



**REGIONAL HOUSING FIRST STRATEGY**  
A collaborative outcome map  
to address homelessness  
in the capital region

**A STRATEGY FOR  
TRANSFORMATIVE CHANGE**

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for:  
**Capital Regional District  
Regional Housing**

June 2017



## Preface

The **Regional Housing First Strategy: A collaborative outcome map\*** to address homelessness in the capital region is a comprehensive and coherent strategy and action plan for achieving transformative change. The strategy's long-term goal is:

**People are prevented from becoming homeless in the region and those experiencing homelessness can choose an appropriate, safe, and secure place they call home; receive support where they are at on their journey to better health, wellness, and livelihoods; feel valued, respected, and belong as meaningful contributors to the community—a community that is compassionate and surrounds them with good will, help, and the love they need to live, learn, work, and play to their potential.**

A **collaborative outcome map (COM)** develops a strategy on a single page of connected interventions, outcomes, long term goal, and beneficial impacts providing an actionable strategy for change. It is the final product resulting from an incremental process involving a review of background documents, 30 key informant interviews, a series of interactive strategy design workshops with a Design Team of 35 stakeholders, and culminating in a Community Forum. The strategy development and reporting process started in October 2016 and was completed in May 2017.

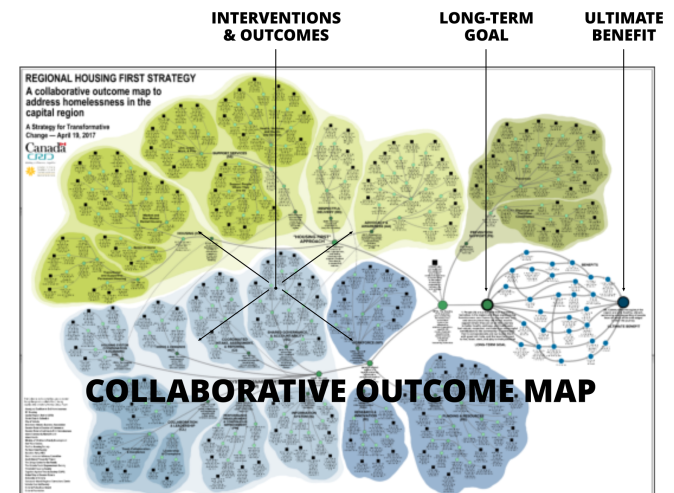
At the Community Forum, the **collaborative outcome map** was formally launched and introduced to an extended suite of community stakeholders. As hosts of the Forum, the Design Team helped participants to understand the nature of the map and find where they "lived" in the system conveyed by the map.

The Forum also served as the first step to implementing the map by providing all the participants with the opportunity to identify and place different coloured dots on the 15 posters (22 capacity areas) to indicate their priority outcomes and where they are currently active. Versions of the map showing this information are project deliverables.

The Collaborative Outcome Map portrays a community-wide aspiration for people facing homelessness challenges. It is a rich visual portrayal of our shared intentions to transform the homelessness support system to achieve greater impact. Within the map there is a story of how this change will occur and the benefits of this change. The ultimate benefit is:

***Communities throughout the region are safe, healthy, vibrant, welcoming and supporting of people from all walks of life and stages in their life journey.***

\* produced under interim agreement with ISN



## Acknowledgements

We wish to acknowledge the generous contributions of the following organizations and people.

- Aboriginal Coalition to End Homelessness
- BC Housing
- Capital Region District (CRD)
- Christ Church Cathedral
- City of Victoria
- Community Social Planning Council
- Downtown Victoria Business Association
- Greater Victoria Chamber of Commerce
- Greater Victoria Coalition to End Homelessness
- Greater Victoria Public Library
- Island Community Mental Health
- Island Health
- Ministry of Children & Family Development
- Our Place Society
- Pacifica Housing Society
- Portland Hotel Society
- Salvation Army-ARC
- Social Inclusion Advisory Committee
- The Cridge Centre for the Family
- The Victoria Youth Empowerment Society
- Threshold Housing Society
- Together Against Poverty Society (TAPS)
- United Way of Greater Victoria
- University of Victoria
- Vancouver Island Regional Corrections Centre
- Victoria Cool Aid Society
- Victoria Police Department
- Victoria Foundatio

The Collaborative Outcome Map was co-created by a multi-stakeholder Design Team over a series of workshops and other engagement processes in the first three months of 2017. The team included representation from the following sectors:

- housing
- human services
- indigenous peoples
- youth
- health
- justice / corrections
- lived experience
- academia
- faith communities
- business / downtown
- elected officials
- community funders
- other specialist

## Collaborative Outcome Mapping

A COLLABORATIVE OUTCOME MAP is an outcome-based actionable strategy all on one, albeit rather large page. It was developed using the Theory of Change methodology.

It provides a visual portrayal of our shared intentions to transform the system the Community-Homelessness-Prevention (CHP) system in the capital region.

This actionable strategy was co-created by a thoughtfully put together group of key stakeholders that understand the dimensions of the challenges and opportunities at hand.

The development of the map acknowledges:

- Complex challenges span many boundaries, segments, and silos
- To achieve positive transformation, we need to align the efforts of many people and organizations – we need to be rowing in-sync and toward the same shore.
- To address the complexity head-on, we need to be, think, and act as systems thinkers
- When people build something together they are much more committed to ‘making it so’
- Human beings are motivated and excel when they have a common purpose and a shared and clear vision of the future.

Informed initially by an in-depth review of existing information and informant interviews, this map was co-created by a Design Team using a facilitated participatory process. The Design Team represented a rich cross-section of knowledgeable and experienced stakeholders. On one side, the Collaborative Outcome Map uses arrows to connect interventions to outcomes and outcomes to a long-term goal. On the other side, the long-term goal is in turn connected by a flow of arrows to an array of benefits that will be contributed to as progress is made on the long-term goal. Clusters of interventions (the black squares) and outcomes (the circles) describe the different Capacity Areas or functions in the system required to achieve the long-term goal. Capacity areas, and sometimes subdivisions of them, are named. The aggregate effect of the outcomes in a cluster is described by the Capacity Area Outcome.

The TOP LIME-GREEN HALF of the map is about much of the specific work we do to help those that are homeless and those that are at risk of becoming homeless in our various work settings The BOTTOM HALF of the map models the supporting system.

The legend describes all the objects, symbols and colours used in the Collaborative Outcome Map. The Collaborative Outcome Map has 155 interventions, 218 outcomes, 15 capability areas, one long term goal, 28 benefits and one ultimate benefit.

Additional versions of the map were also generated, such as to show priorities, areas where stakeholders are currently working, and to define a performance measurement system.

The Collaborative Outcome Map serves as a powerful management tool for implementation. It provides an integrated and coherent framework for priority setting, project chartering, assignment of accountability, and performance measurement and evaluation. It is a highly effective tool for breaking down silos, working across organizational boundaries, and aligning our collective work to effect transformative change and important increment improvements.

## The Community Homelessness Prevention (CHP) System

The Collaborative Outcome Map captures on a page the pathway to transformative change in our community homelessness prevention system in the capital regional. This complex task starts by defining, with agreement among stakeholders, a desired Long term goal. This was agreed to be:

**People (4) are prevented from becoming homeless in the region and those experiencing homelessness can choose an appropriate, safe, and secure place they call home; receive support where they are at on their journey to better health, wellness, and livelihoods; feel valued, respected, and belong as meaningful contributors to the community—a community that is compassionate and surrounds them with good will, help, and the love they need to live, learn, work, and play to their potential**

It was further recognized that this long-term goal will be achieved if the following two strategic outcomes were achieved:

**HF01. PEH have a choice of safe, appropriate, and stable housing with support services provided in a respectful manner**

**SM02. The CHP system is a high-functioning, sustainable, and transformative "system of systems" acting as one**

### Project Deliverables

In addition to this summary report, project deliverables included:

- The Collaborative Outcome Map itself
- A Logic Model summarizing the Collaborative Outcome Map
- A Compendium of Capacity Areas, to act as a 'workbook' describing the Collaborative Outcome Map
- A Shared Journey Poster, graphically describing the process of creating the Collaborative Outcome Map
- A Current Activity and Interest Workbook, describing where organizations 'live' in the map and contribute to the system
- A Priorities Map, showing the priorities of Community Forum attendees
- A Performance Measurement Framework for the Collaborative Outcome Map, and
- An outline of how the Collaborative Outcome Map can be implemented.



And if the long-term goal is achieved, a variety of benefits will follow culminating in the following ultimate benefit:

**30. Communities throughout the region are safe, healthy, vibrant, welcoming and supporting of people from all walks of life and stages in their life journey**

The strategic outcomes are generally preceded by capacity area outcomes, and those outcomes will be achieved if other specific outcomes are achieved and interventions are undertaken. When grouped, these form a number of system capacities – areas in which efficient and effective action must occur if the strategic outcome is to be operationalized.

In the map, 15 capacity areas were identified each with its own key enabling outcome as follows:

**Housing (HO30) - There is adequate housing supply for PEH to choose from a spectrum of safe and affordable housing**

**Support Services (SS31) - Support services have the ongoing capacity to support PEH across the region**

**Respectful Delivery (RD07) - PEH feel valued and respected as they are supported**

**Advocacy & Awareness (AA17) - Communities and neighbourhoods are more empathetic, compassionate, inclusive, and welcoming of PEH**

**Prevention Support (PS27) - People are prevented from becoming homeless**

**Housing System Coordination and Planning (HS06) - The housing system is well planned for and coordinated**

**Needs & Demands (ND04) - The needs and demands of the CHP system are well understood and anticipated**

**Coordinated Intake, Assessment & Referral (CI07) - PEH are offered and provided appropriate housing and rehousing quickly without preconditions**

**Shared Governance & Accountability (SG12) - The CHP system has more integrated governance, management, and accountability for driving transformative change**

**Workforce (WF12) - The CHP system has a competent, motivated, and sustainable workforce**

**Collaboration & Leadership (CL15) - The CHP system has strong collaborative and leadership capacity with a clear sense of shared purpose**

**Performance Measurement & Continuous Improvement (PM08) - The CHP system measures progress, learns and is continuously improved**

**Information Systems (IS09) - The CHP system is well informed by fit-for-purpose (1), high value information**

**Research & Innovation (RI08) - The CHP system is better understood and more innovative helping to drive transformative change**

**Funding and Resources (FR24) - The CHP system is funded and resourced adequately, efficiently, and sustainably**

Additionally, it was recognized that the Collaborative Outcome Map was a generic reflection of the reality experienced by many specific populations, and that the map

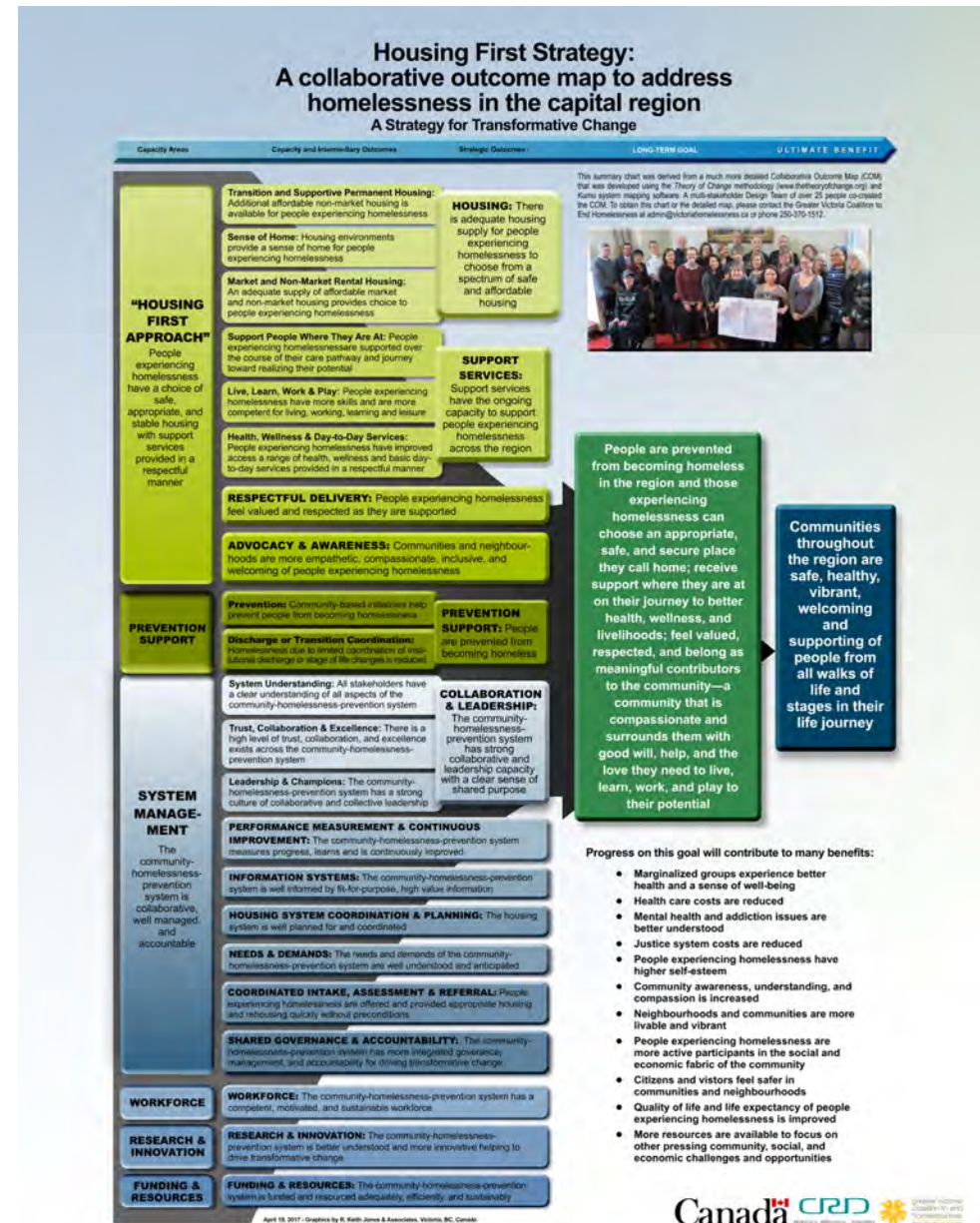
would need to be tailored to the specific experiences of groups such as Indigenous People, youth, women, etc. An intervention was inserted in the map, immediately before the long term goal, to effect this:

**HF02i. Tailor and augment the outcomes and actions in this Collaborative Outcome Map to the needs of particular populations, cultures (4), and settings (11)**

## The Logic Model

The complexity of the collaborative outcome map is more simply captured in the logic model which portrays much of the previous discussion.

This provides a simpler format but unlike conventional logic models, the Logic Model is a direct derivation and summation of all of the details embedded in the map itself. For some people and in some settings, this simpler representation of the strategy provides sufficient detail.



## Moving Forward – From Mapping the System Actions and Outcomes to Implementing for Transformative Change

It cannot be stressed enough that the implementation of the Collaborative Outcome Map demands a new way of working together where the focus needs to be on outcomes to achieve greater benefits. It requires a different way of thinking, of doing, and of being. It will take time for the various participants, stakeholders and partners to understand and experience this, and to appreciate its implications regarding how individual organizations operate and think of themselves as part of a larger system. These changes will occur gradually, but offer an opportunity to make progress on a substantial long term goal, one that will yield significant collective impact.

Implementing the map is a long journey; a generation long at least. A preliminary look at the results of the dot process at the community forum suggests that a lot of effort is already in-play. The key questions now should be — how aligned are these efforts with our shared goal and where are the gaps and duplications of effort? How can we improve alignment? How can we leverage resources better? Where should we invest our efforts in relation to the priorities we have identified?

Implementation of the map will not always be an orderly process. Even though it lays out a detailed set of intentions, its implementation will sometimes need to be opportunistic and always seeking and enabling “fortuitous serendipity.” The emphasis initially can be on showing people where their current work fits in the map. The map helps people see a “line of sight” from the work they are doing to its contribution to achieving a particular outcome; and, ultimately to the long term goal further downstream. We can now reference all of the community’s activities to the actions and outcomes in the Roadmap. We need to continually “work the map”. By doing this, we will be thinking about and practicing collective action to achieve collective impact (the right-hand side of the map).

The process of implementation should include:

- A steward or stewardship group for the whole map – one agency which acts as a “backbone organization”. This would logically be the Coalition to End Homelessness.
- Sector leadership – lead agencies which will guide the implementation of specific groups of capacity areas – this might be a role for the major agencies such as CRD, BC Housing (providing leadership on the Housing Capacity area) or Island Health (providing leadership on the Support Services capacity area).
- Capacity area leadership – working collaboratively across organizations and silos, this will provide ongoing leadership, direction and support for each capacity area.
- Task Teams – specific outcome-intervention couplets or groups of couplets will be identified as priorities, and specific individuals or agencies can provide leadership on these priority projects.
- Champions – the need for leadership in the broader community is noted in the map (CL02), and various individuals, well known in the community, should be recruited for this championing role.

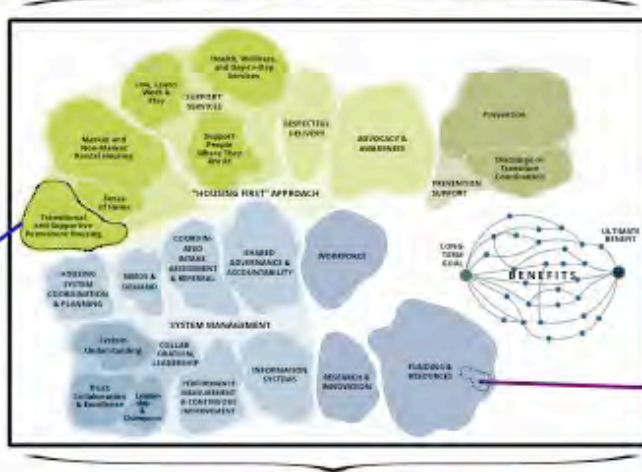
# Organizing the Implementation of a Collaborative Outcome Map

The Collaborative Outcome Map provides an immediately useful framework for organizing groups and key people (roles) for its implementation

**Stewardship Group**, with two **Co-Chairs**, often has around 10 members representing different sectors. As steward of the Collaborative Outcome Map, the Stewardship Group provides oversight and coordination for the whole map with the support of the **System Coordinator** and **Support Secretariat**. **Champions** are respected community leaders who promote and advocate for the overall strategy ensuring that system has a strong culture of collaborative and collective leadership.

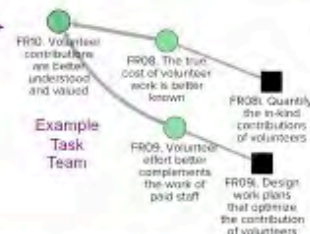
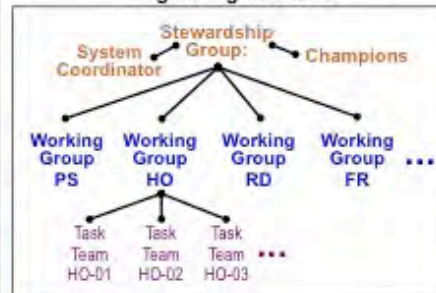
## Collaborative Outcome Map

**Working Groups** support activity in one or more capacity areas. They are focused on making progress on achieving the capacity outcome for each capacity area<sup>2</sup>. Working Groups choose their own **Chair / Co-Chairs**.



**System Coordinator** has the lead role for facilitating and coordinating progress on outcomes and interventions<sup>1</sup> throughout the whole Collaborative Outcome Map and particularly coordinating the work of **Working Groups** and **Task Teams**. The System Coordinator receives direction and guidance from the **Stewardship Group**. The work of the System Coordinator is supported by a **Support Secretariat**.

## Organizing Structure



**Task Teams** are small groups of individuals working on particular projects, programs or initiatives at the level of a single intervention-outcome couplet or small clusters of these. Task Teams choose their own **Chair / Co-Chairs**.

<sup>1</sup> Many of these interventions and outcomes are currently active to varying degrees.  
<sup>2</sup> The results of the Community Forum dot allocation session provides an initial indication of where people are currently active and what outcomes they feel are a priority.

## Appendix - Design Team Members

- Avery Taylor
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- Candace MacDonald
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- Christine Culham
- Coreen Child
- Danella Parks
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- Debbie Berg
- Denise Paul
- Don Elliott
- Erin Kelly
- Heidi Hartman
- Jahnava Moore
- Jeff Baergen
- Jennifer Bisley
- John Reilly
- Kelly Reid
- Kerri Milton
- Kim Duffus
- Lindsay Dolling
- Mark Muldoon
- Paola Levet
- Patrick Sibley
- Peggy Kulmala
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- Scott McGregor
- Sheila Best
- Stacey Trudgian
- Trudy Chyzowski
- Yuka Kurokawa

