BCNPHA

BC Non-Profit Housing Association

Does Affordable Aboriginal Housing Have a Beneficial Impact?

COLLABORATING TO DEVELOP AN EVALUATION FRAMEWORK

OCTOBER 2012

PARTNERS

MISSION

The work of BCNPHA is to lead and support its members who are non-profit housing providers through services, educational opportunities, and advocacy.

VISION

1. *All households in BC have access to safe, secure, and affordable housing.*
2. *All non-profit housing providers who are members of the Association consistently achieve excellence as defined by best practices.*
3. *All non-profit housing providers who are members of the Association provide safe, secure, and affordable housing to their tenants.*
4. *The public, private, and non-profit sectors work respectfully together towards developing and maintaining safe, secure, and affordable housing.*

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1. INTRODUCTION

M'akola Group of Societies aims "To provide homes primarily for Aboriginal people, where they can have pride and feel connected to traditional values and a community."[1] In 2007, M'akola identified the need to collect information on the impacts of their housing and inform future changes to their programming. The current three-year strategic plan for M'akola Group of Societies outlines, as one of their five key objectives, the need to develop and adopt a longer term framework for measuring and evaluating the need for housing by studying how tenants' family situations are affected by their housing. M'akola contacted BC Non-Profit Housing Association (BCNPHA) in November 2008 for a preliminary discussion of evaluation opportunities, and one result of the partnership is this evaluation framework, funded by the Social Sciences and Humanities Research Council of Canada (SSHRC). Members of the M'akola Group of Societies, BCNPHA, and researcher Amy Salmon have worked together to develop the M'akola Housing Program Evaluation Framework. The evaluation will be undertaken under a separate project at a later date.

This report begins with the broader context: a description of the M'akola Housing Program, the goals of the program evaluation, and methods. Then the evaluation framework is presented, the indicators used in measurement and the data collection tools are described, and the implementation plan is explained. Materials included in the Appendices include the Tenant Survey (Appendix A), Tenant Survey Scale (for Interviewers) (Appendix B), Staff Survey (Appendix C) and Service Provider Survey (Appendix D). Referenced documents are listed at the end of the report.

About BCNPHA

BCNPHA is a provincial umbrella organization providing leadership and support to the non-profit housing sector. The BCNPHA Research Department is committed to engaging in research processes both with and for BCNPHA members and other key stakeholders in order to support and advance the mandate of BCNPHA and conduct projects that generate meaningful information and innovations for the non-profit housing sector. The BCNPHA Research Strategy outlines a framework for both supporting and advancing the work of BC's non-profit housing sector through seven thematic priority areas.[2] This project is directly related to the priority area "Impacts of Affordable Housing."

M'akola Housing Program Description

Non-profit housing societies build and manage long-term and affordable homes for those unable to find housing on the private market, and thus are a key contributor to the supply of appropriate and affordable housing for Aboriginal and other tenant communities. In British Columbia, which has the second-lowest vacancy rate in the country,[3] there are more than 20 non-profit housing societies with specific mandates to serve Aboriginal people living off-reserve. Together, they operate approximately 2500 units of appropriate and affordable housing across BC, representing approximately 5% of the entire non-profit housing sector.[4] However, 28% of off-reserve Aboriginal households (compared to 16% of non-Aboriginal households) are unable to secure adequate housing[5] and thus the non-profit housing sector

seeks to maintain and increase the stock of affordable housing for Aboriginal and other priority populations.[6]

M'akola Housing Society was established in 1984 to provide safe, affordable housing for families of First Nations ancestry who were in core need of housing in urban centres on Vancouver Island. Since that time the Society and its mandate have expanded into what is now the M'akola Group of Societies, whose mission is to provide affordable and appropriate homes primarily for Aboriginal people on Vancouver Island, and to enhance community partnerships.[7] M'akola also provides a range of programs and services such as counseling, outreach, and supportive living services. Housing is primarily provided to Aboriginal families, with some units reserved for singles, seniors, and people with disabilities. With 867 units comprising 50 properties on Vancouver Island, M'akola is the second largest non-profit housing society in British Columbia in terms of the number of buildings and is the largest provider of non-profit housing for Aboriginal people in the province. M'akola is the largest non-profit housing society operating on Vancouver Island,[8] operating through the CMHC Urban Native Housing Program. In addition, M'akola conducts property management services for five buildings of provincial government housing stock. Of the 867 units managed by M'akola Housing Society, 372 units house tenants under the M'akola Housing Program for Aboriginal families in Duncan, Nanaimo, Port Alberni, and Victoria. The properties are grouped into two regions (Mid Island and South Island), each with a regional manager and a tenant relations representative.

Goals of the Evaluation Framework

An evaluation framework is needed to determine the impact of affordable Aboriginal housing on social, cultural, economic, and health indicators among tenants of the M'akola Housing Program. The goals were:

- To develop a new partnership among researchers and Aboriginal non-profit housing providers to facilitate the co-creation of knowledge in the area of evaluating the impacts of housing.

- To assess the potential of current evaluation research regarding the impacts of housing as it relates to Aboriginal communities living off-reserve.

- To identify existing methodologies, research instruments, and data sources that can contribute to an evaluation framework for affordable Aboriginal housing.

- To develop new, and/or enhance existing, research questions, methodologies, instruments, and data sources towards the design of an evaluation framework for affordable Aboriginal housing.

Although the framework was developed to evaluate the non-housing outcomes of the M'akola Housing Program, the research team feels that the framework is broadly applicable to measuring the outcomes of Aboriginal affordable housing more broadly.

What is Program Evaluation?

Program evaluation is widely used in public, non-profit, and private sector organizations to

create information for planning, designing, implementing, and assessing programs. Program evaluations tend to result in incremental changes, such as improving the program or increasing its size or scope; evaluation of public programs is often required by government agencies.

Program evaluations fall into two types:

- Formative evaluation, which is intended to provide feedback with the intention of improving the program. A formative evaluation might ask questions such as, "To what extent does the program achieve its intended objectives?"

- Summative evaluation, which focuses on issues of effectiveness and efficiency. A summative evaluation would focus on questions such as, "Is the program cost-effective?"

The M'akola Housing Program Evaluation Framework is primarily a formative evaluation, although it has some elements of a summative evaluation, such as questions about the impact of the program on tenants' educational or employment outcomes. Program evaluations can involve the development of a logic model that explains the relationship between the program goals, objectives, inputs, outputs; a set of indicators that can measure the outputs; and the specific methods and tools that will be used in measurement. Research tools for housing program evaluations typically include tenant surveys, housing provider/staff surveys, and service provider surveys, and analysis of existing data provided by the organization (such as number of units).

The published literature on the evaluation of housing programs in Canada seems to be fairly limited: two recent[9] examples include CitySpaces' *Evaluation of RainCity's Housing First Program*[10] and Yukon Housing Corporation's *Evaluation of the Social Housing Program.*[11] Evaluations of Aboriginal housing programs are virtually non-existent in Canada. The evaluation of social housing programs can include the shelter and non-shelter outcomes of housing: shelter outcomes might include lower housing costs, better housing quality, and increased security of tenure, while non-shelter outcomes may include improvements in physical health, increased sense of belonging and changes in employment.[12] The Mental Health Commission of Canada is currently undertaking a study of over two thousand individuals across the country who were housed through the At Home/Chez Soi program.[13] The study explores the participants' housing, health status, quality of life, and service use outcomes as well as the economic costs associated with the Housing First approach. As the Australian Housing and Urban Research Institute acknowledged in their investigation of evaluation methods and indicators for indigenous housing programs,[14] most program evaluations emphasize program effectiveness and efficiency, rather than intrinsic values such as strengthening community, capacity building, health or well being. Hard-to-measure indicators such as the impacts of housing upon mental health impacts or its contribution to strengthening communities are often overlooked. The Australian Housing and Urban Research Institute also notes that a multi-generational approach is needed with respect to Aboriginal research, acknowledging the need for time and resources across several generations to overcome colonial policies and history. With this approach, rather than measuring the percentage of juveniles attending school or the number of rents in arrears,

indicators such as dealing effectively with government agencies, entering into further education, or moving into mainstream housing might be more appropriate.

2. LITERATURE REVIEW

What does existing research tell us?

A basic right of Aboriginal peoples is the right to self-determination, and to support social cohesion within communities rather than individualistic needs. The Aboriginal population in Canada has unique housing histories and needs. The National Aboriginal Housing Association states that "more than half of Aboriginal people in Canada live in urban centres and rural areas….Cut off from the culture and traditions that strengthened them, many Aboriginal people feel isolated and powerless against discrimination. They often face grinding poverty and live in sub-standard housing or become part of the burgeoning population of the homeless."[15] A disproportionate number of Aboriginal people in Canada live in housing that is overcrowded, not affordable, or in need of repair: Canada Mortgage and Housing Corporation defines these three characteristics as the conditions for "core housing need."[16] In a 2001 report, CMHC stated that two-thirds of urban Aboriginal people who had recently moved cited the inadequacy, unsuitability, or high cost of their former housing as the reason for moving.[17]

The devastating historical impacts of the residential schools and government programs upon Aboriginal peoples continue to contribute to intergenerational trauma such as dislocation, family breakdown, and mental and physical health issues. These major impacts upon Aboriginal peoples have invariably contributed to instability in housing tenure, both on- and off-reserve. Inadequate housing programs and physical housing structures have led to widespread overcrowding and deplorable housing conditions among the First Nations population. Many Aboriginal people also face labour market and housing discrimination,[18] which affects their housing outcomes outside of reserves and the incidence of homelessness in this population. Aboriginal people living in urban areas are more than twice as likely to be living in poverty as other Canadians.[19]

The types of housing commonly available in Canadian cities often do not suit the needs of Aboriginal peoples. For example, in some First Nations communities, multiple-generation families are common. Traditionally, extended family members sleep together around a central fireplace. Meals are prepared together and communal foods, such as caribou, are processed together, requiring large kitchens. CMHC points to the success of a recent partnership with the Nunavut Housing Corporation: "The project began by implementing a consultation process based on a traditional concept—'Aajiiqatigiinniq'—which means decision-making through discussion and consensus" and identified the need for design features that were reflective of cultural preferences. One example is illustrated in the design of the kitchen, which "flows into the living room, creating an open space where meals can be shared and stories can be told" and "is equipped with a stainless steel sink and a cutting area where people can work on country foods, such as caribou or seal."[20] Many families need to accommodate family members for extended periods of time. In addition, decades of family separation and dislocation have contributed to the need for specific housing types:

transitional housing for teens exiting the child welfare system or men released from the prison system, for example.

As housing relates to a broad range of physical and social conditions, it can be difficult to identify its impacts on social, cultural, health, and economic well-being. It has been well documented that a lack of appropriate housing can lead to negative health and social outcomes.[21] For example, a study of BC families who had moved into social housing in the past two years found that families experienced less stress, improved mental and physical health, improved education performance in their children, increased access to services and amenities, and increased community involvement; these changes were linked to the change in housing circumstances. Thirteen percent of the study's sample were Aboriginal people.[22] Few studies have actually demonstrated the impact of the provision of housing on a wide variety of social, cultural, health, and economic outcomes for Aboriginal people in BC or Canada living off-reserve.[23]

Methodological Approaches

New approaches and methods of inquiry are needed to assess the impact of providing appropriate and affordable housing for Aboriginal people living off-reserve and such research must incorporate the approaches, values, experiences and contributions of Aboriginal people into the design and conduct of the study. Many researchers stress the importance of prioritizing indigenous knowledge and experiences: research should be defined and initiated by the relevant community; members should have substantial control over the conduct of the research and should receive research results in a form that can be understood by the participants.[24] This is consistent with the approach to First Nations research embodied by the principles of Ownership, Control, Access and Possession (OCAP).[25] In Canada, the Tri-Council Policy (TRCP) on Research Ethics has specific guidelines on research involving Aboriginal peoples.[26] The TRCP, which applies to all federally funded research in Canada, outlines a list of best practices including conceptualizing and conducting research in partnership with Aboriginal groups. Research should include proposals for further action by the community itself, and if possible, capacity-building to increase research skills in indigenous communities.

Previous housing evaluations highlight the need to utilize multiple data sources for a 'mixed-methods' study. In an evaluation of Sheway, a residential centre in Vancouver for pregnant women experiencing substance use problems, Salmon & Ham used a three-step process to demonstrate the impact of short-term housing 'top up' funding on Sheway clients' health and well-being, including analyses of individual Sheway programs, semi-structured client and staff interviews, and focus groups.[27] Lancaster assessed resident satisfaction in a post-occupancy evaluation by using both qualitative and quantitative methods such as public meetings, focus groups, and surveys to examine both physical and social characteristics of the False Creek community in BC.[28] Dunn suggests housing waitlists as a resource for engaging research participants such that the impact of housing can be demonstrated over time.[29]

As a housing provider primarily benefiting Aboriginal families, M'akola Group of Societies

recognizes the unique housing histories of Aboriginal people, their specific needs, and the positive impacts of safe, stable housing upon Aboriginal communities. In framing this evaluation of the non-housing outcomes of the M'akola Housing Program, all three research partners share a commitment to understanding the non-housing outcomes of Aboriginal peoples. The design of an evaluation framework that can demonstrate the impact of affordable Aboriginal housing among M'akola Housing Program tenants may result in program improvements. In turn, the evaluation results may be helpful for housing providers who undertake their own evaluation, for non-profit housing providers, and others offering affordable housing and services. Finally, the evaluation will help to contribute to a larger question of interest to researchers, governments, community organizations and housing providers alike: does affordable Aboriginal housing have a beneficial impact?

3. STUDY APPROACH

The research, funded by the Social Sciences and Humanities Research Council of Canada, consisted of five phases: literature review, tenant engagement process, critical review, development of the research tools, and development of the evaluation framework.

Environmental Scan. An environmental scan was undertaken in order to determine existing knowledge, opportunities and resources for evaluation research. Consultations with staff members determined the priority social, cultural, economic, and health issues for consideration, presence and quality of data already collected, and mechanisms in place within the non-profit housing society where research processes could be attached or expanded. Researchers also conducted a review of existing evaluation research regarding the impacts of housing on social, cultural, economic, and health indicators.

Tenant Engagement Process. The participation and input of tenants was crucial to the research development process. In particular, tenants were engaged in order to identify existing perceptions about research as well as the opportunities, barriers, and expectations associated with participating in research projects. Interviews with appointed tenant representatives worked better in practice than designing the engagement process around existing community events, mostly due to time constraints around the events.

Critical Review. The information and input contributed by staff and tenants were used as a lens for consideration of existing evaluation research. A critical review, engaging both staff and tenants, was conducted to assess the relevance and feasibility of various models to contribute to an evaluation framework for affordable Aboriginal housing. Analysis of existing data happened during this phase.

Development of Research Tools. Based on the results from the earlier phases, new research tools were developed and pilot tested with a small number of staff and tenants.

Development of Evaluation Framework. This phase involved writing a summary of the findings from the literature review, environmental scan, and critical review phases; identification of the evaluation objectives and outcomes; determining the methods, participants, and data collection tools; and developing an implementation plan. The final evaluation framework will be shared through academic and existing community networks
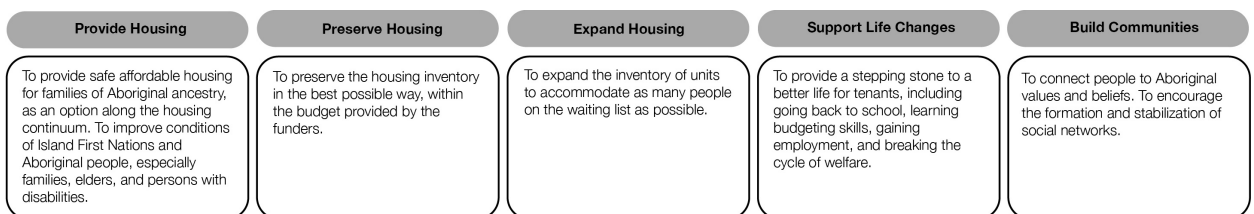
such as Network Environments for Aboriginal Research BC (NEARBC), Aboriginal Housing Management Association (AMHA) and the BCNPHA membership of 550 housing providers and other organizations. The research team intends to develop a further proposal for funding the evaluation research once the framework development is complete.

4. EVALUATION FRAMEWORK

Five goals/objectives of the M'akola Housing Program have been identified as the focus of this evaluation. They are:

1. To provide safe affordable housing for families of Aboriginal ancestry, as an option along the housing continuum. To improve living conditions of Island First Nations and Aboriginal people, especially families, elders, and persons with disabilities.

2. To preserve the housing inventory in the best possible way, within the budget provided by the funders.

3. To expand the inventory of units to accommodate as many people on the waiting list as possible.

4. To provide a stepping stone to a better life for tenants, including going back to school, learning budgeting skills, gaining employment, and breaking the cycle of welfare.

5. To connect people to Aboriginal values and beliefs. To encourage the formation and stabilization of social networks.

Figure 1. Goals and objectives of the M'akola Housing Program

Provide Housing	Preserve Housing	Expand Housing	Support Life Changes	Build Communities
To provide safe affordable housing for families of Aboriginal ancestry, as an option along the housing continuum. To improve conditions of Island First Nations and Aboriginal people, especially families, elders, and persons with disabilities.	To preserve the housing inventory in the best possible way, within the budget provided by the funders.	To expand the inventory of units to accommodate as many people on the waiting list as possible.	To provide a stepping stone to a better life for tenants, including going back to school, learning budgeting skills, gaining employment, and breaking the cycle of welfare.	To connect people to Aboriginal values and beliefs. To encourage the formation and stabilization of social networks.

M'akola Housing Society has developed a number of strategies and activities to achieve each of these goals and objectives. For example, one strategy is providing independent services referrals through outside agencies. In turn, the program has a set of desired outcomes; to follow this example, the outcome would be better access to services such as family counseling and job counseling for tenants. The program evaluation will measure the success of the strategies/activities in achieving the desired outcomes.

Measuring the Success of the Program

In consultation with M'akola Housing Program staff, we have developed a set of indicators that will evaluate the non-housing outcomes of the program. Some of these indicators are external measures: for example, that tenants live in well-maintained units and buildings.

Others are tenant-based, such as tenants achieving educational or employment goals. Program evaluations often illustrate the relationship between program goals, objectives, strategies, activities, and outcomes using a logic model. Figure 2 shows the logic model for the M'akola Housing Program. To measure the success of the program, we will rely upon existing data sources and have developed additional tools to gather the data that M'akola Housing Society does not yet have.
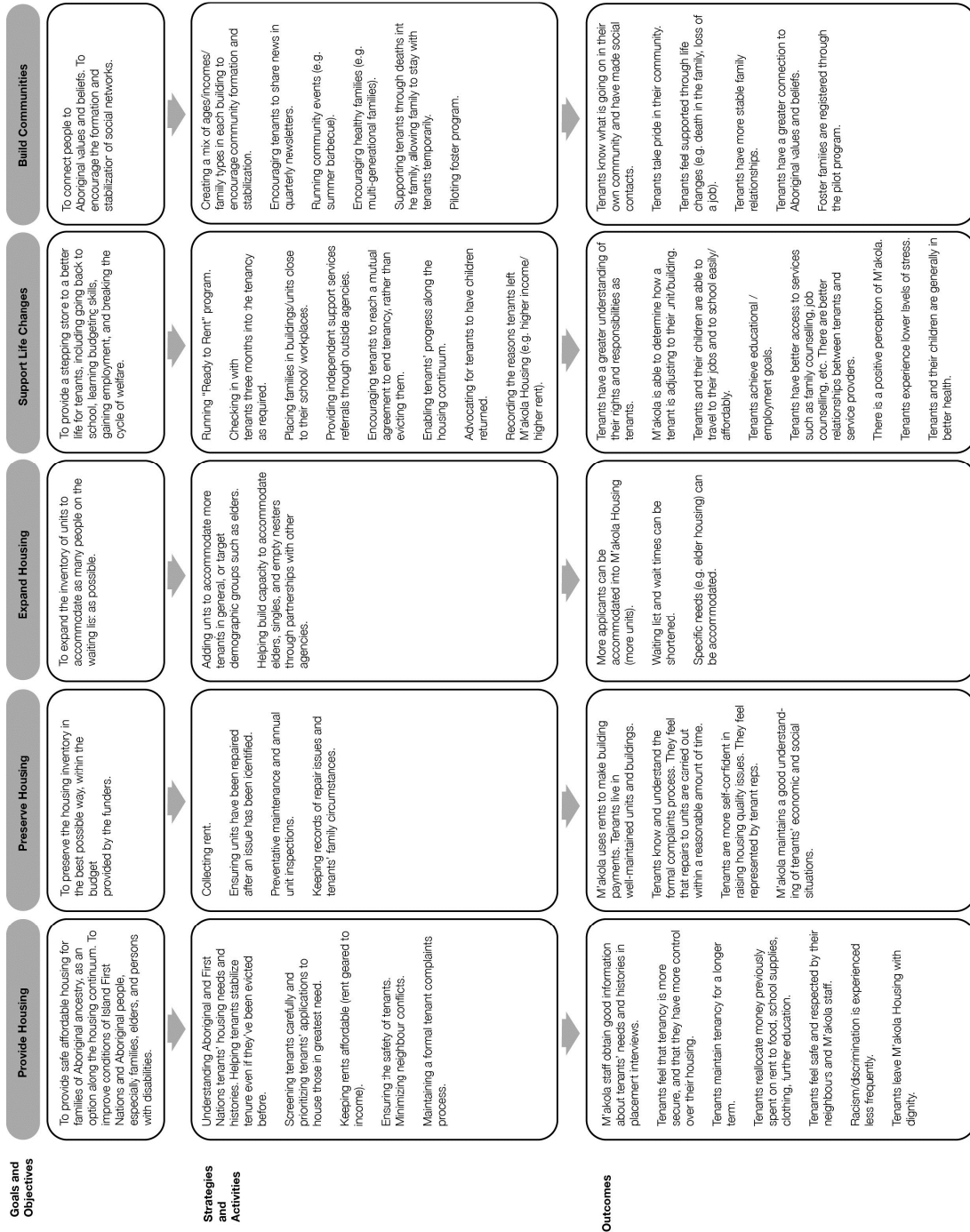
Figure 2: Logic model

Goals and Objectives

Provide Housing: To provide safe affordable housing for families of Aboriginal ancestry, as an option along the housing continuum. To improve conditions of Island First Nations and Aboriginal people, especially families, elders, and persons with disabilities.

Preserve Housing: To preserve the housing inventory in the best possible way, within the budget provided by the funders.

Expand Housing: To expand the inventory of units to accommodate as many people on the waiting list as possible.

Support Life Changes: To provide a stepping stone to a better life for tenants, including going back to school, learning budgeting skills, gaining employment, and breaking the cycle of welfare.

Build Communities: To connect people to Aboriginal values and beliefs. To encourage the formation and stabilization of social networks.

Strategies and Activities

Provide Housing:
- Understanding Aboriginal and First Nations tenants' housing needs and histories. Helping tenants stabilize tenure even if they've been evicted before.
- Screening tenants carefully and prioritizing tenants' applications to house those in greatest need.
- Keeping rents affordable (rent geared to income).
- Ensuring the safety of tenants. Minimizing neighbour conflicts.
- Maintaining a formal tenant complaints process.

Preserve Housing:
- Collecting rent.
- Ensuring units have been repaired after an issue has been identified.
- Preventative maintenance and annual unit inspections.
- Keeping records of repair issues and tenants' family circumstances.

Expand Housing:
- Adding units to accommodate more tenants in general, or target demographic groups such as elders.
- Helping build capacity to accommodate elders, singles, and empty nesters through partnerships with other agencies.

Support Life Changes:
- Running "Ready to Rent" program.
- Checking in with tenants three months into the tenancy as required.
- Placing families in buildings/units close to their school/ workplaces.
- Providing independent support services referrals through outside agencies.
- Encouraging tenants to reach a mutual agreement to end tenancy, rather than evicting them.
- Enabling tenants' progress along the housing continuum.
- Advocating for tenants to have children returned.
- Recording the reasons tenants left M'akola Housing (e.g. higher income/ higher rent).

Build Communities:
- Creating a 'mix of ages/incomes/ family types in each building to encourage community formation and stabilization.
- Encouraging tenants to share news in quarterly newsletters.
- Running community events (e.g. summer barbecue).
- Encouraging healthy families (e.g. multi-generational families).
- Supporting tenants through deaths int he family, allowing family to stay with tenants temporarily.
- Piloting foster program.

Outcomes

Provide Housing:
- M'akola staff obtain good information about tenants' needs and histories in placement interviews.
- Tenants feel that tenancy is more secure, and that they have more control over their housing.
- Tenants maintain tenancy for a longer term.
- Tenants reallocate money previously spent on rent to food, school supplies, clothing, further education.
- Tenants feel safe and respected by their neighbours and M'akola staff.
- Racism/discrimination is experienced less frequently.
- Tenants leave M'akola Housing with dignity.

Preserve Housing:
- M'akola uses rents to make building payments. Tenants live in well-maintained units and buildings.
- Tenants know and understand the formal complaints process. They feel that repairs to units are carried out within a reasonable amount of time.
- Tenants are more self-confident in raising housing quality issues. They feel represented by tenant reps.
- M'akola maintains a good understanding of tenants' economic and social situations.

Expand Housing:
- More applicants can be accommodated into M'akola Housing (more units).
- Waiting list and wait times can be shortened.
- Specific needs (e.g. elder housing) can be accommodated.

Support Life Changes:
- Tenants have a greater understanding of their rights and responsibilities as tenants.
- M'akola is able to determine how a tenant is adjusting to their unit/building.
- Tenants and their children are able to travel to their jobs and to school easily/ affordably.
- Tenants achieve educational/ employment goals.
- Tenants have better access to services such as family counselling, job counselling, etc. There are better relationships between tenants and service providers.
- There is a positive perception of M'akola.
- Tenants experience lower levels of stress.
- Tenants and their children are generally in better health.

Build Communities:
- Tenants know what is going on in their own community and have made social contacts.
- Tenants take pride in their community.
- Tenants feel supported through life changes (e.g. death in the family, loss of a job).
- Tenants have more stable family relationships.
- Tenants have a greater connection to Aboriginal values and beliefs.
- Foster families are registered through the pilot program.

Table 1: Indicators used in measurement

Goals and Objectives	Indicators	Measurable Unit	Data Source			
			M'akola Records	Tenant Survey	Staff Survey	Service Provider Survey
Provide Housing	Placement of Aboriginal and First Nations tenants	Ratio of # of tenants placed to # on waiting list	● (est.)			
	Stable tenancy	Length of tenancy with M'akola Housing, previous housing situation	●			
	Tenants' perceptions of tenancy	% of tenants who feel that their tenancy is secure / they have more control over their housing		●		
	Affordability	% of tenants reporting better ability to meet expenses		●	●	
	Tenants' perception of acceptance	% of tenants reporting incidents of racism/discrimination		●		
	Tenants' perception of safety	% of tenants feeling safe and respected by neighbours and M'akola staff		●	●	
	Increased responsibility for housing choice	# of tenants reaching mutual agreements to end tenancy, # of evictions	●			
	Progress along housing continuum	% of tenants who left for positive reasons	●			
Preserve Housing	Unit repairs	# repair issues identified and length of time needed to repair unit (avg.)	●			
	Tenants' perception of housing quality	% of tenants satisfied with repairs to units		●		
	Tenants' self-confidence in raising housing quality issues	% of tenants who feel confident enough to raise quality issues		●		
	Tenant representation	% of tenants who are aware of, and have met with, tenant reps		●		
Expand Housing	Expansion of program	# units added	●			
	Demand for units	Approximate # on waitlist			● (est.)	
	Demand for specific unit types	# of singles, empty nesters, elders, or other household types screened out during application process (due to program constraints)	●	●	● (est.)	
	Capacity building with other agencies	Description of capacity building with external agencies to increase number of units for non-families			●	

Category	Indicator	Description				
Support Life Changes	Tenant understanding of rights / responsibilities	# tenants reporting a better understanding of rights and responsibilities of renting	● (est.)	●	●	
	Tenant adjustment to unit/building	% of tenants reporting easier adjustment to M'akola housing		●	●	
	Education / employment attendance	% of tenants reporting more stability in employment / children's school attendance		●	●	
	Education / employment goals	% of tenants reporting achievement of educational goals		●	●	
	Increased access to services	% of tenants reporting fewer unmet needs from service providers		●	●	●
	Level of support for M'akola Housing by service providers	Description of support				●
	Tenants' perception of M'akola	% of tenants reporting a good relationship with M'akola staff		●		
	Stress reduction	% of tenants who feel less stressed		●	●	●
	Health improvement	% of tenants who feel healthier		●	●	●
Build Communities	Sense of belonging in building	% of tenants who find it easier to keep in touch with friends/family/neighbours, % of tenants who report feeling part of a community		●		
	Neighbourhood pride	% of tenants who report taking pride in their community		●		
	Participation in building activities	# of tenants attending events (e.g. summer BBQ, winter event)		●	● (est.)	
	Level of engagement	# of tenant submissions to newsletter		●	● (est.)	
	Tenants' perception of support	% of tenants who feel supported through life changes		●	●	
	Family stability	% of tenants who report having more stable family relationships		●	●	
	Cultural values and beliefs	% of tenants who feel more connected to Aboriginal culture, values, and/or beliefs		●	●	
	Cultural commitment	# of tenants who have registered in the foster program	● (after program begins)			

Data Collection Tools

The data collection tools were developed and tested in close consultation with M'akola Housing Society and its tenant relations representatives. They include a Tenant Survey, a Tenant Survey Scale for the use of interviewers, a Staff Survey, and a Service Provider Survey. Each of these tools is appended to this report. All other data for this evaluation will be gathered from M'akola Housing Society records, annual and monthly reports according to the Implementation Plan. A letter of informed consent will also be given to each interview participant, and its content explained before the interview takes place.

The Tenant Survey (Appendix A) is intended to evaluate the individual's progress on a number of non-housing outcomes. Because individual progress may vary, an interviewer will take notes reflecting the tenant's answers, and then complete the Tenant Survey Scale (Appendix B) afterwards to closely fit the tenant's responses into categories. The Staff Survey (Appendix C) is also designed to be administered by an interviewer, but the Service Provider Survey (Appendix D) may be administered by mail or by email as appropriate.

5. IMPLEMENTATION PLAN

Project commencement

- M'akola / researchers schedule community events in Duncan, Nanaimo, Port Alberni, and Victoria (one in each city in a building with a common room) to familiarize tenants with the project and process. M'akola will assure tenants of confidentiality, welcome feedback, emphasize the importance of the study and discuss how the data will be used to improve the M'akola Housing Program. These events will be advertised using the M'akola Housing newsletter and through posters or other means in each building, in the same way as regular community events.

- M'akola staff are oriented to the project and data collection is explained to the tenant relations representatives to promote effective data collection (particularly move-out reasons).

- Research assistants (2) are trained for staff and tenant surveys.

After 3 months

- M'akola provides monthly reports and other data to researchers for review, to make sure it is consistent across regions and there is no missing data:

  a. Number of tenants placed

  b. Number of tenants on waiting list (estimate)

  c. Length of tenancy

  d. Number of tenants reaching ending agreements

  e. Reasons why tenants left / what type of housing they are moving into

    f.   Time taken to complete repairs

    g.   Number of units added

    h.   Number of singles, empty nesters, elders, or other household types screened out during application process due to program constraints

    i.   Attendance at community events (estimate from annual report)

    j.   Number of referrals to external support services (e.g. estimate from Hulitan/Stepping Stones)

    k.   Tenant submissions to newsletters (estimate)

    l.   Number of tenants registered in the pilot foster program (if it begins before / during the evaluation)

- Tenant survey begins. Research assistants aim to speak to as many tenants as possible, minimum 20 in Victoria, 15 in Duncan, 15 in Nanaimo, and 10 in Port Alberni (corresponding to the number of units in each city). Tenants must have lived in M'akola Housing for at least six months. Because of the perceived difficulty in recruiting tenants, there will only be one interview with each tenant.

- Staff surveys and service provider surveys begin. Research assistants aim to interview the 2 Regional Managers, at least 2 staff members in each region, and at least 3 head office staff. Surveys will be mailed/emailed to at least 10 service providers in each region (assuming a 50% return rate, which would result in 5 completed surveys per region).

After 6 months

- M'akola summarizes data and sends to researchers for analysis.
- Staff surveys and service provider surveys are completed.

After 1 year

- M'akola / researchers schedule community events in Duncan, Nanaimo, Port Alberni, and Victoria (one in each city in a building with a common room) to familiarize update tenants on the project, provide some preliminary findings, and answer any questions. Tenant feedback solicited on how to present the findings to the community (e.g. posters in the buildings, newsletter, etc.)
- Tenant surveys from Year 1 are completed.
- Tenant surveys begin with new tenants placed during the previous year who have not yet completed an interview.

After 18 months

- M'akola summarizes their data and allows researchers to analyze it.
- Tenant surveys from Year 2 are completed.

End of Year 2

- M'akola summarizes data and sends to researchers for analysis.

- Researchers provide a draft report for review to M'akola.

- M'akola / researchers organize a final series of community events to thank tenants for their input and reassure them of the confidentiality provisions. Findings are presented and the value of the data is reiterated, with emphasis on how they will be used to improve the M'akola Housing Program.

APPENDIX A: TENANT SURVEY

Tenant Survey

Thank you for agreeing to participate. BCNPHA is conducting research on behalf of M'akola Housing Society to determine the non-housing outcomes of Aboriginal social housing. As part of this research, we are conducting interviews with tenants who live in this building. We are hoping you can help us by answering the following questions about your personal experience living here. Your responses will be confidential and only a summary of all responses will be provided to M'akola. The results will help M'akola better plan to meet the needs of tenants and to enhance the outcomes of Aboriginal social housing. Please answer honestly as there is no right or wrong answer. [Survey to be accompanied by an informed consent form.]

Tenant Name:_____ **Interview Date:** _____

	Questions	Notes
1	How long have you lived here?	
2	What was your housing situation like before you moved in?	
3	Would you say it was easier or more difficult to adjust to living here, compared to your previous housing?	
4	Do you feel safe from eviction at M'akola Housing? How does this compare to your previous housing situation?	
5	Were you aware of your rights and responsibilities as a renter before moving in? Has this changed?	
6	Have there been any repairs to your unit since you have been living here? If so, were you satisfied with the repairs?	
7	Do you feel confident in reporting problems with the quality or maintenance of your unit? Is this a change?	
8	Is it easier or more difficult to meet your expenses now that you are	

	Questions	Notes
	living here?	
9	Has your job stability changed since you have been living here?	
10	Has your children's school attendance changed since you have lived here?	
11	Have you made progress on any educational goals since you moved in?	
12	Since you moved in, has there been a change in your stress level?	
13	Has there been a change in your physical health since you moved in (e.g. diet, exercise)?	
14	Do you use any support services, such as employment counseling, family counseling, etc?	
15	Do you feel that you have any unmet needs in terms of these types of services? Is this a change?	
16	Do you have a tenant representative in your building? Have you met them?	
17	Do you feel like you are part of a community here, compared to your previous housing situation?	
18	Do you attend any of the community events?	
19	Have you read the M'akola newsletter?	
20	Have you ever submitted anything to the M'akola newsletter?	

	Questions	Notes
21	Do you take pride in your community?	
22	Is it easier or more difficult to keep in touch with friends, family, and neighbours since you moved in?	
23	Has there been a change in your family relationships since you moved here?	
24	Do you feel safe and respected by your neighbours, compared to other places you have lived?	
25	Do you feel that you have support for any life changes?	
26	Do you feel that you have more or less control of your housing situation since moving in?	
27	Do you feel that M'akola staff treats you with respect, compared to your previous experiences with landlords or housing staff?	
28	Have you experienced any racism or discrimination since you moved in? How does this compare to your previous housing situation?	
29	Would you say that you feel more or less connected to Aboriginal culture, values, or beliefs since you moved in?	
30	Do you feel that you have the skills or are getting the skills to live the life you want to lead? Is this a change?	
31	Do you feel like your life has improved or gotten worse?	

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	Questions	Notes
32	Have you thought about moving from this building? If so, what type of housing would you like to live in?	
33	Do you have any suggestions for how the building / staff can do better?	

APPENDIX B: TENANT SURVEY SCALE

Tenant Survey Scale (For Interviewer)

Tenant First Name: _____ Interview Date: _____

Note for Interviewer: Please circle the category that best matches the tenants' responses. Please try not to leave any rows blank unless the tenant was not able/willing to answer. As the tenants' responses may not correspond exactly to the descriptions below, please use your judgment in selecting the best fit. For most questions, the different categories will represent the following scale:

-1 = the situation is getting worse   0 = little or no change   1 = some change occurring   2 = lots of improvement

	Questions	Scale/Category				
		-1	**0**	**1**	**2**	**Not Applicable/ Don't Know**
1	How long have you lived here?	Less than 6 months	6 months to 1 year	1 to 2 years	2 or more years	NA / don't know
2	What was your housing situation like before you moved in?	Homeless, on the streets and in shelters	Staying at SROs, hotel rooms, with friends	In unsafe / poorly maintained housing	Own apartment / other housing	NA / don't know
3	Would you say it was easier or more difficult to adjust to living here, compared to your previous housing?	More difficult	About the same / marginally better	A little easier	Quite a lot easier	NA / don't know
4	Do you feel safer from eviction at M'akola Housing? How does this compare to your previous housing situation?	Not very secure / in fear of eviction	Insecure	More secure	Very secure / no fear of eviction	NA / don't know
5	Were you aware of your rights and responsibilities as a renter before moving in? Has this changed?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know
6	Have there been any repairs to your unit since you have been	No, not at all	Not really	Yes, mostly satisfied	Yes, very satisfied	NA / don't know

	Questions	Scale/Category				
		-1	**0**	**1**	**2**	**Not Applicable/ Don't Know**
	living there? If so, were you satisfied with the repairs?					
7	Do you feel confident in reporting problems with the quality or maintenance of your unit? Is this a change?	No, not confident	About the same	Yes, to some extent	Yes, very confident	NA / don't know
8	Is it easier or more difficult to meet your expenses now that you are living here?	More difficult	About the same	A lot easier	Quite a lot easier	NA / don't know
9	Has your job stability changed since you have been living here?	Worse / no stable work	About the same / marginally better	A lot better	Quite a lot better / stable work	NA / don't know
10	Has your children's school attendance changed since you have lived here?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know
11	Have you made progress on any educational goals since you moved in?	No, haven't developed any goals	No change in goals	Yes, planning to return to school	Yes, achieved goals	NA / don't know
12	Since you moved in, has there been a change in your stress level?	Worse / more stress	About the same / marginally better	A lot better / less stress	Quite a lot better / much less stress	NA / don't know
13	Has there been a change in your physical health since you moved in (e.g. diet, exercise)?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know
14	Do you use any support services, such as employment counseling, family counseling, etc?	Not at all	Not really	Yes, occasionally	Yes, often	NA / don't know

	Questions	Scale/Category				
		-1	**0**	**1**	**2**	**Not Applicable/ Don't Know**
15	Do you feel that you have any unmet needs in terms of these types of services? Is this a change?	More unmet needs	No change	A few unmet needs	A lot fewer unmet needs	NA / don't know
16	Do you have a tenant representative in your building? Have you met them?	No, never	Once	Yes, a few times	Yes, I see them often	NA / don't know
17	Do you feel like you are part of a community here, compared to your previous housing situation?	Feel less a part of community	About the same / marginally more	Somewhat more	Yes, much more part of community	NA / don't know
18	Do you attend any of the community events?	Not at all	Only sometimes	Yes, often	Yes, all the time	NA / don't know
19	Do you read the M'akola newsletter?	Not at all	Only sometimes	Yes, often / one submission	Yes, all the time / several submissions	NA / don't know
20	Have you ever sent in a submission?	Never	Once	Several times	Submit often	NA / don't know
21	Do you take pride in your community?	Not at all	Only sometimes	Yes, a lot	Yes, quite a lot	NA / don't know
22	Is it easier or more difficult to keep in touch with friends, family, neighbours since you moved in?	More difficult	About the same / marginally easier	A lot easier	Quite a lot easier	NA / don't know
23	How would you describe your family relationships since you moved here?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know

Questions		Scale/Category				
		-1	**0**	**1**	**2**	**Not Applicable/ Don't Know**
24	Do you feel safe and respected by your neighbours, compared to other places you have lived?	Not at all	Not really	Yes, a lot more	Yes, much more than before	NA / don't know
25	Do you feel that you have support for any life changes?	Not at all	Only sometimes	Yes, a lot	Yes, quite a lot	NA / don't know
26	Do you feel that you have more or less control of your housing situation since moving in?	Less control	About the same / marginally more	A lot more	Quite a lot more	NA / don't know
27	Do you feel that M'akola staff treats you with respect, compared to your previous experiences with landlords or housing staff?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know
28	Have you experienced any racism or discrimination since you moved in? How does this compare to your previous housing situation?	More than before / multiple experiences	About the same / a few experiences	A lot less than before / very few experiences	Much less than before / no experiences	NA / don't know
29	Would you say that you feel more or less connected to Aboriginal culture, values, or beliefs since you moved in?	Less connected	No change / marginally connected	A lot more connected	Completely connected	NA / don't know
30	Do you feel that you have the skills or are getting the skills to live the life you want to lead? Is this a change?	Feeling hopeless, doesn't have skills	A little bit hopeful, learning skills	Feeling positive, has some skills	Has the skills to move on	NA / don't know

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	Questions	Scale/Category				
		-1	**0**	**1**	**2**	**Not Applicable/ Don't Know**
31	Do you feel like your life has improved or gotten worse?	Worse	About the same / marginally better	A lot better	Quite a lot better	NA / don't know
32	Have you thought about moving from this building to another type of housing?	No, not at all	Yes, but not for a long time	Considers moving, some ideas for change	Ready to move	NA / don't know
33	Do you have any suggestions for how the building / staff can do better?					

APPENDIX C: STAFF SURVEY

Staff Survey

As you know, researchers are working with M'akola Housing Society to conduct an evaluation of the M'akola Housing Program. We would appreciate your honest and constructive answers to the following questions. Thank you for taking the time to complete this survey. [Survey to be accompanied by an informed consent form.]

Questions	Notes
1 Do you think M'akola Housing Program is successful in its goal to provide safe, affordable housing for Aboriginal and First Nations families?	
2 Would you say there is a strong demand for M'akola Housing units?	
3 What is the level of demand from family types that M'akola cannot house (e.g. singles, empty nesters, elders)?	
4 Does M'akola work with other agencies to build capacity to house these family types? How?	
5 How would you characterize the relationship/level of communication between M'akola Housing staff and tenants?	☐ Very good. Regular dialogue/joint effort on tenants' needs ☐ Good. Frequent communication and information sharing ☐ Neutral. Communication as needed ☐ Poor. Infrequent communication and no collaboration
6 Would you say that tenants develop a good understanding of their rights and responsibilities as renters while they are living at M'akola?	☐ Very good understanding / a lot of positive change ☐ A good understanding / some positive change ☐ No change ☐ N/A/ Negative change generally

Questions	Notes
7 How engaged do you think tenants are in their community?	☐ Very engaged / a lot of positive change ☐ Somewhat engaged / some positive change ☐ Minimal engagement ☐ Not engaged at all
8 Overall, have you noticed any changes in the level of community or social support in the tenants' lives in the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
9 What percentage of tenants would you say have more community or social support?	☐ More than 90% ☐ 70-89% ☐ 50-69% ☐ 30-49% ☐ N/A / Negative change generally
10 What do you think might be the reasons for these changes?	
11 Would you say tenants have made progress on goals such as further education or employment during the past year?	☐ A lot of progress ☐ Some progress ☐ No change ☐ N/A / Negative change generally
12 What percentage of tenants made progress on these goals?	☐ More than 90% ☐ 70-89% ☐ 50-69% ☐ 30-49% ☐ N/A / Negative change generally

Questions	Notes
13	What do you think might be the reasons for tenants' progress in this area?	
14	In general, have you noticed any changes in tenants' abilities to budget or balance their expenses?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
15	Overall, have you noticed any changes in tenants' physical health in the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
16	What percentage of tenants showed improvements in physical health?	☐ More than 90% ☐ 70-89% ☐ 50-69% ☐ 30-49% ☐ N/A / Negative change generally
17	What do you think may be some reasons for these changes in physical health?	
18	Overall, have you noticed any changes in the tenants' mental health in the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
19	What percentage of tenants showed improvements in mental health?	☐ More than 90% ☐ 70-89% ☐ 50-69%

Questions	Notes
	☐ 30-49% ☐ N/A / Negative change generally
20 What do you think may be some reasons for these changes?	
21 Overall, have you noticed changes in the tenants' family stability in the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
22 What percentage of tenants saw improvements in their family stability?	☐ More than 90% ☐ 70-89% ☐ 50-69% ☐ 30-49% ☐ N/A / Negative change generally
23 What do you think some of the reasons might be for these changes?	
24 Overall, have you noticed any changes in tenants' connections to Aboriginal culture, values and/or beliefs in the past year?	
25 What percentage of tenants would you say have developed deeper connections to their culture, values and/or beliefs?	☐ More than 90% ☐ 70-89% ☐ 50-69% ☐ 30-49% ☐ N/A / Negative change generally

Questions	Notes
26 Why do you think tenants may have developed these deeper connections?	
27 Do you have any suggestions for improvements to the M'akola Housing Program?	
28 Is there anything else you would like to share?	

Thank you for your time.

APPENDIX D: SERVICE PROVIDER SURVEY

Service Provider Survey

BC Non-Profit Housing Association and the UBC School of Population and Public Health are undertaking an evaluation of the M'akola Housing Program. M'akola Group of Societies staff have identified you as a representative service provider that regularly works with tenants living in their buildings. The intention of the evaluation is to assess the effectiveness of the M'akola Housing Program and determine whether the program goals are being met. Your responses will help us identify ways to further improve the program. Please note that your responses will only be shared with M'akola Group of Societies in its aggregate form: your specific comments will remain confidential. Please be honest and constructive in your comments and feedback. [Survey to be accompanied by an informed consent form.]

Thank you for taking the time to complete this survey.

	Questions	Notes
1	How many of your clients live in M'akola Housing?	
2	What types of services/supports does your organization provide to these clients?	
3	How many referrals per month do you get from M'akola Housing staff?	
4	How would you characterize your relationship/level of communication between your organization's staff and M'akola Housing staff?	☐ Very good. Regular dialogue / joint effort on clients' needs ☐ Good. Frequent communication / information sharing ☐ Poor. Infrequent communication and no collaboration ☐ Neutral. Communication as needed
5	Overall, have you noticed any changes in M'akola clients' physical health during the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
6	Do you think that the M'akola Housing Program plays a role in these changes?	

	Questions	Notes
7	Overall, have you noticed any changes in these clients' physical health during the past year?	☐ A lot of positive change ☐ Some positive change ☐ No change ☐ N/A / Negative change generally
8	Do you think that the M'akola Housing Program plays a role in these changes?	
9	In the past year, would you say that these clients have increased unmet needs in terms of services, or decreased unmet needs?	☐ Decreased unmet needs / a lot of positive change ☐ Some positive change ☐ No change ☐ Increased unmet needs / negative change
10	What elements of M'akola Housing Program would you say were helpful for clients who live in their buildings?	
11	Is there anything else you would like to share?	

Thank you for your time. If you would be willing to participate in a follow-up interview, please provide your contact information. This is entirely optional, and your information will not be shared with M'akola Group of Societies without your prior consent.

Name: _____ Service Organization:_____

Phone Number: _____ Email: _____

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