires flexibility and that any accountability targets should guide not limit the delivery of services (p.36). Given the diversity of clients, on the ground staff and organizations should be given the flexibility to exercise judgment in the provision of services, resisting any outside agency interference (p.37).

- The final insight was the shortage of accommodation, which in combination with the provision of individualized support programs is the key to delivering positive outcomes to individuals experiencing homelessness (p.37).

Appendix 6: Supported Housing Principles and Elements for People with Health or Addictions in Ontario and the Greater Toronto Area

PRINCIPLES	
First principles	• Housing with support should foster personal development, recovery, autonomy. • Diverse approaches are needed to meet the needs of different people and groups. • Programs should complement and help sustain supports from family and peers. • People need multiple low-barrier ways to access services and housing.
Service principles	• Services should be flexible to meet the specific or changing needs of each client. • Levels and types of support should be clear and systematically matched to client needs.
Housing principles	• Programs should ensure housing stability, affordability, and quality. • Programs should offer choices in a diverse and changeable housing system.
System principles	• Priorities in the main policy/program spheres should be coordinated and aligned. • Funding must be sustained as well as efficiently used. • System design and programs should be informed by evidence, client data, and best practices. • Capacity must be expanded to meet population growth and evolving needs.
ELEMENTS	
Models of Support	• Support to get and keep stable housing. • Support configured and tailored to individual needs. • Support models should include crisis and low-barrier housing and transitional and peer support. • On-site supports for high-need clients.
Coordination of Services	• Coordinated access, with standardized assessment. • Coordination between health-fund and municipal funded supportive housing. • Coordination of housing support and specialized health and community services.
Housing Options and Models	• Housing should be normal tenancy with secure tenure, except when transitional housing is required, modified tenancy rights may be required. • Adaptive and responsive housing program approaches, from independent apartments to dedicated supportive housing with on-site support staff.
System Planning, Capacity, and Resources	• A Provincial inter-ministerial policy framework. • Population-based planning. • Integration between health authorities and municipalities. • A multi-sectoral approach. • Client and system user input. • Sustain existing federal-provincial funding. • Performance measures.

(Suttor, 2015, pp.1-3)

Appendix 7: Schütz (2016) literature review on substance use and homelessness, including current best practices to treat substance disorders among the homeless.

- Krausz, Clarkson, Strehlau, Torchalla, and Schuetz sampled 500 homeless persons living on the street or utilizing homeless shelters who had at a minimum one substance dependency, suffered from at least one mental disorder, or both in British Columbia (pp.306-307). Krausz, et.al found that those individuals who were healthier were living in shelters, as shelters often do not accept intoxicated individuals, and that the results were consistent with those individuals living in substandard housing (p.307). Schütz (2016) noted that though there is a question whether addiction leads to homelessness, or whether homelessness leads to addiction, there is weaker evidence that supports the latter though homelessness may increase one's addiction(s) (p.307).

- Faxel, Khosla, Doll, and Geddes, identified that substance use disorders and mental illnesses were the strongest and most consistent risk factors for homelessness, followed by income, social isolation, an adverse childhood and past incarceration (p.307).

- Depp, Orff, and Twamley identified that, among homeless adults, cognitive impairment was common which may impede their rehabilitative efforts (p.308). "Psychosocial interventions and psychotherapeutic treatments are often more widely available in more academically oriented treatment providers, such as those associated with universities, and have been developed in populations with average or above average cognition" (p.308).

- Tordhalla, Strehlau, Schuetz, and Krausz identified that adverse experience, traumatization, and abuse during childhood can contribute to substance use and mental disorders and other homelessness risk factors (p.308).

- Stein, Nyamathi, and Bentler identified in their recent study of participation predictors for homeless persons in formal and self-help substance abuse treatments that emotional distress predicted less participation (p.308).

Appendix 8: Three Psychosocial Approaches to Assist the Homeless Facing Substance Use Issues in Addition to Contingency Management

Approach	Description	Impact
ACT - Assertive Community Treatment(Nelson, Aubry, and Lafrance, 2007 as cited by Schütz, 2016, p.310)	A 24/7 intensive community service that responds to an individual's immediate needs provideing at a minimum case management, health services, crisis intervention, treatment, education, and employment.	Increases treatment adherence and increased housing stability. Initial teams not established to deal with addiction treatment as originally focused on treating mental disorders.
CTI – Critical Time Intervention or AOT – Assertive Outreach Team (Herman, Conover, Felix, Nakagawa, and Mills as cited by Schütz, 2016, p.310)	A short-term outreach concept adapting an intensive case management approach that utilizes multidisciplinary teams focused on problem-solving resources, community advocacy, and motivation.	Assists the homeless transitioning from prison, emergency treatment and to community housing resources.
ICM – Intensive Case Management(Tergiopoulos, Hwang, Gozdzik, Nisenbaunn, Latimer, Rabouin, et.al. as cited by Schütz, 2016, p.311)	Based on the concept of *treatment as usual* it is a less resource intensive approach.	Limited impact on substance use within a 24-month timeframe.

(Schütz, 2016, pp.310-311)

Appendix 9: Considerations at a Glance – Mixed Income Housing Best Practices

Themes	Best Practices
Communication with residents	• Use of Post Occupancy Evaluations. • Implementation of a user-centered approach during the design process.
Accessibility	• Careful consideration of tenants with disabilities needs to be part of the process when designing a development. • Allow for the accessibility of support services on-site or within the neighborhood.
Social Support	• A social program can help aid the loss of social relationships, which is of vital importance to families and relocated tenants. • A tenant’s code of conduct (i.e., rules & regulations) can be imposed by a third-party (pre-occupancy) to avoid a power imbalance and tension among residents.
Empowerment	• Employing residents to work within the building.
Separation	• Separation of market and non-market residents by floor, or by entrance, should be decided upon only after the character of the neighborhood and the needs of the tenants have been analyzed. • Maximizing the use of space in small units to cater to the needs of non-market residents.
Developer ownership of supportive housing units	• Developers should be able to own units in accordance with clauses protecting the percentage of the shelter-rate and HIL rate tenants, and the well-being of those residents.
Municipal policies and partnerships	• Transparent policy and guidelines regarding affordable housing requirements. • The development of long-term partnerships.

(Karoubi & Roy, 2015, p.16)

Appendix 10: Benefits and Challenges/Critiques of Mixed Housing

Benefits	Challenges/Critiques
• An environment that is stable and less stigmatizing for low-income individuals (HUD 2003, 5); • Reduction of negative outcomes, such as high crime rates, poor health, and unemployment that are associated with concentrated areas of poverty (HUD 2003, 4); • Reducing economic and social isolation while enhancing social interaction and cohesion (HUD 2003, 4; Thibert 2007, 8); • Promoting the social mobility and long-term economics of low-income residents (Thibert 2007, 10); • With residents who can now afford to live in areas where jobs are more available, the greater the access to employment (HUD 2003, 6); • Positive impact on the academic achievement of children from low-income families with the resulting mix of low-income and middle-income students in the same schools (HUD 2003, 9); • Low and middle-income households can remain in gentrified communities (Thibert 2007, 10); • Utilizing market revenues to create financially sustainable projects(HUD 2003, 6; Thiber 2007, 11); • Increased quality and better management of housing developments (HUD 2003, 5; Ellickson 2010, 1019); and, • Attraction to the community of service providers (Thibert 2007, 8).	• The complex definition and understanding of what mixed-housing is limits the measurement of the benefits created (HUD 2003,4); • Research evidence on mixed-income developments outcomes have been contradictory (Graham et al., 2009, 140) suggesting that increased social networking (e.g., Atkinson 2001, 2288-2290; Briggs 1998, 208) or improved social outcomes (e.g., Graham et al. 2010, 160; Smith 2002, 25-26) are not associated with social mixing, and is unclear if crime is directly reduced (Thibert 2007, 9); • Though offering an increased level of social stability and access to quality services, there is little evidence socioeconomic outcomes are improved for low-income residents (Joseph, Chaskin & Webber, 20017, 369); • Transforming a traditional social housing project to a mixed-income development causes a loss of social networks and friendships, which tenants associate with support, mutual assistance, and community inclusion (August 2014, 1320); • Uneven participation in organizations or events by residents, with low-income tenants feeling stigmatized (Chaskin and Joseph, 2010, 320, 323-324); and, • Sustaining a financially viable composition of mix-income tenants (HUD, 2003, p.6).

(Allary et al., 2015, pp.12-13)

Appendix 11: Mixed-Income Housing for the Homeless - Best Practices and Associated Outcomes

Best Practice	Associated Outcomes
Design and architecture that considers the needs of tenants. Design elements can include space for onsite services, community spaces, and environmental sustainability.	Pride among residents, upkeep by tenants and managers, attracting tenants, adding value to the neighborhood, reducing operation costs.
Coordination and communication between stakeholders. Examples include: reaching out to the community, developing clear goals, and balancing competing interests.	The successful completion of a project, community satisfaction, tenant satisfaction, and attracting tenants.
Creating a development and marketing plan to attract market renters. This includes incorporating attractive amenities and marketing to market renters.	Attracting tenants, financial sustainability.
Including a significant market rent component. In high market areas, market-rate revenues can be maximized.	Financial feasibility, maintaining high management standards, provision of high-quality amenities.
Dispersed units, either floating or fixed.	Reduce stigma, avoiding segregation between income levels.
Appropriate amenities and services, depending on the needs of tenants. May include on-site amenities, on-site support services, or being located nearby amenities and services (e.g. transit).	Attracting tenants, tenant satisfaction, social sustainability.
Strong property management, which is responsive to the needs of tenants. This includes regular communication with tenants, modifying services and amenities as needed, and being proactive and transparent.	Tenant satisfaction, safety, social stability.
Appropriate resident screening and tenant selection. This can include background checks and interviews.	Safety, tenant cohesion, social stability.
On-site security, This can include 24-hour security staff, front desk staff, monitoring of guests, and responsive management to address security issues.	Safety, stability, attracts tenants, reduced crime.
Community-building and tenant interaction. This includes having community events and activities.	Avoiding segregation between income levels, creating stability, sense of community.

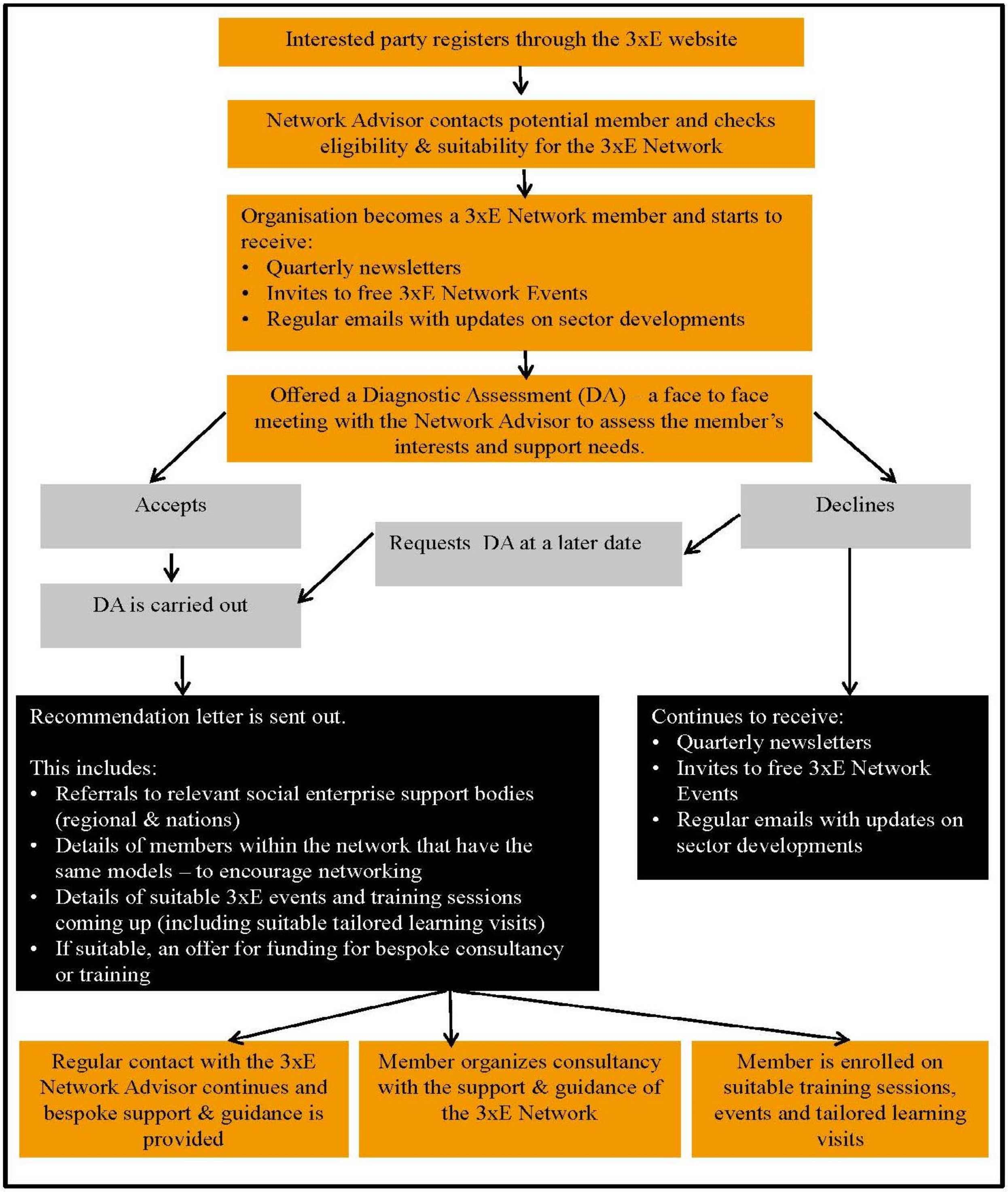
(Allary et al., 2015, p.56)

Appendix 12: Models of Social Enterprise in the Field of Homelessness

Model of Social Enterprise	Description
Revenue generator/mission awareness raising	Social enterprise as an income stream, or means of raising awareness for Third Sector Organizations (TSOs). The trading activity is not central to social goals; income is diverted to other parts of the organization. Thus, social enterprise is an activity trading to fund social purpose, rather than an organizational type.
Contracted service provider	Homelessness related organizations delivering government contracts.
Accommodation providers	Hostel and Support Accommodation providers offering places to homeless people. Revenue is usually derived wholly or in part through Housing Benefit paid by the state.
Participation based community	Alternative safe living spaces for homeless people in tacit exchange for labor (and state benefits).
Employment provider	Social enterprise whose primary objective is to allow homeless people to earn an income. Employment (or self-employment) may be a temporary stepping stone to the mainstream labor market or long term (sheltered).
Training and work experience	Social enterprises providing homeless people with the chance to gain qualifications and/or work experience with the aim of moving them into the labor market.
Hybrid	Social enterprises combining two or more of the above models.

(Teasdale, 2009, p.8; Grimes, 2012b, p.6)

Appendix 13: How Did the 3xE Network Work


Interested party registers through the 3xE website
Network Advisor contacts potential member and checks eligibility & suitability for the 3xE Network
Organisation becomes a 3xE Network member and starts to receive:
• Quarterly newsletters
• Invites to free 3xE Network Events
• Regular emails with updates on sector developments
Offered a Diagnostic Assessment (DA) – a face to face meeting with the Network Advisor to assess the member's interests and support needs.
Accepts
Declines
Requests DA at a later date
DA is carried out
Recommendation letter is sent out.
This includes:
• Referrals to relevant social enterprise support bodies (regional & nations)
• Details of members within the network that have the same models – to encourage networking
• Details of suitable 3xE events and training sessions coming up (including suitable tailored learning visits)
• If suitable, an offer for funding for bespoke consultancy or training
Continues to receive:
• Quarterly newsletters
• Invites to free 3xE Network Events
• Regular emails with updates on sector developments
Regular contact with the 3xE Network Advisor continues and bespoke support & guidance is provided
Member organizes consultancy with the support & guidance of the 3xE Network
Member is enrolled on suitable training sessions, events and tailored learning visits

(Grimes, 2012b,p.2)

Appendix 14: Social Franchise Investment Intermediary Recommendations

Recommendation: Develop a social franchise support body
Develop a dedicated centre of expertise in social franchising, able to provide practical support to social franchise operations.
Utilize appropriate expertise from the commercial franchising sector to support social franchising
Work with loose federations of organizations to tighten up the business model and develop a full franchise operation
Work with intermediaries to ensure (where appropriate) that new social enterprises build scalability into their business models from the start and consider social franchising as one model for doing so
Provide intensive consultancy support to a number of potentially franchisable projects
Establish database of social franchise opportunities
Establish database of potential social franchisees
Promote successful social franchises
Facilitate entry into the UK for successful European social franchises
Encourage social enterprises wishing to scale up to explore social franchising as an option
Create a *pipeline* of scalable, franchisable social enterprises looking for social investment

(Richardson & Berelowitz, 2012, p.110)

Recommendation: Develop a social franchise investment fund
Establish a dedicated social franchise investment fund, either managed by an established social finance intermediary or run as a *virtual fund* by a consortium of committed investors
Link fund and Social Franchise Support Body
Develop a challenge fund to increase awareness of and encourage more social franchising
Investments should be made in: • Expanding the capacity/operation of existing social franchisors • Getting successful social enterprises ready to franchise for the first time • Investing in new franchisees for existing social franchise operations • Investing in new franchisees for existing commercial franchise operations as fundraisers for social purpose organizations • Investing in *socialized* versions of commercial franchises
Promote the use of loans and investment ahead of grants as a source of funding for social franchises
Create links between appropriate charitable trusts prepared to offer grants alongside social investments to create sustainable social franchise operations
Work to change the culture of the investment market to look at what works rather than what's new.

(Richardson & Berelowitz, 2012, p.111)

Appendix 14: Social Franchise Investment Intermediary Recommendations (Continued):

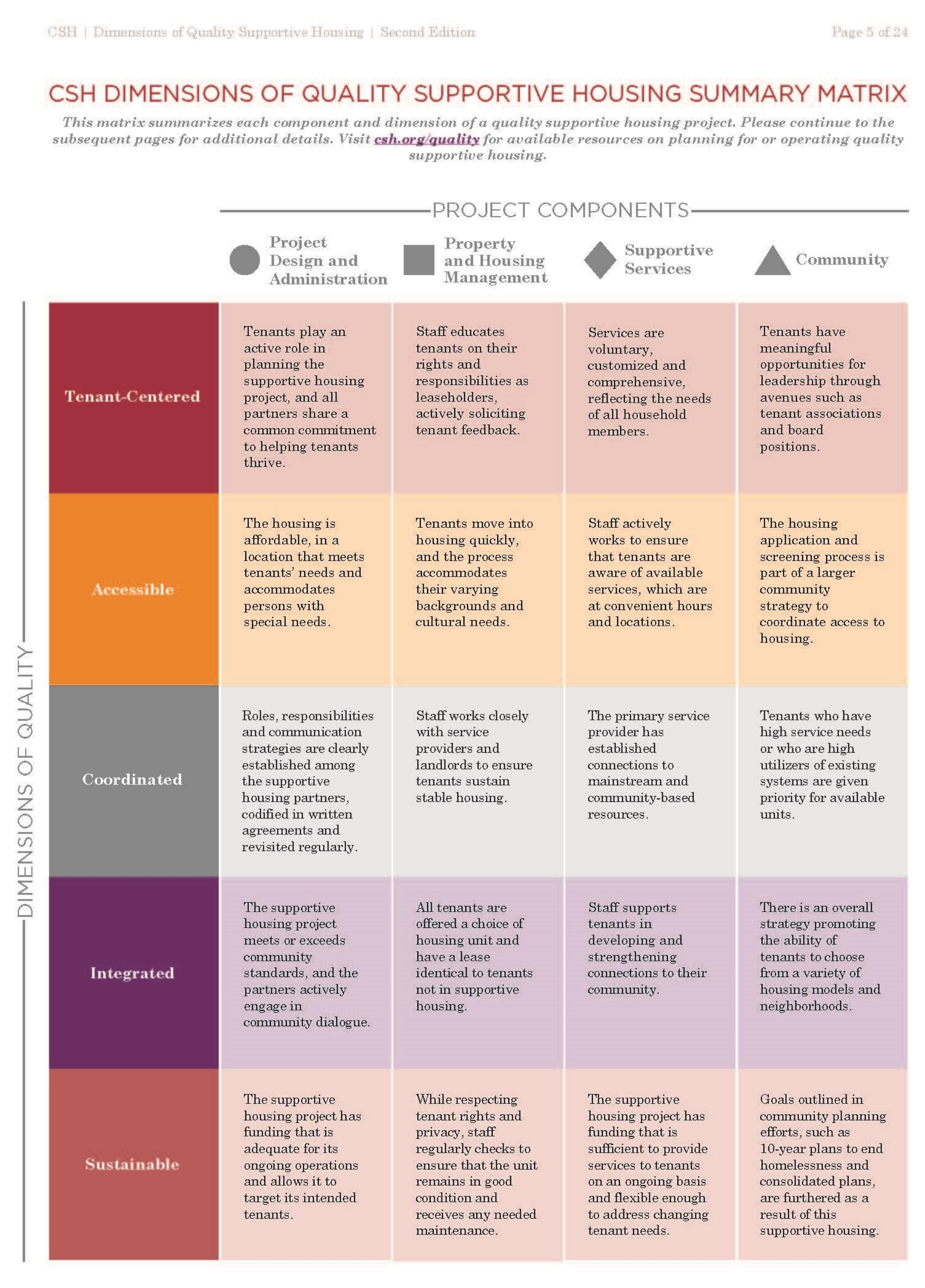
Recommendation: Bring together key stakeholders to work together on social franchising
Convene a social franchising conference to bring together key stakeholders, develop partnerships and map out a plan for developing the social franchise sector
Develop a peer network of organizations getting started in social franchising
Further, develop the peer support offered for social franchises through ESFN
Open discussions with commercial banks franchise units and charitable trusts to explore their involvement with social franchising

(Richardson & Berelowitz, 2012, p.112)

Recommendation: Broker relationships between commercial franchises and not-for-profits
Establish a brokering service between commercial franchises and not-for-profit organizations for the use of commercial franchises for social impact or fundraising
Work with larger charities and commercial franchisors to explore the opportunities of taking on commercial franchises for fundraising
Broker discussions between large service delivery charities and appropriate social franchises / social enterprises wishing to franchise
Work with housing associations to explore opportunities for housing associations to take on social franchises

(Richardson & Berelowitz, 2012, p.112)

Appendix 15: CSH Dimensions of Quality Supportive Housing Summary Matrix



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CSH DIMENSIONS OF QUALITY SUPPORTIVE HOUSING SUMMARY MATRIX

This matrix summarizes each component and dimension of a quality supportive housing project. Please continue to the subsequent pages for additional details. Visit ***csh.org/quality*** *for available resources on planning for or operating quality supportive housing.*

PROJECT COMPONENTS

DIMENSIONS OF QUALITY

	● Project Design and Administration	■ Property and Housing Management	◆ Supportive Services	▲ Community
Tenant-Centered	Tenants play an active role in planning the supportive housing project, and all partners share a common commitment to helping tenants thrive.	Staff educates tenants on their rights and responsibilities as leaseholders, actively soliciting tenant feedback.	Services are voluntary, customized and comprehensive, reflecting the needs of all household members.	Tenants have meaningful opportunities for leadership through avenues such as tenant associations and board positions.
Accessible	The housing is affordable, in a location that meets tenants' needs and accommodates persons with special needs.	Tenants move into housing quickly, and the process accommodates their varying backgrounds and cultural needs.	Staff actively works to ensure that tenants are aware of available services, which are at convenient hours and locations.	The housing application and screening process is part of a larger community strategy to coordinate access to housing.
Coordinated	Roles, responsibilities and communication strategies are clearly established among the supportive housing partners, codified in written agreements and revisited regularly.	Staff works closely with service providers and landlords to ensure tenants sustain stable housing.	The primary service provider has established connections to mainstream and community-based resources.	Tenants who have high service needs or who are high utilizers of existing systems are given priority for available units.
Integrated	The supportive housing project meets or exceeds community standards, and the partners actively engage in community dialogue.	All tenants are offered a choice of housing unit and have a lease identical to tenants not in supportive housing.	Staff supports tenants in developing and strengthening connections to their community.	There is an overall strategy promoting the ability of tenants to choose from a variety of housing models and neighborhoods.
Sustainable	The supportive housing project has funding that is adequate for its ongoing operations and allows it to target its intended tenants.	While respecting tenant rights and privacy, staff regularly checks to ensure that the unit remains in good condition and receives any needed maintenance.	The supportive housing project has funding that is sufficient to provide services to tenants on an ongoing basis and flexible enough to address changing tenant needs.	Goals outlined in community planning efforts, such as 10-year plans to end homelessness and consolidated plans, are furthered as a result of this supportive housing.

Appendix 16: AWRS - PSH Sites; Housing Type; Support Services and Funding

Site	Housing Type	Support Services and Funding
420 Hawks Avenue	Long-term, independent, Self-contained.	Support Services • Intergenerational support which is intentional. • In-reach partnerships with VACFSS, Sheway, etc. Funding • Shelter Rental Rates.
Kye7e (KEY-YA-H)	SRO, independent, indefinite	Support Services • Support provided by AWRSs programs funded by the Ministry of Justice – STV Counselling; as well as by AWRSs women's health and safety liaison program, which is funded by donations, and by Bridge Housing staff. Funding • Shelter Rental Rates.
Bridge Housing	Long-term, Self-contained, supportive.	Support Services • Advocacy, referrals and one-to-one support Funding • Shelter Rental Rates.
Bridge Housing Sue Bujold Flr.	SRO, indefinite	Support Services • Work with tenants own doctor and/or primary health care team; • Partnership – on-site health care provided. A Doctor is paid directly by MSP/province; AWRS pays for a nurse supervisor, who is onsite once per week. Funding • Shelter Rental Rates and fundraising
Imouto Housing (Young women)	SRA, Long-term transitional	Support Services • Intergenerational support model utilized in conjunction with Oneesan Housing, which offers mentorship. • Partnership with Community Agencies, which are funded through government contracts and provide service to young women at Imouto as part of their own contracts/funding. Funding • Shelter Rental Rates. • AWRSs annual golf tournament raises about $70K for the program. • Have received a small annual grant from the City for the past two years, for intergenerational program, as well as from a small local foundation. • Vancouver Foundation (not in past three years).

Appendix 15: AWRS - PSH Sites; Housing Type; Support Services and Funding (Continued):

Site	Housing Type	Support Services and Funding
Marr Housing for Women who are Older (Over 55)	Former care home. Rooms have own bathrooms and kitchenette. Supportive	Support Services • Supports women in accessing community services, operating within a harm reduction perspective. Funding • Shelter Rental Rates.
Oneesan Housing (Over 55 women)	Long-term, independent, self-contained	Support Services • Intergenerational support model utilized in providing mentorship to tenants of Imouto Housing. Funding • Shelter Rental Rates. • No operating subsidy provided.
Secord Housing	SRO, supportive, indefinite	Support Services • On site 24/7 support staff, providing requested referrals, one-to-one support, group support, and facilitate social and cultural activities. Funding • Shelter Rental Rates.
Sereena's Housing	indefinite	Support Services • Programs run by Vancouver Coastal Health – does not receive any funding from VCH, nor does VCH provide any programming. Like Empress, has on-site health care provided by a nurse's clinic provided 3 days a week, part of VCH. To be eliminated under VCH's 2nd Generation strategy. Funding • Shelter Rental Rates.
Sorella Housing	Long-term, supportive, self-contained	Support Services • Includes a family reunification program – 12, 2-bed units for women who are MCFD involved. These units are transitional. Funding • Shelter Rental Rates.

(www.atira.bc.ca)

Appendix 17: Chimo's Successful Housing of Five Previously Homeless Men.

- A house was obtained from a developer that was slated for demolition in one year.
- Five street homeless men were placed into the house. One man had been homeless for over 15 years.
- All the men have had addiction/mental health issues.
- The men were comfortable moving into a non-permanent housing arrangement (less intimidating for some). They signed an agreement at the beginning of the relationship that the housing would be temporary. However, the temporary situation provided Chimo an opportunity to get the men off the street and work with them to locate more permanent housing.
- The men were provided continual supports from Chimo's Homeless Prevention Program worker, and volunteer advocates in their Outreach Program.
- Initially, the men required intensive supports. They were connected to doctors (even transported to doctors when needed), connected to Social Assistance, provided furniture, dishes, bedding, etc.
- Over time the men required less and less assistance and were able to adjust very well to their group housing arrangement.
- A couple of the men enjoy landscaping and decided to completely 'renovate' the large yard. The landlord loved the changes.
- The men are very respectful of their space and are very happy to have a home. They are fearful of ending up back on the streets. They keep the house spotless and when there are disputes Chimo Outreach workers intervene.
- The landlord has one contact at Chimo to go to if there are concerns – Chimo makes sure that rents are paid (some cheques come directly to Chimo instead of going to the client).
- The landlord decided not to develop the house and is content, at this time, to rent to the five clients.
- After one and a half years, Chimo's involvement with the clients/landlord is very minimal.
  (Chimo Interviewee, 2017)

Appendix 18: Community Builders Whole Life Model

Community Builder’s Whole Life Model, utilizes the following practices to support tenant control over their building space and create a sense of community (Community Builders interviewee, 2016):

- That there is a healthy mix of tenants within each building. The mix they strive for comprises three categories: Red - Not housing ready (though we do house these people); Amber - Hard to House; and, Green: Independent Living. “These scores are based on 4 basic factors that can be easily observed by staff: mental health, physical health, clutter in the room, and pests in the room. The tenants are given a Red/Amber/Green in the 4 domains and the overall *Houseability* score. The Houseability score can be adjusted by staff on a case-by-case basis using overall judgment”.

- There is no real screening of tenants. Currently, there is a concern, as the tenant mix over the past year has moved more towards Red tenants, as it appears that Green tenants are diminishing. Community Builders is trying to understand why this transition is happening.

- Tenants are given every opportunity to grow and are only evicted as a last resort. Evictions are very low and usually result in a tenant returning to a shelter.

- Sharing dining areas and washrooms creates community, as they get tenants out of their rooms and interacting with others.

- A weekly visit to each building by a psychiatrist, Dr. Bill MacEwan, who meets with the tenants, identifying which category a tenant best identifies with and strategies for moving forward. A full-time Tenant Support Coordinator for each building who connects tenants to flexible and voluntary supports that already exist in the community. Tenant Support Coordinators carry out a variety of duties relating to the operation of the Whole Life Housing model in Community Builders supportive housing facilities. These duties include: intake of residents; ongoing case management of residents, including care plans developed in coordination with community and health support teams; supporting tenants with financial responsibility, medical appointments, employment opportunities, personal hygiene, and addiction services; coordination of tenant breakfast and janitorial programs; and coordination of maintenance and pest control. In-house medical is coordinated by the tenant's support staff with existing health agencies in the community. The addiction supports are encouraged and coordinated by staff, but actual *rehab* is not done in house. The list of agencies/teams that support coordinators refer tenants is pretty lengthy. A few of the teams are Assertive Community Treatment Team, Assertive Outreach Team, Carnegie Outreach, Downtown Community Court, MPA Society, Pier Health Resource Centre, STOP Team, Vancouver Coastal Health, VCH Mental Health, and Vancouver Intensive Supervision Unit. On a day-to-day basis, tenants are connected with their doctors or nurses, when needed, and are supported to attend scheduled visits. We have assisted tenants in making connections to family members and to child and family services when applicable. Women who are pregnant are connected with a variety of women's services. Many of these connections are done through the assistance of Carnegie Outreach. We also assist with detox placements or rehab facilities.

- Tenant leaders are identified within each building. These leaders are those tenants that require limited support, Green, and they are paid an allowance.

- In addition, tenants are paid minimum wage to take part in each building’s community watch and breakfast programs. Two hours of paid participation results in tenants watching over the building in their spare time and the creation of community.

Appendix 19: St. Clare's – Maintaining Successful Tenancies.

<table>
<tr><td colspan="2">Using our data collection and continuous evaluation, we have learned from our tenants and their referring agencies what does and does not work when maintaining successful tenancies. Generally speaking, a proactive approach works best in most situations:</td></tr>
<tr><th>DOES WORK</th><th>DOES NOT WORK</th></tr>
<tr><td>• Strong intensive support and frequent referring agency check-ins for the first three months at the start of a tenancy does work.</td><td>• Moving tenants into an apartment and leaving them on their own (ditch and run)</td></tr>
<tr><td>• Early week move-ins allows tenants to acclimatize in a fully staffed environment.</td><td>• Moving tenants in on Fridays is often a bad start to a tenancy and can have long term effects.</td></tr>
<tr><td>• Informing agencies that a tenant is in arrears before they move in.</td><td>• Informing referring agencies that a tenant is several months in arrears does not work</td></tr>
<tr><td>• Overnight staff presence.</td><td>• Leaving buildings unstaffed overnight.</td></tr>
<tr><td>• Detailed reciprocal agreements between property management and referring agencies.</td><td>• Leaving expectations undefined and unmonitored.</td></tr>
<tr><td>• Mixed buildings are healthier non-stigmatized communities.</td><td>• Giving any agency more than 10% of the tenants in the building does not work.</td></tr>
<tr><td>• A partnership works if we are stronger together than we are alone.</td><td>• Any partnership that is not a win/win relationship.</td></tr>
</table>

(www.stclares.ca/lessons-learned)

Appendix 20: Canadian Organizations – Smart Practices Review

	Non-Government Funding								
	AWRS	Chimo	Co:Here	Community Builders	Fred Victor	IMR	JPWC(1)	NHC	St. Clare's
Percentage - (Non-Government Funding, including rent subsidies)	33(2)	3(2)	100(3)	100(2) (3)	18(2)	100(3)	100(3)	100(3)	100(2)
Non-Market Rent (including rent subsidies)	X	▨	▨	X	▨	X	X	▨	▨
Mixed Rent (Market and Non-Market)	▨	▨	X	▨	X	▨	▨	X	X
Commercial Rent	▨	▨	X	▨	X	▨	▨	X	▨
Volunteers(2)	X	X	X	X	X	▨	X	X	▨
Social Enterprise(2)	X	▨	▨	X	X	▨	X	X	▨
Fundraising(2)	X	X	X	X	X	▨	X		X
Partnership(2)	X	X	X	X	X	X	X	X	X

(1) Excludes Housing First Operations which are 100% government funded.
(2) charitydata.ca
(3) Interview

	Volunteers(1)			
	Pro-bono	Practicum Students	Volunteers (Individual)	Volunteers (Corporate)
AWRS	X	X	X	X
Chimo	X	▨	X	▨
Co:Here	X	▨	X	X
Community Builders	X	▨	X	X
Fred Victor	X	▨	X	X
IMR	▨	▨	▨	▨
JPWC	▨	X	X	▨
NHC	▨	▨	▨	X
St. Clare's	▨	▨	▨	▨

(1) Interview

Appendix 20: Canadian Organizations – Smart Practices Review (Continued)

	Social Enterprises[1]			
	Incorporated	Non-Incorporated	Investigating	n/a
AWRS	X			
Chimo			X	
Co:Here				X
Community Builders		X		
Fred Victor		X		
IMR				X
JPWC	X			
NHC	X	X		
St. Clare's				X

[1] Interview

	Support Services[1]								
	AWRS	Chimo	Co:Here	Community Builders	Fred Victor	IMR	JPWC	NHC	St. Clare's
Operations Dir. / Property Mgr.	X		X	X	X		X	X	X
Community Life / Residence Programmer	X		X	X	X		X		X
On-site Medical Support	X			X			X		
24/7 Staffing	X				X		X		
Employment and Training	X		X	X	X		X	X	X
Partner with other agencies to provide person-centered supports	X	X	X	X	X	X	X	X	X
Outreach	X	X			X				
Tenants Provide Housing Supports (including night coverage)				X					X
Tenant Groups			X	X	X				X
Tenant - Peer / Intergenerational Support	X		X	X					X
Community Centre(s) / Mall / Church		X			X		X	X	

[1]Interviews

Appendix 21: Summary of Smart Practices Review – Partnerships

- With the exception of the three international organizations reviewed, where tenants support each other within a community setting, each of the Canadian supportive housing providers reviewed worked with partner agencies to provide person-centered supports.
- With the exception of IMR and NHC, both private enterprises, and Chimo, all other supportive housing providers operate single-site housing sites.
- With the exception of Chimo, each organization provided a housing operations manager, who is responsible for ensuring that the building was properly operating; and, a residence/community programmer who links tenants to person-centered supports within the community, and acts as a liaison between the tenant and housing provider. In the case of Chimo, as an outreach agency, its volunteer outreach workers connected tenants to support organizations based on the tenant’s needs.
- JPWC and NHC each own and operate a community centre, which tenants can access for additional person-centred supports. Co:Here, in association with Grandview Calvary Baptist Church provides access to additional person-centred supports. As part of its overall homeless strategy, Vancouver operates three community centres which provide supports to the homeless community as a whole. Fred Victor operates two drop-in programs each month. Like Vancouver, Toronto offers a number of drop-ins which provide person-centered supports to the homeless.
- AWRS has developed two buildings within walking distance that house two different populations of women - older women in one building and young women, mostly with children in the other. An intergenerational model brings the two populations together for a synergistic and mutually beneficial exchange of support.
- AWRS, Co:Here, Community Builders, Fred Victor, JPWC, NHC, and all three international organizations provided training and employment opportunities for their tenants. Delancey and San Patrignano directly provide accredited educational/training programs.
- Seven of the Canadian organizations providing supports engage the use of volunteers. AWRS and JPWC have established links with educational institutions to provide practicum students. Both AWRS and Chimo operate very successful volunteer programs, engaging between 200-300 volunteers yearly. Chimo’s outreach volunteer program has successfully assisted 30-35 homeless people in finding housing in scattered housing sites, either individually or as co-tenants.
- AWRS, Chimo, and Community Builders have developed partnerships with medical doctors in the provision of person-centered supports.
- AWRS, Fred Victor, and JPWC provide 24/7 staff supports for individuals suffering from severe mental health and addiction issues, compared to Community Builders and St. Clare’s utilizes tenants to provide overnight monitoring. Chimo has successfully housed six men with mental health and addiction issues, five in one home and another in a basement suite without the no provision of 24/7 care.
- IMR experienced increased damage to its housing stock when supports were terminated for those tenants that were deemed to be able to move on to independent living.

Appendix 22: Single-site dedicated PSH models - AWRS, Community Builders, and Vancouver

- AWRSs Board of Directors has delegated day-to-day operations to its Executive Director while concentrating on establishing policies and AWRSs strategic plan. As part of its day-to-day operations, AWRS has developed a Partners-in-Reach model. By partnering directly with support agencies, AWRS is able to reduce its operating costs while preventing a duplication of services. In addition to providing supports to its formerly homeless tenants, AWRS provides transition housing and outreach programs.

- Community Builders' Board of Directors play an active role in the day-to-day operations of its housing sites, including walkthroughs and intensive monthly meetings. Using a 'Whole Life Housing' model, Community Builders empowers its tenants to create a shift in the right direction. Tenant Support Coordinators encourage tenants to take control of their lives. Tenants are provided a number of opportunities to participate directly in the operations of each site. From tenant leaders to employment opportunities (community watch and breakfast programs) tenants become more actively involved, creating a sense of community. Community Builders has found that by maintaining a healthy mix of tenants within each building assists in the success of their model. Like AWRS, Community Builders' Tenant Support Coordinators connect tenants to support agencies/teams for person-centred supports.

- Vancouver's housing model is based on a number of plans, including its *Housing and Homelessness Strategy 2012-2021, A home for everyone*, its *Downtown Eastside Community Plan*, and its *Vancouver Homelessness Funding Model*. Through these plans, Vancouver is striving to improve the affordability of single-site dedicated housing, while minimizing the loss of housing units. "Non-market housing projects are expected to be sustainable over the long term and require no further contributions and subsidies from the City, with the exception of potential foregone property taxes should the project obtain Class 3 (supportive housing) designation form the Province" (COV, 2016a, p.6).

Appendix 23: Elements which can enhance the overall support of tenants living in single-site supportive housing

Building Design and site layout

Building design and site layout of single-site supportive housing play an important role in the provision of supports by cultivating a sense of community (Allary, et al., 2015, p.4). This sense of community is especially important in providing culturally safe supports for those homeless that identify themselves as Aboriginal (Oelke et al., 2016, p.6). Whether the tenants are all non-market, or a mix of non-market and market tenants, there has to be a user-centered approach when designing new or renovating single-site supportive housing (Karoubi & Roy, 2015, p.16). When designing their project, Co:Here included a community room, shared laundry area and shared balcony on each floor for tenants, and provided community space on the first floor as part of the commercial element of the building. St. Clare's ensures that when developing or renovating their single-site supportive housing, community space is included, otherwise "community does not work."

New single-site projects where possible should include ground floor commercial/retail space that can be utilized to provide social or health supports to the tenants and the community. Alternatively, the space can be used for retail and provide employment opportunities for tenants as well as goods and services in demand and at reasonable price points for lower income tenants. In providing a connection to community supports, the treatment of tenants with mental health issues and/or addictions is enhanced (Kraus et al., 2015, p.40; Allary et al., 2015, p.32; and, Schütz, 2016, p. 306). "Community based support services tailored to the needs of the persons have proved to increase the chances of formerly homeless individuals to stay housed and sustain their tenancies" (Atherton, I, et al, 2008; Tsemberis, 2010; Please 2011; Busch-Geertsema, 2012 as cited by Baptista, 2013, p.20). Commercial/retail space provides training and employment opportunities for previously homeless tenants, providing the opportunity to develop both work and life skills (Allary et al., 2015, p. 32). Finally, when designing single-site supportive housing, the building should be reversed engineered and include energy efficient elements. By reverse engineering their buildings to meet both their tenant's needs and energy efficiency, St. Clare's has been able to keep building operational and maintenance costs to a minimum.

Tenant Mix

Tenant mix (low, moderate and high support needs) plays an important role in the provision of supports to formerly homeless tenants (including workload and building tolerance), whether the mix is between tenants who were formerly homeless, or between formerly homeless tenants and market tenants. A healthy mix of tenants creates the social integration necessary for supportive housing to succeed (Walter et al., 2016, p.358). Community Builders and St. Clare's both highlight how a diversity or mix of tenants can assist in the support of formerly homeless tenants. Community Builders works on maintaining a healthy mix of formerly homeless tenants, while St. Clare's works with its partnering agencies to maintain a mix of formerly homeless tenants within its buildings, which also include market rentals. Community Builders has found that their 10-80-10 tenant mix has assisted those 10 percent of tenants, which were formerly part of the chronic homeless population, to move along the housing continuum. ARWS's successful innovative tenant mix of providing single-site supportive housing for older women within walking distance of single-site supportive housing for younger women, with or without children, tackles the concern raised during the literature that older women do not like to be housed with younger women, with or without children (Macleod & Walsh, 2014, p.34).

Tenant Engagement

Tenant engagement plays an important role in the provision of supports, especially when dealing with youth. Each of the three international organizations reviewed highlight the important role that tenant engagement plays in the provision of supports to their tenants. In the cases of San Patrignano and Delancey Street, all tenants take an active role in the community. From mentoring, to taking part in and teaching educational and training courses, to being employed by the different social enterprises operated by each organization, tenants are able to develop the skills necessary to move on to independent living. ARWS, Community Builders, Fred Victor and JPWC provide their tenants employment and training opportunities through their social enterprises. Community Builders and St. Clare's employ their tenants to provide housing supports, resulting in their tenants taking a more active role in watching out for unusual activities and taking pride in their building community. Single-site supportive housing providers can utilize tenant engagement to empower and *normalize* their tenants (Parsell et al., 2015, p.2). Amsterdam's experience highlights that councils involving homeless people both encourage effective involvement and provide valuable feedback on the services being provided (Hermans, 2010, p.14). Community Builders, Fred Victor and St. Clare's actively engage their tenants through the use of tenant leaders, tenant councils and community activities within each of their buildings. When completed, Co:Here will be utilizing a tenant council concept and holding community activities within each of their buildings.

On-site Supports

While on-site support varied between all of the single-site supportive housing providers, there are some common themes in each of the Canadian supportive housing providers. The first common theme was that the supports provided were person-centred, voluntary and flexible. The second common theme was the establishment of partnerships with community support agencies, providing person-centered case management and supports. ACT, CTI, and ICM have been identified as psychosocial approaches that partnering agencies can utilize to assist those homeless dealing with mental health and substance use issues (Schütz, 2016, pp.310-311). AWRS and JPWC partnered with local post-secondary educational institutions in utilizing practicum students to provide supports. Community Builders and ARWS have formed partnerships with medical professionals, Community Builders directly with a psychiatrist, Dr. Bill MacEwan, and ARWS, through a partnership with Vancouver Coastal Health. The third common theme is that all of the single-site supportive housing providers focus on actively engaging their tenants in improving their employability, either through assisting them in finding training and employment opportunities, or training and/or employing them directly. The literature has found that this is important in improving a homeless person's rehabilitation (Schütz, 2016, p.311). The final theme is that all five single-site supportive housing providers provide a housing operations manager for each building.

There are some differences when it comes to providing direct on-site supports for its formerly homeless tenants. ARWS and Fred Victor provide 24/7 on-site medical support for those tenants that have serious mental health and addiction issues, whereas Community Builders, JPWC, and St. Clare's provide daytime programming support. The programmers for Community Builders and St. Clare's have medical training, whereas JPWCs programming support is provided by a social worker, as their property manager is required to have medical/clinical training. As for evening and overnight support, JPWC provides evening support and Community Builders and St. Clare's employ their tenants to provide evening and overnight monitoring. When complete, Co:Here, will provide on-site support during the day.

While the study conducted on the effectiveness of the housing supports provided to formerly homeless tenants at Sanford spoke to the success of the supports, the time of the study was limited to determine if the supports were appropriate for transitioning from supportive housing to independent housing (MPA, 2013, p.2). Community Builders through their tracking of their tenants have identified that there is a natural turnover of tenants, with one percent moving on to independent living. To ensure that those tenants moving on to independent housing do not return to the streets, there should be outreach support services made available to them in the first few months of transition (CSH, 2016, p.26).