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# Summative Evaluation of the Homelessness Partnering Strategy

*Final Report*  
July 15, 2014



# ***Summative Evaluation of the Homelessness Partnering Strategy***

## ***Final Report***

**Grants and Contributions, and Labour Program Evaluation  
Evaluation Directorate  
Strategic Policy and Research Branch  
Employment and Social Development Canada**

**July 15, 2014**

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## *List of Acronyms*

<b>CAB</b>	Community Advisory Board
<b>CSGC</b>	Common System for Grants and Contributions
<b>ESDC</b>	Employment and Social Development Canada
<b>FHPP</b>	Federal Horizontal Pilot Projects
<b>HERIN</b>	Homelessness Electronic Reporting and Information Network
<b>HIFIS</b>	Homeless Individuals and Families Information System
<b>HKD</b>	Homelessness Knowledge Development
<b>HP Secretariat</b>	Homelessness Partnering Secretariat
<b>HPS</b>	Homelessness Partnering Strategy
<b>HRSDC*</b>	Human Resources and Skills Development Canada
<b>NHIS</b>	National Homelessness Information System
<b>P/T</b>	Provinces and Territories
<b>RAB</b>	Regional Advisory Board
<b>SFRPHI</b>	Surplus Federal Real Property for Homelessness Initiative

\* As of July 2013, the official names of the minister and department are the Minister of Employment and Social Development and Minister for Multiculturalism, and the Department of Employment and Social Development Canada (ESDC).

The name of the previous department, Human Resources and Skills Development Canada (HRSDC), is used in this report in a historical context only.



# *Executive Summary*

The Homelessness Partnering Strategy (HPS) is a community-based program aimed at preventing and reducing homelessness by providing direct support and funding to communities across Canada. This report presents findings from the Summative Evaluation of the HPS with substantial but less than complete data on the implementation of the program in Quebec.<sup>1</sup> The collection of all evaluation data took place between January 2012 and August 2013.

## **Key Findings**

- **Reduction of Homelessness:** Even though homelessness is complex and depends on many factors, HPS-funded projects assisted homeless populations to move towards autonomy and self-sufficiency, often exceeding expected results. HPS targeted more cost-effective strategic investment in longer-term housing solutions and prevention. However, financial challenges still exist that might hinder the shift in investment.
- **Prevention of Homelessness:** HPS-funded projects were successful in preventing many at-risk individuals from becoming homeless. However, gaps remain with respect to availability of preventative measures and services, especially for people at risk of hidden homelessness and other specific populations.
- **Community Development:** The HPS' contribution was significant to help communities adopt a collaborative approach (especially through the Community Advisory Board system) to identify needs and set priorities. HPS acted as a catalyst within communities to facilitate their ability to access cash and in-kind contributions from other sources for specific projects.
- **Partnerships:** HPS helped improve the level of engagement and cooperation between federal, provincial/territorial, and municipal partners, which helped communities to leverage funds, improve program design, share best practices and lessons learned and coordinate service delivery.
- **Role of Government:** Despite the involvement of many levels of government and of various partners, there is a role for the federal government in helping to prevent and address homelessness. HPS complemented the programming and services supported by other sources of funding. No evidence of duplication was identified.
- **Knowledge and Data:** Homelessness Knowledge Products were considered to be useful to develop evidence-based programming, raise awareness on the importance of addressing homelessness, identify best practices, and build community capacity. However, rural and remote communities were less likely to find the information useful.

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<sup>1</sup> After discussions under the Canada-Quebec Agreement, the Province declined to facilitate the collection of evaluation data.

- **Homeless Individuals and Families Information System (HIFIS):** The communities who use HIFIS found that it helped them collect more consistent and reliable data which, in turn, helped them identify needs and advocate for services. HIFIS registration and utilization presented challenges in some communities, as benefits vary, depending on community needs and resources.
- **Federal Horizontal Pilot Projects (FHPP):** FHPP were successful in achieving outcomes for their clients. Some challenges for the successful administration of the projects were identified.
- **Surplus Federal Real Property for Homelessness Initiative (SFRPHI):** SFRPHI was very beneficial to recipient communities. The properties transferred under SFRPHI enabled communities to leverage funding from other partners and to provide different types of housing, as well as outreach and support services to clients.
- **Efficiency and Economy:** HPS improved and simplified reporting and reduced the administrative burden, including the transition to online reporting. A review of the performance measurement strategy showed that while the major elements of the program were captured in the logic model and indicators were developed to track performance in most areas, some improvements should be considered.

## Recommendations

There are four recommendations. They are discussed in detail in Section 5 of the evaluation report.

1. Continue to work closely with other orders of government and local communities to ensure that HPS funding responds to communities' needs in regards to the prevention and reduction of homelessness, is aligned with the priorities of provincial, territorial, and local governments, and is sustainable.
2. Continue the efforts to support community capacity building, facilitate collaboration between service providers, and make knowledge products more relevant to the needs of rural and remote communities.
3. Review the performance measurement strategy including the logic model to ensure that all intended outcomes are captured and performance measurement indicators are clearly defined and measurable, including information about homelessness trends.
4. Examine the reporting requirements regarding leveraging in order to reliably and consistently calculate leveraging figures. The program should focus on improving its ability to collect information on actual monies leveraged.

# *Management Response*

The evaluation was underway during the implementation of HPS 2011–2014 and was finalized after the end of that program cycle. Early findings from the evaluation were used to inform the development of the HPS 2014–2019 renewal. As a result, the recommendations have to some extent, been addressed. However, in recognition of the importance of continuous improvement, this management response will both identify the actions already undertaken to address the recommendations and highlight future actions planned to further strengthen the program.

## **1. Continue to work closely with other orders of government and local communities to ensure that HPS funding responds to communities' needs in regards to the prevention and reduction of homelessness, is aligned with the priorities of provincial, territorial, and local governments, and is sustainable.**

Since 2011, the HPS has placed an increased focus on strengthening engagement with provinces and territories (P/Ts), through regular dialogue, increased information sharing and ongoing collaboration. Examples of collaboration with P/Ts include better coordination on shelter data collection and P/T input into key HPS initiatives, such as: a capital project sustainability assessment tool; the development of community progress indicators; and, the research and knowledge dissemination agenda. There has also been increased P/T participation on HPS Community and Regional Advisory Boards.

During the transition to the HPS 2014–2019 and the shift to Housing First, considerable efforts have been made to share information early with P/Ts on the new policy direction and how it will be implemented across Canada – in particular, validating certain program elements where there are linkages with P/T programs/services (e.g. rental assistance). Moving forward, the HPS focus on Housing First is well aligned with P/T strategies regarding housing and homelessness. In addition, to ensure HPS projects support provincial/territorial priorities and are sustainable, the new program requires HPS communities to demonstrate how their community plans align with provincial/territorial priorities and also emphasizes the importance of including P/T representatives on local boards.

Recognizing their important role in addressing homelessness, HPS will continue to collaborate with P/Ts to help ensure federal and provincial/territorial approaches are coordinated at the local level and support communities to implement Housing First. This will include sharing information through webinars and ongoing bilateral discussions in identified areas of collaboration, such as measurement and reporting, and local coordination of services (e.g. rental assistance).

The HPS has also focused on enhancing community engagement through webinars, periodic emails, regular updates on the HPS website as well as regional workshops. In 2013–2014, in collaboration with the Mental Health Commission of Canada (MHCC), the HPS hosted a series of national HF workshops, including one specifically for communities serving Aboriginal populations. These workshops provided information from HF practitioners as well as information about the HPS HF approach and about

the HPS community planning requirements. The HPS community planning approach continues to encourage communities to focus on partnering with a broad set of stakeholders, including all orders of government and on alignment with the priorities of provincial or territorial and local government. Moving forward, in collaboration with the MHCC, the HPS will continue to provide advice and technical support as communities begin to implement Housing First (e.g. directives, MHCC HF toolkit, etc.).

**2. Continue the efforts to support community capacity building, facilitate collaboration between service providers, and make knowledge products more relevant to the needs of rural and remote communities.**

Since 2011, based on information gaps identified at the local level, the HPS has developed over 40 research summaries for nationally funded projects and made them available on the HPS website. As well, based on community feedback, the HPS has enhanced its website to include Community Snap Shots which provide more details for each community and facilitates their ability to communicate horizontally. Additionally, nine workshops or discussion groups were organized across Canada for communities to share best practices with each other and to learn from projects that demonstrate promising practices, many of which were funded by the HPS.

Since 2011, the HPS has increased its focus on knowledge development for rural and remote communities. In 2011, the HPS published a Bulletin specifically dedicated to rural and remote homelessness. In fall 2011, eight projects were funded across the country related to rural to urban migration and couch surfing or ‘hidden homelessness’. An analysis of these projects is currently underway and will be disseminated to communities to support decision making at the local level.

Based on the success of the 2011–2014 knowledge and dissemination strategy developed with input from communities, the HPS plans to develop an updated strategy for 2014–2019 aligned with communities’ expressed interests and the role of key homelessness stakeholders.

**3. Review the performance measurement strategy including the logic model to ensure that all intended outcomes are captured and performance measurement indicators are clearly defined and measurable, including information about homelessness trends.**

In preparation for the renewed HPS 2014–2019, program staff worked with the Evaluation Directorate to use the early findings based on technical reports from the evaluation to develop a new performance measurement strategy. The revised logic model and performance measurement strategy are well aligned with all intended outcomes and all performance measurement indicators are clearly defined and measurable. In particular, new indicators were developed that will help to capture progress made under the new Housing First approach.

Since the evaluation data was collected, the HPS has invested the resources and gathered sufficient data to publish the first ever National Shelter Study. The National Shelter Study is the first national analysis using consistent shelter data collected over an extended period of time to establish a baseline count and description of the characteristics of the homeless population in Canada. Emergency shelter use, measured over a period of years is the best available indicator for understanding baseline trends in the size and composition of the homeless population. From 2014–2019, the HPS intends to continue to update and publish the National Shelter Study and supplement this information with information gathered from HPS Designated Communities with Housing First targets, which will be required to conduct two Point in Time counts over this period.

**4. Examine and harmonize the reporting requirements regarding leveraging in order to reliably and consistently calculate leveraging figures.**

The HPS community based model and the requirement for leveraging enables communities to bring a broad range of partners to the table to help address homelessness. This is key, as homelessness is a complex problem that requires collaboration and coordination among governments, community organizations and service providers. Implementing the HPS Housing First approach over 2014–2019 will place an increased focus on partnering and the leveraging of support from other partners, including other levels of government. Accordingly, leveraging must move beyond demonstrating that other funders are committed to the success of a specific HPS project, towards demonstrating that other funders are committed to achieving the ultimate outcome, that homelessness is prevented and reduced. Given provincial/territorial jurisdiction over mental health and clinical services, the HPS cannot fund all the components needed for a successful HF program; some will need to come from other partners. Beginning in 2014, the Community Advisory Board will be required to identify the amount the community anticipates receiving annually from other sources and the Community Entity will be required to report annually at the end of each year on how much it actually received. This will allow the program to calculate leveraging figures for the designated community funding stream with greater accuracy.



# ***1. Introduction***

This report presents key findings and recommendations resulting from the Summative Evaluation of the Homelessness Partnering Strategy (HPS) and covers the program's activities from 2007–2008 through 2010–2011. The objective of this evaluation was to examine the relevance and performance of the HPS, including its effectiveness and efficiency. Appendix A presents the evaluation issues and questions, a description of the methods used and their limitations.

Findings are based on five technical reports, one for each of the methodologies used in this evaluation. All evidence was gathered between January 2012 and August 2013. However, evidence for Québec was lacking for two of these reports as the province declined the invitation to facilitate community-based interviews and case studies or to provide its comments. This decision was based on a more restrictive interpretation than in the past, of Section 11 of the Canada-Quebec Agreement Regarding the Homelessness Partnering Strategy (HPS) 2011–2014. Thus, while the evaluation reflects available evidence on the implementation of HPS in Québec, including the range of administrative data, it lacks in qualitative data from interviews and case studies specific to the province.

## **Program Background**

The Homelessness Partnering Strategy (HPS) took effect on April 1, 2007 to build on the strengths of its predecessor the National Homelessness Initiative (NHI). The HPS was extended on September 4, 2008, for the period from April 1, 2009 to March 31, 2011 and renewed on October 7, 2010 until March 31, 2014 at a funding level of \$134.8M per year.

For each fiscal year covered by the evaluation, the resources allocated by HPS were about \$25M in Operation and Maintenance and \$110M in grants and contributions. Of the \$437.2 million grants and contributions funding available from 2007–2008 to 2010–2011, \$425 million was spent at the time of the evaluation.

The HPS aims to prevent and reduce homelessness in Canada by developing partnerships that contribute to a sustainable and comprehensive continuum of supports to help homeless individuals move toward self-sufficiency and to prevent those at-risk from becoming homeless. The federal government's investment acts as a catalyst in communities to facilitate their ability to access cash and in-kind contributions from other sources for specific projects. The HPS partners with communities and help them adopt a collaborative approach to engage several orders of government, as well as the private and voluntary sectors.

The HPS direct support to community projects ensures that funding addresses communities' unique needs by allowing them to identify projects that are most appropriate for their circumstances. The HPS recognizes that stable housing is a basic requirement for improving health, parenting, education, and employment, and that longer term housing solutions help individuals and families move to greater autonomy and self-sufficiency.

The HPS has seven funding streams primarily delivered through calls for proposals. The first three funding streams are mainly delivered by Service Canada and are centred on service provision according to local priorities. They accounted for about 94% of the HPS grants and contributions funding spent at the time of the evaluation:

- **Designated Communities:** is the largest stream, representing roughly 77% of the grants and contributions funding spent at the time of evaluation. It provides funding for projects in 61 designated communities that have been identified as having a significant problem with homelessness. Funds are targeted to local priorities identified by the community through an approved community plan. In the plan, each community must identify non-HPS partners that commit to provide funding that equals or exceeds HPS investment.
- **Aboriginal Homelessness (formerly Aboriginal Communities):** provides funding to projects delivered primarily by Aboriginal service providers to address the specific needs of off-reserve homeless Aboriginal people. Funding under this stream is available where there is a high representation of Aboriginal homeless or at-risk persons. This stream accounted for almost 13% of the grants and contributions funding spent at the time of evaluation.
- **Rural and Remote Homelessness (formerly Outreach Communities):** provides funding to projects in nondesignated communities in rural and remote areas. This funding stream does not require cost matching, but does encourage partnerships. This stream accounted for almost 4% of the grants and contributions funding spent at the time of evaluation.

In all three funding streams, a local Community Advisory Board (CAB) develops priorities for addressing homeless in the community (in a designated community the priorities must be part of a formal plan which includes community consultation, and must be approved prior to implementation). HPS uses two delivery models for funding communities. In the Community Entity Model, a community entity (most often the municipal government) is responsible for developing and implementing the Community Plan through the funding of subprojects. In the Shared Delivery Model, Employment and Social Development Canada (ESDC) works in partnership with the community to select projects aligned with funding priorities. ESDC is responsible for project approval, contribution agreement preparation, and monitoring of CE Agreements (in CE communities) or of project Agreements (in Shared Delivery communities).<sup>2</sup>

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<sup>2</sup> Additional information on the HPS delivery models is available in Appendix F.

The four remaining streams are delivered nationally by the Homelessness Partnering Secretariat. Together, they account for slightly less than 6% of the overall HPS funding spent at the time of evaluation.

- **Homelessness Knowledge Development (HKD):** provides both grants and contributions for the development and dissemination of research, data collection and analysis, and the identification of best practices in service delivery.
- **National Homelessness Information System (NHIS):** collects and analyzes baseline data on the use of shelters in Canada through the implementation and deployment of the Homeless Individuals and Families Information System (HIFIS) software and the collection of data from other HIFIS-like systems to inform a national portrait of emergency shelter use in Canada.
- **Federal Horizontal Pilot Projects (HPP):** supports horizontal work with other federal departments and agencies to facilitate broader involvement and develop solutions to homelessness.
- **The Surplus Federal Real Property for Homelessness Initiative (SFRPHI):** makes surplus federal real property and land available for projects to help stabilize the living arrangements of homeless individuals and families and those at-risk of becoming homeless.



## ***2. Key Findings – Program Effectiveness***

The following section presents the key findings generated from the five lines of evidences used in this evaluation. Details on any of the lines of evidence are available in its corresponding Technical Report.

### **2.1 Reduction of Homelessness**

**HPS-funded projects assisted almost 38,000 homeless individuals to move towards autonomy and self-sufficiency by providing different kinds of housing solutions. Due to data shortcomings at the time of the evaluation, however, it was not possible to determine the extent to which these efforts have reduced overall homelessness across Canada.**

The review of the literature indicated that there are no national statistics on the size of the total homeless population. This is due to numerous methodological challenges that make such statistics prohibitively expensive, including difficulties to locate and identify the homeless. Some partial measures are available either for segments of the homeless population or for particular cities. For instance, the HPS has made data on shelter use available through the NHIS, but these numbers do not account for hard-to-measure categories such as the unsheltered or the provisionally accommodated. Some communities conduct ‘point in time’ counts of all people who are homeless on a given night, but they neither employ standardized methodologies, nor consistently conduct counts at the same time of year (counts vary seasonally). Although the HPS helped homeless individuals move towards self-sufficiency, the lack of national data on homelessness makes it impossible to establish what proportion of the homeless population was served. This means that it is not possible to determine the take up of the HPS or the extent to which the positive outcomes reduced overall homelessness in Canada.

From 2007–2008 through 2010–2011, there were 2,366 projects funded by HPS.<sup>3</sup> Projects reported serving, as their primary populations, those living on the street (21%), those who were short-term or crisis sheltered (21%), and the hidden homeless population (14%). Of all HPS funding in that period, 42% was allocated to facilities (i.e. transitional housing, supportive housing, and emergency shelters), and 30% was allocated to urgent need and other support services.

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<sup>3</sup> Details on the number of projects, funding allocation per project, and population served can be found in the Administrative Data Technical Report. The report covers the three streams delivered nationally.

On average, HPS funded projects exceeded the expected results. Projects helped 37,981 homeless individuals to transition to more stable housing;<sup>4</sup> which is about 20% more individuals than initially expected (31,097). Close to 60% of those who transitioned could be reached after three months, and 88% of those reached remained housed. This means that at least half of those who moved to more stable housing through HPS support remained housed after three months. Rural and Remote Homelessness placed 31% more people than expected in housing, Aboriginal Homelessness placed 21% more people, and designated communities placed 16% more people.

According to community representatives, the impacts of HPS activities vary given local resources available, priorities, and gaps in services.<sup>5</sup> HPS had a moderate to significant positive impact in helping homeless and those at-risk to find accommodation, to remain in stable accommodation, and to become more autonomous.

A large majority of key informants noted that the needs of homeless and those at-risk have not changed significantly in the past three years; however, some interviewees believe that the number of the homeless population is increasing in some communities, and that the homeless population is becoming more diverse. The absence of comprehensive data on homelessness makes it difficult to establish the accuracy of these perceptions.

Key informants believe that there is no particular segment of the homeless population which benefited more from accessing accommodation, remaining in stable accommodation, or becoming more autonomous. Project and community representatives in the case studies, as well as the expert panel, however, identified certain segments of the homeless and at-risk populations that continue to face significant challenges which require additional attention and resources: youth, seniors with mobility limitations, women, Aboriginal peoples, individuals with mental illness, and people coming out of institutions or state care (e.g. correctional facilities, child welfare).

**HPS is targeting more cost-effective strategic investment in longer-term housing solutions and prevention. However, potential financial challenges were identified that may hinder the shift in the investment.**

Interviewees from ESDC and from Service Canada unanimously believe that HPS has contributed to the shift toward longer-term housing solutions by moving away from funding emergency shelters and placing greater emphasis on funding transitional and supportive housing. Some representatives attributed it to the change in funding practices and to encouraging the adoption of the Housing First approach; the move to a 3 to 5 year funding commitment; and HPS' work with provinces and territories to meet the goals of their

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<sup>4</sup> This includes transitions to more stable housing from the streets, emergency shelters, health facilities, the child welfare system, the criminal justice system, supportive housing, transitional housing, and hidden homelessness. For more information see the Administrative Data Technical Report.

<sup>5</sup> Through this report, "community representatives" refer either to community representatives interviewed as part of the case studies, or to community representatives interviewed as key informants, or to both. Details on the number of representatives interviewed for each line of evidence are available in the Key Informant Interviews and the Case Studies technical reports.

homelessness plans. HPS knowledge products and dissemination of research and best practices regarding the Housing First approach, longer-term solutions and the importance of prevention strategies have also influenced the shift in investment. Similarly, the majority of community representatives (61%) believe that HPS has had some influence in shifting to longer-term investment in the area of homelessness. They attribute HPS' influence to the shift in funding from emergency shelters to transitional/supportive housing; the use of HPS funding for capital investments in new units; the use of HPS funding to leverage funding from other partners; and HPS' contribution toward the increased awareness and recognition within communities of the need for, and importance of, longer-term housing, support services and preventive strategies.

However, for some community representatives, HPS activities are seen as one supporting element of the shift in investment rather than a driving factor. About a third of the community representatives (11 of 36) did not agree that HPS had influenced the shift toward longer-term housing and homelessness prevention; they suggested that the shift to longer-term housing solutions and prevention is incongruous with HPS' short-term, project-based funding structure, and that the projects are unsustainable without ongoing funding. Other factors that may impede progress were identified and include the lack of community resources and infrastructure; lack of community relevant research; competition for funding amongst agencies; urgent short-term needs; and the changing economy. Other stakeholders were unsure whether the shift has occurred and to what extent it could be attributed to the activities of HPS.

## 2.2 Prevention of Homelessness

**Prevention measures were successful in preventing at-risk individuals from becoming homeless. Since 2009, HPS has directed more effort toward prevention of homelessness. However, gaps were identified with respect to the availability of resources to support preventive measures and services.**

Prevention services – including housing loss prevention – absorbed 20% of all HPS funding from 2007–2008 through 2010–2011. Of the HPS-funded projects, 35% reported serving those at-risk of homelessness as their primary population. Housing loss prevention services assisted 66,349 different individuals. Of these, 62% (or 41,371) were reached at the three-month follow-up, and 95% of them (or 39,105) were able to maintain housing. This means that at least more than half of those who received housing loss prevention services were able to maintain their housing after three months.

The housing loss prevention projects exceeded the expected targets. The Rural and Remote Homelessness served 10% more people than expected, whereas designated communities served 7% more people. The only case where results fell short of targets was in the Aboriginal Homelessness funding stream, where almost 6% fewer people than expected received housing loss prevention services.

According to community representatives, HPS prevention strategies have not only impacted those who were homeless or at-risk, but have also contributed to safer, healthier and more prosperous communities by reducing pressure on the emergency health care system and the police, by helping prevent recidivism of those incarcerated, and by facilitating effective social and labour market reintegration. However, challenges still remain for most communities due to inadequate resources allocated for preventative measures, difficulties associated with hidden homelessness, and the availability of services for specific populations.

## 2.3 Community Development

**The HPS helps communities adopt a collaborative approach to identify homelessness-related needs and set priorities, especially by supporting the formation and development of Community Advisory Boards.**

The greatest value of HPS lies in its approach to working directly with communities to help them adopt a collaborative approach to homelessness reduction and prevention. HPS value can be observed in several areas:

- **Leadership:** The case studies indicated that, in some communities, HPS is viewed as a leader in raising awareness of the need to address homelessness and increasing investment in prevention strategies through collaboration, partnerships and greater alignment of services. HPS encourages a local collaborative approach through the CABs system to set priorities, identify needs and gaps in services and programming available, and allocate funding accordingly. All key informant community representatives perceived this approach to be appropriate and effective in meeting the unique needs of communities and filling gaps in services.
- **Funding:** HPS provides funding directly to communities to address a range of priorities related to homelessness. This support helps communities to fill gaps, address their specific needs, develop programming for particular segments of the homeless or at-risk populations (e.g. youth, families, immigrants), build community capacity, and address situational homelessness. In addition, the HPS funds national projects that foster partnerships and respond to community research needs. Case study participants also indicated that the value-added contribution of HPS lies in the flexibility of its funding, which enables communities to use the funds to fill gaps in existing provincial, territorial and municipal programs and in the HPS support for projects and activities which encourage collaboration and partnership development. Furthermore, about half of those interviewed as part of the case studies indicated that in the absence of HPS, there would be a decrease in the investments made by other funders, and that the limited funding currently available from other funders would be insufficient to provide for the many services and programs.

- **Capacity building in rural and remote communities:** HPS' approach to support capacity building of rural and remote communities to address homelessness is valid and strongly needed according to the community representatives familiar with the needs of rural and remote communities. Community representatives are more likely to participate in the planning process and have their concerns heard since the establishment of Regional Advisory Boards (RABs) in each region. RABs are important to these communities due to their particular challenges in providing homelessness-related services. Six of eight representatives from rural and remote communities interviewed agreed that some progress has been made in responding to the needs of the homeless and at-risk populations in rural and remote communities. They noted that investments have been made in improving facilities and infrastructure, and in providing more effective services through HPS funded programs. However, it was noted that HPS funding for these communities is limited and the opportunities for leveraging are, at least for some, non-existent.
- **Culturally-relevant Aboriginal Funding:** The majority of community representative key informants (24 of 38), as well as representatives from most of the case study communities indicated that progress has been made in prioritizing HPS funding for Aboriginal organizations, so that they can provide culturally-relevant housing services. Examples of progress include: the creation of an Aboriginal CAB; increased Aboriginal representation on the community CABs; and increased targeted funding for Aboriginal organizations. Eight community representative key informants, however, did not believe progress had been made, and six did not believe that prioritizing aboriginal organizations was a good strategy to fight homelessness.

Although not a consensual view, some case study community representatives noted challenges in developing partnerships and communication between mainstream and Aboriginal shelters, and service providers. They believed that more effort is needed to build the capacity of Aboriginal organizations to deliver the full spectrum of services, and to build trust between Aboriginal and mainstream service providers.

## 2.4 Partnerships

**HPS helped improve the level of engagement and cooperation among different stakeholders, which helped communities to leverage funds, improve program design, align priorities, share best practices and lessons learned and coordinate service delivery. HPS acts as a catalyst in communities to facilitate their ability to access financial and in-kind contributions from other sources for specific projects.**

Multiple lines of evidence suggest that the HPS helped increase the number of formal and informal partnerships with service providers, local and regional partners and other government departments. HPS positively influenced the engagement and cooperation between community partners by encouraging them to be involved in the Community Advisory Boards (CABs), and to work together in setting priorities and facilitate coordinated approaches to homelessness in their communities.

An important aspect of partnership development for HPS is the leveraging of funding. HPS requires communities who receive funding under the Designated Communities stream to identify an equivalent community contribution, and it encourages cost-matching under the Aboriginal Homelessness and Rural and Remote Communities streams. This requirement can be fulfilled at the community level under the Community Delivery or at the project level under the Shared Delivery model. Available leveraging data seems to indicate that overall the program reached its goal of leveraging at least one dollar for each HPS dollar. However, there are important differences across communities, with big cities being able to mobilize significantly more resources. The data also seems to indicate that most of the non-HPS funding contributors were other orders of government followed by non-profit organizations and financial institutions. The biggest providers of non-financial contributions were non-profit organizations followed by other orders of government. Shortcoming in the available data, however, made it impossible to accurately calculate leveraging figures.

The 2,366 projects funded under the Designated Communities, Aboriginal Homelessness, and Rural and Remote Communities streams resulted in 8,275 partnerships.<sup>6</sup> The province where projects had the greatest number of partnerships was Quebec, with almost a third of the total (32%); followed by British Columbia (28%) and Ontario (23.7%). Together, these three provinces accounted for 83.7% of all HPS projects funded.

According to community representatives, partnerships and collaboration resulted in the improvement of both the alignment and coordination of services and programs, and the achievement of desired outcomes by allowing for more integrated and targeted approach. For them, the progress was largely attributable to the increased engagement of community stakeholders in CABs, the adoption of the Community Entity model, and the capacity of communities to make decisions on their priorities for funding. They stated that having the city fulfill the role of Community Entity has also provided leadership and helped to encourage involvement of representatives from P/T government departments. The increase in communication, engagement, and collaboration between partners at the community and regional levels has resulted in improved information sharing, identification of issues and priorities, and more referrals and integrated support for clients.

Community representatives also identified the difficulties in building trust and consensus among various players, ineffective community entity lead organizations; and a lack of engagement of local governments in homelessness issues as the most common factors impeding the alignment and coordination of services.

Key informants, including a majority of provincial and territorial partners and most of the community representatives who were able to comment on the relationship between federal and provincial/territorial governments, believe that HPS efforts have resulted in increased understanding and alignment of the priorities between the two orders of government. Positive changes mentioned include regular meetings and communication between HPS and provincial and territorial staff; closer working relations between P/T housing agencies and HPS; and increased partners' involvement. Provincial and territorial partners indicated

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<sup>6</sup> These are partnership at the project rather than at the community level. For more information, see the Administrative Data Technical Report.

that they now have a better understanding of the activities supported by HPS, communicate regularly with HPS federal representatives, and have been given an opportunity to provide informal input to HPS on some proposed research projects. Increased consultations and collaboration, and the creation of formal and informal agreements and working groups have benefited communities and service providers in many ways, but most importantly have helped to ensure sustainability of funding and investments in long-term programming and housing solutions. Representatives from two of the case studies also identified positive changes in the partnerships formed between the federal and the provincial government, for instance, in the development and implementation of information sharing agreement.

Despite the move toward better communication and the recent focus on the Housing First approach, some partners in locations where the P/T government is a major funder for homelessness programming do not perceive the federal government to be a significant contributor and are concerned that short-term, scattered funding provided by the federal government directly to communities does not always align with provincial/territorial priorities or can affect the continuum of services once such support is no longer available and other sources of funding are not able to fill in. Some community representatives also indicated that additional efforts are needed to increase the collaboration between the federal and P/T governments, with some noting that P/T governments are not always represented on the CABs. Another suggestion from several key informants (16) was that HPS should focus on developing a national strategy to guide a community or regional approach toward a common goal.

## **2.5 Role of Government**

**Many levels of government and other various partners are involved in providing homelessness related services. No evidence of duplication in the services provided by different organization has been identified.**

According to key informants, the expert panel, and the case study representatives, addressing the varied, multidimensional and diverse needs of the homeless and those at risk of becoming homeless requires involvement from all orders of government, as well as other stakeholders. At the time of the evaluation, all provincial governments had developed multi-year homelessness or poverty reduction frameworks, and most communities had similarly developed their own action plans, frameworks or strategies. There were also thirteen other national programs and initiatives that addressed specific homelessness-related issues (e.g. the Affordable Housing Initiative and the Mental Health Commission's At Home/ Chez Soi project), or target a specific group (e.g. the Urban Aboriginal Strategy and the New Horizon for Seniors program).

Despite the significant number of organizations and various orders of governments involved in supporting or delivering services to homeless or at-risk populations, nearly all key informants (46 of 50) believe that HPS does not duplicate the efforts of other programs, but that instead it adds value by filling gaps in services and by providing a platform for an integrated approach to addressing issues related to homelessness. Likewise, the expert panel perceive the HPS as complementing other programs and services by ensuring an integrated and collaborative approach to delivering services; providing federal leadership to keep homelessness visible as a national issue; encouraging the Housing First approach; and playing an important role in knowledge production and knowledge transfer regarding homelessness. Experts highlighted that HPS also plays a role in promoting consistent processes of data collection and monitoring in the area of homelessness, promotes the development and use of best practices in services and supports provided to homeless and those at-risk.

## 2.6 Knowledge and Data

**Homelessness Knowledge Products are considered to be useful to develop evidence-based programming, raise awareness on the importance of addressing homelessness, identify best practices, and build community capacity. However, rural and remote communities are less likely to find the information relevant to their specific challenges and needs.**

From 2007–2008 to 2010–2011, sixty-one homelessness knowledge products were funded at a total value of \$3.5 million. Of these, forty-five were research studies targeting policy makers, researchers, communities, and service providers. Other products included workshops, conferences, and training programs. Most of the knowledge products were developed in Ontario (24), Alberta (12), or British Columbia (12).

Dissemination strategies varied, but commonly involved making reports available online at no cost (especially through the Homelessness Hub),<sup>7</sup> distributing reports through research and service networks such as the National Housing Research Committee and the Canadian Housing and Renewal Association, and presenting results at community meetings, webinars, and teleconferences.

Case study community representatives were mostly familiar with knowledge development projects supported by HPS in their communities and found them relevant for their needs. Provincial and territorial partners interviewed were aware of the general research activities supported by HPS and were satisfied with the increased efforts by HPS to share best practices. However, rural and remote community representatives were less likely to find the information relevant to their specific challenges and needs, and reported that the proposed

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<sup>7</sup> Of the sixty-one homelessness knowledge products reviewed, thirty-nine (64%) were available online, of which twenty-eight were available through the Homelessness Hub. For more information, see the website at <http://www.homelesshub.ca>.

best practices and solutions may not be possible to implement in their communities due to the lack of other service providers and funding partners and infrastructure, and the need to further develop community capacity.

Most community representatives (18 of 21), all HIFIS coordinators, and the majority of ESDC and Service Canada representatives (3 of 5) reported that HPS has contributed to increased access and use of the knowledge products by funding research relevant to community needs; training on data collection activities in the communities (including webinars); building capacity of the communities to respond to the issues related to homelessness through CABs and community planning; and by creating networks and facilitating forums, conferences and meetings. Communities have all developed regular information sharing processes involving emails, meetings, and forums to identify issues, share information and best practices, provide training and capacity building activities, develop strategies and build partnerships. Case studies representatives perceived the face-to-face information sharing events such as workshops and forums to be most beneficial.

All seven case study communities also reported an increased awareness of the importance of data, information sharing, identification and use of best practices, and an increased emphasis on performance measurement and benchmarking among service providers, shelters, and other funding partners. Most community representative key informants (25 out of 32) considered themselves generally aware of knowledge products funded by HPS, but very few were able to name a specific knowledge product. About a third of them indicated that no knowledge products were created in their community.

Case studies representatives believed the information provided by the homelessness knowledge products is valuable because it contributes to their community planning, programming, and partnership development. As a result, recognition and prioritization of housing and homelessness issues among local governments and the general population has increased, contributing to more responsive programming for specific target populations and supporting the creation of shared initiatives and projects.

When asked what factors impeded access to or use of knowledge products, some community representatives identified the lack of resources – including time and human resources (9), poor dissemination of results (4), and incomparable or non-relevant data (4). Most partners noted that there is a need for increasing research activities that are more focused, useful and innovative, as well as aligned with provincial/territorial and regional needs and priorities. Additional research and knowledge were identified in the following area:

- Prevention of homelessness among individuals who have been incarcerated;
- Successful models of private sector involvement and leadership in homelessness issues;
- Hidden homelessness of families; and
- Impact of homelessness on early childhood development.

## 2.7 National Homelessness Information System (NHIS)

**The communities who use the Homeless Individuals and Families Information System (HIFIS) found that it helps them collect more consistent and reliable data which, in turn, has helped them identify needs and advocate for services. HIFIS registration and utilization present challenges in some communities and benefits can vary depending on community needs and resources.**

The HPS Secretariat Action Plan for NHIS (2012–2013)<sup>8</sup> is targeting that, by 2014, a minimum of 44 of the 61 HPS designated communities, representing 72%, will be exporting data to NHIS. Data from 87% of all shelters, which represents 93% of all shelter beds in designated communities in Canada, could then be available. Although some communities do not use HIFIS, this does not necessarily lead to gaps in national data as data-sharing agreements are established.

From 2007–2008 through 2010–2011, 84 HIFIS related activities, which aimed at collecting information on shelter use, were funded across Canada for a total cost of almost \$2 million. More than half of these projects were in Ontario (20), Manitoba (18), and Alberta (13). In the regions, HIFIS coordinators liaise with governments, network with community service providers and shelters, coordinate training and provide support for reporting.

The 2012 Shelter Capacity Report indicates that there are 408 emergency shelters, 233 transitional housing facilities and 444 Violence Against Women (VAW) shelters in Canada. However, not all use HIFIS actively. The 2011–2014 Community Plans identified 616 shelters (all types), with only 34% of them using the HIFIS system. According to the Community Plans, Alberta and British Columbia had some of the lowest proportion of shelters of all types using HIFIS in 2011 (8% and 23% respectively). This is due to the fact that both provinces have implemented separate data systems. The HPS has fully implemented a data provision agreement with B.C. and is working on an agreement with Alberta.

Community representatives had various opinions about the benefits of HIFIS in their community. Thirteen believed that it had benefited or somewhat benefited their community, seven representatives did not see many major benefits in using HIFIS, and the remaining eight said it was too early to tell. The benefits mentioned included the collection of consistent and reliable data and readily accessible statistics that help improve planning and reporting, and provide agencies with evidence to substantiate the need to leverage funding and support. Five provincial partners from jurisdictions that use HIFIS noted that the system is a useful tool and has contributed to more effective data collection. Respondents also mentioned that, in addition to shelters, HIFIS is used by other organizations providing services to homeless or at-risk populations such as the Salvation Army, mental health and addiction treatment centres, and food banks.

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<sup>8</sup> Source: HPS Secretariat: DCAR/NHIS Partnerships Team, 2012–2013 Work Plan.

In three of the seven communities who participated in the case studies, there was no previous data sharing system in place and HIFIS has helped to fill the need for a common operating system. They have achieved varying levels of success reaching their desired outcomes due to differences in the capacity and turnover of front line staff, the length of time HIFIS has been used, and the extent to which HIFIS is fully utilized. The involvement of a proactive HIFIS community coordinator is considered to be a key factor in the successful adoption and implementation of HIFIS and in the alignment of reporting priorities and indicators among shelters within the community. The new version of the system (version 3.8) is reported to be user-friendly and the case management function is perceived to be very valuable. In terms of quality and quantity of the data, HIFIS users and coordinators alike noted issues of double-counting that can occur with clients who use multiple shelters during the night (even though the system includes a unique identifier), and issues associated with counting beds instead of units in transitional housing, which can inflate the occupancy rate.

In the other four communities (out of seven studied) that are not using HIFIS, shelters utilize a common data sharing system provided by the province that, according to service providers, is well designed for case management and tracking of follow-up activities with clients, can incorporate listings and codes for housing, and is effective at reporting outcomes and not just outputs. For these communities, the introduction of HIFIS would result in the duplication of their existing systems and processes, and therefore, their adoption of HIFIS is not seen as necessary.

The case studies evidence indicates that barriers for some shelters to use HIFIS include the cost of implementation and training (for instance due to high staff turnover); negative perceptions of HIFIS based on organizations' past involvement with earlier versions of the system; incompatibility of the reporting system with requirements from other funders; concerns about privacy and data security; and the fear that HIFIS' ongoing federal funding is unsustainable and may be withdrawn in the future. The various support services and training provided by HIFIS coordinators, however, are perceived as being sufficient to achieve the desired outcomes for reporting by communities that have an active HIFIS coordinator.

Case study representatives, especially from large organizations which have many different operations and funders, did not consider HIFIS very well-suited to the needs of housing and other support service providers. Also, some HIFIS coordinators noted that they have heard some complaints from communities regarding the slow speed of the system and the structure of the interface as well as the lack of flexibility of the system to create reports for different orders of government or funders for specific projects.

## 2.8 Federal Horizontal Pilot Projects (FHPP)<sup>9</sup>

**Federal Horizontal Pilot Projects were successful in achieving outcomes for their clients. Some challenges for the successful administration of the projects were identified.**

From 2007–2008 through 2010–2011, about \$5.5 million in HPS funding was invested in 22 Federal Horizontal Pilot Projects. Pilot projects were funded nationally, but piloted regionally, with only one project involving multiple provinces. These projects were less than \$200,000 with the exception of one project in Alberta. On average, projects were completed in just over a year.

According to representatives of the federal government and of two FHPP projects, and based on the project evaluations, the FHPP had positive results on the clients. They assisted over 700 clients in finding housing, completing employment or skills training programs, finding employment, obtaining identification, receiving appropriate services, or improving their health and well-being.

The following challenges have been identified for the successful administration of FHPP projects:

- Project evaluations vary greatly in the level of detail and in the extent to which outcomes or indicators of success were examined. Lack of funding for project evaluation and the difficulties in collecting outcomes data were identified as challenges.
- Narrowly defined target groups created challenges to recruit participants.
- Completing the project within strict timelines created difficulties.
- There are administrative burdens inherent to horizontal projects such as time and effort to reach agreements on goals, contributions, and responsibilities, and reporting to two or more departments.
- Challenges with mobilizing sufficient funding and the importance of major funding partners who can provide capital investment and operational support after HPS funding ends, as well as to the capacity and experience of the delivery agencies.
- The lack of information sharing regarding the pilot's outcomes was also noted.

Federal representatives indicated that FHPP have contributed to increasing the level of awareness of homelessness issues within their departments, identifying best practices, and helping communities address homelessness through a collaborative approach.

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<sup>9</sup> Additional details on the FHPP stream are available in Appendix C.

## 2.9 Surplus Federal Real Property for Homelessness Initiative (SFRPHI)<sup>10</sup>

**The properties transferred under SFRPHI enabled communities to leverage funding from other partners and to provide different types of housing, as well as outreach and support services to clients.**

From 2007–2008 through 2010–2011, 29 federal real properties were transferred to communities to assist the homeless under SFRPHI with a total value of \$8.85 million. Recipients contributed funds of about \$43.5 million; leveraging the value of the contributions by a factor of almost five times. The 29 property transfers created 264 housing units and 575 beds/bedrooms and provided housing and/or support services for 4,629 individuals.

Twenty-three of those properties were used for longer-term housing, including sixteen properties in Newfoundland and Labrador, one in Ontario, two in Alberta, one in Quebec, and two in New Brunswick. The other seven properties were used as follows: Three properties (in British Columbia, Newfoundland and Labrador, and Saskatchewan) were used for transitional housing; one property in Saskatchewan served as an emergency shelter; and two properties provided supportive housing in British Columbia and Quebec.

Community representatives noted that the most significant benefit to their community was the creation of new affordable and supportive housing units, as communities often experience difficulties obtaining adequate capital investment in this area. Interviewees indicated that SFRPHI initial property transfers require significant processing time and that one limitation of the program is the small number of properties available.

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<sup>10</sup> Additional details on the SFRPHI stream are available in Appendix D.



### ***3. Key findings – Efficiency and Economy***

#### **3.1 Administrative Costs**

**HPS has improved and simplified reporting and reduced the administrative burden, including the transition to online reporting. Remaining challenges have been identified.**

As Table 1 indicates, the administrative overhead costs of HPS declined from 18% of the overall budget in 2007–2008 to 13% in 2010–2011. Over the entire period, overhead costs absorbed 15% of the total budget. This is lower than the 19% forecasted at the beginning of the funding period by the program. Overall, 84% of the total budget was distributed to the communities in the form of grants and contributions, and SFRPHI properties.

<b>Table 1: HPS Actual Expenditures (2007–2011)</b>					
<b>Expenditures (\$000)</b>	<b>2007–2008</b>	<b>2008–2009</b>	<b>2009–2010</b>	<b>2010–2011</b>	<b>Total</b>
Operating Expenditure	18,712	18,876	19,248	19,069	\$75,907
G & C Payments	86,511	118,650	92,317	127,582	\$425,062
<b>Total Expenditures</b>	<b>105,224</b>	<b>137,527</b>	<b>111,565</b>	<b>146,652</b>	<b>\$500,969</b>
<b>Operating as % of Total Expenditures</b>	<b>18%</b>	<b>14%</b>	<b>17%</b>	<b>13%</b>	<b>15%</b>

Of note, there are also administrative costs incurred at the community and project levels. Communities are allowed to retain up to 15% of the funding for the administration of projects, call for proposals, monitoring, wages, fringe benefits, banking fees and interest changes, utilities and office supplies, travel, insurance, rental of office space, etc. The actual administrative expenditures of community entities and individual projects are not reported and rolled-up by ESDC.

The program committed to implementing operational efficiencies and to improving the efficiency of HPS activities over the period of renewal for 2011–2014. Employment and Social Development Canada and Service Canada representatives indicated that a number of steps have been taken in the past few years including: transitioning more communities to the Community Entity Model; streamlining reporting requirements; and introducing online reporting.

The transition to the Community Entity Model has increased the administrative efficiency of HPS. Under this model, the program is only required to manage one agreement with the community, instead of numerous agreements with individual community-based organizations. This has significantly reduced the time and effort required of HPS to administer the contribution agreements.

Further, a number of improvements have been made to the reporting processes and requirements for communities, including the adoption of online reporting processes and a move toward the use of grants instead of contributions for HKD projects, as grants allow for direct deposit payments and reduced monitoring and reporting requirements. The streamlined reporting requirements and use of an online platform are reported to have reduced the administrative burden while remaining effective. Collaboration with provinces and territories to establish community progress indicators and agreed-upon techniques for capturing information on progress were described as key factors in facilitating more efficient and effective reporting processes and reducing duplication.

Additional cost-saving measures include the use of online HIFIS training e-learning tools and the centralized Help Desk to reduce the need for face-to-face support from HIFIS coordinators, the use of webinars and teleconferences to alleviate the need for travel, greater dissemination of research and information sharing, and the use of longer-term funding agreements. Progress has also been made in adapting the request for proposals process for rural and remote communities. The application process for funding is now initiated by a letter of intent and additional support is provided to communities who complete the letter of intent, in order to increase their likelihood of applying for funding.

To continue to improve the efficiency and effectiveness of HPS, key informants provided a number of suggestions. Some of the most common suggestions include:

1. Ensuring HPS funding is longer-term and stable;
2. Continuing to work with provinces and territories to ensure HPS' strategy, priorities, and funding is aligned with provincial and territorial plans;
3. Engaging with other partners and stakeholders through regular conference calls, meetings, and conferences;
4. Continuing to focus on the Housing First approach while ensuring that funding is flexible and available for prevention services;
5. Working with communities to streamline and simplify reporting requirements;
6. Supporting information sharing and the dissemination of best practices among Aboriginal organizations and rural and remote communities; and
7. Simplify the tools/templates used for community planning, and make them consistent with the timeframe of the HPS.

Of a total of 38 key informant community representatives, thirteen indicated that efforts to simplify the tools and templates had resulted in positive changes. They suggested that HERIN reporting is easier and has been made more user-friendly, monthly financial claims have been simplified, the reporting requirements are less redundant, questions are more consistent, and indicators and terms have been better defined. Community and project representatives from the case studies agreed with this positive assessment of the changes to the tools and templates, adding that HPS' support and information sessions to assist agencies to complete the funding applications were very useful to new recipients. Another fourteen key informant community representatives were unsure as to whether the efforts undertaken by the program have been successful in simplifying the tools, and the rest suggested that no improvements have been made. According to the latter, the level of detail required in the reporting forms is excessive and too complicated (especially for projects of \$100,000 or less), there are too many reporting schedules (monthly, quarterly, and annual reports), and templates are not effective in capturing the work done.

The majority of key informant community representatives (22) and case study representatives reported that the timing of administrative requirements is better aligned with the communities' planning cycles. The primary challenge they faced was related to short timelines provided with some requests for funding applications. Community representatives who did not agree with this assessment (14) were more likely to use annual (instead of fiscal) years for their planning cycle.

## **3.2 Performance Measurement Strategy**

**A review of the performance measurement strategy shows that while the major elements of the program are captured in the logic model and indicators have been developed to track performance in most areas, some improvements should be considered.**

The evaluation assessed the current HPS logic model (2011–2012 through 2013–2014), as well as performance measurement tools and processes that were put in place to guide results reporting and assessment over the period of the extension.

The review of the performance measurement strategy for the renewed HPS concluded that indicators are generally well aligned with the elements of the program's logic model, although less detailed than in the previous strategy. However, there appears to be weaknesses in regard to data design and collection. For example, some indicators are very broadly defined and difficult to measure in a meaningful and consistent way, are repeated in multiple outcomes, or are missing for particular activities. Performance measurements should be reviewed and only specific and measurable indicators included. In addition, some data outlined in the performance measurement strategy has not been collected or ceased being collected (e.g. follow-up data of HPS beneficiaries was not collected for the 2011–2014 period).

This review identified the following opportunities for improvement:

- 1. Homelessness estimates:** Although measuring homelessness is methodologically challenging, the PMS should include a data collection strategy that captures trends in homelessness country-wide. The goal should be to provide an estimate of whether homelessness is increasing or decreasing, and for what segments of the homeless population.
- 2. Relation between activities and outputs:** The earlier logic model (2007–2008 through 2010–2011) identified a series of four distinct activities which could be linked to specific outputs and outcomes. In the later logic model, all activities and all outputs are grouped together. This is one factor that may have led to several instances where there appears to be little to distinguish the activities from the output (e.g. data collection and sharing vs. data collection and analysis; or strategic partnerships development vs. partnership development).
- 3. Shared outcomes:** The concept of shared outcomes was introduced in the new logic model to reflect the focus on shared accountability and partnerships. It replaced intermediate and long-term outcomes. However, the previous long-term outcome of helping homeless Canadians move toward self-sufficiency is not reflected in the new logic model, despite it being an important objective of the HPS. Additionally, the shared outcomes and the lower levels of the logic model should more clearly be linked.
- 4. Relation of the model with the program streams:** Neither the previous logic model or the current one capture the role of the various streams of HPS in accomplishing the longer-term outcomes. Better links should be established between all program activities, outputs and direct program outcomes and program streams.
- 5. Recent improvements:** The revised logic model does not fully capture the recent improvements to the HPS. For example, program documents highlighted some specific improvements for 2011–2014 that should build on aspects of the strategy that were identified in the 2009 evaluation as successful (e.g. ensuring that the needs of under-served communities in rural and outlying areas are better met, reinforcing accountability through data collection and sharing).

## **4. Conclusion**

The evaluation concluded that the need for HPS funding is stronger in small communities with few resources to address homelessness. HPS also plays a leadership role in most communities in regards to sharing of best practices, knowledge dissemination, and the promotion of innovative approaches to homelessness.

### **4.1 Relevance – Need for the Program**

Multiple lines of evidence demonstrated the valuable role of the HPS plays in the ongoing efforts to address homelessness in Canada. The greatest value of HPS lies in its direct support to communities' local capacity to address homelessness and its encouraging of a collaborative approach to setting priorities, identifying needs and gaps in services and programming, and allocating funding. The HPS supports various types of programs and services which help communities in filling gaps, addressing their specific needs, developing programming for particular segments of the homeless or at-risk populations, and addressing situational homelessness.

Almost all key informants, as well as the members of the expert panel strongly believe that HPS does not duplicate the efforts of other programs, but adds value by filling gaps in services and providing a platform for an integrated approach to addressing issues related to homelessness. Key informants perceive HPS as complementing other programs and services by ensuring an integrated and collaborative approach to delivery of services; providing federal leadership to keep homelessness visible as a national issue; encouraging the Housing First approach; and playing an important role in knowledge production and knowledge transfer regarding homelessness. HPS is also perceived as playing an important role in promoting consistent processes of data collection and monitoring in the area of homelessness, and promoting the development and use of best practices in services and supports provided to the homeless and those at-risk.

### **4.2 Performance – Achievement of Expected Outcomes**

The evaluation indicated that HPS projects had results comparable to those of the previous NHI program in term of housing stability, health outcomes, and income stability for individuals and families who experience homelessness or were at risk.

#### ***Prevention and Reduction of Homelessness***

Even though many factors can influence the extent to which HPS funded projects contribute to prevention and reduction of homelessness across communities, several lines of evidence demonstrated that HPS funded projects assisted homeless and at-risk populations move toward autonomy and self-sufficiency. This was achieved by providing investment for housing facilities and for housing-loss prevention services, by enabling projects to increase

annual capacity in order to serve additional individuals, and by supporting the provision of services that were not directly related to obtaining or retaining housing but could be expected to prevent or mitigate homelessness.

### ***Partnerships and Community Development***

HPS contributed significantly to communities' collaborative efforts and partnerships. This improved cooperation between partners, facilitated the ability of communities to leverage cash/in-kind contributions, share best practices/lessons learned and coordinate service delivery. Leveraging figures, however, cannot be accurately calculated due to inconsistencies in the available data.

### ***Federal Horizontal Pilot Projects (FHPP) and Surplus Federal Real Property for Homelessness Initiative (SFRPHI)***

The Federal Horizontal Pilot Projects and the Surplus Federal Real Property for Homelessness Initiative were successful in meeting their objectives. Interviewees indicated that the initial property transfers require significant processing time. They also identified the administrative burden and reporting requirements of as challenges for FHPP.

### ***Knowledge and Data***

Homelessness knowledge products are perceived as being valuable to communities and useful in filling gaps in research, developing evidence-based programming, and building community capacity resulting in the increased emphasis on awareness of best practices and the importance of data collection and tracking. However, rural and remote communities were less likely to find the information relevant to their specific challenges and needs.

## **4.3 Performance – Efficiency and Economy**

The administrative overhead costs of HPS declined from 18% of the overall budget in 2007–2008 to 13% in 2010–2011. Over the entire period, overhead costs absorbed 15% of the total budget, which is lower than the 19% initially forecasted by the program. This reduction in overhead costs was likely<sup>11</sup> achieved by transitioning more communities to the Community Entity model, streamlining the reporting requirements and introducing online reporting, and making a shift toward the use of grants rather than contributions whenever possible.

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<sup>11</sup> Improvements were attributed to the operational efficiencies by key informants, however, no evidence is available to confirm or reject their view.

## 5. Recommendations

Findings from the Summative Evaluation of the HPS suggest a number of recommendations regarding the program. The Homelessness Partnering Strategy should:

- 1. Continue to work closely with other orders of government and local communities to ensure that HPS funding responds to communities' needs in regards to the prevention and reduction of homelessness, is aligned with the priorities of provincial, territorial, and local governments, and is sustainable.**

In recent years, HPS has made considerable efforts to improve communication and collaboration between federal and P/T governments. Key informants recognized that improvements have been made and emphasized the need for close collaboration between various orders of government as well as local communities to ensure that the types of projects funded by HPS address the needs of the homeless and those at risk. Provincial and territorial partners also highlighted the importance and need for alignment between HPS funded projects and their priorities in order to better integrate programming and avoid duplication of services or support for unsustainable projects.

- 2. Continue the efforts to support community capacity building, facilitate collaboration between service providers, and make knowledge products more relevant to the needs of rural and remote communities.**

Key informants suggested that rural and remote communities receive little funding from other partners, experience issues related to homelessness that are different than those experienced in urban centers, and struggle to address other socio-economic risk factors. Some ESDC and Service Canada representatives as well as rural and remote case study representatives suggested that more research is needed to better understand the complex needs of, and risk factors in rural and remote communities, and to identify best practices in helping them build capacity. A few provincial and territorial representatives echoed those suggestions and identified the need to better understand the type and size of homelessness in these communities, and to fill the gaps in the availability of supports and programming in rural and remote areas.

- 3. Review the performance measurement strategy including the logic model to ensure that all intended outcomes are captured and performance measurement indicators are clearly defined and measurable, including information about homelessness trends.**

The review of the revised HPS logic model and the performance measurement strategy for the renewed HPS identified a number of opportunities for improvement. Since the reduction and prevention of homelessness is a long-term outcome of the HPS, the program should devise an indicator to capture trends in homelessness. This indicator could provide at least a rough idea of whether the homelessness population in Canada is increasing or decreasing. Additionally, a clear link between activities, outputs and outcomes should be established to accurately reflect the structure of the program and

the rationale for producing the various activities (streams) and outputs. Many, if not most, intended outcomes of federal government programs are shared with other orders of government and other stakeholders, which does not preclude the need to identify intermediate and long-term outcomes as the long-term outcome of: *Helping homeless Canadians move toward self-sufficiency* is not reflected in the revised logic model, despite it being an important objective of HPS.

**4. Examine the reporting requirements regarding leveraging in order to reliably and consistently calculate leveraging figures. The program should focus on improving its ability to collect information on actual monies leveraged.**

The exact leveraging figures could not be calculated accurately due to data limitations encountered while analyzing the leveraging data. Community Plans provided an estimation of the community contribution, while CSGC provided the amount expected over the life of the project. Additionally, changes to the reporting process in 2009–2010 further compounded the issue and irregularities in the data, resulting in missing or unreliable data over the 2007–2008 through 2010–2011 period. HPS should make an effort to track actual monies leveraged at the end of the project period, rather than estimates given at the proposal stage.

## Methodology

Several data collection methods (or lines of evidence) were used for the evaluation of the HPS. Each method provided key evidence to address two or more evaluation questions. This evidence was then triangulated and analyzed to extract the key findings presented in the report. The lines of evidence were as following:

- **Document, File, and Literature Review:** The documentation reviewed included a variety of program documents, as well as a literature review of other homelessness-related programs and initiatives within Canada or in other countries (Australia, Germany, France, the United States and the United Kingdom).
- **Administrative Data Review:** The administrative data review used the contents of the Homelessness Electronic Reporting and Information Network (HERIN) database, as well as data from the Common System for Grants and Contributions for the period 2007–2008 through 2010–2011. This review only covers data for the three streams of HPS delivered by Service Canada (Designated Communities, Rural and Remote Homelessness, and Aboriginal Homelessness). To the extent possible, the review replicated the analytical protocol of the prior 2009 evaluation.
- **Key Informant Interviews:** A total of 69 key informant interviews were completed with seven groups of individuals familiar with the HPS. Interviews were distributed as follows: ESDC HPS representatives (3); local Service Canada representatives (3); provincial and territorial partners (10); representatives of other federal departments and agencies (5); HIFIS community coordinators (4); community representatives from Designated Communities not selected for case studies (38); and other stakeholders such as not-for-profit organizations with a mandate to deliver support to the homeless (6). Interviewees had anything between three months and fourteen years of involvement with HPS-related activities. A detailed content analysis of the data collected from the interviews was conducted to identify and code key themes and dominant themes were synthesized.
- **Case Studies:** The evaluation included a total of fourteen case studies consisting of seven community case studies and seven project case studies (one within each community). The community and project case studies were conducted simultaneously. The seven communities were all Designated Communities from six geographical regions.. Five of these communities received funding for Aboriginal Homelessness projects and three received funding for Rural and Remote Homelessness projects.<sup>12</sup> Federal Horizontal Pilot Projects were delivered in five of the seven communities, and SFRPHI property transfers were completed in two.

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<sup>12</sup> Even though Designated Communities are ineligible for Rural and Remote Homelessness project funding, the Rural and Remote Homelessness project funding is regionally managed, often through one of the Designated Communities in the region.

- **Implementing the case studies involved two main components:** (1) a document, file, and administrative data review conducted off-site in preparation for the case studies, and (2) interviews with 76 community and project representatives conducted in the field. A detailed content analysis of the data collected from the community and project case studies was conducted to identify and code key themes.
- **Expert Panel:** The key purpose of the expert panel was to provide informed opinions on the value-added of the HPS given the context for the provision of programming and services to the homeless or at-risk populations in Canada. Four members were chosen for their breadth of knowledge with respect to homelessness in Canada, and a list of questions based on the evaluation matrix was developed for panelist to answer individually. Once the four panellists completed individual reports, one of them summarized the views of all panellists into a single report.

## Evaluation Question Matrix

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
RELEVANCE									
Issue 1: Need for Program									
1. To what extent does the HPS make a value-added contribution to the provision of-community programming for the homeless or at-risk populations in Canada?		●	●	1.1 Description of other existing programs and services at the community, provincial and national levels	●		●		●
				1.2 Profile of support provided under HPS	●	●	●		
				1.3 Expert opinion as to HPS's value-added in providing support for the homeless or at-risk populations				●	
				1.4 Documentary evidence of HPS's value-added contribution to the provision of support for the homeless or at-risk populations (i.e. gaps filled, complementarity with other programs)	●			●	

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
				1.5 Informed opinion on whether HPS's approach to community capacity building is still valid given the maturity of the program and the players involved (meeting the needs)			●	●	●
				1.6 Informed opinion on whether HPS's approaches to building capacity in rural and remote areas are still valid (meeting the needs)			●		●
				1.7 Informed opinion as to HPS's value-added in providing support for the homeless or at risk populations and assessment of approach and its ongoing viability			●		●
PERFORMANCE (Effectiveness, Efficiency and Economy)									
Issue 2: Achievement of Expected Outcomes									
2. To what extent were the estimates of HPS results – based on NHI data as a proxy – accurate?	●	●	●	2.1 Project case study outcome results in comparison to past NHI achievements and positive outcomes			●		
3. To what extent is the HPS performance measurement strategy accurate, reliable, and complete to support evaluation and to report on program performance in the upcoming period?			●	3.1 Professional opinion as to adequacy of revised logic model and performance measurement strategy, (new indicators, outputs and outcomes) as tools to track performance and identify areas for improvement	●				
Prevention and Reduction of Homelessness									
4. To what extent has HPS assisted the homeless and those at-risk of homelessness move toward autonomy and self-sufficiency?		●		4.1 Percent of people remaining successfully housed after a 3 month period		●			
				4.2 Informed opinion on extent to which HPS funded initiatives enabled clients to become more autonomous			●		●

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
Partnerships									
5. To what extent has the HPS' partnership approach resulted in improved delivery, coordination of services and achievement of desired outcomes?		●		5.1 Number and features of partnerships formed between communities and other providers of support for homeless or at risk populations	●	●	●		●
				5.2 Investment in community homelessness projects by HPS in comparison to the investment of other partners (leveraging)	●	●	●		●
				5.3 Changes in the degree of alignment or coordination within communities of the services and programs for the homeless or at risk populations. Attribution of improved outcomes to improved coordination across providers.	●		●		●
				5.4 Evidence of effectiveness of partnerships					●
Federal Horizontal Pilot Projects									
6. To what extent were the federal horizontal pilot projects effective, cost-effective and can they be replicated?	●	●		6.1 Number of and amount of investment in federal government projects. Performance assessment in project reviews and evaluations.	●				
				6.2 Evidence of increased awareness of homelessness issues in federal partners' policies, programmes, systems or processes					●
				6.3 Informed opinion on achievement of intended outcomes for project beneficiaries, and of replicability of projects			●		●
				6.4 Time and cost to arrive at agreement among federal partners					●

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
Surplus Federal Real Property for Homelessness Initiative (SFRPHI)									
7. To what extent do the properties that become available under SFRPHI help communities to address homelessness issues?	●	●		7.1 Number of and intended use of properties transferred under SFRPHI	●		●		●
				7.2 Number of people that are housed as a result of SFRPHI transfers	●		●		●
				7.3 Informed opinion on benefit of SFRPHI to communities			●		●
Knowledge and Data									
8. To what extent were the knowledge products effective?	●	●		8.1 Number and type of new knowledge products or changes to pre-existing knowledge products	●		●		●
				8.2 Extent to which the information provided is perceived to be useful by communities			●		●
				8.3 Evidence of usage of knowledge products	●		●		●
9. To what extent was HIFIS effective in assisting communities to achieve their desired outcomes? To what extent did the role of HIFIS community coordinators contribute to achieving outcomes?	●	●		9.1 Number of new data provision arrangements (through HIFIS or through sharing of information collected via other systems)	●				●
				9.2 Informed opinion on whether the data provision arrangement assisted communities in achieving their desired outcomes or will help them do so. Perceptions of coordinators' role.			●		●
				9.3 Informed opinion on utility (coverage in HIFIS of homeless and at risk populations across Canada), accessibility and ease of use of HIFIS			●		●

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
2009 Recommendations and Policy and Program Enhancements									
10. To what extent have recommendations of the 2009 HPS evaluation been addressed and what progress has been made toward implementing policy and program enhancements resulting from the 2010 program renewal?		●	●	10.1 Change in community awareness of the importance of data, information and good practices on homelessness since 2009 – following changes to knowledge products and data provision activities under the new policy direction			●		●
				10.2 Change in number and type of partnerships formed with provinces or territories or in negotiation since 2009	●		●		●
				10.3 Extent to which the tools and templates developed under the new policy direction have been simplified and are coordinated with the program calendar	●		●		●
				10.4 Change in portion of funding invested in longer-term programming from 2009 levels					●
				10.5 Informed opinion on whether rural and remote homelessness funding stream can better respond to underserved communities in rural and outlying areas			●		●
				10.6 Informed opinion on progress made in prioritizing Aboriginal organizations delivering projects addressing the specific needs of off-reserve Aboriginal peoples who are homeless or at risk of homelessness			●		●
				10.7 Informed opinion on progress made in developing linkages with the Mental Health Commission of Canada					●
				10.8 Informed opinion on whether research is being made accessible and is relevant to communities' knowledge needs			●		●

Questions	Period			Indicators	Methods				
	2007–2008 to 2008–2009	2009–2010 to 2010–2011	2011–2012 to 2013–2014		Document, File & Literature	HERIN Admin Data	Case Studies	Expert Panel	KII
Issue 3: Demonstration of Efficiency and Economy									
11. To what extent is HPS efficient and economical?		●		11.1 Comparison of administrative overhead for program to overhead burden for similar social programs (i.e. as defined by program size, delivery model etc.)	●				
				11.2 Comparison of administrative overhead ratios over time of initiative	●				
				11.3 Examples and perceptions of program efficiencies and economies					●
				11.4 Review of alternative models in other regions and countries. Identification of potential options and best practices.	●				

## Challenges and Limitations

Despite the overall success of the implementation and analysis, it was not without its challenges. One such challenge was the scope of the evaluation as it included multiple time periods. Some documents and files reviewed, however, did not differentiate between time periods. Moreover, review of the qualitative data in the Community Plans (2011–2014) has proven to be challenging to roll-up and present in a meaningful manner as the quality of information and the level of detail provided with regards to the results and the achievement of the priorities varied considerably across communities.

Another challenge was to roll-up or integrate findings given regional and local differences. The types of needs and gaps, as well as the level of collaboration and partnerships, and the effectiveness of HPS funding vary greatly across communities. Since the key findings focus primarily on broader issues and trends rather, some observations about the program may apply to some communities more than others. Efforts were made to highlight regional differences where warranted by describing the characteristics of the communities or regions (larger vs. smaller communities, regions with greater provincial/territorial involvement, etc.).

Shortcoming in the available data also created challenges. For instance, a comparison of NHI proxy data and HERIN data was not possible. Similarly, problems of aggregation, double reporting, differences in leveraging requirements by stream, and inflation of the leverage ratio made it difficult to assess the extent of leveraging by the HPS (evaluation question five). The data issues regarding leveraging have previously been discussed by the program, but no solution seemed to have been implemented by the time of the evaluation. The evaluation examined the data on financial contributions from partners to homelessness-related projects in both HERIN/CSGC (actual and planned investments) and in the Community Plans. The data contained in the Community Plans reflects forecasted investments from all partners that could contribute to the community's priorities, including funds for activities that are beyond the scope of HPS mandate. These data overstate the program leverage and it is not consistently reported.<sup>13</sup> Data in HERIN/CSGC on actual investments used to be collected from project's annual reports, but the program identified inaccuracies in reporting and stopped collecting that information in 2011.<sup>14</sup> Data on planned investments is collected from applications and proposals at the beginning of a funding period (contribution agreements). However, under the Community Entity agreements, communities report planned contributions for purposes valid under the HPS terms and conditions, but not necessarily only pledged for HPS projects, also overstating the program's leverage. Additionally, these figures may not reflect the amounts actually received by the community.

An important caveat is that those who participate in the evaluation as either key informants or community and project representatives may have a vested interest in the continuation of the program. To mitigate the challenge of synthesizing information from these lines of evidence, data was triangulated to the extent possible.

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<sup>13</sup> Many communities had difficulty completing this requirement. In some cases, amounts were entered as a minimum expected number; in others, communities were unable to identify any sources of funding but committed to leveraging at least \$1 for every HPS dollar on a project level.

<sup>14</sup> HPS program staff indicated that some projects reported the financial contributions received in a given year, but other projects either reported the total amount that they expected to receive over the life of the project (leading to double or triple counting), or did not report other contributions.

## *Appendix B*

### **Description of the Program**

The Homelessness Partnering Strategy is a community-based grants and contributions program. It ultimately aims at preventing and reducing homelessness across Canada and contributes, along with its partners, to a more sustainable and comprehensive continuum of supports that are intended to help homeless Canadians move toward self-sufficiency and to prevent those at-risk of becoming homeless. Specific activities funded under HPS include, for instance, direct provision of different types of housing, debt reduction and counselling, helping people with disabilities to secure housing, and support for staff working on outreach and assistance of homeless populations.

The Homelessness Partnering Strategy (HPS) came into effect on April 1, 2007 as an enhancement of the National Homelessness Initiative (NHI), with a shift from emergency to longer-term solutions. On September 4, 2008, HPS was granted an extension from April 1, 2009 to March 31, 2011. The annual program budget for each fiscal year was \$134.8 million for a total of \$539.2 million over 2007–2008 through 2010–2011. On October 7, 2010, HPS was further extended until March 31, 2014, at the same funding level for a total of \$ 404.4 million over 2011–2012 through 2013–2014. The renewed HPS included changes to two of the funding streams. The Outreach funding stream was changed to the Rural and Remote Homelessness funding stream, shifting the funding towards the smallest and most remote communities facing homelessness issues. The Aboriginal Communities funding stream was renamed to reflect the recognition that Aboriginal homelessness occurs within urban centers. The Homeless Individuals and Families Information System funding stream was renamed the National Homeless Information System in recognition that the objective was to gather data, rather than to sell a product.

The HPS Operations Branch administers the three largest streams of the program (Designated communities, Rural and Remote Communities and Aboriginal Homelessness), with a focus on the needs of homeless and at-risk individuals at the local level. The Homelessness Partnering Secretariat within the Income Security and Social Development Branch administers the remaining four streams of the program, with a focus on creating and disseminating knowledge and on developing horizontal and innovative approaches to address homelessness at a national level. Regional or local delivery staff (Service Canada) provide direct support to communities, and engage in most aspects of the project assessment process.



## Appendix C

### Federal Horizontal Pilot Projects

The FHPP stream supports horizontal work with other federal departments, including Health Canada, the Department of Justice, Citizenship and Immigration Canada, and Aboriginal Affairs and Northern Development Canada. The key objectives of the pilot projects are to facilitate broader involvement of federal departments and agencies in developing solutions to homelessness and recognizing the multi-faceted nature of the issues. As shown in the table below, in the period under evaluation, twenty-two projects were approved in this stream.

Approved Funding for the Federal Horizontal Pilot Projects by Province/Territory		
Province/Territory	Total # Projects	Funding (\$000)
Alberta	3	2,688
British Columbia	6	636
Manitoba	2	191
Newfoundland and Labrador	1	154
Nova Scotia	2	376
Ontario	5	726
Saskatchewan	2	334
Multiple jurisdictions (Northwest Territories, Yukon, NFL, MB)	1	381
<b>Total</b>	<b>22</b>	<b>5,486</b>

Federal Horizontal Pilot projects included, for instance, an initiative developed with Veteran Affairs to test the effects of providing transitional housing and supports for hard-to-house veterans, and an initiative developed with Correctional Services to test the effects of providing housing and health supports to newly-released aboriginal offenders.



## Appendix D

### Surplus Federal Real Property for Homelessness Initiative

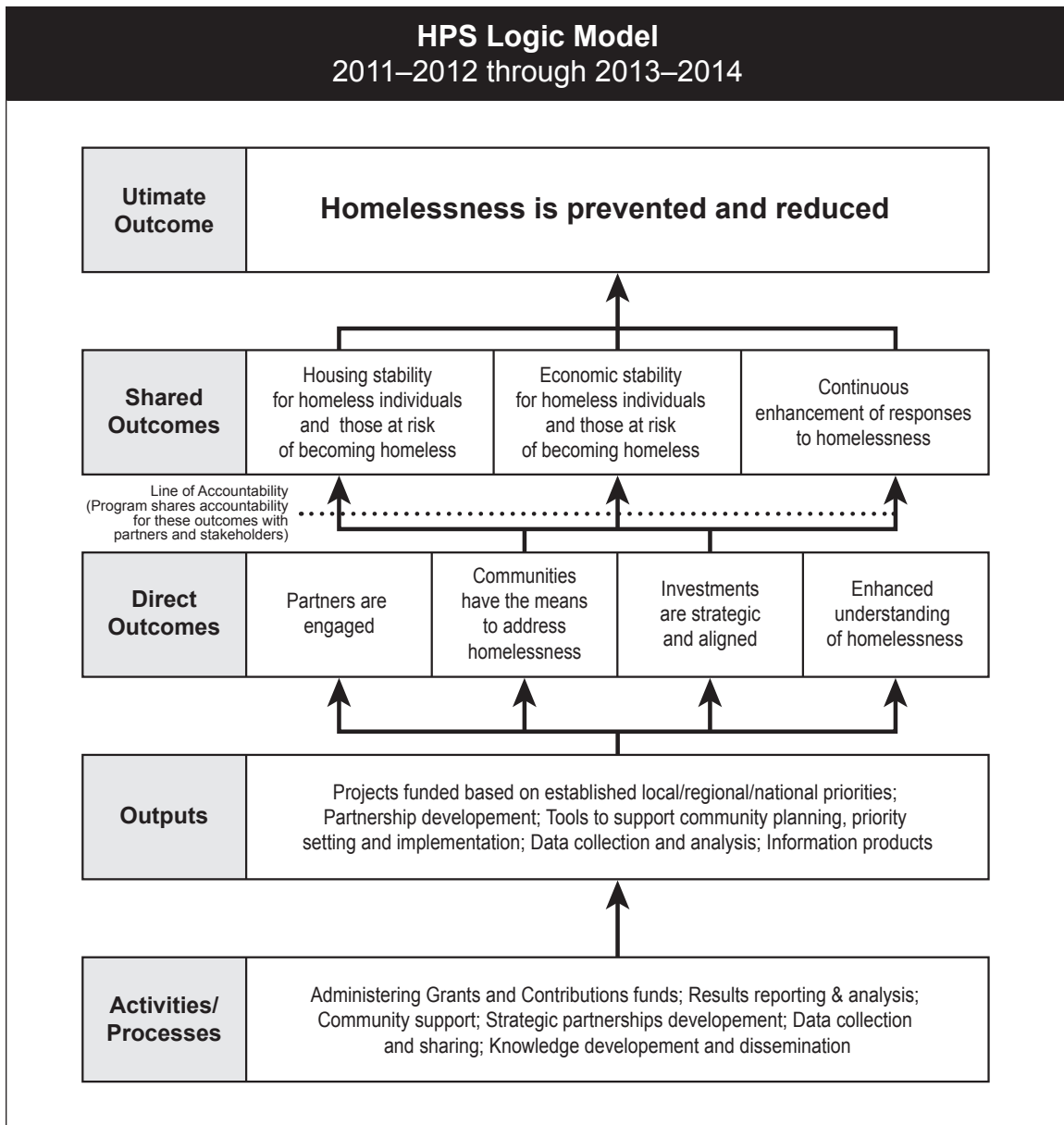
The SFRPHI stream makes surplus federal real property as well as land available to community organizations, the not-for-profit sector and other orders of government, for projects to prevent and reduce homelessness. This Initiative is jointly managed by ESDC and Public Works and Government Services Canada, in partnership with Canada Housing and Mortgage Corporation. As shown in the table below, in the period under evaluation, 29 properties were transferred in this stream.

Impact of SFRPHI Transfers by Facility Type (December 2007– March 2011)				
Facility Type	Number of Properties Transferred	Number of Housing Units Created	Number of Beds/Bedrooms Created	Total Number of People Housed
Longer-Term Housing	20	225	487	651
Supportive Housing	3	27	33	78
Transitional Housing	4	10	30	1,742
Shelter (Emergency)	1	1	25	300
Outreach/Support Services	1	1	0	1,858
<b>Total</b>	<b>29</b>	<b>264</b>	<b>575</b>	<b>4,629</b>

Two SFRPHI transfer properties were examined as part of project case studies: the Downtown Browne's youth shelter in Regina, and the Train for Trades in St. John's. According to case studies representatives, both projects were successful. They noted that SFRPHI initial property transfers require significant processing time but have been very beneficial to recipient communities in terms of encouraging both innovative models for integrated housing and support, and partnership development with other orders of government.



## Appendix E





## Appendix F

### HPS Delivery Models

HPS has two delivery models for funding communities:

- **Community Entity Model:** In this model a community entity (most often the municipal government) is responsible for developing a Priority Plan specifying the community's needs and how they will be addressed. The plans are approved by the Community Advisory Board (CAB) and implemented by the community entity with HPS support. Local applicants for HPS project funding must go directly to the Community Entity.
- **Shared Delivery Model:** In this model, ESDC works in partnership with the community to support funding priorities, resulting in a joint selection and decision-making process. Where appropriate, partners also include the province/territory. ESDC is responsible for project approval, contribution agreement preparation, and monitoring.

Region of the Project by Project Delivery Model: Number of Projects (2007—2011)			
Region	Community Entity	Shared Delivery	Total
Atlantic	100	164	174
Quebec	0	436	436
Ontario	894	60	954
Prairies	221	213	434
British Columbia	60	275	335
Territories/Nunavut	13	20	33
Total	1,198	1,168	2,366

At the time of the evaluation, about half of the projects were delivered through each model, but the program was in the process of implementing moving all projects to the community delivery model. There were also significant differences across regions. For instance, while Ontario mostly used the Community Entity model, Quebec used exclusively the Shared Delivery model tailored (with some features similar to a Community Entity model) to the terms of the Canada-Quebec Agreement for HPS implementation.

