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**An Analysis of the Partnership and Network Approach to Ending Street Homelessness in  
the City of Vancouver**

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## **EXECUTIVE SUMMARY**

### **Introduction**

This research project provides an analysis of the Social and Supportive Housing Partnership that is between the City of Vancouver, the Province of B.C (BC Housing), and the Vancouver Coastal Health Authority. This project has been prepared for the City of Vancouver, who is the initiator and leader of this partnership.

In 2007, the Social and Supportive Housing Partnership was formed in response to the rise of street homelessness in Vancouver and the lack of affordable housing (City of Vancouver, 2007c, Appendix A section, p.2). A *Memorandum of Understanding* was established between the City of Vancouver and the Province of B.C. (BC Housing), which states that the purpose of the Social and Supportive Housing Partnership is to develop social and supportive housing that accommodates "the homeless and those at risk of homelessness who are living on Vancouver's streets, in its shelters, and in the City's downtown single room occupancies (SROs)" (City of Vancouver, 2007c, Appendix A section, p. 2). The *Memorandum of Understanding* also established collaboration with the Vancouver Coastal Health Authority (City of Vancouver, 2007c, p. 7).

The Social and Supportive Housing Partnership includes partnerships with other stakeholders such as the not-for-profit housing sponsors, the not-for profit service providers, the neighborhood advisory committees, and the Streethome Foundation. For the development of affordable housing to occur, the partners need to collaborate, communicate, and make decisions together. Specifically, the partners need to work through the housing development process, including such tasks as developing a Memorandum of Understanding, establishing a public consultation process, working on pre-construction tasks, gaining permit approval, monitoring

and managing the site construction, and finally ensuring tenancy implementation. The Partnership believes that effective communication and collaboration is needed to develop affordable housing and to solve street homelessness.

The purpose of this Social and Supportive Housing Partnership is to increase affordable housing and end street homelessness in Vancouver (City of Vancouver, 2007c, Appendix A section, p. 2). To do so, staff at the City of Vancouver wanted to deepen their understanding of the collaboration, the communication, and the decision making between the stakeholders of the Social and Supportive Housing Partnership. This project then answers the research question: What lessons can the City of Vancouver learn from the Social and Supportive Housing Partnership to improve future collaboration and communication with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority, specific to affordable housing and street homelessness? In particular, this research project addresses the following six key objectives:

- To identify the stakeholders.
- To identify the social and supportive housing sites across Vancouver, B.C.
- To analyze affordable housing partnerships from other jurisdictions.
- To analyze theoretical concepts of partnerships and networks.
- To analyze the current state, the ideal state, the likely future state of the Partnership, and identify the gaps in collaboration and communication.
- To recommend a strategy that improves future collaboration, communication, and decision making.

The staff working in Social Infrastructure and Housing Policy considers this research project valuable because partnerships, affordable housing, and street homelessness complement the *City of Vancouver's housing and homelessness strategy 2012-20121: A home for everyone*

(City of Vancouver, 2011a, p. 6), (City of Vancouver, 2012b, p. 19, and pp. 25-28).

## **Methodology and Methods**

This research project uses qualitative research methodology to answer the research question. The methodology includes a gap analysis, a case study approach, a jurisdictional scan and a comparative analysis. Related, the three methods used to collect the data are a literature review, document and website reviews, and key informant interviews.

### ***Methodology***

The gap analysis compares the findings from the key informant interviews with the findings from the literature review and the jurisdictional scan. This comparison determines the gaps in collaboration, communication and decision making, which provide the basis for the recommendations. Furthermore, the case study methodology was used to gather detailed qualitative information on the successes and challenges around communication, collaboration, and decision making of the Social and Supportive Housing Partnership. Lastly, a comparative analysis includes the jurisdictional scan of affordable housing and street homelessness partnerships, and the public policies of five Canadian cities, to determine best practices, and help identify gaps and recommendations for the future state. The cities that were studied are Victoria, Calgary, Montreal, Toronto, and Ottawa. Also, the analysis included the regional district of Metro Vancouver and the federal government agency, the Mental Health Commission of Canada (MHCC).

### ***Methods***

The literature review identifies the key theoretical concepts that apply to partnerships, networks, and network governance. These key theoretical concepts are relevant to generating improved collaboration, and communication for the Social and Supportive Housing Partnership.

A document analysis of affordable housing and street homelessness policies was conducted from municipal governments (Victoria, Calgary, Montreal, Toronto, and Ottawa), the regional district of Metro Vancouver, and the federal government agency, the Mental Health Commission of Canada. Furthermore, a document and website analysis was used to determine the current state of the Social and Supportive Housing Partnership, the role of the stakeholders involved in the Social and Supportive Housing Partnership, and the current affordable housing and street homelessness policies from the City of Vancouver and the Province of B.C. (BC Housing).

A series of semi-structured, key informant interviews was conducted, which included partners and stakeholders of the Social and Supportive Housing Partnership, and staff from other government jurisdictions in British Columbia and Ontario. The interviews including participants from the following local governments and organizations: the City of Vancouver, the City of Ottawa, Metro Vancouver, BC Housing, not-for-profit organizations, and the Streethome Foundation. Of the 20 potential interview participants who were contacted, 19 chose to participate.

## **Findings**

The findings for this report were structured in the following manner: a current state analysis, a stakeholder analysis, and a jurisdictional scan. Also, the findings include the key informant interviews and the gap analysis, which identified the gaps in the collaboration, communication, and decision making in the Social and Supportive Housing Partnership.

### ***Current state analysis***

An analysis of the public policy documents from the City of Vancouver and the Province of B.C. (BC Housing) revealed that both parties support a collaborative Social and Supportive

Housing Partnership because the goals of partnership help them achieve their mandates. A stakeholder analysis revealed that although the stakeholders of the Social and Supportive Housing Partnership have varied roles, interests, and levels of power, they need to work collaboratively and communicate effectively in order to meet the outcomes of the Partnership.

### ***Jurisdictional scan***

The cities studied for the jurisdictional scan demonstrate that offering affordable housing incentives promote collaborations among the private sector, the not-for-profit sector, the provincial government, and the federal government. These incentives attract and motivate collaboration between the partners because they facilitate the sharing of resources to develop supportive housing. Most importantly, for all cities, the federal government and the provincial governments provided the bulk of the funding for the development of collaborative partnerships and networks that address the issues of street homelessness and the lack of supportive housing.

### ***Key informant interviews***

The interview participants agreed that partnerships are needed to develop affordable housing units and to solve street homelessness. Specifically, the participants interviewed from the Social and Supportive Housing Partnership stated that establishing a *Memorandum of Understanding* developed common ground, which guided collaboration and communication between the partners and stakeholders. Further, these participants agreed that having the City of Vancouver staff facilitate and manage the partners at meetings improved the collaboration and the communication between the partners during the development process, the permit process, and the public consultation process. The interview participants also agreed that regular interactions such as regular meetings, or a housing group, provided opportunities for consultation between partners and helped to improve overall understanding.

Interview participants from the Social and Supportive Housing Partnership stated that consultation, open interaction, and collaboration did not occur between the partners during the tenancy stage, which often produced tension. Further, these interview participants noted that changes in a jurisdiction's political mandate, funding, and public policy commitments also often produced tension between the partners and stakeholders of the Social and Supportive Housing Partnership.

All of the interview participants agreed that leadership from the municipal government, the provincial government, and the federal government is needed to address the issues directly and indirectly related to street homelessness and the lack of affordable housing. Furthermore, the interview participants agreed that local government leadership is required to address the local context because it is believed they provide the opportunity for consultation with stakeholders and partners. Additionally, the interview participants supported shared collaboration with their partners, where all partners are involved in the decision making process with the overall desire to gain consensus amongst all involved.

## **Recommendations**

Four recommendations emerged from the findings and the gap analysis for City of Vancouver Housing Policy and Social Infrastructure decision makers to consider. The recommendations are considered immediate actions the City can take to build trust and understanding among their partners, provide opportunities for sharing and exchanging information, and establish consensus and clear outcomes. Also, the recommendations support the City of Vancouver continuing to manage and lead the partners and stakeholders, specific to affordable housing and street homelessness. The recommendations are as follows:

- **Recommendation One: City of Vancouver staff in Housing Policy and Social Infrastructure should initiate plans to develop a Housing System Working Group for Vancouver.**
  - A Housing System Working Group that convenes affordable housing and street homelessness partners and stakeholders would support consultation on specific projects and regular interaction on changes in the City's policies, and provide opportunities for learning and understanding on the issue of street homelessness.
  - The Housing System Working Group could include other City departments and representatives from other organizations such as BC Housing, Vancouver Coastal Health Authority, Streethome Foundation, British Columbia Not-for-Profit Housing Association, not-for-profit organizations, shelter operators, private developers, and local landlord associations.
  
- **Recommendation Two: City of Vancouver staff in Housing Policy should manage and facilitate the Housing System Working Group.**
  - City staff managing and facilitating the Housing System Working Group ensures that regular meetings are coordinated and that consultation on the City's policies happens.
  - The Housing System Working Group would share and exchange information on the issues of street homelessness and affordable housing in Vancouver.
  
- **Recommendation Three: City of Vancouver staff in Housing Policy and Social Infrastructure should, in consultation with the Housing System Working Group,**

**establish a Housing Charter to guide the collaboration of the stakeholders involved in the Group and to develop common ground.**

- A Housing Charter would establish collaborative relations and set the outcomes of the Housing System Working Group.
- **Recommendation Four: City of Vancouver staff in Housing Policy and Social Infrastructure, in consultation the Housing System Working Group, should develop plans to evaluate tenancy across the completed supportive housing sites.**
  - The evaluation of tenants should focus on what is working well for tenants, what are the challenges, and what needs improving, as this will provide a better understanding of the specific resources required to maintain housing and prevent street homelessness than in the past.

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## **1.0 Introduction**

Street homelessness, defined as the situation of a person living primarily on the street, is challenging for any community to address (Canadian Homelessness Research Network, 2012, Definitions section). In contrast to the sheltered / accommodated homeless who access shelters or temporary housing, street homeless people live in places not fit for human habitation, occupying public and private spaces (Canadian Homelessness Research Network, 2012). In 2013, 1600 people were identified as being homeless in Vancouver, of which 273 are considered street homeless (City of Vancouver, 2013b, p.4). Not only are those who are categorized as being 'street homeless' living in precarious conditions, but they are often also dealing with other life challenges.

For example, Metro Vancouver's Regional Steering Committee on Homelessness (2012) reported that street homeless individuals experience challenges such as social isolation, addiction, and food security (pp.26-30). In addition, street homeless people were found to experience physical, medical, mental, emotional, and social challenges (p. 26). The Committee further identified key barriers to addressing homelessness, which include lack of income, lack of affordable rental housing, and lack of support with addiction issues (2012, Executive Summary section, para.5).

Given the complex nature of street homelessness, the Canadian Federation of Canadian Municipalities (FCM) has argued that government partnerships with various specialized organizations can bring the financial resources, knowledge and experience necessary to successfully address homelessness (2012, p. 12). Moreover, Rittel and Webber found that government partnerships allow for the sharing of information and resources across organizations (1973, pp. 162-163). These organizations include the private and not-for-profit sectors, and various levels of government (O'Toole, 1997, p. 46).

In the process of finding a solution for street homelessness, government partnerships can bring both successes and challenges. While the increased financial resources of government partnerships produce achievements such as additional affordable housing (Federation of Canadian Municipalities, 2012, p. 12), they also can create challenges in having independent organizations work together. In these situations, Provan and Kenis have found that the key challenges are related to communication, decision making, and accountability (2008, pp. 242-244).

An example of a partnership that deals with street homelessness and which is the focus of this report is when in 2007, the City of Vancouver collaborated with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority to form the Social and Supportive Housing Partnership. This partnership was formed in response to the rise of street homelessness and works to develop affordable housing in Vancouver (City of Vancouver, 2007c, Appendix A section, p.2). The policy window for this partnership was that in 2005, the number of homeless people in Vancouver doubled, leading neighbourhood residents and business owners to raise concerns about the number of street homeless people living on city streets (City of Vancouver, 2005a, p.1).

## **1.1 Problem and Project Objectives**

### **1.1.1 Problem and Research Question**

For the development of affordable housing to occur, the partners in the Social and Supportive Housing Partnership need to collaborate, communicate, and make decisions together and specifically, work through the housing development process, including undertaking such tasks as developing a Memorandum of Understanding, establishing a public consultation process, working on pre-construction tasks, gaining permit approval, monitoring and managing site

construction, and finally, ensuring tenancy implementation. The client engaged the researcher to do research on this topic because it was found that the partners experienced effective collaboration and communication at some stages, and challenging collaboration and communication at other stages. In addition, the partners noticed that separate interests, multiple interests, and politics influenced relations, causing tension and affecting communication. Moreover, these challenges produced tensions between the partners, which fractured the relations and communication required to develop affordable housing for the street homeless.

The staff in Social Infrastructure and Housing Policy at the City of Vancouver wants to understand the successes and challenges of the Social and Supportive Housing Partnership around collaboration, communication, and decision making. This research project answers the question: What lessons can the City of Vancouver learn from the Social and Supportive Housing Partnership to improve future collaboration and communication with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority, specific to affordable housing and street homelessness?

### **1.1.2 Project Objectives**

This research project analyzed the Social and Supportive Housing Partnership and concentrated on what worked well, what produced challenges, and what needed improvement.

Specifically, the six project objectives were the following:

- To identify the stakeholders.
- To identify the social and supportive housing sites across Vancouver, B.C.
- To analyze affordable housing partnerships from other jurisdictions.
- To analyze theoretical concepts of partnerships and networks.

- To analyze the current state, the ideal state, the likely future state of the Partnership, and identify the gaps in collaboration and communication.
- To recommend a strategy that improves future collaboration, communication, and decision making.

The research methods used to address these objectives and answer the research question include a literature review, a document and website analysis of various primary and secondary sources, and semi-structured, key informant interviews. The key informant interviews included stakeholders of the Social and Supportive Housing Partnership, and housing policy staff from other jurisdictions in Canada.

## **1.2 Client and Rationale/ Importance**

### **1.2.1 Project Client**

The client for this research project is the City of Vancouver. The City of Vancouver is located on the west coast of Canada and is a seaport city (City of Vancouver, 2014b, "Facts about Vancouver" section, para. 1). The City of Vancouver's estimated population is 603,502, making it the largest city in British Columbia, and the eighth largest city in Canada (City of Vancouver, 2014b, "Facts about Vancouver" section, para. 3).

As a municipal government, the City of Vancouver consists of one Mayor and ten Councillors (City of Vancouver, 2014a, "Vancouver City Council" section, para. 1). The *Vancouver Charter of 1953*, a provincial statute, regulates the City's operations concerned with affordable housing development. For instance, The *Vancouver Charter of 1953* regulates property, property taxes, zoning, by-laws, permit applications, and public consultation (City of Vancouver, 2012a, "Vancouver Charter" section, para. 3 - see Appendix A).

At the City of Vancouver, the Community Services department executes the City's housing and street homelessness goals and manages the departments of Housing Policy and

Social Infrastructure (City of Vancouver, 2013c, "Organization chart" section, para.1). The housing policy team recommends policies and action plans on affordable housing and street homelessness and the social infrastructure team develops capital projects that produce affordable housing units for the street homeless. Both the housing policy team and the social infrastructure team have a significant role in the Social and Supportive Housing Partnership.

### **1.2.2 Rationale/Importance of Topic**

The staff in Housing Policy and Social Infrastructure Partnership from the City of Vancouver considers this research project valuable because partnerships, affordable housing, and street homelessness complements the City of Vancouver's housing and homelessness strategy that supports ending street homelessness and promoting partnerships with various stakeholders (City of Vancouver, 2011a, p. 6), (City of Vancouver, 2012b, p. 19 and pp. 25-28). The City relies on partnerships with community stakeholders and the provincial and federal governments because the City cannot end street homelessness on its own (City of Vancouver, 2011a, p. 5).

The City of Vancouver's Assistant Director of Social Infrastructure, Assistant Director of Housing Policy, and the Senior Planner of Housing Policy determined that this research endeavour will increase knowledge of affordable housing partnerships.

### **1.3 Key Deliverables**

This research project provides recommendations for improving future affordable housing partnerships with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority. The City of Vancouver may or may not adopt the recommendations as practice depending on such factors as resource capacity and political direction and support. This research project produced four key deliverables:

- A comparative analysis of the social and supportive housing sites

- A literature review of partnership and governance theory
- A jurisdictional scan that compares affordable housing partnerships and governance structures of cities across Canada
- Recommendations that support improved collaboration, communication, and decision making.

#### **1.4 Operational Definitions and Context**

The purpose of this section of the research report is to establish an understanding of the key terms that relate to the Social and Supportive Housing Partnership. The six key terms associated with the Social and Supportive Housing Partnership are: street homelessness, partnerships, networks, network governance, affordable housing, and social and supportive housing.

The definition of each term establishes how this project conceives of and works with these concepts.

##### ***Definition of Homelessness***

The Canadian Homelessness Research Network (2012) describes four types of homelessness (Definition section, para. 2). The four types of homelessness include the unsheltered, the sheltered, the accommodated, and the at-risk categories (Canadian Homelessness Research Network, 2012, Definition section, para. 2). The unsheltered homeless, also referred to as the absolute, or street homeless, describes "people living in public and private spaces without consent or contract" (Canadian Homelessness Research Network, 2012, Definition section, para. 2). Street homeless people live in places not fit for human occupancy (Canadian Homelessness Research Network, 2012, Definition section, para. 2).

In comparison, sheltered homelessness describes people staying in shelters overnight (Canadian Homelessness Research Network, 2012, Definition section, para. 3). Accommodated homelessness describes people living in temporary housing (Canadian Homelessness Research Network, 2012, Definition section, para. 4). The accommodated homeless lack permanent housing because they stay temporarily in institutions, or with friends and strangers (Canadian Homelessness Research Network, 2012, Definition section, para. 4).

At-risk of homelessness refers to people who are not currently homeless, but based on their income and/or lack of safe and secure housing, could potentially become homeless. Moreover, the Canadian Mortgage and Housing Corporation (2014) states that if shelter costs exceed 30 percent of gross household income, then housing becomes unaffordable and the risk of homelessness increases ( "About Affordable Housing in Canada" section, para. 3).

As the City's goals are focused on ending street/unsheltered homelessness, this research project focuses on the street homeless or unsheltered homeless (City of Vancouver, 2011a, p. 6). Additionally, the concentration on street homeless fits with the Social and Supportive Housing Partnership because this partnership provides housing to the street homeless population living in Vancouver.

#### ***Definition of Partnership, Network and Network Governance***

Concepts such as partnership, network, and network governance, describe the different types of collaborations between independent organizations. A partnership brings different organizations from across departments and jurisdictions to work together under a formalized agreement (Geddes, 2008, Partner Organization and Interests section, para.1 and para. 3; Lewis, 2009, p. 227). Similarly, a network refers to legally autonomous organizations that share resources and information to create solutions to difficult public policy issues (Jones, Hesterly &

Borgatti 1997, p. 914; Keast, Mandell, Brown, & Woolcock, 2004, p. 364; O'Toole, 1997, pp. 45-46; Provan & Kenis, 2008, p. 231; Rhodes, 1997, p. 45 and p. 4).

The term network governance describes the structure of the collaboration between the independent organizations. For example, Provan & Kenis (2008) describe three types of network governance structures: shared governance, lead organization, and network administrative organization (p. 237).

A shared governance or shared collaboration structure means organizations in the network share power, have regular meetings, and make decisions using consensus (Provan & Kenis, 2008, pp. 234-235 and p. 237). In a shared governance structure, the members of the network manage the network, and experience a high level of trust between organizations (Provan & Kenis, 2008, pp. 234-235 and p. 237). However, this governance structure includes fewer organizations in the network and lacks efficiency because no central manager exists (Provan & Kenis, 2008, pp. 234-235 and p. 237). This lack of a central manager creates a decentralized governance structure (Provan & Kenis, 2008, pp. 234-235 and p. 237).

A lead organization governance structure refers to a centralized approach, where a lead organization in the network manages and coordinates the activities and the decisions of the network (Provan & Kenis, 2008, p. 235). A lead organization structure involves an imbalance of power because the network goals agree with the goals of the lead organization (Provan & Kenis, 2008, p. 235 and p. 237). As a result, organizations involved in the network experience minimal consensus, producing a low level of trust, and a high level of tension (Provan & Kenis, 2008, p. 236). Nevertheless, a lead network governance structure works efficiently because a central leader manages the collaboration, the communication, and the decision making (Provan & Kenis, 2008, p. 236).

Another centralized approach includes a network administrative organization governance structure. A network administrative organization governance structure involves an external agency distinct from the organizations involved in the network (Provan & Kenis, 2008, p. 236). This external agency strictly manages the organizations involved in the network, including the decisions and activities (Provan & Kenis, p. 236). A network administrative organization usually manages a large number of organizations and supports consensus, producing a moderate level of trust between organizations (Provan & Kenis, 2008, p. 237).

This research project defines the Social and Supportive Housing Partnership as a network. The Social and Supportive Housing Partnership is consistent with the definition of a network because independent organizations collaborate to develop housing for the street homeless. The independent organizations included the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority.

Furthermore, the shared network governance structure and the lead organization governance structure apply to the Social and Supportive Housing Partnership. These governance structures both apply. While the organizations involved in the Social and Supportive Housing Partnership interact on an equal basis to develop housing, the leadership on the issue of street homelessness comes from the City of Vancouver and the Province of B.C. (BC Housing).

#### ***Definition of Social and Supportive Housing***

According to the Canadian Mortgage and Housing Corporation, social and supportive housing refers to affordable housing, where shelter costs "account for less than" 30 percent of gross household income (2014, "About Affordable Housing in Canada" section, para. 3).

The housing continuum (see Appendix B) provides affordable housing options for people from all income levels and is designed to support both temporary and permanent housing (Canadian Mortgage and Housing Corporation, 2009, p. 15). The housing continuum includes

emergency shelters, transitional housing, supportive housing, subsidized housing, market rental housing, and market homeownership housing (Canadian Mortgage and Housing Corporation, 2009, p. 15).

Social and supportive housing each have their separate definitions describing their position on the housing continuum. For example, social housing refers to government subsidized housing (Canadian Mortgage and Housing Corporation, 2014, "About Affordable Housing in Canada" section, para. 3). Supportive housing refers to safe, secure, and permanent housing with support services (City of Vancouver, 2005a, p. 32). The support services can include meals, housekeeping, and social activities (Canadian Mortgage and Housing Corporation, 2009, p. 15).

Supportive housing also includes the Housing First model where street homeless people receive shelter with support services (City of Vancouver, 2005a, p. 33). Under the Housing First model, the support services include assertive community treatment (ACT) and intensive case management (ICM) (City of Vancouver, 2005a, p. 33). Assertive community treatment means support staff support tenants 24/7 and 365 days, while intensive case management refers to professional staff support (City of Vancouver, 2005a, p. 33).

This research project focuses on the supportive housing component of social and supportive housing. The term supportive housing applies to the Social and Supportive Housing Partnership because the supportive housing units developed accommodate the street homeless.

## **1.5 Outline of Report**

This report began by outlining the problem, identifying the project objectives, providing information about the client, explaining the rationale for researching the topic, listing the key deliverables, and defining the main terms used in this report.

Following this introduction, the background section of this report will discuss the City of Vancouver's affordable housing and homelessness policies that supported the development of the Social and Supportive Housing Partnership. Further, this section will identify and describe the social and supportive housing sites across Vancouver.

The third section of this report is the literature review section that will address the theoretical underpinnings of the concepts of partnership, network, and network governance. This section also introduces a conceptual framework that synthesizes the findings from the literature review and the main concepts being explored in the research questions into a framework for achieving the future state of improved collaboration, communication, and decision making. Section four outlines the research methodology and methods used to address the project objectives and answer the research question.

Section five discusses the findings from the current state analysis. The current state analysis outlines the affordable housing and street homelessness policies of the City of Vancouver and the Province of B.C. (BC Housing). Further, this section identifies the key stakeholders involved in the Social and Supportive Housing Partnership and their level of influence based on their monetary contribution.

The sixth section of this report presents the findings from the jurisdictional scan. The jurisdictional scan provides a Canadian context on how cities deliver affordable housing and street homelessness services, and what types of partnerships and governance structures exist.

Section seven provides the findings from the key informant interviews and describes the key themes that emerge from the data. Section eight of this report further elaborates on these themes and provides a gap analysis. The gap analysis involves comparing the themes from the key informant interviews with the findings from the literature review and jurisdictional scan.

The ninth section of this report outlines four recommendations for the City of Vancouver to consider when deciding how best to support collaboration and communication specific to affordable housing partnerships. Finally, the tenth section of this report concludes the research paper with a closing summary.

## **2.0 Background**

The foundation of the Social Supportive Housing Partnership is built upon the City of Vancouver's affordable housing and street homelessness policies. These policies define the nature of the collaboration between the partners involved, and promote the goal of housing the street homeless in Vancouver. This section describes the policy documents that support the City's collaboration with the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority.

These policy documents provide the direction for the Social and Supportive Housing Partnership. In particular, the policy documents have established the priorities, the structure, and the outcomes of the Partnership. Further, these policy documents describe how the development process required the partners to cooperate, communicate, and make decisions.

This section of the research report includes two parts. The first part describes the City's affordable housing and street homelessness policies that support the collaboration of the partners. Following this is a description of the outcomes of the collaboration to date, which includes the supportive housing sites, the development process, and the supportive housing units across Vancouver.

### **2.1 City of Vancouver's Policies for a Collaborative Social and Supportive Housing Partnership**

The following policy documents bring together a network of stakeholders and define parameters for collaboration, funding, and development:

- *Homeless Action Plan* (June 2005)
- *Vancouver Homeless Funding Model: More than just a warm bed* (March 2007)

- *Supportive Housing Strategy for Vancouver Coastal Health's Mental Health & Addictions Supportive Housing Framework* (June 2007)
- *City/Province Social and Supportive Housing Partnership Memorandum of Understanding Between the City and the Province of B.C. (BC Housing)* (November 2007)

These policy documents support the collaboration between the following organizations: the City of Vancouver, the Province of B.C. (BC Housing), the Vancouver Coastal Health Authority, the Streethome Foundation, and the not-for-profit organizations.

The *Homeless Action Plan* puts forward a strategy to bring stakeholders together in order to develop affordable housing to address street homelessness. This *Action Plan* recommends that the City adopt the following partnership incentives to promote stakeholder involvement: having the City establish reserve funds, change zoning, offer density bonusing, reduce land costs, secure sites, and direct not in my back yard (NIMBY) issues (City of Vancouver, 2005a, p. 35), (see Appendix C). Further, the *Action Plan* recommends having provincial and federal governments fund the development and operation of supportive housing (City of Vancouver, 2005a, p. 35). These policies support partnerships with the provincial government, the federal government, the private housing developers, the not-for-profit housing developers, and the local neighborhood residents. Additionally, these policies support the City's leadership on the issue of street homelessness and affordable housing.

The *Vancouver Homelessness Funding Model: More than just a warm bed*, outlines the funding model for the Social and Supportive Housing Partnership (see Appendix D). This funding model recommends that the Province of B.C. (BC Housing) fund the development of supportive housing units (City of Vancouver, 2007a, pp.2-3), the Vancouver Coastal Health

Authority fund support services and medical care (p. 21), and the City provide the land and waive property taxes (pp.2-3).

The funding model for the Social and Supportive Housing Partnership supports collaboration between the City and the private sector. In 2007, the funding model supported attracting donations and investments from the business community for supportive housing development through the Vancouver Homelessness Limited Partnership (City of Vancouver, 2007a, p. 32). However, this Partnership did not provide private donors and investors with the tax incentives that they thought they could obtain because the Partnership was not classified as a Foundation (City of Vancouver, 2008a, p.5). Therefore, the City, the Vancouver Foundation, and the Province of B.C. contributed funds to establish the Streethome Foundation (Streethome Foundation, n.d., p. 2), (City of Vancouver, 2008a p. 5 and p.7). The Streethome Foundation receives private donations and investments from the business community (Streethome Foundation, n.d., p. 2).

The *Supportive Housing Strategy for Vancouver Coastal Health's Mental Health & Addictions Supportive Housing Framework* identifies key partners that make up the network that forms the Social and Supportive Housing Partnership. This document also reinforces the value for the City to collaborate with the Province of B.C. via BC Housing, and the Vancouver Coastal Health Authority (City of Vancouver, 2007b, p. 18).

This housing strategy also recommends collaborating with the not-for-profit housing sponsors to manage the supportive housing sites in accordance with an Operations Management Plan (City of Vancouver, 2007b, pp. 15-17). The Operations Management Plan supports collaborating with neighborhood residents through a neighborhood advisory committee. The neighbourhood advisory committee reports neighbourhood impacts of the supportive housing

sites to the not-for-profit agencies to resolve arising issues (City of Vancouver, 2007b, pp. 15-17).

The *Supportive Housing Strategy* outlines the community engagement and public consultation process for the stakeholders involved in the Social and Supportive Housing Partnership (City of Vancouver, 2007b, pp. 15-17). In addition, the *Strategy* recommends that the partners collaborate on the permit approval process to fast track the development of the supportive housing sites (City of Vancouver, 2007b, pp. 15-17).

Furthermore, the *Supportive Housing Strategy* describes the supportive housing sites and the types of supportive housing. For instance, this policy indicates the location of the new supportive housing sites, including zoning for location, capacity, and land use (City of Vancouver, 2007b, pp. 8-15). Additionally, the *Supportive Housing Strategy* recommends three types of supportive housing, mental health supported housing, addictions supported housing, and low barrier housing (City of Vancouver, 2007b, p. 4), (see Appendix E).

Finally, the *Social and Supportive Housing Partnership Memorandum of Understanding Between the City and the Province (BC Housing)* formally establishes the Social and Supportive Housing Partnership, to deliver supportive housing units across Vancouver. The *Memorandum of Understanding* describes each organization's contribution, validating the partners' reliance on each other to meet the common outcome of developing 1100-1200 supportive housing units across 12 sites in Vancouver by 2007 (see Appendix F), (City of Vancouver, 2007c, p. 7).

This *Memorandum of Understanding* establishes the purpose of the Social and Supportive Housing Partnership. The *Memorandum* states, "The Projects to be developed on the Sites will all be social and supportive housing that will accommodate the homeless and those at risk of homelessness who are living on Vancouver's streets, in its shelters, and in the City's

downtown single room occupancies (SROs)" (City of Vancouver, 2007c, Appendix A section, p.2).

## **2.2 The Outcomes of the Social and Supportive Housing Partnership**

City documents and the City's website reveal that the partners are now working together on the development of 14 supportive housing sites across Vancouver (City of Vancouver, 2013a, "Details of the 14 city-owned sites for new supportive housing" section, para. 1). Each site includes a not-for-profit housing sponsor or service provider. The number of supportive housing units varies across the sites, and some of the sites receive funding from the Streethome Foundation. The Social and Supportive Housing Partnership seeks to deliver 1, 507 units of housing in Vancouver (See Appendix G).

The Social and Supportive Housing Partnership also involves cooperation between the partners to fast track the development process. For example, five of the sites required a development application explaining and describing the construction of the building for a specific site (see Appendix H). The Development Permit Board was also able to fast track the development process for sites that required other forms of development such as a termination of a lease, increased floor space for the development of a social service center, and design changes (see Appendix I). Some sites also needed to apply for rezoning as a Comprehensive Development District (CD-1) for residential use and for supportive housing development (see Appendix J). While many of these processes would typically take longer, the Development Permit Board, in partnership with the other stakeholders, was able to accelerate the development process.

## **2.3 Background Conclusion**

Overall, the City of Vancouver's affordable housing and street homelessness policies show strong support for a collaborative Social and Supportive Housing Partnership. The policy documents appear to support regular communication and collaborative decision making to achieve the outcome of developing supportive housing sites. Further, the documents reveal that the partners rely on each other for the development and maintenance of supportive housing units across 14 city sites.

A literature review of partnership, network, and network governance will provide a theoretical context and understanding of the successes and challenges of partnerships

### **3.0 Literature Review**

In order to improve future collaboration and communication between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority, this section provides a review of the theories that explain partnerships, networks, and network governance. Specifically, this section examines research on what maintains effective collaborative relations and what produces effective communication and decision making. In addition, the literature review provides information on the successes and challenges of partnerships, networks, and network governance structures. This review will be later on compared with parallel findings from key informant interviews to identify gaps and establish recommendations for the future and ideal state of improved collaboration and communication.

For this literature review, to find academic literature on topics directly related to this project, the following databases were accessed via the University of Victoria: Google Scholar, Academic Search Complete, and PsycINFO. These databases identified numerous peer-reviewed scholarly journals and books on such topics as governance, partnerships, and networks. Each database covers specific information. The database Google Scholar was used to search the World Wide Web and to provide information from various disciplines ("Google Scholar," 2014, Google Scholar section, para. 1). The database Academic Search Complete provided information in the field of social sciences, in particular, the aspect of managing partnerships and networks focused on solving difficult social policy issues (EBSCO Industries, 2014, para. 2). PsycInfo provided information in the fields of psychology and behavioral sciences, specifically around the relationships and interactions between partners in a network (American Psychological Association, 2014, para. "What is PsycINFO" section, para. 1). The key words used to search these databases included: "networks," "partnerships," "horizontal collaboration," "vertical

collaboration," "wicked problems," and "network governance". The search produced information published by Emerald Journals, and Sage Journals. Using the same key words as above, the library catalogue at the University of Victoria was also searched. Further, a Google search was done to retrieve grey literature from such organizations as policy centers and governments.

This literature review looks at the major themes of partnerships and networks to help to develop and provide a theoretical foundation for the future state and ideal state of improved collaboration and communication between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority. The first area that will be explored will be Social Network Theory, which focuses on interactions, relations, and perceptions between partners in a network. Following this analysis will be an examination of network governance theory, which describes the value of networks with the key themes focusing on common interest, interdependence, legitimacy, and problem solving. The third section of the literature review examines the literature on the challenges in networks and network governance and specifically looks at topics such as time, performance, management, cooperation and trust, tension, power imbalances, decision making, and accountability. Related, another theme in this literature review will address the literature related to the management of partnership interactions and relations. Finally, grey literature will be examined to identify two key themes of its focus - funding and the necessity of support from the federal government.

### **3.1 Social Network Theory**

Social network theory combined with economic theory or game theory describes the social interactions that occur between actors in network governance. For instance, Jones et al. (1997) combine social network theory and economic theory to describe how uncertainty, complexity, interdependence, and frequency of interaction brings organizations together to form

network governance, rather than hierarchical governance that limits sharing of information between organizations (pp. 918-922). Relations between actors include social actions of common interests, common rules, and reliability (Jones et al., 1997, pp. 924-925). These social actions solve problems and provide the flexibility and trust required when managing complex issues (Jones et al., 1997, p. 925).

Bueren, Klijn, & Koppenjan (2003, p. 195) state that many actors work together when public policy issues involve uncertainty and gaps in knowledge (p. 193). Combining social network theory with game theory, Bueren et al. (2003) suggest that collaboration between actors involves games of social interaction that include views, opinions, beliefs, and values (Bueren et al., 2003, p. 196). These games produce collaboration or no collaboration because the conditions in one "round" of interactions create the conditions for the next "round" of interactions (Bueren et al., 2003, p. 195). When actors do not collaborate, the game ends because of infrequent interaction, different opinions, and no common interests (Bueren et al., 2003, p. 196). However, when actors collaborate the game involves cooperation, common interests, and joint decision making (Bueren et al., 2003, p. 196).

Klijn, Koppenjan, & Termeer (1995) suggest that the social interactions between actors in networks and network governance entail influence and power (p. 441). They explain that the ability to manage and change the network's actors, resources, rules, and perceptions constitutes power and influence in network governance (Klijn et al., 1995, p. 442 and pp. 450-451). Network influence and power can produce consensus, limit tension, and improve interaction (Klijn et al., 1995, p. 442 and pp.450-451).

Provan & Milward (2001) use principle-agent theory to evaluate network relations. They view relations between actors in a network in a hierarchical framework, where the principle, or

manager, oversees and finances network activities (Provan & Milward, 2001, p. 416).

Meanwhile, the agent, or employee, works in the network as an administrator and service professional (Provan & Milward, 2001, p. 416). They explain that together, the principle and the agent develop a relationship in the network (Provan & Milward, 2001, p. 416).

### **3.2 Value of Networks and Network Governance**

Scholars such as Keast et al. (2004), O'Toole (1997), Rittel & Webber (1973), and Ritchey (2011) appear to agree that complex or wicked social problems such as poverty and street homelessness demand horizontal governance or collaboration across many departments and jurisdictions for solutions. In fact, they emphasize that organizations and departments working in isolation fail to solve difficult public policy issues (Keast et al., 2004, O'Toole, 1997, Rittel & Webber, 1973, and Ritchey, 2011).

Keast et al. (2004), state that network governance involves three characteristics: common interests, interdependence, and a distinct arrangement of collaboration across jurisdictions (p. 368). Some scholars such as Newman (2004), and Provan & Kenis, (2008) question the legitimacy of network governance, which strays from a more traditional hierarchical form of governance (p. 17 and p. 20), (pp. 244-245). However, O'Toole (1997), and Rittel & Webber (1973) argue that networks form a legitimate governance structure that solves complex public policy problems (p. 46), (p. 156). For instance, the following theories support the legitimacy of network governance: social network theory, game theory, and economic theory (O'Toole, 1997, pp. 47-50). Social network theory and game theory support the relations, interactions, interdependence, and collaboration of networks (O'Toole, 1997, pp. 47-50). O'Toole states that economic theory supports the idea that networks result from the following demands: public policy issues that cross into other policy arenas, gaps in knowledge, and citizen demands for

resolutions to public policy issues (O'Toole, 1997, pp. 47-50). These demands give policy makers the political power to provide solutions by developing networks.

Rittel & Webber (1973) describe how the characteristics of wicked problems fit with a network governance structure (pp. 160-167). For example, wicked problems have information gaps, making them hard to define, and have many causes, making it hard to achieve a resolution in isolation (Rittel & Webber, 1973, pp. 160-167). Furthermore, wicked social problems connect with other problems, resulting in many descriptions and explanations (Rittel & Webber, 1973, pp. 160-167). Additionally, the solutions to wicked problems involve values and perceptions, have limited empirical evidence, and include many solutions (Rittel & Webber, 1973, pp. 160-167).

Ritchey (2011) agrees that wicked problems do not respond to traditional hierarchical methods because they involve society, values, opinions, politics, and stakeholders (p. 20). For this reason, solutions involve networks, relationships, interactions, perspectives, and consensus (Ritchey, 2011, pp. 27-29). Further, Ritchey (2011) states that problems like poverty and street homelessness continue to involve people, politics, and subjective opinions for solutions (pp. 21-22).

### **3.3 Challenges of Partnerships, Networks and Network Governance**

Networks, and network governance produce challenges. For example, networks and network governance have the following challenges: they require time to develop, they remain difficult to evaluate, they prove difficult to manage, they experience tension and power imbalances, they experience problems with trust and cooperation, they decrease accountability, and they involve difficult decision making.

### **3.3.1 Time**

Ferlie, Fitzgerald, McGivern, Dopson, & Bennet (2011) state that networks exchange information, learn from each other, and lead horizontally (p.307). However, networks appear to continue with hierarchical rules when exchanging information and learning from each other, impeding the efficiency of knowledge exchanges (Ferlie et al., 2011, p. 307 and pp. 318-319). As a result, Ferlie et al. (2011) conclude that networks require time to develop (p. 307).

### **3.3.2 Performance**

Provan & Milward (2001) explain that evaluating network performance remains difficult because scholars disagree on what to evaluate and what makes a network successful (p. 415). Further, they emphasize that networks prove difficult to evaluate because the arena involves multiple stakeholders and many autonomous organizations (Provan & Milward, 2001, p. 415). For this reason, they suggest evaluating relations between stakeholders at the community level, at the network level, and across independent organizations (Provan & Milward, 2001, p. 416). Measuring varied perceptions at various levels is a complex process (p. 416).

### **3.3.3 Management**

Klijn et al. (1995) suggest that the management of networks produces both positive and negative outcomes (p. 439). A negative outcome of managing networks involves the challenges associated with managing many actors and interests (Klijn et al., 1995, p. 442 and pp. 450-452). A positive outcome of managing networks involves leaders encouraging open interaction, decreasing conflict, and promoting collaboration (Klijn et al., 1995, p. 442 and pp. 450-452). Without effective management, a network experiences tension rather than collaborative dialogue.

### **3.3.4 Cooperation and trust**

Faerman, McCaffrey, & Slyke (2001) suggest that policy arenas with many actors experience conflict and competition (p. 372). However, when actors cooperate the network experiences benefits because actors contribute resources and knowledge (Faerman et al., 2001, pp. 372-373). Therefore, Faerman et al. (2001) suggest that for actors to cooperate it requires readiness, incentives, leadership, and collaboration (p. 372).

Edelenbos & Klijn (2007) explain that for conflict resolution, cooperation, and information sharing to occur in networks, trust is required (p. 26). They state that trust changes with each interaction (Edelenbos & Klijn, 2007, p. 39). Trust, though difficult to establish, is crucial in networks, because it promotes sharing of information.

### **3.3.5 Tension, power imbalances, and decision making**

Saz-Carranza & Ospina (2010) describe how network actors experience tension between network interests and their own organization's interests (p. 360). They call this the unity-diversity tension (Saz-Carranza & Ospina, 2010, p. 327).

Similarly, Provan & Kenis (2008) indicate that the following tensions occur in network governance: efficiency vs. integration, internal vs. external legitimacy, and flexibility vs. stability (pp. 242-244). In brief, tension develops because efficiency decreases when more actors are included in the decision making. When actors focus on improving the credibility of their organization within the network, they decrease the credibility of the network to outsiders. Further, a network governance structure responds to complex problems due to its flexibility, but lacks the stability of a hierarchy where actors understand each other's roles and responsibilities (Provan & Kenis, 2008, pp. 242-244).

O'Sullivan (2005/4) explains that power imbalances happen in networks and network governance due to issues with sharing, autonomy, control, and coordination (p. 125). O'Sullivan (2005/4) claims power imbalances drive relations that enforce tension and block collaborations, and suggests that managing power imbalances requires an effective network governance structure to achieve outcomes (O'Sullivan, 2005/4, p.124).

Edelenbos & Klijn (2005) indicate that decision making in networks involves interaction and participation between many actors and stakeholders (p. 418). Stakeholder interactions involve opinions that require managing to produce successful outcomes (p. 436). Edelenbos & Klijn (2005) point out that the management of fewer opinions is easier, and it produces efficient outcomes (p. 435).

### **3.3.6 Accountability**

Newman (2004) proposes that accountability involves hierarchical governance and political authority (pp.17-18). According to Newman (2004), in network governance, political representatives are removed from the policy arena, creating accountability challenges (Newman, 2004, pp. 17-18). In other words, the policy arena involves network actors from various organizations making decisions on policy matters (pp. 17-18). Network governance involves horizontal accountability rather than political accountability, limiting transparency (Newman, 2004, p. 20). Newman (2004) suggests political representation and support for public consultation, which is lacking in networks, maintains accountability and transparency (pp. 30-31).

### **3.4 Network Administrative Organization Governance Structure**

The literature reviewed describes how some of the challenges explained above are managed by a network administrative organization. Below, this section describes the evidence supporting a network administrative organization.

Faerman et al. (2001) explain that a separate financial group promotes cooperation between actors (pp. 374-375). For instance, an independent group separate from the network provides the leadership necessary for cooperation (Faerman, et al., 2001, p. 378). Also, the group manages the conflict and the conduct of others, which produces cooperation and achieves outcomes (Faerman, et al., 2001, pp. 380- 381).

Provan & Milward (2001) suggest that a network administrative organization assists in the evaluation of a network, and promotes effective service delivery (p. 418). For instance, the absence of a network administrative organization creates minimal guidance, and coordination, which produces conflict (Provan & Milward, 2001, p. 419). For this reason, Provan & Milward (2001) state that a network administrative organization secures effective and efficient delivery of resources, provides external and internal legitimacy, builds trust, and provides incentives for cooperation (pp. 418-419).

O'Sullivan (2005/4) indicates that a network administrative organization governance structure manages power imbalances and produces positive outcomes (p. 127). For example, O'Sullivan (2005/4) discusses a case where a network administrative organization in a buyer-supplier network managed the power imbalances between the buyer and the supplier, producing cooperation, and information exchange (pp. 138-140).

Saz-Carranza & Ospina (2010) maintain that a network administrative organization governance structure manages tension (p. 350). For instance, a network administrative

organization created harmony among immigrant networks, generated agreement on the rules and procedures, promoted member interaction, and chose the right actors (Saz-Carranza & Ospina, 2010, p. 350 and p. 354). As a result, independent immigrant organizations united even though each organization represented a different interest (Saz-Carranza & Ospina, 2010, p. 356).

## **3.5 Grey Literature**

### **3.5.1 Policy options**

Some policy centers such as the Canadian Homelessness and Research Network support using the Housing First model to solve street homelessness. For example, the Canadian Homelessness Research Network reports that Housing First effectively accommodates single adults experiencing mental illness and substance issues (Schiff & Rook 2012, pp. 17-18). Further, Gaetz (2012) concludes that Housing First is cost-effective because providing housing and rental supplements is cheaper than costs associated with use of emergency services, hospital services, policing and corrections (p. 3 and p. 5).

Further, some interest groups such as the Federation of Canadian Municipalities (FCM) maintain that municipalities require support from the federal government to increase affordable housing and preserve existing housing stock. For example, the Federation of Canadian Municipalities (FCM) (2012) recommends that the federal government offer tax incentive programs that increase affordable housing and protect existing housing stock (p. 12). The Federation of Canadian Municipalities (FCM) (2012) also suggest that the federal government support a rental development lending program to stimulate the construction of new market rental units (p. 12).

### **3.6 Literature Review Conclusion**

Overall, social network theory explains that partnerships, networks, and network governance occur when relations and interactions between actors involve uncertainty, interdependence, and complexity. These social interactions involve relations, interests, and influence that produce collaboration or no collaboration. Network collaboration supports common interests, common rules, and joint decision making.

Partnerships, networks, and network governance provide the flexibility to work across jurisdictions and provide solutions to complex public policy problems such as poverty and street homelessness. These complex public policy problems or wicked problems have gaps in information, connect with other problems, have more than one solution, and involve values. Network governance produces an ideal platform for solving wicked problems.

Networks and network governance experience both successes and challenges. The successes involve collaboration, which include common interests, cooperation, and joint decision making. However, networks experience challenges with management, evaluation, and accountability. In addition, networks can experience the following difficulties: tension, power imbalances, and trust issues that affect cooperation and decision making.

Successful partnerships and networks require managing to produce cooperation, limit tension, and develop common interests. The management of networks promotes effective decision making because opinions from various stakeholders require managing to achieve successful outcomes. The network administrative organization governance structure appears to be one option used to manage some of the challenges associated with network governance.

### **3.7 Conceptual Framework**

The findings from the literature review and the central concepts from the research questions establish the conceptual framework for this project. Accordingly, the conceptual framework has guided the data collection and analysis of the Social and Supportive Housing Partnership between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority (see Figure 1). The framework has also provided the building blocks to help the development of a future state of improved collaboration and communication between the partners mentioned above. Finally, the conceptual framework has been instrumental in guiding the development of the recommendations for Housing Policy and Social Infrastructure at the City of Vancouver.

This framework outlines that the public policy issue of street homelessness crosses jurisdictions, organizations, and sectors; therefore, the problem of street homelessness requires collaboration between various partners (O'Toole, 1997, p. 47), (Rittel & Webber, 1973, pp. 160-167). These collaborations between governments, government departments, and ministries, sectors, and organizations form partnerships and networks that share and exchange information on the issue of street homelessness, and provide solutions (Federation of Canadian Municipalities (FCM), 2012, p. 12), (Rittel and Webber, 1973, pp. 162-163).

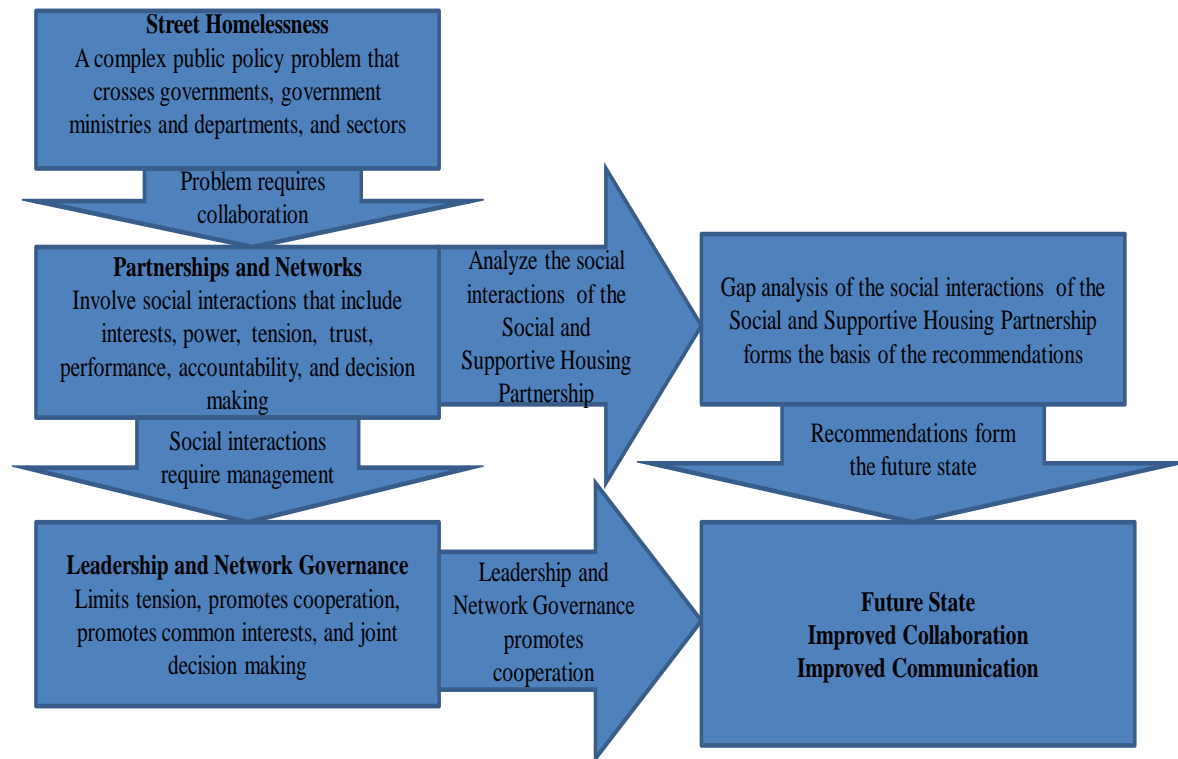
Partnerships and networks involve social interactions between actors and stakeholders. These social interactions and relations include interests, power, tension, trust, performance, accountability, and decision-making (Provan & Kenis, 2008, pp. 234-236). An analysis of the social interactions that occur in the Social and Supportive Housing Partnerships involves a gap analysis, where results from the analysis are compared with the jurisdictional scan and the literature review, to identify the gaps within the social interactions of the Partnership. These gaps form the basis of the recommendations. In turn, these recommendations produce the future state

of improved collaboration and communication between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority. Further, these social interactions within partnerships require management to achieve the outcomes of the Partnership (Klijn et al., 1995, p. 442 and pp. 450-452), (O'Sullivan, 2005/4, p.124).

Leadership and network governance involve management of the social interactions between actors and stakeholders to limit tension, promote cooperation, common interests and joint decision making (Klijn et al., 1995, p. 442 and pp. 450-452), (O'Sullivan, 2005/4, p.124).

Leadership and network governance promote cooperation between partners and help to achieve the future state of improved collaboration and communication for the City of Vancouver with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority.

The next section discusses the methodology and methods for the data collection.



**Research question:**  
 What lessons can the City of Vancouver learn from the Social and Supportive Housing Partnership to improve future collaboration and communication with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority, specific to affordable housing and street homelessness?

**Figure 1. Conceptual Framework to Improve the City of Vancouver's Future Partnerships with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority, Specific to Affordable Housing and Street Homelessness.**

## **4.0 Methodology and Methods**

This research project uses qualitative research methodology to answer the research question: what lessons can the City of Vancouver learn to improve future collaboration and communication with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority. The methodology includes a gap analysis, case study, and comparative analysis.

The project used three methods to collect the data, including writing a literature review, conducting an analysis of public policy documents and websites on affordable housing and street homelessness, and conducting interviews with members of the Social and Supportive Housing Partnership, as well as housing policy staff from other jurisdictions.

The Human Research Ethics Board at the University of Victoria, British Columbia (see Appendix K) and the Vancouver Coastal Health Research Institute at Vancouver Coastal Health (see Appendix L) approved this project.

### **4.1 Methodology**

This section explains the methodologies used for the purpose of this research project.

#### **4.1.1 Gap analysis**

A gap analysis establishes the current state (where is the partnership now?) and the future state (where does the partnership want to go?) (Addagada, 2012, Introduction section, para. 3). Since, this research project focuses on improving future collaboration, communication, and decision making between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority, a gap analysis is the most appropriate approach to take. The gap analysis compares the findings from the key informant interviews with the findings from the literature review and the jurisdictional scan and this comparison determines the gaps in collaboration, communication, and decision making.

#### **4.1.2 Case study**

McLeod (2008) defines a case study as a qualitative approach that involves an "in-depth investigation of a single person, group, event, or community" (Introduction section, para.1). Like all other research designs, the case study methodology includes both strengths and weaknesses. Case study methodology was used because it allows for the collection of detailed qualitative information on successes and challenges around communication, collaboration, and decision making specific to affordable housing and street homelessness partnerships (McLeod, 2008, "Strength of Case Studies" section, para. 14). Case study methodology provides access to the finer details of the collaborative relationships, which allows for the generation of recommendations that fit well with the partnerships in question (McLeod, 2008, "Strengths of Case Studies" section, para. 14).

A weakness of the case study methodology is that the results are specific to the group of people studied and cannot be generalized to a wider population (McLeod, 2008, "Limitations of Case Studies" section, para. 15). However, this project is focused specifically on this particular partnership, and seeks personalized findings rather than generalized results. Additionally, this methodology focuses on a specific group of known participants, and therefore, there can be an element of investigator bias that includes subjective feelings, which may influence the case study (McLeod, 2008, "Limitations of Case Studies" section, para. 15). One step taken to minimize bias was to ask open-ended questions in the interviews.

It was determined that the benefits of the case study methodology outweighed its limitations for the purpose of this research project.

### **4.1.3 Comparative analysis**

To determine best practices and help identify gaps and recommendations for the future state, a jurisdictional scan was conducted in consultation with staff at the City of Vancouver; the jurisdictional scan focused on an affordable housing and street homelessness partnerships, and the public policies of five Canadian cities. The analysis began with a scan of government websites of the following cities: Victoria, Calgary, Montreal, Toronto, and Ottawa. The cities of Victoria and Calgary were chosen because they have a well-established and separate network administrative organization that manages the partners. The cities of Toronto and Ottawa were chosen because they have established working groups that bring the partners together to share information and provide feedback. Finally, Montreal was chosen because they have policies specific to how to build socially inclusive neighbourhoods. Further, the search includes two other organizations in Canada: Metro Vancouver, and the Mental Health Commission of Canada. Metro Vancouver was chosen to examine the collaboration within their Regional Steering Committee on Homelessness. Meanwhile, the Mental Health Commission of Canada was chosen because they are an example of a network administrative organization that manages partners across sectors, including government, not-for-profits, private sector, and citizens impacted by street homelessness and mental health issues.

## **4.2 Methods**

This section explains the methods used for the purpose of this research project.

### **4.2.1 Literature review**

The literature review evaluates scholarly arguments about partnerships, networks, and network governance when addressing complex public policy issues such as street homelessness.

This literature review also includes information on street homelessness from related grey literature.

The literature review (Section Three) identified the key theoretical concepts that apply to partnerships, networks, and network governance. These key theoretical concepts are relevant to generating improved collaboration and communication for the Social and Supportive Housing Partnership. The literature review also establishes the Conceptual Framework for the research project.

#### **4.2.2 Document analysis**

For the jurisdictional scan, a document analysis of affordable housing and street homelessness policies from municipal governments (Victoria, Calgary, Montreal, Toronto, and Ottawa), Metro Vancouver, and the Mental Health Commission of Canada was conducted. The documents specifically addressed street homelessness, affordable housing, and their partnerships, and were accessed through the websites of the aforementioned cities and organizations.

Furthermore, a document analysis was used to determine the current state of the Social and Supportive Housing Partnership, the role of the stakeholders involved in the Social and Supportive Housing Partnership, and the current affordable housing and street homelessness policies from the City of Vancouver and the Province of B.C. (BC Housing). The documents were obtained through staff at the City of Vancouver, and the websites of BC Housing and the City of Vancouver.

#### **4.2.3 Interviews**

The staff at the City of Vancouver identified the interview candidates for this research project. In June 2013, a series of semi-structured interviews were conducted that included

partners and stakeholders of the Social and Supportive Housing Partnership, and staff from other government jurisdictions in British Columbia and Ontario.

Potential interview participants were contacted by email with the Invitation to Participate and Consent form (see Appendix M). Potential participants who declined to participate due to time restrictions proposed an alternate participant from their organization who would be more suitable, or, staff from the City of Vancouver proposed an alternate participant. A few participants proposed adjunct participants for further information.

Due to time restrictions, the number of potential participants was limited to 20, making sure to involve the key partners. Of the 20 potential interview participants who were contacted, 19 chose to participate. Interview participants consisted of six groups. One group consisted of four interview participants from the City of Vancouver, and a second group consisted of four interview participants from BC Housing. A third group of five participants represented the not-for-profit housing sponsors, the fourth group consisted of two participants from the Vancouver Coastal Health Authority, and a fifth involved one participant from the Streethome Foundation. The sixth group included three participants from other jurisdictions in Canada, such as Metro Vancouver and the City of Ottawa.

The interviews were conducted for approximately 65 minutes either in-person, or on the telephone. Further, the interviews were audio recorded. The interview participants from the Social and Supportive Housing Partnership were asked to provide information on successes, challenges, and areas for improvement. The interview participants from the not-for-profit organizations were asked additional questions on tenancy. Moreover, the interview participants from Metro Vancouver and the City of Ottawa were asked to provide information on their affordable housing and street homelessness partnerships (see Appendix N).

One questionnaire was designed for the interview participants from the Social and Supportive Housing Partnership, and a compressed version of the questionnaire was developed for one interview participant who had time restrictions. A revised version of the questionnaire was developed for interview participants from other jurisdictions; the revised questions asked them about their affordable housing and street homelessness partnerships specific to their context (see Appendix N).

The interview questions were open-ended and related to what worked well in affordable housing partnerships, what did not work well, what were the challenges, and what strategies produced successful partnerships. Interview questions focused on communication, leadership, decision making, tension, trust, performance, accountability, and tenancy. The interview questions were developed from the literature review and discussions with staff at the City of Vancouver.

### **4.3 Data Analysis**

To analyze the data, qualitative coding strategies developed by Saldana (2009), and thematic content analysis based on the 15-step process outlined by Anderson (2007, pp. 2-3) were used. The audio recordings were transcribed and the transcribed information was reviewed. Then, notes were made of preliminary codes to describe the data. Next, several final descriptive codes were decided to summarize the data.

The final codes were categorized, and the key themes emerged from the data during the analysis of the research. The key themes were combined and the quotes were connected to each theme and sub-theme to develop the narrative for the results.

### **4.4 Scope, Limitations and Delimitations of Study**

#### **4.4.1 Scope**

This qualitative research project describes the lessons learned from the Social and Supportive Housing Partnership, identifying what worked well, what did not work well, and what needs improvement for improved future collaboration and communication. Special software was not used to complete the analysis other than Microsoft Excel and Word.

#### **4.4.2 Limitations**

This research project includes three major limitations. One limitation is that the data collected from the interview participants is based on past memory and recollections. A second limitation is that the interview participants were interviewed during the summer months of 2013, which provides a snapshot of the Social and Supportive Housing Partnership and does not include any decisions concerning the supportive housing sites and tenancy, made after that point in time. A third limitation is that the jurisdictional scan is limited to information obtained from websites because contact persons were unknown, and it would have taken an extensive amount of time to search for contacts.

#### **4.4.3 Delimitations**

This research project includes a few delimitations. One delimitation involves not including all of the partners of the Social and Supportive Housing Partnership. For instance, people from the neighborhood advisory committees, the service providers that support the tenants, and the development permit board members were not included as part of the potential interview participants. They were not included because the research question focuses on the key partners: the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority. The key partners also include the Streethome Foundation and the not-for-profit housing sponsors; the Streethome Foundation provided the funding for the development of additional supportive housing units, and the not-for-profit housing sponsors managed the supportive housing sites.

Other delimitations are that this project does not focus on the services provided to support the tenants, the concerns expressed by neighborhood residents, and the permit process, because these aspects do not directly relate to the research question.

Next, the research report presents the Findings Section, and begins with the current state and stakeholder analysis.

## **5.0 Findings: Current State and Stakeholder Analysis**

In order to determine recommendations for improved collaboration and communication between partners in the Social Supportive Housing Partnership, this chapter addresses the current state of the Partnership and the stakeholders within it. The current state analysis is significant because an examination of what is happening now helps to determine the future state of improved collaboration and communication between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority. In other words, if they do not have a good understanding of the current state, then they will be unable to develop an accurate future and ideal state.

The first part of this section outlines the current public policy actions the City of Vancouver and the Province of B.C. (BC Housing) support to promote collaboration in the Social and Supportive Housing Partnership. The City and the Province's (BC Housing) public policy goals address the issues of street homelessness and the lack of affordable housing. The City addresses the local context and the Province addresses the provincial context.

The second part of this section describes the roles of the partners involved in the Social and Supportive Housing Partnership. Examining each partner's contribution reveals how the partners depend on each other to achieve the common goals of the Social and Supportive Housing Partnership: to increase affordable housing and solve street homelessness in Vancouver (City of Vancouver, 2007c, Appendix A section, p.2). Further, a stakeholder analysis provides an in-depth look at the key stakeholders of the Social and Supportive Housing Partnership, and their influence.

## **5.1 Current Affordable Housing and Street Homelessness Policies**

In order to meet the public policy goals set out by the City and the Province of B.C. (BC Housing), the partners involved in the Social and Supportive Housing Partnership need to work together, which requires leadership, minimal tension, trust, and information sharing (Klijn et al., 1995, p. 442 and pp. 450-452).

Below is a summary of the policies that support collaboration between the partners of the Social and Supportive Housing Partnership. The Partnership is expected to help the City and the Province (BC Housing) achieve their public policy goals. The City of Vancouver's policy document is called the *Vancouver's Housing and Homelessness Strategy 2012-2021: A home for everyone*. The Province of B.C.'s (BC Housing) policy document is called *Housing Matters BC*.

### **5.1.1 Vancouver's housing and homelessness strategy 2012-2021: A home for everyone**

The *Housing and Homelessness Strategy* (2011a) supports collaboration between the City of Vancouver, the Province of B.C. (BC Housing), the Vancouver Coastal Health Authority, and the not-for-profit sector. The City supports collaborating with these partners to develop new supportive housing units and to accommodate a greater number of homeless individuals in the 14 supportive housing sites (City of Vancouver, 2012b, p. 27). Further, this policy document describes how this partnership supports the street homeless population. For instance, the Partnership increases the number of supportive housing units, improves access to support services and treatment for mental illness and addiction, and helps vulnerable populations of youth, women, people with mental illness, and Aboriginal individuals (City of Vancouver, 2012b, pp.25-28).

The *Housing and Homelessness Strategy* (2011a) promotes partnering with the private sector to increase funding that supports the development of additional supportive housing sites.

For instance, the *Strategy* (2011a) supports collaborating with the Streethome Foundation to increase the number of supportive housing units (City of Vancouver, 2012b, p.19).

The *Housing and Homelessness Strategy* (2011a) also guides the City to leverage its resources by offering incentives for collaborating with the partners of the Social and Supportive Housing Partnership. For example, the *Strategy* (2011a) supports offering capital grants, waiving development cost levies, offering density bonusing, expediting the permit process, and reducing parking requirements (see Appendix C), (City of Vancouver, 2011a, p. 9).

The partners involved in the Social and Supportive Housing Partnership help the City of Vancouver in meeting its goals to end street homelessness by 2015 (City of Vancouver, 2011a, p. 6). The City of Vancouver relies on the partners of the Social and Supportive Housing Partnership to communicate and collaborate effectively to achieve this goal.

### **5.1.2 Housing Matters BC**

The *Housing Matters BC* policies support the Province of B.C. (BC Housing) collaborating with the City of Vancouver, and the not-for-profit sector. The Province of B.C. (BC Housing) supports the Provincial Homelessness Initiative, which supports collaborating with the above partners to increase housing for the street homeless (BC Housing, 2010a, Provincial Homelessness Initiative section, para. 3). *Housing Matters BC* also supports the Province of B.C. (BC Housing) in funding the Housing First model, and developing supportive housing (Government of B.C., 2009, pp.4-14).

The Social and Supportive Housing Partnership helps the Province of B.C. meet its goals of providing the street homeless with access to stable housing and support services, ensuring vulnerable citizens receive priority assistance, and addressing Aboriginal Housing (BC Housing, 2010b, Housing Matters BC section, para. 1 and para. 2).

Overall, the City of Vancouver's policies and the Province of B.C.'s (BC Housing) policies support collaboration between the partners of the Social and Supportive Housing Partnership. Also, these policy documents indicate the resources and funding committed by the City and the Province of B.C. (BC Housing).

## **5.2 Stakeholder Analysis**

The Social and Supportive Housing Partnership brings together a group of organizations including the City of Vancouver, the Province of B.C. (BC Housing), the Vancouver Coastal Health Authority, the not-for-profit sector, the Streethome Foundation, and other stakeholders, to develop supportive housing and solve street homelessness in Vancouver. When, organizations collaborate they form a partnership or network (Provan & Kenis, 2008, p. 231). A significant part of a partnership or network includes power, influence, and interests (Provan & Kenis, 2008, pp. 234-236). These components affect collaboration, communication, and decision making (Provan & Kenis, 2008, p. 237).

To analyze the level of influence, power and interests of each organization involved in the Social and Supportive Housing Partnership, a stakeholder analysis was conducted. Bryson (2004) defines a stakeholder as a person, group, or organization that holds power and influence in helping the network or partnership achieve its goals (p. 22). A stakeholder analysis helps identify how the stakeholders are interconnected (Bryson, 2004, pp.22- 23). Identifying the stakeholders of the Social and Supportive Housing Partnership, their interests, and level of influence, proves useful because stakeholder influence and interests affect collaboration, and the network's ability to meet its goals (Bryson, 2004, p. 21 and p.23).

### **5.2.1 Stakeholders of the social and supportive housing partnership**

The complete list of partners of the Social and Supportive Housing Partnership includes the following stakeholders: the City of Vancouver and the Development Permit Board, the Vancouver Coastal Health Authority, the Province of B.C. (BC Housing), the not-for-profit housing sponsors and service providers, the neighborhood advisory committees, and the Streethome Foundation (City of Vancouver, 2007c, Appendix section, p.5, and pp.10-12). Below, each stakeholder's role, interests, and expectations are discussed.

#### ***The City of Vancouver***

The City of Vancouver provides the land for the supportive housing sites, and leases the land to the not-for-profit housing sponsors for 60 years at nominal prepaid rents, and the leases include a property tax exemption (City of Vancouver, 2007c, p. 7). The City of Vancouver pays the costs of land, soil, and water contamination, and Council approves the rezoning application of a site after a public hearing (City of Vancouver, 2007c, p. 7 and p. 12), (City of Vancouver, 2007c, Appendix A section, p. 9).

Further, the City of Vancouver established a Development Permit Board that includes City staff from the following departments: engineering, planning, and a Project Facilitator (City of Vancouver, 2007c, p. 10). The Development Permit Board receives development applications for the construction of social and supportive housing units from the architect firms, and approves the development and building permits (City of Vancouver, 2007b, p. 16). Prior to approval, the Development Permit Board hears from local residents and citizens, and then decides whether to expedite the City's development and building permit processes (City of Vancouver, 2007c, pp. 10- 12).

Together, the City of Vancouver and the Vancouver Coastal Health Authority developed a plan for public consultation and engagement. The plan included the following: a formal

notification process of the supportive housing project, an education and engagement process prior to the application of the supportive housing project, a level of community involvement after the supportive housing project application was submitted, and a notification of who was involved in the public consultation process, including stakeholders (City of Vancouver, 2007b, pp.15-16).

***The Province of B.C. (BC Housing)***

The Province of B.C. (BC Housing) provides the capital for the pre-construction and construction costs, which includes the development permits, the building permits, and the construction financing (City of Vancouver, 2007c, p. 7). Also, the Province of B.C. (BC Housing) covers the costs of fees for architects, sub-consultants, permit fees, legal costs, survey costs and engineering costs (City of Vancouver, 2007c, Appendix A section, p. 6). Moreover, the Province of B.C. (BC Housing) finances the following: the development of a social service center, the operation of the buildings by the not-for-profit housing sponsors and service providers, the management of the request-for-proposal process for potential contractors, and the management of costs associated with neighboring property owners (City of Vancouver, 2007c, Appendix A section, pp. 4-6 and pp. 11-12). Further, they select the not-for-profit housing sponsors using the request-for-proposal process, and they select the not-for-profit service providers with the assistance of the not-for-profit housing sponsors, and staff from health and social services (City of Vancouver, 2007c, Appendix A section, pp. 4-6 and pp. 11-12).

The Province of B.C. (BC Housing) and the City of Vancouver worked together and established the following: a website that provides information to the public and community residents on the supportive housing project, a newspaper insert that describes the Social and Supportive Housing Partnership , its purpose and the development process (City of Vancouver, 2007c, Appendix A section, pp. 9-12). They also hired a consultant to expedite development and

permit applications, and they selected an independent legal firm to address the legal issues associated with the project (City of Vancouver, 2007c, Appendix A section, pp. 9-12).

### ***The Vancouver Coastal Health Authority***

The Vancouver Coastal Health Authority receives approximately 100 supportive housing units that accommodate their clients, experiencing street homelessness (City of Vancouver, 2007c, p. 7). In return, Vancouver Coastal Health provides funding for health support staff, and selects the not-for-profit housing sponsors and service providers for the projects that accommodate their clients (City of Vancouver, 2007c, Appendix A section, p. 5).

### ***The not-for-profit housing sponsors***

The not-for-profit housing sponsors manage the buildings and tenants, including tenant selection, tenant agreements, rent collection, and eviction (City of Vancouver, 2007c, Appendix A section, p. 5). Further, the housing sponsors maintain and fix the buildings, and pay costs associated with utilities and insurance, but they do not pay property taxes (City of Vancouver, 2007c, Appendix A section, p. 7). The not-for-profit housing sponsors develop an Operations Management Plan that includes: a neighbourhood advisory committee, a dispute resolution process, a neighborhood contact number that residents can access 24/7, and a description of the programs offered at the supportive housing site (City of Vancouver, 2007c, Appendix A section, p. 11). The not-for-profit housing sponsors manage and solve the concerns expressed by neighborhood residents.

### ***The not-for-profit service providers***

The not-for-profit service providers support the tenants with banking, meal preparation, accessing health and social services, education, employment, and taking medications (City of Vancouver, 2007c, Appendix A section, p. 6). To add, the service providers support tenants seven days a week, 24 hours a day (City of Vancouver, 2007c, p. 11).

### ***Neighbourhood advisory committees***

The neighborhood advisory committees give local residents and business owners the opportunity to express concerns, and address issues concerning the impacts of the supportive housing sites (City of Vancouver, 2007b, p. 17). Further, the neighborhood advisory committees include people from the neighborhood, the not-for-profit housing providers, the not-for-profit service providers, the City of Vancouver, and in some cases the Vancouver Coastal Health Authority, if the site includes their clients (City of Vancouver, 2007b, p. 17). The meetings for the neighbourhood advisory committees happen once a supportive housing site is tenanted.

### ***The Streetohome Foundation***

The Streetohome Foundation contributes capital received from private donations for the development of supportive housing units. The Streetohome Foundation accommodates vulnerable populations such as street youth out of foster care, women fleeing abuse, Aboriginal populations, and individuals released from corrections and hospitals (Streetohome Foundation, n.d., Plan Overview section, para. 4, para. 5 and para. 6). Streetohome Foundation helps to finance the construction and development of additional supportive housing sites and units.

The Social and Supportive Housing Partnership requires strong collaboration between the partners; each partner relies on the other partners' contribution in order to build supportive housing units that accommodate the street homeless.

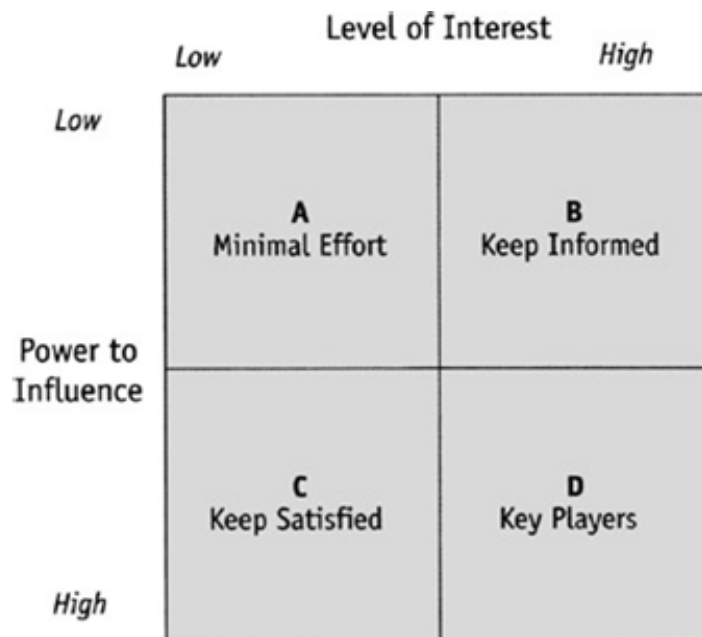
In identifying the role, interests, and expectations of the partners involved in the Social and Supportive Housing Partnership, two groups of stakeholders emerged based on stakeholder monetary contribution. The two groups of stakeholders include the key stakeholders, and the secondary stakeholders. The key stakeholders include the Province of B.C. (BC Housing), the City of Vancouver, the Streetohome Foundation, and the Vancouver Coastal Health Authority. The City, the Province of B.C. (BC Housing), and the Streetohome Foundation committed the

capital, and the land that ensured development and construction of the sites, while the Vancouver Coastal Health Authority provided the support funding for health services. The secondary stakeholders include the not-for-profits, and the neighborhood advisory committees who support the tenants and manage the buildings, including the neighborhood impacts.

Further analysis determines each stakeholder's influence and power in the Social and Supportive Housing Partnership.

### 5.3 Stakeholder Power, Influence and Interest

The Categorization of Stakeholders by Pinto, Cleland & Slevin n.d., as cited in Johnson & Scholes, (1999, 2002) was used to analyze the influence and power of the stakeholders of the Social and Supportive Housing Partnership (see Figure 2).



**Figure 2. Categorization of Stakeholders (Pinto, Cleland & Slevin, n.d as cited in Johnson & Scholes, 1999, 2002).**

*Box A Minimal Effort*

Stakeholders included in Box A have a low level of interest in the partnership and a low level of power (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). Therefore, they require minimal effort to monitor because they have minimal power, influence, and interest, but they should be monitored in case their power and interest increases (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1).

The stakeholders included in this category from the Social and Supportive Housing Partnership include the not-for-profit service providers. The not-for-profit service providers have low interest and power because their involvement in the Partnership is limited to supporting the tenants, but they require monitoring for potential changes in their position.

***Box B Keep Informed***

Stakeholders included in Box B have a high level of interest in the partnership, but a low level of power (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). Because the stakeholders in Box B have a high level of interest in the partnership, they require consistent information on the purpose and the goal of the partnership (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). These stakeholders also may have an alternate purpose and goal for the partnership (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). These stakeholders need to be monitored using diplomacy because their alternate purpose and goal for the partnership may increase their power and influence (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1).

The stakeholders included in this category from the Social and Supportive Housing Partnership include the not-for-profit housing sponsors and the neighborhood advisory committees. They have a high level of interest in the Social and Supportive Housing Partnership because the not-for-profit housing sponsors manage the supportive housing sites and the tenants, and address neighborhood issues. Also, the neighborhood advisory committees provide a venue

to address neighborhood residents' concerns. However, they have minimal power and influence over the purpose and the goal of the Social and Supportive Housing Partnership, but they may have an alternate purpose and goal for the Social and Supportive Housing Partnership due to their high level of interest. These stakeholders with high levels of interest and low levels of power, need to be monitored tactfully and kept informed so that they keep with the purpose of the Social and Supportive Housing Partnership.

***Box C Keep Satisfied***

Stakeholders included in Box C have a high level of power, but they have a low level of interest (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). They are considered a second tier financier of the partnership, giving them power, but the partnership is one of many of their other investments, which keeps their interest low (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). However, they need to be kept satisfied because their interest is low and they can move their financial support elsewhere (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1).

The stakeholders included in this category from the Social and Supportive Housing Partnership include the Streethome Foundation and the Vancouver Coastal Health Authority. They have a high level of power because they are considered second tier financiers of the Social and Supportive Housing Partnership, with the Streethome Foundation providing the capital for additional sites and the Vancouver Coastal Health Authority, providing support services funding. However, their interest in the Social and Supportive Housing Partnership is low because they have other interests, the Streethome Foundation meeting obligations of the business sector, and the Vancouver Coastal Health Authority focusing on delivering various health services.

***Box D Key Players***

Stakeholders included in Box D have a high level of power and interest because they are a first tier financier. These stakeholders are completely committed to the partnership because it meets their mandate and betters the performance of their organization, making them a key player (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1). Furthermore, stakeholders in Box D are considered major suppliers of resources for the development of the partnership (Pinto et al. n.d. "Analyzing the Stakeholder Map" section, para. 1).

The stakeholders included in this category from the Social and Supportive Housing Partnership include the Province of B.C. (BC Housing), and the City of Vancouver. They have a high level of power and interest in the Social and Supportive Housing Partnership because they are the first tier financiers, providing a substantial amount of resources such as capital and land for the development of supportive housing units. Also, they are committed to the Partnership because the Social and Supportive Housing Partnership helps them meet their public policy goals.

The stakeholder analysis reveals that each of the partners in the Social and Supportive Housing Partnership have their own role, interest, and power. However, collaboration between these partners is vital to meet the common goals of the Partnership: to increase affordable housing and solve street homelessness (City of Vancouver, 2007c, Appendix A section, p.2).

#### **5. 4 Current State and Stakeholder Analysis Conclusion**

To sum up, both the City of Vancouver and the Province of B.C. (BC Housing) support a collaborative Social and Supportive Housing Partnership in order to achieve the goals of the Partnership and their mandates. A stakeholder analysis reveals that though the stakeholders of the Social and Supportive Housing Partnership have varied roles, interests, and levels of power,

they need to work collaboratively and communicate effectively in order to meet the outcomes of the Partnership.

Key informant interviews of members of the Social and Supportive Housing Partnership can further reveal how power affects the collaboration between stakeholders. But first, a jurisdictional scan helps determine best practices of partnerships specific to affordable housing and street homelessness.

## **6.0 Findings: Jurisdictional Scan**

One objective of the research project is to provide a jurisdictional scan. The purpose of the jurisdictional scan is to examine how other cities and organizations in Canada support collaborative partnerships and networks specific to affordable housing and street homelessness. Further, the jurisdictional scan establishes a best practices review of the cities and organizations studied, comparing policies around partnerships and networks. The review of similarities across cities and organizations provides information on the benchmarks for collaboration and communication in partnerships and networks regarding affordable housing development and street homelessness. This jurisdictional scan will be compared to findings from the key informant interviews, helping to establish the recommendations for the ideal state and the future state of improved collaboration and communication between the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority.

The jurisdictional scan includes five Canadian cities, one regional district, and a federally-funded government program. The five Canadian cities include: the City of Victoria, the City of Calgary, the City of Toronto, the City of Montreal, and the City of Ottawa. The regional district includes Metro Vancouver, and the federal government program includes the Mental Health Commission of Canada's program, *At Home/Chez Soi*.

### **6.1 Comparison of Canadian Cities**

#### **6.1.1 City of Victoria**

The City of Victoria supports the Greater Victoria Coalition to End Homelessness. The purpose of the Greater Victoria Coalition to End Homelessness is to bring together the "right partners" to end street homelessness for the Greater Victoria region: the not-for profit organizations (including service providers), the local government, the provincial government, the

federal government, the business community, and the faith-based community (Greater Victoria Coalition to End Homelessness, 2014b, "About Us", para. 1). The Coalition coordinates collaboration and communication between the partners to develop affordable housing projects for the street homeless (Greater Victoria Coalition to End Homelessness, 2014b, "About Us", para. 1 and para. 2). The Greater Victoria Coalition to End Homelessness receives funding from the following organizations: the Capital Regional District, the City of Victoria, the United Way, the Vancouver Island Health Authority, the Victoria Foundation, the Government of B.C., the Government of Canada, and private donors (Greater Victoria Coalition to End Homelessness, 2014a, "Our Funders" section, para. 1, para. 2, and para. 3).

The City of Victoria supports solving street homelessness using the Housing First model, and developing supportive housing, with support services available 24/7 (assertive community treatment) (City of Victoria, 2007a, p. 1). The City of Victoria collaborates with the Province of B.C. (BC Housing), and the federal government, for funding that supports shelters, and the development of supportive housing (City of Victoria, 2012a, "Homelessness Initiatives" section, para. 4). The City of Victoria signed a Memorandum of Understanding with the Province of B.C. (BC Housing) to deliver supportive housing (BC Housing, 2007, p. 1). The Homelessness Partnering Strategy provides federal government funding to communities in Canada for housing that prevents and reduces street homelessness, using the Housing First approach to end street homelessness (Government of Canada, 2014, "Understanding Homelessness and the Strategy" section, para. 2 and para.3).

Similar to Vancouver, the City of Victoria provides incentives that promote partnerships with governments, not-for-profit organizations, and private developers, to develop affordable housing. The City of Victoria's housing fund also provides grants to not-for-profit organizations

and private housing developers to develop affordable housing (City of Victoria, 2012b, "Victoria Housing Fund" section para. 2 and para. 4). Furthermore, the City of Victoria provides incentives for the Province of B.C. (BC Housing) that include the City providing land, paying development costs and exempting supportive housing sites from paying property tax (BC Housing, 2007, pp. 2-3).

### **6.1.2 City of Calgary**

The City of Calgary supports the policy document *Calgary's 10 Year Plan to End Homelessness*, which promotes affordable housing development and plans to end street homelessness in Calgary (City of Calgary, 2014a, "Role of the City in affordable housing" section, para. 2). To end street homelessness, *Calgary's 10 Year Plan* recommends providing affordable housing, and increasing support services (Calgary Committee to End Homelessness, 2008, pp. 9-11). *Calgary's Plan* also supports using the Housing First model, and developing partnerships to end street homelessness (Calgary Committee to End Homelessness, 2008, pp. 8-9 and p. 11). The *Plan* supports providing incentives that promote partnerships with the provincial government, the federal government, the private sector, and the not-for-profit sector, to increase supportive housing (Calgary Committee to End Homelessness, 2008, pp. 8-9 and p. 11). The incentives include density bonusing and tax incentives (Calgary Committee to End Homelessness, 2008, pp. 8-9 and p. 11).

Furthermore, the City of Calgary supports the Calgary Homeless Foundation in administering the *Plan* (City of Calgary, 2014a, "Role of the City in affordable housing" section, para. 2). The Calgary Homeless Foundation coordinates partners whose purpose is to end street homelessness in Calgary (Calgary Homeless Foundation, 2014a, "Who we are" section, para. 1). The partners include the not-for-profit organizations, the private sector, the City of Calgary, the

province, the federal government, faith-based organizations, other local foundations, and the citizens of Calgary (Calgary Homeless Foundation, 2014a, "Who we are" section para. 1). The Calgary Homeless Foundation receives funding from the provincial government and the federal government, and funds agencies in Calgary that follow the Housing First model, which provides housing with support services (Calgary Homeless Foundation, 2014b, "What we do", para. 1). Further, the Calgary Homeless Foundation ensures the development of supportive housing for the street homeless (Calgary Homeless Foundation, 2014c, "What we do", para.1).

Additionally, the City of Calgary provides specific financial incentives for the private and not-for-profit sectors. These financial incentives promote collaboration with the City and promote the development of new affordable housing (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1).

### **6.1.3 City of Toronto**

The City of Toronto supports the policy document *Housing Opportunities Toronto: An Affordable Housing Action Plan 2010-2020*. This document guides funding decisions, which support the City's partnerships with the provincial government, the federal government, the private sector, and the not-for-profit sector (City of Toronto, 2009, p. 6). The *Action Plan* recommends addressing street homelessness by increasing housing options for the citizens of Toronto, and supporting the Housing First model (City of Toronto, 2009, p. 12). Also, the *Action Plan* recommends the City of Toronto provide incentives that promote partnerships with the private and the not-for-profit sectors to develop affordable housing. These incentives include fee waivers, and a property tax exemption (City of Toronto, 2009, p. 31).

The City of Toronto's collaboration with the federal government and the provincial government, *Investment in Affordable Housing for Ontario*, provides funding for the City of

Toronto to develop affordable housing (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5). Furthermore, the City of Toronto receives funding from the federal government program, the Homelessness Partnering Strategy, which helps fund services for the street homeless, and develops transitional and supportive housing (City of Toronto, 2014d, "Homelessness Partnering Strategy" section, para. 2).

The City of Toronto collaborates with not-for-profit organizations and provides funding to agencies to deliver services to the street homeless. Some of these services include shelters, street outreach, emergency shelters for extreme hot and cold weather conditions, and an assessment and referral center (City of Toronto, 2014a, "Homelessness Services", para. 2 and para. 3).

Most importantly, the City of Toronto regularly consults and collaborates with partners in the Housing and Homeless Services Network. The Network includes not-for-profit organizations that share information and resources on the issue of street homelessness, and offer feedback on public policy changes to staff at the City of Toronto (City of Toronto, 2014e, "Solving Homelessness Together, Committees" section, para.4), (City of Toronto, 2014e, "Solving Homelessness Together" section, para. 1).

#### **6.1.4 City of Montreal**

The City of Montreal's approach to street homelessness is different in that they don't follow the Housing First model. The policy document *Strategy for inclusion of affordable housing in new residential projects*, promotes the development of social and non-market housing units, as well as the development of affordable housing across the housing continuum (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing" section, para. 1 and para. 2). The *Strategy* promotes the creation of mixed housing and socially

inclusive neighborhoods with residents of all income levels (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing ", para. 2). While the *Strategy* does not state specific goals to end street homelessness, their strategies of social inclusion and mixed housing indirectly address street homelessness.

The City of Montreal relies on its partnerships with the provincial government and the federal government to fund the development of affordable housing (City of Montreal, 2005, pp. 16-17). Funding from governments helps the City of Montreal provide incentives that promote partnerships with the private and not-for-profit housing developers. The incentives include waiving infrastructure and decontamination costs, and providing an affordable housing grant (City of Montreal, 2005, pp. 16-17).

### **6.1.5 City of Ottawa**

The City of Ottawa supports a ten-year plan that recommends the following actions to end street homelessness: increasing affordable housing, using the Housing First model, connecting people to the right support services, and collaborating with partners (City of Ottawa, 2014b, "Our ten year plan" section, para.5, para.6, and para.7). The City of Ottawa receives funding from the federal government and the provincial government through *Investment in Affordable Housing for Ontario* (City of Ottawa, 2012, Executive Summary, para. 1). In turn, the City of Ottawa funds housing allowances, and the development and/or purchase of new supportive housing units (City of Ottawa, 2012, Executive Summary section, para. 2). This partnership maintains and increases supportive housing in Ottawa and provides the necessary funding to help achieve the actions described in the ten-year plan.

Like other cities, the City of Ottawa provides incentives that promote partnerships with the private and the not-for-profit sectors to develop affordable housing. These incentives include

capital grants, reduced property taxes, a rent supplement program, and an exemption from development-related fees (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5).

The City of Ottawa also supports the *Housing and Poverty Reduction Investment Plan* that promotes partnerships with the private and not-for-profit sectors. The *Investment Plan* supports funding private and not-for-profit partners to provide services to the street homeless, and develop new affordable housing units (City of Ottawa, 2011, Executive Summary section, para. 2). Specifically, the City of Ottawa promotes partnerships with not-for-profit organizations and provides them with the funds to operate emergency shelters, support services, and outreach services (City of Ottawa, 2014a, "Addressing homelessness" section, para. 4).

Also, the City of Ottawa collaborates with Inner City Health, the Canadian Mental Health Association, the Shepherds of Good Hope, and Cornerstone Housing for Women to provide affordable and supportive housing units for seniors, women, and people diagnosed with medical conditions (City of Ottawa, 2014a, "Addressing homelessness" section, para.5). Most importantly, the City of Ottawa communicates with governments, community stakeholders, and citizens to share information and seek feedback on policies related to street homelessness and affordable housing through a Housing System Working Group (City of Ottawa, 2014b, "Priorities of Our Ten Year Plan" section, para. 4).

#### **6.1.6 At Home/Chez Soi project**

The Mental Health Commission of Canada's (MHCC) responsibilities include improving the mental health system, working in partnership to implement improvements, making recommendations to governments, and sharing knowledge (Mental Health Commission of Canada, 2014a, "About MHCC" section para. 4, para.5, and para. 6). The Mental Health

Commission coordinates the collaboration of stakeholders and organizations across Canada to make these changes efficiently (Mental Health Commission of Canada, 2014a, "About MHCC" section, para. 1).

The Mental Health Commission of Canada administers the project *At Home/Chez Soi* to gather data on the Housing First model, and the mentally ill and street homeless (Mental Health Commission of Canada, 2014b, "At Home" section, para. 2). The Commission examines the following: whether Housing First works, "for whom, and at what costs" (Mental Health Commission of Canada, 2014b, "At Home" section, para. 3).

The *At Home/Chez Soi* project concentrates on outcomes of diverse homeless populations across five cities in Canada who receive support according to the Housing First model. For example, in Vancouver they focus on substance users, in Winnipeg they focus on the urban Aboriginal population, in Toronto they focus on ethnic minorities and immigrant populations, in Montreal they focus on those seeking employment and employment services, and in Moncton they focuses on rural communities (Mental Health Commission of Canada, 2014b, "At Home" section, para. 3). Tenants involved in the program (Housing First group) receive rent subsidies and mental health supports including assertive community treatment and intensive case management (Mental Health Commission of Canada, 2012a, p. 16 and p. 5). The treatment-as-usual group (not receiving Housing First related support) receives regular services and supports in the community (Mental Health Commission of Canada, 2012a, p. 16 and p. 5).

Findings from the final report on the *At Home/Chez Soi* program demonstrate that Housing First successfully addresses street homelessness. For example, Housing First participants have a higher rate of acquiring and maintaining housing than the treatment-as-usual

group, and report greater positive outcomes in the areas of quality of life and community functioning (Mental Health Commission of Canada, 2014c, p. 5).

The *At Home/Chez Soi* program supports partnerships with the following partners: the federal government, five provincial governments, five municipal governments, health care providers, not-for-profit service providers, service staff, private landlords, and tenants (Mental Health Commission of Canada, 2014a, "About MHCC" section, para. 4 and para. 5), (Mental Health Commission of Canada, 2012c, p. 7). Also, partnerships include individuals and families experiencing a mental health concern (Mental Health Commission of Canada, 2014a, "About MHCC" section, para. 6). The Mental Health Commission of Canada emphasizes that to solve street homelessness, jurisdictions, sectors, departments, and government ministries across Canada must collaborate to address the causes of street homelessness: housing, income, employment, education, and social inclusion (2012c, p. 7).

### **6.1.7 Metro Vancouver**

Under the *Local Government Act*, Metro Vancouver is legislated as a regional district (Government of British Columbia, 2006, p. 4). As a regional district, Metro Vancouver provides mandated services to the entire region, such as waste and water quality management (Government of British Columbia, 2006, p. 5), (Metro Vancouver, 2013a, p. 11). Furthermore, Metro Vancouver provides the following voluntary services such as food security and affordable housing (Metro Vancouver, 2013a, p. 11).

To address street homelessness in a regional context, Metro Vancouver supports the Greater Vancouver Regional Steering Committee on Homelessness, which focuses on three areas: housing, income, and support (Greater Vancouver Regional Steering Committee on Homelessness, 2003, pp.16-17). The Greater Vancouver Regional Steering Committee on

Homelessness works collaboratively with community organizations, local governments, the provincial government of B.C., and the federal government, to end street homelessness in the Metro Vancouver region (Metro Vancouver, 2014b, "Homelessness" section, para. 2).

Metro Vancouver collaborates with the federal government to fund and administer the Homelessness Partnering Strategy for Metro Vancouver (Metro Vancouver, 2014b, "Homelessness" section, para. 1 and para.3). In turn, the Regional Steering Committee's mandate involves: recommending projects for funding, implementing the *Regional Homelessness Plan*, and developing a regional understanding of street homelessness (Metro Vancouver, 2014b, "Homelessness" section, para. 1, para. 3). Additionally, the Regional Steering Committee on Homelessness recommends Metro Vancouver develop a Homelessness Secretariat to work with stakeholders across Metro Vancouver in developing a long-range plan to end street homelessness (Metro Vancouver, 2013a, p. 22).

## **6.2 Jurisdictional Scan Conclusion**

All the cities studied demonstrate that offering affordable housing incentives promote collaborations among the private sector, the not-for-profit sector, the provincial government, and the federal government. These incentives attract and motivate collaboration between the partners because they facilitate the sharing of resources to develop supportive housing. Most importantly, for all cities, the federal government and the provincial governments provided the bulk of the funding for the development of collaborative partnerships and networks that address the lack of supportive housing.

Three of the seven cities and organizations established a committee, network, or working group to support effective communication and collaboration between partners and stakeholders involved in affordable housing and street homelessness partnerships. These jurisdictions include

the City of Toronto, the City of Ottawa, and Metro Vancouver. These groups bring the partners and stakeholders together to share information, and have consultation on a regular basis.

Other jurisdictions support effective collaboration and communication between partners and stakeholders through a separate agency, foundation, or commission (network administrative organization). These jurisdictions include the City of Victoria, the City of Calgary, and the Mental Health Commission of Canada. These network administrative organizations coordinate the partners, the resources, and the information.

The following section will discuss findings from key informant interviews with members of the Social and Supportive Housing Partnership and participants from other jurisdictions and organizations. This section will further elaborate on the key informants' views of what makes partnerships specific to affordable housing and street homelessness successful or unsuccessful, and what strategies improve collaboration, communication, and decision making.

## **7.0 Findings: Key Informant Interviews**

This section of the research project provides a summary of the views expressed by the interview participants. The six participant groups identified in the Methods and Methodology section are further categorized into two sets: the internal participants and the external participants. The internal interview participants consist of partners and stakeholders from the Social and Supportive Housing Partnership from the following organizations: the City of Vancouver, the Province of B.C. (BC Housing), the Vancouver Coastal Health Authority, the Streethome Foundation, and the not-for-profit housing sponsors. The external participants come from the following organizations: Metro Vancouver and the City of Ottawa.

Five key themes emerged from the information provided by the interview participants:

- Partnership successes and challenges
- Partnership collaboration (relations, tensions, formal agreement and common ground)
- Communication successes and challenges
- Value of political leadership
- Decision making and accountability

Internal interview participants touched on additional sub-themes. These sub-themes include views on the development process, and tenancy successes and challenges.

This section presents the above themes in three sections, what works well, what produces challenges, and what needs improvement.

### **7.1 What Works Well**

#### **7.1.1 Partnerships**

All of the interview participants described the value of partnerships in developing affordable housing and solving street homelessness. All of the interview participants agreed that

partnerships are necessary to solve street homelessness because the issue crosses all sectors, communities, and governments, and it cannot be solved alone. Most of the interview participants expressed that partnerships provide resources such as funding and services. Other interview participants expressed that partnerships help them meet their organization's mandate.

The interview participants were asked what sectors they collaborate with and all of the participants expressed collaborating with more than one sector. The participants expressed having partnerships with government(s) and/or government agencies. All of the interview participants, except for one, expressed having partnerships with the not-for-profit sector. The majority of the interview participants also stated that they have partnerships that include the private sector.

The interview participants were asked about their role in partnerships and all of the respondents described the mandate of their organization and their specific contribution. A small number of internal interview participants expressed having the same mandate as their partners.

The internal interview participants were asked about the successes of the Social and Supportive Housing Partnership, and over half expressed that the development of affordable housing units was a key success. Further, a few of the internal interview participants described how they valued their not-for-profit partners. One participant stated:

I think the value they [not- for-profits] bring is huge because they're the ones when we did all the rezoning, when we had to bring these projects through community discussions, they were the ones that stood there with us talking about how the building was going to be managed, talk about their track record and experience. (Interviewee #2)

### **7.1.2 Relations**

All of the interviewees supported collaborative relationships and they described how they and their partners shared a collaborative mandate. Several stated they considered their partnerships to be a close collaboration. One internal interview participant described the collaborative relations between the stakeholders in the Social and Supportive Housing Partnership as requiring a lot of effort because cooperation demanded “learning and understanding of yourself and others” (Interviewee # 13).

### **7.1.3 Formal agreements and common ground**

The interviewees noted that common ground achieves outcomes. The participants said that honest, straightforward, and respectful dialogue achieves common ground. A few participants said that sometimes honest and straightforward dialogue produces tension, and the tension creates an opportunity for the partners to revisit the purpose of the Partnership. The interviewees noted that including all of the stakeholders creates an opportunity for exchanging information, learning, making the necessary changes in order to meet the outcomes, and achieving common ground.

The interviewees mentioned that management and facilitation is necessary for the partners to have collaborative relations, and achieve common ground. Internal participants described how the City's facilitator promoted collaboration and common ground during the development process. One internal participant stated:

The City put together a really, really good structure in place [...] they would remind us with our consultants, their consultants, the provincial consultants, the not-for-profit consultants, so on and so forth that things were maybe going off the rail on one of those projects and something needed to happen to bring it back. I thought that went really, really well actually honestly right through the whole process. (Interviewee #6)

Over half of the internal interview participants stated that the Memorandum of Understanding between the City of Vancouver and the Province of B.C. (BC Housing) created common ground and reduced conflicts. Internal participants mentioned that the Memorandum of Understanding promoted collaborative relations between the stakeholders.

The internal interview participants said the purpose of the Memorandum of Understanding was to bring the City of Vancouver and the Province of B.C. (BC Housing) together and create a collaborative partnership based on the trust that exists between these two key stakeholders. The participants described how the Memorandum of Understanding required very few explicit details because the key stakeholders, the City of Vancouver and the Province of B.C. (BC Housing), had established a sense of trust. The internal interview participants described how the Memorandum of Understanding guided the collaboration between the two key stakeholders.

The internal interview participants noted that the Memorandum of Understanding provided opportunities for negotiation between the City of Vancouver and the Province of B.C. (BC Housing). They also stated that the Memorandum of Understanding provided the specific details that were agreed on between the City of Vancouver and the Province of B.C. (BC Housing) regarding each of the supportive housing sites. The internal interview participants said that the Memorandum of Understanding provided agreement on the following: the issue of street homelessness, the roles, and responsibilities of the key stakeholders, and the direction to take to achieve the outcomes.

Meanwhile, the external interview participants mentioned how they support collaboration with their housing partners. The external interview participants said that staff addressed limited cooperation by learning about their local housing sector, understanding the role of various

organizations, making connections with stakeholders, and sharing information. Further, external interview participants mentioned bringing the housing community together in the form of a housing group to create common ground and provide opportunities for consultation on policies. The external interview participants were asked what organizations made up the housing group, and one of the external interview participants stated:

[...] we have social housing providers [not-for-profit organizations], we have shelter operators, and we have the local health [...] network [...] we have representatives from the private sector, the Ontario Landlords [Association]. So we are getting a cross reference of people on that committee. (Interviewee #17)

#### **7.1.4 Communication**

All of the interviewees said that consistent interaction facilitates communication and information sharing. Interview respondents support regular interaction with partners. The interview participants said regular interaction with the major players provided opportunities for expressing their opinions and feeling valued. Furthermore, the interview participants said that regular interaction reduces tension and achieves common ground. Specifically, what most interview participants liked about consistent interaction was that it provides opportunities for consultation, negotiation and the sharing of ideas.

A few of the internal interview participants expressed that consultation supports frank dialogue, where partners and stakeholders can express their interests openly, which helps decision making. All of the internal interview participants expressed support for regular meetings with the partners and stakeholders of the Social and Supportive Housing Partnership. Also, the internal interview participants mentioned that they liked how stakeholders communicated and

interacted on an equal basis during meetings because this showed that each partner's contribution, expertise, and opinions were valued.

The internal interview participants mentioned they liked having regular meetings coordinated and facilitated by the City of Vancouver during the development process, the permit process, and the public consultation process. The internal interview participants said that what they liked most about those regular meetings was that the City's facilitator informed the partners and stakeholders of the purpose of the meetings and their roles. Specifically, some internal interview participants described how the City's facilitator successfully managed regular meetings and one participant stated:

So all these things it takes someone to actually sort of bring people together and fairly regular and updating kind of basis to say where we are today, what still needs to happen, where the projects are at, what are the outstanding issues, who is going to deal with them, and in fact some cases a policy discussion in terms of what might happen with a particular issue that has arisen that doesn't appear to have an immediate solution, and so that problem solving exercise on a really regular basis is critical to keep things moving along.(Interviewee # 3)

Other internal interview participants stated that they wished the City's facilitator continued to coordinate the stakeholders during all phases of the project. Additionally, internal participants said the Memorandum of Understanding guided the meetings during the development process and the public consultation process. One of the interview participants stated:

I think the MOU [Memorandum of Understanding] was an extraordinarily important document. It became our reference point for future meetings and conversations where

people either forgot what was we agreed to do because it happens [...] therefore keeping everyone focused and on track on how we are moving forward. (Interviewee #3)

All of the external interview participants described how their formal housing group or committee provided opportunities for consultation, information sharing, and building consensus.

### **7.1.5 Value of political leadership**

All of the interview participants expressed that political leadership addresses the issue of street homelessness and the lack of affordable housing. Many interview participants expressed wanting support from all three levels of government. One interview participant stated: "The solution to homelessness is housing. [...] What we need is really broad Canada wide very clear program to address housing needs" (Interviewee #4). This interview participant further stated: "They [the federal government, the provincial government, and the municipalities] should be at the table because this is an issue that cuts right across Canada, impacts every municipality in Canada" (Interviewee #4).

The interview participants stated that politics shapes affordable housing policy. One internal interview participant stated that when political campaigns support the issues of lack of affordable housing and street homelessness, then bureaucrats are given the opportunity to provide policy options (Interviewee #3).

Also, some of the internal interview participants credited the Minister Responsible for Housing, Rich Coleman, for his leadership. One internal participant stated: "he has done more for this province in ending homelessness than anybody has in 45 to 47 years of being in this field" (Interviewee #11). Another internal interview participant expressed the significance of government support: "You need to have government support to manage the partners and bring them together" (Interviewee #10).

Other interview participants stated that funding from federal and provincial governments stimulates housing partnerships. One internal respondent stated:

When there is money available then there's an opportunity to talk and so when funding is clearly absent then there is no opportunity, there is nothing to deal with, the need may be great and it may be important, but there is no way to act on it. (Interviewee # 3)

Further, interview participants were asked whether they support a separate agency (network administrative organization) to lead their affordable housing and street homelessness partnerships, such as in Calgary, and very few interviewees agreed. One respondent stated:

Now I like the idea that they [Calgary Homeless Foundation] circumvent the bureaucracy in that sense its good, but on the other hand, the municipality should be involved and should have a stake in it [...]. So, in general I don't agree with that particular style. (Interviewee #12)

A small number of internal interview participants stated that the Streetohome Foundation's role in Vancouver differs from the Calgary Homeless Foundation. They stated that the Streetohome Foundation works on a smaller scale in Vancouver. They described how the Streetohome Foundation does not have the authority to administer the City's affordable housing and street homelessness plan, and it does not receive consistent funding from the federal government and the provincial government to administer services to the street homeless. The internal interview participants said they looked to the City of Vancouver and the Province of B.C. (BC Housing) for leadership and decision making on the issue of affordable housing development and street homelessness.

Also, more than the majority of interview participants expressed wanting shared and equal collaboration with the City. One internal interview participant stated that they wanted: "A more collaboration and shared process with the City" (Interviewee #12). Another internal interview participant described how shared collaboration with the City would work:

I have heard talked about is a funders table where they all come together on an equal basis and have discussions and arguments [...] together they come up with a strategy. [...] an overall strategy on how it is we are going to approach this [...].The tension between the funders is actually healthy because the City is driven by one thing. BC Housing is driven by another one. This includes the not-for-profits. (Interviewee #11)

A large number of interview participants expressed that local governments address the local context, because municipal leadership brings the right resources and the right stakeholders. Interview participants stressed the significance of local government power when solving street homelessness. One internal interview participant stated: "But the City brings the bulk of the resources to [the] table to address homelessness. I think the City definitely leads the way" (Interviewee # 16).

#### **7.1.6 Decision making and achieving consensus**

Many interview participants expressed that collaboration achieves consensus. Most interview participants described collaborative decision making as including all of the partners and stakeholders.

Also, a large number of interviewees expressed that consultation and negotiation achieves consensus. In particular, interview participants expressed that consensus means including all stakeholders and having consultation when developing new policies, and/or when changing the direction of the Partnership.

Some of the internal interview participants described aspects of the Social and Supportive Housing Partnership that promote consensus. A few of the internal participants expressed that the Memorandum of Understanding helped to develop consensus because common ground is necessary to achieve consensus. Another one of the internal participants expressed that decision making should include the neighborhood residents of the 14 supportive housing sites.

However, a very small number of the internal interview participants expressed that the key stakeholders, BC Housing and the City of Vancouver, should make the decisions and establish agreement when consensus cannot be achieved. Also, some of the internal interview participants expressed that when agreement cannot be reached between the stakeholders, the decision should move up the chain of command to the City Manager and the CEO of BC Housing.

#### **7.1.7 Accountability framework**

A few of the interview participants did not respond to the questions on accountability because of time restrictions. Most of the interviewees spent more time discussing the collaboration, communication and decision making involved in their partnerships, specific to affordable housing and street homelessness, due to the open-ended nature of the questions.

Many of the interview participants stated that outcome measures maintain accountability. Specifically, the interview participants mentioned the mandate of their organization. Some interview participants expressed that outcome measures should focus on keeping the street homeless housed.

Some of the internal interview participants expressed that the performance of the Social and Supportive Housing Partnership can be measured by the number of supportive housing units. A very small number of internal interview participants expressed that the accountability and the

performance of the Social and Supportive Housing Partnership involves answering to the neighborhood residents of the 14 supportive housing sites.

The interview participants from the local governments mentioned that their affordable housing and street homelessness plans keep them accountable to the Mayor and Council. The external interview participant from Metro Vancouver stated that accountability for the Homeless Secretariat staff means reporting to Metro Vancouver and supporting the Greater Vancouver Regional Steering Committee on Homelessness.

### **7.1.8 Internal respondents and successes**

Over half of the internal interview participants expressed that the City's facilitator successfully managed and coordinated the time-consuming development process and fast tracked the supportive housing sites.

The internal interview participants were asked how best to keep the street homeless housed. They stated that the government should continue with the Housing First approach and fund the development of supportive housing. The internal participants said that supportive housing with support services helps street homeless individuals manage addiction and mental health issues. In contrast, a very small number of the internal interview participants stated that examining other housing models such as market rental units with a rental subsidy, would be helpful.

Also, some of the not-for-profit housing operators interviewed expressed that for street homeless individuals to maintain their accommodation, tenants require a code of conduct that provides expectations for tenancy, which helps reduce neighbourhood complaints. Further, the not-for-profit housing operators were asked if they had a neighborhood advisory committee, and everyone answered, no. One participant did not answer the question due to time constraints. The

not-for-profit housing sponsors stated that they receive very few or no complaints from neighborhood residents, because they make plans to prevent issues, and when there is a neighborhood issue it is dealt with immediately. The not-for-profit partners were asked what kinds of supports they offered tenants, and they expressed a gamut of support services from harm reduction to parenting groups.

### **7.1.9 External interview participants and successes**

The external interview participant from Metro Vancouver described the successful role of the Homelessness Secretariat in supporting the Regional Steering Committee on Homelessness, with implementing a regional plan, facilitating a regional understanding of street homelessness, and facilitating allocation of federal funding. This interview participant also noted that Metro Vancouver's homeless count and the Regional Steering Committee on Homelessness helps to engage partners, support consultation and consensus, and promote understanding that street homelessness crosses all communities in B.C.

One of the external interview participants from the City of Ottawa said that a success in their jurisdiction was the Partnership between a not-for-profit housing provider and a not-for-profit support agency with knowledge on supporting and housing vulnerable tenants. Also, this external participant said that provincial legislation gives their municipality the funding and autonomy they need to meet their local needs around affordable housing and street homelessness.

## **7.2 What Produces Challenges**

### **7.2.1 Partnership challenges**

All of the interview participants expressed experiencing challenges. Over half of the participants expressed that having different opinions and separate mandates produce challenges because partners push their interests and are not open to listening to others' opinions. A very

small number of internal interview participants described the Social and Supportive Housing Partnership as having no success because the City of Vancouver was not interested in listening to the interests of other stakeholders during the tenancy stage.

A few of the internal participants described their challenge was they were not valued as partners. One of the not-for-profit interview participants stated:

I guess the only other thing I would like to stress is the recognition that the non-profits are strong partners and they should be considered partners, and not operators, or contractors, or whatever, because they bring skills and knowledge. (Interviewee #11)

### **7.2.2 Political context**

A large number of internal interview participants described how political context produced tension. Some of the internal interview participants stated that the tenancy stage of the Partnership became more about politics versus what was agreed to in the Memorandum of Understanding. A small number of other internal interview participants stated that the local political context and the provincial political context produced tension. One interview participant stated:

BC Housing and the City of Vancouver work in a strong political context. [BC Housing is] quite joined at the hip to Victoria, and the City is really influenced by Council. There's tension inherited in the relationships [of] those political dynamics. (Interviewee #7)

Another internal interview participant said that political and economic changes in 2008 reduced funding to the Social and Supportive Housing Partnership. Some of the internal interview participants said that a change in the political mandate from the Mayor and Council at the City of Vancouver forced a new agreement with BC Housing. In particular, some of the

internal interview respondents noted that this change in political mandate by the City affected the tenancy stage of the Social and Supportive Housing Partnership, where original commitments under the Memorandum of Understanding were not respected.

Also, a small number of the other internal interview participants expressed that public policy changes produced tension. Since the development of the supportive housing sites took time, policy changes happened along with changes in best practices, which affected the original commitment made under the Memorandum of Understanding. Most of the internal interview participants expressed that the City should have consulted and negotiated with the partners of the Social and Supportive Housing Partnership regarding these policy changes.

### **7.2.3 Loss of knowledge**

A very small number of internal interview participants expressed that the City experienced a loss of knowledge and skill when their staff who knew a lot about affordable housing partnerships retired. Further, these interview participants expressed that the loss of knowledge influenced the Partnership when it came to tenancy, because they lost the relationships they had established with the previous staff at the City, and had to build relationships with new staff.

### **7.2.4 Memorandum of Understanding, clarity and commitments**

A small number of the internal interview participants described the limitations of the Memorandum of Understanding. Some of the internal interview participants stated that the Memorandum of Understanding failed to define street homelessness for the partners of the Social and Supportive Housing Partnership, resulting in confusion. A small number of internal interview participant expressed that the Memorandum of Understanding needed to clearly express the arrangements with the not-for-profits and the other funding partners like the

Vancouver Coastal Health Authority. Specifically, a very small number of internal interview participants wanted the Memorandum of Understanding to outline how the not-for-profits were chosen, what to include in their contracts, and their experience with street homeless individuals.

### **7.2.5 Communication challenges and lack of consultation during the tenancy stage of the Social and Supportive Housing Partnership**

Over half of the internal interview participants expressed that the lack of consultation during the tenancy process created tension between the partners of the Social and Supportive Housing Partnership. A very small number of the not-for-profit partners interviewed expressed that they believed they were to sign the lease with the City for their supportive housing site; however, the Province of B.C. (BC Housing) signed the lease with the City. Other internal interview participants expressed experiencing frustration and a loss of trust when the City decided on tenancy without them. A few other internal interview participants said that they told the City their recommendations for tenancy, but the City was not concerned with what the other partners had to say. A very small number of internal interview participants said that they were frustrated with the City because the bureaucratic process delayed the fast tracking and the development of their supportive housing site.

### **7.2.6 Tenancy and decision making**

Some of the internal interview participants expressed experiencing tension when decisions regarding tenancy were imposed and consultation was limited by the City. More than the majority of the internal interview participants expressed that decisions regarding tenancy should have involved consensus between the partners of the Social and Supportive Housing Partnership.

Over half of the internal interview participants expressed that the City's decision to house 50 percent street and sheltered homeless, 30 percent Single Room Occupancy tenants, and 20 percent of individuals at-risk for homelessness, produced tension. These internal interview participants stated that the Memorandum of Understanding did not prescribe tenant ratios and the strength of the Memorandum of Understanding was its flexibility. Other internal interview participants described how the City's former housing director

[...] became increasingly upset and distraught about the direction the City sites were taking and was reflecting back to the original discussions and what was originally agreed to in the Memorandum of Understanding in 2007. So he wrote a letter about what he thought [and] where things were going off track. (Interviewee #5) (see Appendix O)

Some of the internal interview participants expressed that the City's ratios regarding tenancy demonstrated that the City lacked understanding of the needs of the street homeless. A very small number of internal interview participants described how the City implemented their tenant ratios. One internal interview participant stated: "The City would not allow us to open unless they reviewed every tenant and whether or not they approved the tenants in there" (Interviewee #10). Another internal interview participant stated: "they [the City of Vancouver] demanded the names of every single person that came into our building" (Interviewee #11).

A very small number of internal interview participants questioned or explained the City's decision on tenanting. One internal interview participants stated: "It's the wrong mix. So, mix is important in your tenanting" (Interviewee #10). Another internal interview participant said that staff at the City must do what they are told, which limits their ability to consult and negotiate with partners and stakeholders (Interviewee # 7). Meanwhile, other internal interview

participants noted that the City did not consider consultation and consensus a priority during the tenancy stage of the Social and Supportive Housing Partnership.

### **7.2.7 Accountability**

A very small number of internal interview participants mentioned how accountability should have involved greater political oversight of the development of the 14 supportive housing sites. These interview participants expressed that oversight needed to be provided by the Mayor and Council and the neighborhood residents versus City staff.

### **7.2.8 External interview participants' challenges**

The external interview participant from Metro Vancouver expressed that the regional challenge involved helping other jurisdictions to understand that street homelessness is an issue in their communities and not only an issue in Vancouver. Also, this external interview participant described the challenges associated with working in a regional environment, which include having limited authority, balancing representation between urban and rural communities, and achieving outcomes that require more time and patience.

The external interview participants from the City of Ottawa mentioned that working in isolation produces poor communication between partners because neither understands how the other contributes to ending street homelessness. Also, they noted that working in isolation creates gaps in information on the issues of street homelessness and affordable housing.

## **7.3 What needs Improving**

The internal interview participants suggested that accountability of the Social and Supportive Housing Partnership should include an evaluation of how the street homeless remain housed at the 14 supportive housing sites, and what lessons can be learned. More than the majority of the internal interview participants described successful strategies that help street

homeless individuals with maintaining their tenancy. They expressed that street homeless individuals require greater support services and resources such as nutritious meal programs, safety door checks, a one-stop shop for social, health, and housing services, and outreach workers that help them with accessing services. Others expressed wanting greater support from Vancouver Coastal Health, especially with addiction treatment. Further, a very small number of not-for-profit interview participants expressed that BC Housing use a consistent funding formula that ensures equity in funding the not-for-profit partners to operate and maintain their supportive housing sites.

Some of the internal interview participants suggested improvements for the tenants living at the supportive housing sites, which include managing complex tenants in smaller buildings, tailoring building design to tenant needs, and protecting the privacy of tenant information. A very small number of internal interview participants said that the City should focus their affordable housing and street homelessness strategy on preventing street homelessness and the causes of street homelessness, which include advocating for changes in Canada's employment policy, welfare policy, and health policy.

A small number of internal interview participants expressed that other jurisdictions in the Greater Vancouver region should be supporting the street homeless living in their communities. Further, these interview participants mentioned that other municipalities should be developing supportive housing units in their local communities.

The internal interview participants were asked to share improvements to the development process. One interview participant said:

[...] well, there should be one or a group of bureaucrats dealing with these sites. [...] But the bureaucrats should also agree to look at this project with huge priority for the City

and move towards that, not just keep falling back on their regular box that they have to check off.(Interviewee #12)

Two of the internal interview participants said that when communication and consultation was limited between the partners of the Social and Supportive Housing Partnership, opportunities arose for them to strengthen relations with other partners. One of the internal interview participants said that this situation created a broker and negotiator role for them (Interviewee # 18).

Both the internal and external interview participants said that the federal government lacks leadership on the issue of street homelessness and a national affordable housing strategy is needed. All of the interview participants agreed that federal government and provincial government support is needed to end street homelessness and to increase affordable housing.

## **7.4 Conclusions**

In conclusion, the main themes from the key informant interviews demonstrate that the interview participants agree that partnerships are needed to develop affordable housing units and to solve street homelessness. The interview participants agree on what works well in partnerships specific to affordable housing and street homelessness and the lesson learned from these partnerships. For example, the internal interview participants agree that the *Memorandum of Understanding* produces common ground, which improves the collaboration of the Social and Supportive Housing Partnership. Further, the internal interview participants agree that having the City facilitate and manage the partners at meetings improved collaboration and communication.

The interview participants also agree that regular interaction such as regular meetings provide opportunities for consultation between partners that improves communication. The

external interview participants agree that regular interaction with stakeholders through a housing group builds understanding between partners.

All of the interview participants agree that leadership from the municipal government, the provincial government, and the federal government is needed to address the issues of street homelessness and the lack of affordable housing. Furthermore, the interview participants agreed that local government leadership is required to address the local context because they provide the opportunity for consultation with stakeholders and partners. Additionally, the interview participants support shared collaboration with their partners, where all partners are involved in the decision making, supporting consensus.

Next, this report compares the results from the key informant interviews with the information from the literature review and the jurisdictional scan, addressing the gap analysis.

## **8.0 Discussion and Analysis**

The Discussion and Analysis section of the report compares findings from the key informant interviews with the literature review and the jurisdictional scan, establishing the gaps. The gaps demonstrate those areas in the key informant interviews that are not consistent with the best practices and theories explored in the literature review and the jurisdictional scan. The gap analysis will be used to develop the recommendations that will assist staff at the City of Vancouver in achieving the ideal state and future state of improved collaboration and communication with the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority.

### **8.1 Gap Analysis**

The gap analysis focuses on the following common categories that emerged from the key informant interviews: mutual dependency; collaboration, communication, and trust; leadership; power and decision making; performance and accountability; and the development process and tenancy. For each category, the analysis will first address consistencies between the interview results, and the literature review and the jurisdictional scan, and will then address the inconsistencies (gaps).

#### **8.1.1 Consistencies in mutual dependency of partnerships and networks**

Interview participants stated that they relied on their partners to develop affordable housing and to solve street homelessness. They acknowledged that the issue of street homelessness crosses organizations, governments, and sectors. Also, the participants stated that partnerships provide funding, resources, and the sharing of information on the issue of street homelessness.

The above finding agrees with the literature review. Jones et al. (1997, pp. 918-922) and Keast et al. (2004, p.368) verify that partnerships and networks involve interdependency because separate organizations that come together depend on each other to solve complex public policy issues that demand the sharing of information and resources.

The jurisdictional scan also supports the importance of mutual dependency. The scan shows that all of the cities and organizations studied rely on partnerships with governments, the not-for-profit sector, and the private sector, to solve street homelessness and to develop affordable housing (City of Victoria, 2012b, "Victoria Housing Fund" section, para. 2 and para. 4), (BC Housing, 2007, pp.2-3), (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1), (City of Toronto, 2009, p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 1 and para. 2).

### **8.1.2 Gaps in mutual dependency of partnerships and networks**

At the same time, many of the interview participants shared that relying on each other created tension due to separate interests. Jones et al. (1997) describe effective network collaboration as involving mutual exchange between actors (p. 914) where it is normal for actors to experience tension between the mutual or common interests of the partnership and their own independent interests called unity-diversity tension (Saz-Carranza & Ospina, 2010, p. 327 and p. 360). However, tension should be managed so that it is minimal and does not inhibit the network or partnership's ability to achieve common goals (Edelenbos & Klijn, 2005, p. 436; Klijn et al., 1995, p. 442 and pp.450-452; O'Sullivan, 2005/4, p.124). Specifically, the inability of partners to

minimize tensions related to separate interests reveals a gap in the Social and Supportive Housing Partnership.

Additionally, some of the internal interview participants (stakeholders of the Social and Supportive Housing Partnership) reported that their knowledge and expertise was not considered when deciding on the type of tenants to accommodate at the supportive housing sites. These respondents expressed wanting an opportunity to share their expertise on the issue of street homelessness and tenancy. This finding is not consistent with the findings from the literature review because effective collaboration involves cooperation (Bueren et al., 2003, p. 196). This finding suggests that while collaboration occurred at some stages in the Social and Supportive Housing Partnership, it did not occur at other stages, such as tenancy. Tension associated with separate interests, not valuing other partners' experiences and expertise, and having limited opportunity for sharing information, disagrees with the jurisdictional scan and highlights a gap in the Social and Supportive Housing Partnership (City of Toronto, 2014e, "Solving Homelessness Together, Committees" section, para.4), (City of Toronto, 2014e, "Solving Homelessness Together" section, para. 1), (City of Ottawa, 2014b, "Priorities of our Ten Year Plan" section, para. 4), (Metro Vancouver, 2014b, "Homelessness" section, para. 2)..

In contrast to some cities in the jurisdictional scan, the Social and Supportive Housing Partnership did not, during the tenancy stage, invest in the public policy option of utilizing an external agency (network administrative organization) to reduce tension and promote cooperation. Also, unlike other cities, the Social and Supportive Housing Partnership did not develop a formal working group of the stakeholders, in order to mitigate tensions during the tenancy stage. The jurisdictional scan shows that the City of Victoria, the City of Calgary and the Mental Health Commission of Canada, support a separate agency, coalition, or foundation to

manage the collaboration and tensions associated with partnerships and networks specific to developing affordable housing and solving street homelessness (Greater Victoria Coalition to End Homelessness, 2014b, "About Us", para. 1), ( Calgary Homeless Foundation, 2014a, "Who we are" section, para. 1), (Mental Health Commission of Canada, 2014a, "About MHCC" section, para. 1). Also, the City of Toronto, the City of Ottawa and the regional district, Metro Vancouver, support a formal working group, network, or steering committee that allows partners an opportunity to share information and manage tension (City of Toronto, 2014e, "Solving Homelessness Together, Committees" section, para.4), (City of Toronto, 2014e, "Solving Homelessness Together" section, para. 1), (City of Ottawa, 2014b, "Priorities of our Ten Year Plan" section, para. 4), (Metro Vancouver, 2014b, "Homelessness" section, para. 2).

The tension involved in the Social and Supportive Housing Partnership may not have been managed at some stages and managed at other stages. The internal interview participants described how the development process, the permit process, and the public consultation process involved effective collaboration, where the City's facilitator managed the Partnership, experiencing minimal tension.

### **8.1.3 Consistencies in communication, collaboration, and trust**

Many of the internal interview participants expressed that during most stages of the development process, especially the Memorandum of Understanding, strong collaboration and communication occurred between the stakeholders. This strong collaboration consisted of regular, managed meetings, information sharing on the progress of the sites, and opportunities for consultation and negotiation. These findings are consistent with literature that indicates that effective network collaboration and communication includes information sharing, learning from each other, and managing meetings (Ferlie et al., 2011, p. 307), as well as a governance structure

that supports shared power, regular interactions, and consensus (Provan & Kenis, 2008, pp. 234-235).

Also, internal interview participants mentioned that the Memorandum of Understanding guided and directed the collaboration between the partners. Internal interview participants agreed that the Memorandum of Understanding established trust, common ground, reduced tension, and built consensus. The participants expressed that this type of collaboration and communication should have continued during the tenancy stage of the supportive housing sites. The literature confirms that commitments agreed upon in the Memorandum of Understanding are important in the management of the resources and the actors of a network, creating effective collaboration (Klijn et al., 1995, pp. 450-451). The Memorandum establishes the areas of agreement between the partners of the Social and Supportive Housing Partnership, controlling the rules and the perceptions to produce consensus, limit tension, and improve communication (Klijn et al., 1995, pp. 450-451).

#### **8.1.4 Gaps in communication, collaboration, and trust**

Many interview participants felt that collaborative relationships and consistent interactions establish understanding and trust. Internal interview participants expressed that the lack of consultation during the tenancy stage affected relations, and future collaboration and communication between partners. Some of the internal interview participants said that they believed that the City only consulted with the Province of B.C. (BC Housing), and was not interested in listening to the other partners.

The above findings disagree with the shared collaboration and regular interaction that many of the internal interview participants expressed they wanted. The respondents shared that they want a network governance structure that supports consultation and regular collaboration

with their partners. Furthermore, the literature review emphasizes the importance of a shared governance structure where partners manage the network, share power, and achieve consensus (Provan & Kenis, 2008, pp. 234-235). Trust was compromised between the partners of the Social and Supportive Housing Partnership when consultation did not occur during the tenanting of the supportive housing sites. The gap in trust between partners reduced collaboration and communication between partners.

Furthermore, the jurisdictional scan demonstrates that the City of Toronto, the City of Ottawa, and Metro Vancouver support regular interaction with their partners by having a working group, network, or committee that provides opportunities for consultation, feedback, learning about each other, and sharing information, which builds trust and understanding (City of Toronto, 2014e, "Solving Homelessness Together, Committees" section, para.4), (City of Toronto, 2014e, "Solving Homelessness Together" section, para. 1), (City of Ottawa, 2014b, "Priorities of our Ten Year Plan" section, para. 4), (Metro Vancouver, 2014b, "Homelessness" section, para. 2).

### **8.1.5 Consistencies in Leadership**

All interview participants stated that political leadership is needed when solving street homelessness. In particular, respondents expressed that leadership was necessary from all three levels of government: local, provincial, and federal. This finding agrees with the policies supported by the Federation of Canadian Municipalities (FCM) (2012) that state municipalities require federal government support in addressing their affordable housing and street homelessness issues (p.12).

The interview participants agreed that municipal leadership addresses the local context and brings actors and resources together. This finding further supports the findings from the

literature review where Edelenbos & Klijn (2005, p. 436) and Klijn et al., (1995, p. 450) argue that networks and partnerships require leadership because leadership executes collaboration, manages conflicts and establishes consensus. Further, this result suggests that the internal interview participants rely on the City of Vancouver to manage and lead the actors, the activities, and the decisions of the Social and Supportive Housing Partnership. It should also be noted that the above interview finding agrees with the governance structure outlined by Proven and Kenis (2008), where one of the network member organizations (lead organization governance) acts as the leader, managing, and coordinating the actors (p. 235 and p. 237).

The interview participants value local government leadership. Local government leadership on the issues of affordable housing and street homelessness agrees with the jurisdictional scan because the cities studied, including the City of Victoria, the City of Calgary, the City of Montreal, the City of Toronto, and the City of Ottawa provide leadership through their affordable housing and street homelessness plans and strategies (City of Victoria, 2012b, "Victoria Housing Fund" section, para. 2 and para. 4), (BC Housing, 2007, pp.2-3), (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1), (City of Calgary, 2014e, "Role of the City in affordable housing" section, para. 2), (City of Toronto, 2009, p. 6 and p.31), (City of Toronto, 2009, p. 6), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing" section, para. 1 and para. 2), (City of Ottawa, 2014b, "Our ten year plan" section, para. 5, para. 6 and para. 7), (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 1 and para. 2).

Internal interview participants support the City of Vancouver in leading and managing the Social and Supportive Housing Partnership because they believe that local government has the power to bring stakeholders together and provide resources. Also, internal interview participants understood that for consultation, information sharing, and open interaction to happen between the partners of the Social and Supportive Housing Partnership, the City of Vancouver would have to lead and manage the consultation process.

### **8.1.6 Gaps in leadership**

A finding that disagrees with the literature review and the jurisdictional scan includes the City of Vancouver, a key stakeholder or leader of the Social and Supportive Housing Partnership; the internal interview participants noted that the City of Vancouver did not promote consultation and information exchange during the tenancy stage. The gap is highlighted when we consider the work of Ferlie et al. (2011, p. 307) and Provan & Kenis (2008, pp. 235-236) who argue that networks require leadership for information sharing and exchange to occur across the network. The jurisdictional scan also demonstrates that the City of Victoria, the City of Calgary, the City of Montreal, the City of Toronto, and the City of Ottawa provide leadership to their networks and partnerships through their public policy commitments (City of Victoria, 2012b, "Victoria Housing Fund" section, para. 2 and para. 4), (BC Housing, 2007, pp.2-3), (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1), (City of Toronto, 2009, p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 2).

Some internal interview participants expressed that the City's lack of support for consultation and consensus during the tenancy stage, partly arising from changes in political mandate, produced a fair amount of tension between all other partners. Tension was also created when the commitments around consensus and consultation agreed upon in the Memorandum of Understanding, were not adhered to in the tenancy stage. According to the literature, tension should be addressed through effective facilitation in order for the partners to promote joint decision making and achieve their common goals (Klijn et al., 1995, p. 442 and pp. 450-452). The partners' expectations that the City would address the tension were not met, giving rise to a significant gap in leadership, when the tension was not resolved.

#### **8.1.7 Consistencies in power and decision making**

Many of the interview participants support consensus decision making that includes all partners and stakeholders. The internal interview participants described how the initial meetings involving the development process, the permit process, and the public consultation process involved consensus because the City's facilitator managed the meetings. The internal interview participants also shared that the City's facilitator reduced conflict, and promoted consultation and consensus. Furthermore, the external interview participants (Metro Vancouver and the City of Ottawa) described how their housing working group and Regional Steering Committee achieve consensus, build understanding, and provide opportunities for feedback on changes in public policy. The above findings agree with the findings from the literature review. For instance, Klijn et al. (1995, pp.450- 451) state that coordination of network members produces consensus and limits tension. Furthermore, the above findings demonstrate that the internal interview participants expressed support for Provan & Kenis's idea of shared collaboration or shared

governance structure that includes all partners in the decision making, and supports consensus (pp. 234-235 and p. 237).

A small number of the internal interview participants expressed that decision making between the key stakeholders only (BC Housing and the City of Vancouver), achieves outcomes efficiently. This finding is consistent with the findings from the literature review, where Edelenbos & Klijn (2005, p. 435) and Provan & Kenis (2008, p.242) agree that fewer actors and opinions are easier to manage, achieving outcomes efficiently.

### **8.1.8 Gaps in power and decision making**

The internal interview participants expressed that the partners of the Social and Supportive Housing Partnership did not achieve consensus on the tenancing of the supportive housing sites. The internal interview participants said that they wanted consensus on the tenancy of the sites. Many of the internal interview participants disagreed with the City imposing tenant ratios without consultation. Specifically, some internal respondents disagreed with the measures used to achieve the tenant ratios such as stopping occupancy permits, and demanding tenant information. These results are inconsistent with the findings from the literature review, because the purpose of networks is to provide the flexibility to work across jurisdictions and achieve consensus (Ritchy, 2011, p. 20 and pp.27-29; Provan & Kenis, 2008, p. 231). The gap in decision making is that consensus on the types of tenants to be accommodated in the supportive housing sites was not achieved during the tenancy stage.

The finding of not achieving consensus or consultation on the tenancy of the sites also disagrees with the jurisdictional scan. For instance, the cities studied demonstrate, in their affordable housing and street homelessness public policy commitments, strong support for consultation, collaboration, and communication with their partners (BC Housing, 2007, pp.2-3),

(City of Calgary, 2014e, "Role of the City in affordable housing" section, para. 3), (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1) (City of Toronto, 2009, p. 6 and p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing" section, para. 1 and para. 2), (City of Ottawa, 2014b, "Our ten year plan" section, para. 5, para. 6 and para. 7), (City of Ottawa, 2012, Executive Summary section, para. 1 and para. 2), , (City of Toronto, 2009, p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), , (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 2).

### **8.1.9 Consistencies performance and accountability**

The interview participants agreed that political oversight produced accountability, and was valued in the Social and Supportive Housing Partnership. Some of the interview participants working in local government stated they were accountable to their Mayor and Council and their public policy commitments. Some of the not-for-profit housing sponsors stated that the Social and Supportive Housing Partnership is accountable to neighborhood residents of the 14 supportive housing sites. These findings are consistent with Newman (2004) who argues that government networks should support political authority and public consultation in order to maintain accountability and have transparency (pp. 30-31).

The above results agree with the jurisdictional scan. The local governments studied demonstrate that they are accountable to their Mayor and Council, which is outlined in their affordable housing and street homelessness plans (City of Victoria, 2012b, "Victoria Housing Fund" section, para. 2 and para. 4), (BC Housing, 2007, pp.2-3), (City of Calgary, 2014b,

"Enterprise Housing Program" section, para. 1), (City of Calgary, 2014e, "Role of the City in affordable housing" section, para. 2), (City of Toronto, 2009, p. 6 and p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing" section, para. 1 and para. 2), (City of Ottawa, 2014b, "Our ten year plan" section, para. 5, para. 6 and para. 7), (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 2).

Furthermore, having performance measures and outcomes included in the Memorandum of Understanding agrees with the jurisdictional scan, where local government public policy documents describe goals that the affordable housing and street homelessness partnerships help the Cities to achieve (City of Victoria, 2012b, "Victoria Housing Fund" section, para. 2 and para. 4), (BC Housing, 2007, pp.2-3), (City of Calgary, 2014b, "Enterprise Housing Program" section, para. 1), (City of Calgary, 2014e, "Role of the City in affordable housing" section, para. 2), (City of Toronto, 2009, p. 6 and p.31), (City of Toronto, 2014f, "Council supports affordable housing opportunities" section, para. 1 to para. 5), (City of Montreal, 2005, pp. 16-17), (City of Montreal, n.d., "Maintain social mix and supporting the production of affordable housing" section, para. 1 and para. 2), (City of Ottawa, 2014b, "Our ten year plan" section, para. 5, para. 6 and para. 7), (City of Ottawa, 2014c, "City of Ottawa incentives for affordable housing development", para. 4 and para. 5), (City of Ottawa, 2012, Executive Summary section, para. 2).

#### **8.1.10 Gaps in performance and accountability**

Internal interview participants had differing ideas or were unsure about what was the measure of performance and accountability for the Social and Supportive Housing Partnership.

Some of the internal interview participants stated that a measure of success should be the number of tenants who remain housed in their supportive housing unit. Others argued that the number of housing units should be the measure for performance. These inconsistencies in defining the performance measures and outcomes likely arose from lack of consultation during the tenancy stage and changes in political mandate, creating a gap in the clarity of the outcomes of the Social and Supportive Housing Partnership during tenancy. This result disagrees with Provan & Milward (2001) who argue that performance measurement and evaluation of networks, although difficult, should still be undertaken in order to achieve the common goals of the partnership or network (pp.415-416).

#### **8.1.11 Consistencies in development process and tenancy**

The interview participants supported the Housing First approach to solving street homelessness. This finding is in agreement with Schiff & Rook (2012) who concluded that Housing First effectively accommodates single adults experiencing mental health and addiction issues (concurrent disorders) in urban centers (pp. 17-18). This interview finding further supports the findings from the Mental Health Commission of Canada (2014c) who concluded that Housing First is solving street homelessness (p. 5). Furthermore, this interview finding agrees with the jurisdictional scan, where all of the local governments and the regional district (Metro Vancouver), except for the City of Montreal, support the Housing First model to solve street homelessness (City of Victoria, 2007a, p. 1), (Calgary Homeless Foundation, 2014b, "What we do", para. 1), City of Toronto, 2009, p. 12), (City of Ottawa, 2014b, "Our ten year plan" section, para.5, para. 6, and para. 7), (Mental Health Commission of Canada, 2014b, "At Home" section, para. 2), (Metro Vancouver, 2014b, "Homelessness" section, para. 1 and para. 3).

#### **8.1.12 Gaps in development process and tenancy**

The internal interview participants stated that because of lack of consultation and consensus during the tenancy stage, there was little clarity about the needs of the tenants in terms of providing greater support for safety, outreach, and access to welfare, and health and addiction services. According to the literature review, lack of joint decision making prevented sharing information on effective support services for tenants in order to maintain tenancy (Mental Health Commission of Canada, 2012c, p. 7). This gap in effective support services for tenants results from not including all partners in decision making during the tenancy stage. This gap in services is also inconsistent with findings from the jurisdictional scan in which the Mental Health Commission of Canada recommends that government ministries and departments, as well as sectors and organizations, need to work together to coordinate the services provided to the street homeless and the mentally ill (2012c, p.7).

## **8.2 Conclusions**

The gap analysis revealed the following gaps, which resulted from the lack of consultation between the partners of the Social and Supportive Housing Partnership during the tenancy stage. 1) The inability of partners to minimize tension associated with separate interests; 2) Limited trust between partners, affecting collaboration and communication; 3) Lack of leadership by the City of Vancouver to promote consultation during tenancy; 4) Lack of consensus on the types of tenants to be accommodated; 5) Lack of clarity on outcomes and performance measures for tenancy; 6) Lack of effective support services for tenants.

These gaps will be addressed in the Recommendation Section that follows.



## **9.0 RECOMMENDATIONS**

The purpose of this research report is to recommend strategies that staff at the City of Vancouver can implement to improve future collaboration and communication with the Province of B.C. (BC Housing) and the Vancouver Coastal Health Authority, specific to affordable housing and street homelessness. The key informant interviews shed light on the nature of the collaboration, communication, and decision making between these partners. The gap analysis then identified areas to be addressed for improvement, culminating in the strategies reported in the Recommendations Section of this report.

The four recommendations that emerged are immediate actions that can help the City of Vancouver achieve the future state and the ideal state of improved collaboration and communication with their affordable housing and street homelessness partners and stakeholders. The following recommendations are intended for the City of Vancouver, specifically Housing Policy and Social Infrastructure decision makers. This report provides a plan for implementation and suggests the resources required to achieve each action. The recommendations address issues of consultation, tension, trust, leadership, decision making, outcomes, and tenancy.

### **9.1 Recommendation One: City of Vancouver staff in Housing Policy and Social Infrastructure Should Initiate Plans to Develop a Housing System Working Group for Vancouver**

In order to address the lack of consultation that occurred during the tenancy stage of the Social and Supportive Housing Partnership, Housing Policy and Social Infrastructure staff need to initiate plans for a Housing System Working Group. A Housing System Working Group would promote consultation between all partners and stakeholders on a regular basis, build understanding and trust to facilitate consensus, and address tensions associated with separate interests. Further, a Housing System Working Group would provide an opportunity for partners

to offer their feedback on the City's affordable housing and street homelessness policies, to review changes in goals and outcomes, and to understand the roles and contributions of other stakeholders in solving street homelessness.

### ***Implementation***

Implementation of this recommendation will require developing a proposed plan on the purpose of the Housing System Working Group, which includes the goals of the Group, and the actions the Group will take to meet its goals. Additionally, the Housing System Working Group will need to align its purpose and goals with the City's affordable housing and street homelessness policies. Further, the proposed plans for a Housing System Working Group will likely need to be presented and recommended to senior managers, the City Manager, and the Mayor and Council, for their support and approval.

Moreover, implementation of this recommendation will mean that staff at the City of Vancouver will decide which stakeholders and other City departments to include in the Housing System Working Group. The Group could include representatives from BC Housing, Vancouver Coastal Health Authority, Streethome Foundation, British Columbia Not-for-Profit Housing Association, not-for-profit organizations, shelter operators, private developers, and local landlord associations.

The Group would address issues and consult stakeholders on changes in the City of Vancouver's affordable housing and street homelessness policies. Additionally, the Group would meet on a consistent basis to provide consultation on the City's policies, and will also meet to consult on specific projects.

### ***Resources***

The main resource that would be required to initiate plans for a Housing System Working Group is staff time to develop a proposed plan. Also, staff time will be required when presenting the proposed plan to senior managers, the City Manager, and the Mayor and Council. Further, staff time will be required to coordinate the housing and street homelessness stakeholders in Vancouver.

## **9.2 Recommendation Two: City of Vancouver Staff in Housing Policy Should Manage and Facilitate the Housing System Working Group**

One of the gaps identified was the lack of leadership by the City of Vancouver to promote consultation and consensus during tenancy. Internal interview respondents expressed that they expected the City of Vancouver, as a key stakeholder, to continue providing information on the progress of projects, promoting consultation, managing issues, and reducing tension, in order to achieve outcomes. Further, internal interview respondents considered the coordination of meetings by the City of Vancouver as a key strategy for achieving consensus. Therefore, Housing Policy staff at the City of Vancouver would manage the Housing System Working Group.

### ***Implementation***

The implementation of this recommendation would require staff from the City of Vancouver to organize and coordinate the meetings for the Housing System Working Group. Staff will manage the Group to establish common ground and commitments on the issue of street homelessness. Also, staff will facilitate the sharing and exchange of information between stakeholders and focus on what is working, what is not working, and what improvements need to happen to support the goal to end street homelessness by 2015 (City of Vancouver, 2011a, p.6). Furthermore, staff will coordinate and manage the consultation process with the Group when there are changes in the City's affordable housing and street homelessness policies.

## ***Resources***

The resource that would be required is staff to manage and facilitate the Housing System Working Group; further, the staff may require time and support from senior management, the City Manager, and the Mayor and Council. Staff may also require time to attend workshops on increasing their knowledge on the facilitation of groups, and managing multiple interests.

### **9.3 Recommendation Three: Staff in Housing Policy and Social Infrastructure Should Establish a Housing Charter with The Housing System Working Group**

To outline the commitments, outcomes and goals of the Housing System Working Group, staff in Housing Policy and Social Infrastructure at the City of Vancouver should work with the Group to establish a Housing Charter that aligns with the City's *Vancouver's Housing and Homelessness Strategy 2012-2021: A home for everyone* (2011a). This Charter would focus on achieving common ground, and solidify the commitment to collaborate in order to solve street homelessness in Vancouver. The purpose of the Housing Charter would be to guide the collaborative relations and set the outcomes of the Housing System Working Group.

## ***Implementation***

Implementation of this recommendation would require staff in Housing Policy and Social Infrastructure to include the development of the Housing Charter in the proposed plan for the Housing System Working Group. Also, during the planning process of the Group, staff may want to research the use of a Housing Charter by other cities in Canada for its purpose and structure. Further, the development of a Housing Charter would require consultation with senior management, the City Manager, and the Mayor and Council, so that the Housing Charter aligns with the City's political mandate and affordable housing public policies. Once the City's staff establish a plan for the Housing Charter, they would ask for feedback from the Housing System Working Group, before finalizing the Housing Charter.

## ***Resources***

The resource that would be required is staff time to research and propose the Housing Charter. Further, staff time will be required when staff in Housing Policy and Social Infrastructure consult with their team to develop a Housing Charter. Also, time would be required from senior management, the City Manager, and the Mayor and Council, to provide support and consultation for the Housing Charter.

### **9.4 Recommendation Four: The Housing System Working Group Should Make Plans to Evaluate Tenancy at the Completed Supportive Housing Sites**

Staff in Housing Policy and Social Infrastructure, in consultation with the Housing System Working Group, should make plans to evaluate tenancy at the completed supportive housing sites. Findings from the informant interviews highlighted that the lack of consultation and information sharing during the tenancy stage negatively impacted the not-for profits' ability to provide the right support services to tenants. The evaluation would identify what is working well for tenants, what is not working well for tenants, and what needs improvement. This evaluation will assist in solving street homelessness because it will determine what support is needed to assist tenants with maintaining tenancy, and preventing street homelessness.

## ***Implementation***

Implementation of this recommendation would involve Housing Policy and Social Infrastructure staff at the City of Vancouver, in consultation with the Housing System Working Group, considering options to evaluate tenancy. Implementation of this recommendation could be a large-scale project, and the City, BC Housing, and Vancouver Coastal Health Authority should consider hiring additional staff or consultants to evaluate tenancy on a small or large scale, depending on the number of sites to be evaluated.

The evaluation plan would identify the scope of the evaluation, the objectives of the evaluation, the methods and methodology used to evaluate tenancy, and the outcomes. Further, the evaluation could include collecting information on tenancy, support services, safety, building design, tenant mix, access to nutritious food, and access to social, health and addiction services. In particular, the evaluation should provide information on the right resources required by tenants to maintain tenancy, and how to access them. Moreover, this information will provide an expanded understanding of the issue of street homelessness and supportive housing in Vancouver, supplementing the City's annual homeless count.

### ***Resources***

For staff at the City of Vancouver to evaluate tenancy at the completed supportive housing sites, they would require support from the Mayor and Council. Further, in order to obtain the resources to fund extra staff time, and possible hires (including consultants), the City would require the support of the Minister Responsible for Housing, and BC Housing. Consultants could be hired to assist with collecting the information, analyzing the information, and presenting the information in the form of a report to senior management at the City of Vancouver and BC Housing.

## **9.5 Recommendation Considerations**

It is hoped that these recommendations will be considered by senior management in Housing Policy and Social Infrastructure at the City of Vancouver to help improve collaboration, communication, and decision making with the affordable housing and street homelessness stakeholders in Vancouver. In terms of implementing these recommendations, the immediate actions would require a considerable amount of time from staff in Housing Policy and Social Infrastructure, and resources to hire additional staff/consultants.

Senior management may need to assess whether the organization can support the time and resources required to establish a Housing System Working Group. The political climate must also be considered as to whether a Housing System Working Group fits the mandate of the Mayor and Council.

Further, senior managers at the City of Vancouver may need to decide how to effectively develop an evaluation of the completed supportive housing sites and how this type of evaluation aligns with the City's goals and the political mandate of the Mayor and Council. This recommendation may require consideration around the optimal time to initiate the evaluation.

## 10.0 CONCLUSION

Government partnerships solve street homelessness because they provide the flexibility for separate organizations to come together and share resources, knowledge, and experience. Affordable housing and street homelessness partnerships that bring together the public, the private, and the not-for-profit sectors to create affordable housing, specifically supportive housing, are crucial in solving street homelessness.

Management and leadership from local, provincial, and federal governments are an essential component in partnerships, in order to achieve collaboration and share information and resources specific to street homelessness. In particular, local government leadership and management are required to best manage the issues that arise in their jurisdictions.

The findings and the recommendations in this report address the collaboration, communication, and decision making of the Social and Supportive Housing Partnership, including the City of Vancouver, the Province of B.C. (BC Housing), and the Vancouver Coastal Health Authority. It is striking how important consultation was in the Social and Supportive Housing Partnership. Lack of consultation in the tenancy stage had a major impact on the processes of collaboration, communication, and decision making, and compromised trust, produced tension, and created difficult circumstances, specifically for the not-for-profits and the Vancouver Coastal Health Authority, in supporting tenants.

It was revealed that one of the key ways to address issues with consultation is to have the City of Vancouver maintain leadership throughout the tenancy stage. Further, it emerged that political changes in mandates and public policies can affect the collaboration in these partnerships. Though political mandates may change, it is well documented that cities value partnerships to address the issues of affordable housing and street homelessness.

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## Appendices

## **Appendix A: Sections of the Vancouver Charter that Apply to the Social and Supportive Housing Partnership**

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Section 145 (1) (2) City's powers exercisable by Council generally

Section 152 (1) Power to accept property

Section 161 Delegation of powers

Section 161A (1) (2) Permits and delegation of authority to issue permits

Section 165.1(1)(2) General rule that meeting must be open to the public

Section 167 How by-law to be completed

Section 185(1)(2) Council to provide for upkeep of city property

Section 192(a)(b) City may enter into agreements pursuant to Statutes

Section 193 Power to undertake housing development

Section 193D Single room accommodation permits

Section 201A Property acquisition fund

Section 202A Social planning

Section 204 (j) (ix) Acquisition of property for public purposes

Section 306 (1) (a) By-laws for - Regulating Construction

Section 306 (1)(d) Classification of buildings

Section 306 (1)(e) Permits to be obtained

Section 306 (1)(f) Conditions of permit

Section 306 (1)(i) Standards for dwellings

Section 308A (a)(b) Regulated by by-law

Section 323 (b) By-laws Disturbing Noises

Section 330 (n) Powers of Council Homes for disabled

Section 396F Exemptions for not for profit property

Section 523C Council may defer levies

Section 523C.1 Council may assume levies

Section 523D (10)(a)(d) (16) Development cost levies

Section 561 (1) (2)(a)(b)(c)(iii) (3)(4)(a) Development plans

Section 565 Zoning by-law

Section 565.1 Zoning for amenities and affordable housing

Section 565.2 Housing agreements for affordable and special needs housing

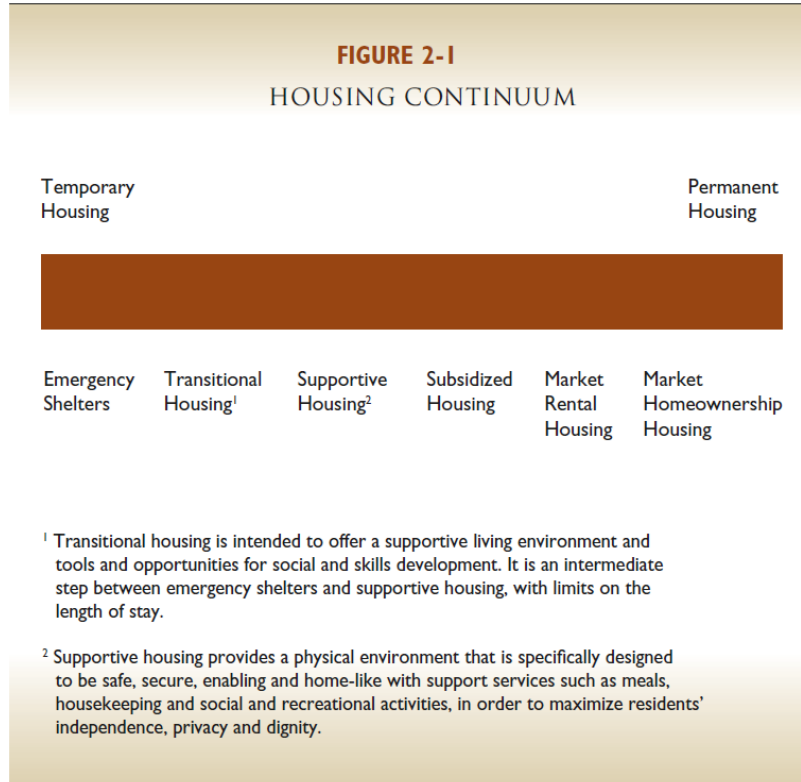
Section 565A (a)(b)(c)(d)(d.1)(d.2) Council may make by-laws for development permits

Section 566 Amendment or repeal of zoning by-law

Section 567 By-laws governing restrictions as to height of buildings, size of courts and yards

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## Appendix B: Canadian Mortgage and Housing Corporation Housing (CMHC) Continuum



(Canadian Mortgage and Housing Corporation, 2009, p.15)

## **Appendix C: Canadian Mortgage and Housing Corporation (CMHC) Affordable Housing Policy Definitions**

**Housing Funds:** Builders and developers pay a service charge into the fund when they build affordable housing units, or decide to keep housing units as market rental and/or market ownership (CMHC, 2009, p. 20).

**Changing Zoning Regulations:** Local governments change their zoning by-law(s) in order to increase affordable housing (CMHC, 2009, p. 20). For example, inclusionary zoning requires that a certain amount of new housing units in a building be designated as affordable housing units for low to moderate incomes (CMHC, 2009, p. 20).

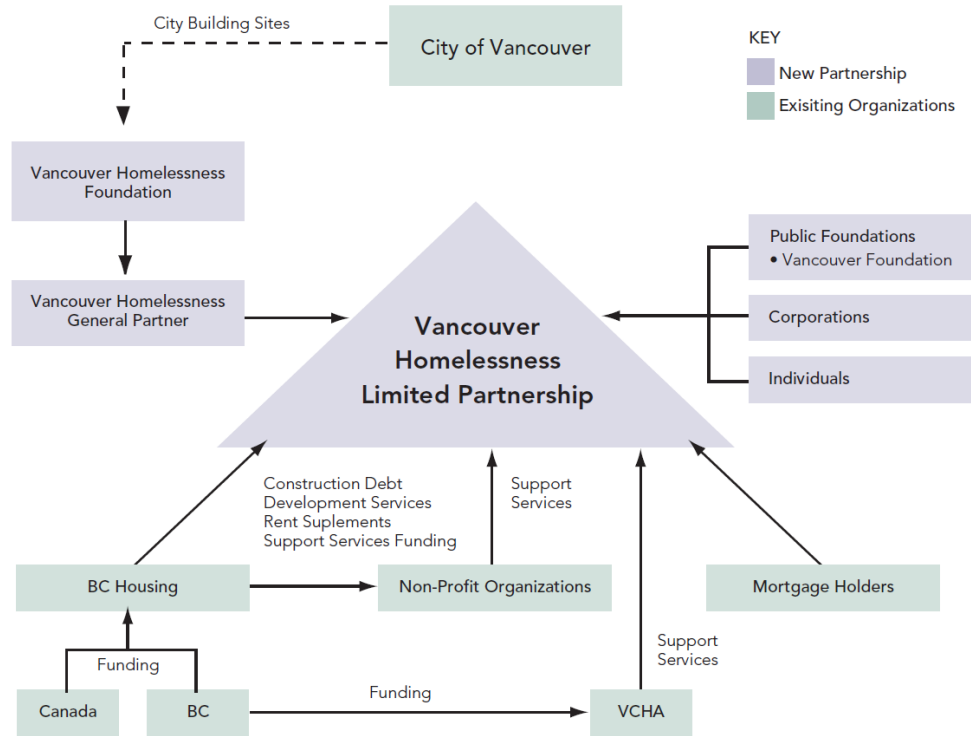
**Density Bonusing:** Local governments permit builders and developers greater density such as increase floor space, or greater "number of units per hectare" in exchange for the development of affordable housing units (CMHC, 2009, p. 20).

**Accelerate the approval process:** Local governments speed up affordable housing proposals to decrease the time and costs of the application process, and decrease development costs (CMHC, 2009, p. 20).

**Reduce or waive local government fees:** Local governments reduce or waive development cost levies or development cost charges such as planning fees, parkland levies and property taxes so that developers include affordable housing (CMHC, 2009, p. 20).

# Appendix D: Funding Model for the Social and Supportive Housing Partnership

FIGURE 5. New Funding Model



(City of Vancouver, 2007a, p. 31)

## **Appendix E: VCH (Vancouver Coastal Health) Categories of Supported and Low Barrier Housing**

"Supportive housing may be located in social housing buildings where all the units are supported (dedicated), or social housing buildings where some of the units are supported (mixed), or in scattered market apartments with rent supplements" (City of Vancouver, 2007b, p. 4).

VCH categorizes supported and low barrier housing as follows:

### **• Mental health supported housing**

"Options range from scattered apartment units in market rental buildings in which clients receive a rent supplement along with outreach support (these units are termed "SILs" or supported independent living units), to dedicated or mixed apartment buildings with on-site staff support. Some apartment buildings, termed "enhanced" apartments may provide additional supports, such as meals" (City of Vancouver, 2007b, p.4).

### **• Addictions supported housing**

"This housing serves individuals in recovery from addiction who want to live in an alcohol and drug free environment and includes scattered units and dedicated or mixed buildings" (City of Vancouver, 2007b, p.4).

### **• Low barrier housing (Housing First)**

"Housing First' provides stable housing and support services to individuals who may not yet be engaged in any treatment. Low barrier housing supports people to achieve greater self-sufficiency and housing stability. This type of housing is provided generally in dedicated buildings. It is not alcohol and drug free" (City of Vancouver, 2007b, p.4).

## **Appendix F: Memorandum of Understanding for Social and Supportive Housing Between BC Housing and the City Of Vancouver**

### ***Key Components of the Partnership***

"The key components of the proposed partnership are:

- 1) BC Housing to fund all the preconstruction work required so that Development Permits and Building Permits can be issued;
- 2) funding from the Province and its other partners to build and operate the social and supportive housing projects to be available in 2008;
- 3) the City's contribution to the partnership will be to lease 12 of its sites to non-profit housing sponsors for 60 years at nominal prepaid rents, the lessees to be exempt from paying property taxes, and the City to pay the cost of environmental remediation;
- 4) the 12 projects to generate 1100 - 1200 small studio units in supportive environments with 400-600 residents connected to and supported by community based non-profit providers of mental health and addiction services;
- 5) approximately 100 of the supported units to be available to Vancouver Coastal Health's clients who are living in precarious conditions in accordance with the City's Supportive Housing Strategy;
- 6) a continuum of social and supportive housing projects to be developed including alcohol and drug free and low barrier projects with the low barrier projects to be located in the city's downtown;
- 7) all residents to be low income singles with those who are not connected to services benefiting from a supportive environment and generally able to live independently;
- 8) the projects to be staffed 24 hours a day 7 days a week with the low barrier projects expected to require higher staffing levels;
- 9) the projects to be operated by non-profit housing sponsors who will partner with a non-profit service provider or providers if they don't provide mental health and

addition services themselves; and

10) an expedited process for the design, review and approval processes with the intent that construction will commence on at least half the projects by the end of 2008" (City of Vancouver, 2007c, p.7).

## Appendix G: City of Vancouver and BC Housing New Supportive/Social Housing Projects

Status Report; May 2, 2014

### 1. Completed Projects:

	Address	Service Provider	STH Funding	# Units	Occupancy Date
1	1005 Station	PHS	No	80	December 2010
2	1338 Seymour	More Than a Roof	No	105	June 2011
3	337 West Pender	Coast	No	96	May 2011
4	525 Abbott	Atira	No	108	May 2011
5	3595 West 17th	Coast Mental Health	No	51	December 2011
6	188 East 1st	Lookout Emergency Aid Society	No	129	May 2012
7	1601 West 7th St at Fir	Katherine Sanford/MPA	Yes	62	July 2012
8	215 West 2nd	RainCity/Katherine Sanford	Yes	147	May 2013
9	1237 Howe	McLaren House	Yes	110	August 2013
10	1134 Burrard	Kettle Friendship Society	Yes	141	April 2014

**Note: STH means Streethome Foundation**

**Total Number of Units: Buildings 1- 10: 1,029**

**2. Projects under Development/Construction:**

	<b>Address</b>	<b>Service Provider</b>	<b>STH Funding</b>	<b># Units</b>	<b>Construction Start</b>	<b>Estimated Occupancy Date</b>
11	1050 Expo Blvd	127/St James Society	Yes	89	On Hold	On Hold
12	111 Princess (590 Alexander)	PHS	Yes	139	October 2012	June 2014
13	2465 Fraser (677 East Broadway)	Vancouver Native Housing Society/BYRC	Yes	103	August 2012	August 2014
14	220 Princess (606 Powell)	RainCity	Yes	147	November 2012	December 2014

**Total Number of Units: Buildings 11 -14: 478**

**Complete Total (buildings 11-14): 1,507**

## Appendix H: Supportive Housing Sites with Development Applications

### ***Supportive housing sites with development applications***

<b>Site address</b>	<b>Site requiring development application (Yes/No)</b>
1005 Station	No
1338 Seymour	Yes
337 West Pender	No
525 Abbott	Yes
3595 West 17th Avenue	Yes
188 East 1st Avenue	No
1601 West 7th Street at Fir	No
1237 Howe Street	Yes
215 West 2nd Street	No
1134 Burrard Street	No
1050 Expo Blvd	Yes
111 Princess ( 590 Alexander)	No
2465 Fraser	
(677 East Broadway or 327 & 1771)	No
220 Princess	
(606 Powell, Drake Hotel)	No

(City of Vancouver, 2013a, Supportive housing location details section, para. 1-14)

## Appendix I: Supportive Sites and Other Development Documents

### *Supportive sites and other development documents*

<b>Site address</b>	<b>Other development document</b>
111 Princess ( 590 Alexander)	Maria Gomez Place termination of lease
1601 West 7th Street at Fir	Request for increased floor space
188 East 1st	Form of development

(City of Vancouver, 2013a, Supportive housing location details section, para.7, para.11 and para.13)

## Appendix J: Social and Supportive Housing Sites with CD-1 Rezoning

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### *Social/Supportive housing sites with CD-1 rezoning*

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#### **Site address**

188 East 1st

215-225 West 2nd

111 Princess (590 Alexander)

2465 Fraser ( 677 East Broadway)

220 Princess (606 Powell, Drake Hotel)

1134 Burrard

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(City of Vancouver, 2013a, Supportive housing location details section, para.2, para.5, para. 7, para. 8, para. 11, and para. 12)

## **Appendix M: Invitation and Participation Consent Form**

### **Study: An Analysis of the Partnership and Network Approach to Ending Street Homelessness in the City of Vancouver**

#### **Researcher Contact Information:**

Debbie Biring  
Master of Public Administration Student, University of Victoria  
Victoria, BC  
Phone: 604-448-0003 or 604-831-0699  
Email: [dbiring@uvic.ca](mailto:dbiring@uvic.ca)

June 13, 2013

Dear Sir or Madam:

You are invited to participate in a graduate student study entitled "An Analysis of the Partnership and Network Approach to Ending Street Homelessness in the City of Vancouver" that is being conducted by Debbie Biring.

Debbie Biring is currently a graduate student in the School of Public Administration at the University of Victoria and you may contact her if you have further questions by email at [dbiring@uvic.ca](mailto:dbiring@uvic.ca), or by telephone at 604-448-0003 or 604-831-0699.

As a graduate student, I am required to conduct applied research as part of the requirements for a degree in Master of Public Administration. It is being conducted under the supervision of Dr. Kimberly Speers. You may contact my supervisor at 250-597-4244 or 250-721-8057.

#### **Purpose and Objectives**

The purpose of this research project is to address the partnerships between the City of Vancouver, specific to affordable housing with the goal to improve overall communication, and coordination between the different stakeholders. This research project analyzes the social and supportive housing partnership and network between the city and the province (BC Housing). The research report will recommend improvements to the partnership and network provide a strategy that focuses on governance, decision making, and performance to improve the success of future collaboration between the city and the province (BC Housing).

## **Importance of this Research**

Research of this type is important because the goal of the study is to develop an effective communication and governance strategy for partnerships and networks for the City of Vancouver. A strategy will be specific to affordable housing and intends to improve the current collaboration process, improve the success of future collaboration, and assist in meeting the community's common goal to end street homelessness in Vancouver.

## **Participant Selection**

You are being asked to participate in this study because you have been identified as being involved in the social and supportive housing partnership between the City of Vancouver and the Government of British Columbia (BC Housing).

## **What is involved?**

If you consent to voluntarily participate in this research, your participation will include involvement in an interview process. This interview will take approximately 60-75 minutes. The interview will be recorded using an audio device (with your permission) and by hand in the form of field notes.

## **Inconvenience**

Participation in this study may cause some inconvenience to you, primarily related to the amount of time you are being asked to devote to answering the interview questions.

## **Risks**

There are no known or anticipated risks to you by participating in this research.

## **Benefits**

The potential benefits of your participation in this research include sharing and increasing knowledge on partnerships and assisting in the development of an improved partnership with the City of Vancouver specific to affordable housing and homelessness.

## **Voluntary Participation**

Your participation in this research must be completely voluntary. If you do decide to participate, you may withdraw at any time without any consequences or any explanation. If you do withdraw from the study, your data will be destroyed and not included in the analysis.

## **Anonymity**

In terms of protecting your anonymity, references to individuals will not be made in the final research paper. Data will be reported in aggregate form where responses will be grouped by themes, without identifying individuals.

### **Limits to Anonymity**

There are two known limits to your anonymity in this research project. The first is that the size of the interview sample is relatively small (15 people who are involved in the social and supportive housing partnership). Due to the unique role of each partner, it is possible that if a specific answer is provided, people may be able to guess who made the comment. The second known limit is that participants in the interviews are being recommended by staff at the City of Vancouver because they have the context and experience to identify the people involved in the social and supportive housing project. In this sense, those who are making the recommendations will have information on who was selected to participate in the interviews.

### **Confidentiality**

Your confidentiality and the confidentiality of the data will be protected by keeping audio and hard copies of interview responses in a locked filing cabinet at the researcher's home, and electronic information including audio devices will be password protected for access by the researcher only.

### **Dissemination of Results**

It is anticipated that the results of this study will be shared with others in the following ways: presentation and defense of the final report, which will be submitted to the Examination Committee of the School of Public Administration at the University of Victoria. The final report will also be submitted to the client the City of Vancouver and study participants will receive a copy of the Executive Summary of the final report.

### **Disposal of Data**

Data from this study will be disposed of one year after the completion of the research project, by shredding paper copies and erasing electronic data including audio devices.

### **Contacts**

Individuals that may be contacted regarding this study include the researcher, Debbie Biring and the academic supervisor, Dr. Kimberly Speers. Please refer to the beginning of this consent form for contact details.

In addition, you may verify the ethical approval of this study, or raise any concerns you might have, by contacting the Human Research Ethics Office at the University of Victoria (250-472-4545 or [ethics@uvic.ca](mailto:ethics@uvic.ca)).

Your signature below indicates that you understand the above conditions of participation in this study, that you have had the opportunity to have your questions answered by the researchers, and that you consent to participate in this research project. If you choose to participate, please provide the consent form to the researcher with signature prior to the interview, or please send this document via electronic mail, a scanned version with your signature, to the researcher at [dbiring@uvic.ca](mailto:dbiring@uvic.ca), after which an interview will be scheduled.

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*Name of Participant*

---

*Signature*

---

*Date*

***A copy of this consent will be left with you, and a copy will be taken by the researcher.***

## **Appendix N: Interview Script**

Introductory statement by the Researcher prior to the start of the interview

This interview has no interest in the personalities or identities of the individuals involved. Instead, the interviews focus on the organizational and governance issues specific to partnerships.

### **Social and supportive housing partnership (SSHP) between the COV and BCH - questions for participants involved in this partnership and the development of the 14 supportive housing sites**

#### **Partnerships/relations**

1. How many partnerships exist in your department/organization specific to affordable housing and homelessness?
2. What types of partnerships exist in your department?
3. Who are the stakeholders?
4. What works well in partnerships specific to affordable housing and homelessness?
5. What improvements need to be made when working in partnerships specific to affordable housing and homelessness?

#### **Partnership relations in the social and supportive housing partnership**

1. What is your role in the development of the 14 supportive housing sites?
2. How would you describe the City's role in this partnership?
3. How would you describe the Province's role in this partnership?
4. How would you describe relations in this partnership between the City and the Province (BC Housing)?
5. How would you describe the relations between all of the stakeholders?
6. What worked well between the City and the Province (BC Housing) and all of the other stakeholders?
7. What relationship challenges occurred between the City and the Province?
8. What relationship challenges occurred between all of the stakeholders?
9. What changes could improve the relationship between the partners the City and the Province and the other stakeholders?

## **Decision making**

1. What types of decision were you involved in the Social and Supportive Housing Partnership (SSHP)?
2. What types of decisions required consensus?
3. What types of decisions required no consensus?
4. What promoted transparency of decision making between the partners and stakeholders?
5. What other strategies worked well to promote effective decision making?
6. What changes or improvements need to be made to decision making in the SSHP between the City and the Province (BC Housing) and the other stakeholders?

## **Partnership performance**

1. Who or what organization managed or lead the partners and stakeholders?
2. Did certain stakeholders have more or less input than other stakeholders? Yes/No, please explain.
3. How was input from all stakeholders promoted?
4. How often did all of the stakeholders interact? Was it sufficient? Was it not sufficient? Please explain.
5. How was performance of the partnership between the City and the Province (BC Housing) and the other stakeholders, measured?
6. What changes need to be made to improve the overall performance of the partnership?
7. How was trust promoted between stakeholders?
8. How was information shared between stakeholders?
9. What strategies worked best to promote information sharing?
10. What strategies would improve information sharing between stakeholders?

## **Communication**

1. What types of tensions occurred in the SSHP?
2. How was tension dealt with?

3. Who managed the tension?
4. What strategies effectively reduced tension and conflicts?
5. What changes need to be made to improve the overall mandate and performance of the SSHP and the 14 supportive housing sites?
6. Is there any advice you would give to another jurisdiction on developing and sustaining successful partnerships on dealing with homelessness?
7. Are there any other issues you would like to raise concerning partnerships?

**Additional questions for the not-for-profit housing sponsors - characteristics of their site**

1. How many supportive housing units does your site have?
2. What types of services are provided at your site to support tenants?
3. Does your site have a neighborhood advisory committee? If yes, how are concerns addressed or solved?
4. What are the successes around tenancing?
5. What are your challenges around tenancing?
6. What improvements would you like to see when it comes to tenancing?
7. What works to help tenants maintain housing?
8. What are the gaps in ensuring people maintain housing?
9. What improvements will help to improve turnover?

**Questions for participants from the City of Ottawa**

1. How many partnerships specific to affordable housing exist at the City of Ottawa?
2. What types of partnerships do you have specific to affordable housing?
3. Who are the stakeholders?
4. What is the City of Ottawa's role in partnerships specific to affordable housing and homelessness? Specifically, can you explain how the City's Poverty Reduction Strategy guides the City's role when it comes to affordable housing? Can you explain how the City's Investment in Affordable Housing (IAH) policy guides the City's role when it comes to affordable housing?

5. What is the City's role in the following housing projects: the Oaks by the Shepherd of Good Hope and Cornerstone for women?
6. What works well in partnerships specific to affordable housing and homelessness?
7. What improvements need to be made when working in partnerships specific to affordable housing and homelessness?
8. How does the City work to achieve consensus with its partners?
9. What is the City's role with the Community Capacity Building Steering Committee (CCBSC)?
10. What is the role of the CCBSC?
11. Who are the actors in the CCBSC?
12. What works well with having a CCBSC? What changes need to be made to improve its overall mandate and performance?
13. What is the City's role with the Alliance to End Homelessness?
14. What is the role of the Alliance?
15. Who are the actors included in the Alliance?
16. What benefits does the Alliance offer to the Ottawa region?
17. Who manages relations in the homeless network for the Ottawa region?
18. Is there any advice you would give another jurisdiction on developing and sustaining successful partnerships on dealing with homelessness?
19. Are there any other issues you would like to raise concerning partnerships and regional collaborations on dealing with homelessness?

**Questions for participant from Metro Vancouver**

1. What is your role?
2. How many partnerships are present in your department?
3. What types of partnerships exist in your department?
4. What is the role of the secretariat?
5. What works well with having a secretariat specific to homelessness?

6. How is the Secretariat's performance measured?
7. Are there any pertinent documents that you can share with me related to this topic?
8. What changes need to be made to improve its overall mandate and performance?
9. Who are the stakeholders?
10. Who manages interactions and relations between the stakeholders?
11. How does the secretariat promote communication and relations with stakeholders, and across jurisdictions who work to solve homelessness?
12. How is trust established when working with stakeholders and jurisdictions?
13. How does the secretariat promote consensus on the issue of homelessness policies across jurisdictions?
14. How does the secretariat share information on homelessness policies across jurisdictions?
15. Is there any advice you would give to another jurisdiction on developing and sustaining successful regional collaborations on dealing with homelessness?
16. Are there any other issues you would like to raise concerning regional collaborations?

## **Appendix O: BC Housing Letter**

Former Vancouver housing director defends provincial housing projects

Cameron Gray says scope of 14 projects not limited to strictly homeless residents

[MikeHowell](#)/Vancouver Courier

October 18, 2011 01:00 AM

The city's former housing director has written a letter to Mayor Gregor Robertson to "correct a major misunderstanding" in a report going to council Thursday that revealed only 37 per cent of tenants living in four social housing buildings were previously homeless.

Cameron Gray said the city's report has taken a narrow focus on what was a much broader agreement between the city and provincial government related to the construction of 14 social housing buildings on city property.

Gray authored the memorandum of understanding between the city and the province in 2007 and pointed out the 14 buildings were built to accommodate people from the street, single-room occupancy hotels, hospitals and those at risk of homelessness.

"And any renter paying more than 50 per cent of their gross income on rent is considered to be at risk of homelessness which is why core-need singles are eligible tenants of the 14 projects and occupancy is not limited to those with no or very low incomes, such as the homeless," wrote Gray, whose letter was circulated Tuesday by B.C. Housing, the housing arm of the provincial government.

Four of the 14 buildings have opened and the city's report said only 144 of 388 tenants were homeless before being offered a place to live at 1005 Station St., 337 West Pender St., 525 Abbott St. and 1338 Seymour St.

The majority of tenants-167-were living in single-room occupancy hotels prior to their moves. Another 47 were in hospital, jail or a treatment facility and 29 came from a long-term care facility or other housing.

Robertson told the Courier last Friday that he was "surprised" and "concerned" by the low number of homeless living in the four buildings. The mayor said he planned speak to Housing Minister Rich Coleman and "ensure the taxpayer investment in those sites is respected by homeless people getting housed."

The city report acknowledged the memorandum of understanding between the city and the province but said the focus of the city's efforts "has been to ensure as many of Vancouver's homeless get housed in the 14 sites and have access to supports," wrote Brenda Prosen, the city's deputy general manager of community services.

But Gray said the city's report should applaud the success of the partnership in achieving the memorandum of understanding's aspirations instead of lamenting that only 37 per cent of tenants in the four buildings were previously homeless.

"It is understandable that the current council with its focus on ending street homelessness might prefer that the 14 projects accommodate more actual homeless than they probably will," he said. "However, that does not mean that B.C. Housing broke any promises, reneged on any commitments made in the [memorandum of understanding], need explain or apologize."

Added Gray: "The partnership with B.C. Housing is achieving exactly what was intended. This council may seek to reopen the [memorandum of understanding] to narrow its focus from housing those at risk of homelessness and those living in [single-room occupancy hotels], as well as those who are homeless, to only housing the homeless, which is its right, but it should be done explicitly, with B.C. Housing's agreement, and council needs to realize it is late in the process and there could be design, program and financial consequences."

When all 14 buildings are built, they will provide 1,575 new units of housing, along with access to medical, health and counselling services. The 2011 Metro Vancouver Homeless Count recorded 1,605 homeless people in the city, the majority of whom are in shelters and other temporary housing.

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