CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date:	April 20, 2017
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Meeting Date:	May 17, 2017

TO: Standing Committee on City Finance and Services

FROM: General Manager of Community Services

SUBJECT: Grant to Network of Inner City Community Services Society (NICCSS) for Vancouver Rent Bank 2017-2018

RECOMMENDATION

A. THAT Council approve a grant of $49,600 to the Network of Inner City Community Services Society (NICCSS) towards the June, 2017 – June, 2018 operating costs of the Vancouver Rent Bank. Source of funds will be the Community Services 2017 Operating Budget.

B. THAT Council authorize the General Manager of Community Services to negotiate and execute an agreement to disperse the grant described in Recommendation A on the terms and conditions set out herein and such other terms and conditions as are satisfactory to the General Manager of Community Services and Director of Legal Services; and

C. THAT no legal rights or obligations will arise or be created by Council's adoption of Recommendations A and B unless and until all legal documentation has been executed and delivered by the respective parties.

Recommendation A authorizes a grant and requires eight affirmative votes for approval.

REPORT SUMMARY

The Vancouver Rent Bank (VRB) was established as a three-year pilot project in September, 2012 through a multi-partner initiative involving the City of Vancouver, the Network of Inner City Community Services (NICCSS), Streetohome Foundation, Vancity Community Foundation, UBC, and the Vancouver Foundation. The program was extended for an additional two years in 2015, and the City of Vancouver has contributed $49,600/year over the last five years towards funding the VRB's operating costs. This report requests additional grant funding towards operating costs for another year based on the positive results achieved to date.

The VRB provides small emergency loans for utilities and rent arrears for individuals and families who are experiencing temporary financial difficulties and are at risk of homelessness. VRB loans are administered by NICCSS, which serves as a community

hub for referrals made by partner agencies to ensure comprehensive case management with the loan recipient. An evaluation of the VRB conducted after five years of operation by UBC's Vancouver School of Economics (attached in Appendix B) demonstrates that it has resulted in significant cost savings in the prevention of homelessness and is an effective tool for promoting housing stability for renters in temporary financial crisis. Over nearly five years of operation, the VRB has administered 567 loans, impacting 898 individuals, including 289 children.

At the current lending rate, the VRB's capital funding is expected to sustain the loan portion of the program for the next two and half years, but funding for operating costs will be depleted in June, 2017, and NICCSS will require additional funding to be able to continue operating the VRB at its current capacity. This report seeks Council approval to contribute $49,600 towards the VRB's operating costs for one year while NICCSS continues to seek and secure other operating funding partners in order to ensure long-term financial sustainability of the program. The City's financial contribution will leverage a $30,000 private donation, $35,000 from the Landlord BC Campaign (pending), $7,500 from the Canadian Women's Foundation and $32,900 in in-kind contributions from NICCSS, community partners and UBC. Additional operating funding will also enable the last instalment ($82,200) of Streetohome Foundation's initial capital investment to be administered as loans.

Table 1 – VRB Operating Contributions June, 2017- June, 2018

Proposed Funding Partners	Proposed Contributions
City of Vancouver	$49,600
Landlord BC Campaign	$35,000
Private Donation	$30,000
Canadian Women's Foundation	$7,500
NICCSS and Community Partners (In-Kind)	$26,900
UBC (In-Kind)	$6,000
Total Operating Contributions	**$155,000**

A Letter of Understanding between NICCSS and the City of Vancouver will outline annual reporting requirements, which will be the basis for monitoring and evaluating key success factors. The City's support towards the VRB's operating costs for the next year will allow NICCSS the time to continue to seek and secure other operating funding partners in order to ensure long-term financial sustainability of the program.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

On July 28, 2011 Council endorsed the Housing & Homelessness Strategy 2012-2021, which includes strategic direction three: to provide strong leadership and support partners to enhance housing stability. The 3-Year Action Plan 2012-2014 identified priority actions to achieve some of the strategy's goals. The development of a rent bank was an identified outcome that could enhance support to renters.

On March 28, 2012, Council approved a grant of $148,800 ($49,600/year) towards the VRB's operating costs for a three-year term, with the source of funds being the Community Services Budget, Innovation Fund. It was understood that an evaluation would be undertaken to determine the cost effectiveness of this program in order to extend it beyond the 3-year period.

On May 12, 2015, Council approved an additional grant of $99,200 ($49,600/year) towards the Vancouver Rent Bank's operating costs for an additional two years based on successful outcomes of the pilot project. The source of funds was the 2015 and 2016 Community Services Annual Operating Budget.

On March 28, 2017, midway through the 10-Year Housing and Homelessness Strategy, Council approved in principle the *Housing Vancouver Emerging Directions*. One of the directions is to continue to support people who are homeless through making homelessness "rare, brief and one time", with a focus on sharing housing responsibility through strengthening collaboration and shared leadership with partners. A final draft of the Housing Vancouver strategy will be brought back for Council review in July 2017.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager and General Manager of Community Services RECOMMEND approval of this grant to support this important homelessness prevention initiative that will continue to enhance support to renters and prevent evictions of low-income individuals and families. Partnerships like this are important to alleviate the immediate costs of homelessness and the pressures experienced by low income individuals and families.

REPORT

Background/Context

The Vancouver Rent Bank (VRB) was established in September 2012 by the Network of Inner City Community Services Society (NICCSS), a consortium of community-based organizations, resident groups and consumer groups working together to coordinate multiple services to youth and families. At the time of the VRB's establishment, NICCSS had already been operating a small-scale rent bank, iRent, for low-income families in the DTES since 2008. The VRB was initially funded for a three-year term jointly by the City of Vancouver ($148,800), NICCSS and community partners ($92,700), Streetohome Foundation ($365,800), Vancouver Foundation ($90,000), and UBC ($18,000). Operating costs for the VRB were funded for an additional two years by the City of Vancouver ($99,200), NICCSS and community partners ($108,800) and the Canadian Women's Foundation ($12,500).

The initial proposal to establish a citywide rent bank came out of considerable concern for the precarious living conditions and lack of security facing many of Vancouver's renters; a situation that has only intensified in recent years. Today, renter households continue to be a vital part of our City, comprising over half of the City's households (51%), but rapidly rising rents, a near-zero vacancy rate and an overheated, highly competitive rental market are driving unprecedented challenges for this group. Analysis conducted as part of *Housing Vancouver Emerging Directions* indicates that almost 50,000 renter households in the City, or 34% of renter householders, are paying more than 30% of their income on rent, with the majority of these households earning low incomes ($0-$50,000). Low-income households spending 30% or more of their income on housing are considered to be in core housing need. In such an environment, an unanticipated health, employment, or family crisis has the potential to leave some individuals and families without the means to pay their monthly rent or utilities, putting them at significant risk of homelessness.

The VRB serves low-income singles, couples and families who are in temporary financial crisis and are in imminent danger of losing their housing by providing them with interest-free loans for rental or utility arrears as well as damage deposits. The VRB application process is detailed in Appendix A. The VRB fills a gap in the financial credit system, since commercial banks generally don't entertain small loans, nor are they likely to lend to individuals whose finances are such that they are in danger of eviction. Rent bank loans are considered a type of micro-credit alternative to otherwise borrowing from friends, family, or payday lending sources.

Currently, there are two main government programs that provide financial support to renters, the Rental Assistance Program (RAP) and Shelter Aid for Elderly Renters (SAFER). These programs are designed as an ongoing housing subsidy, which is a different type of support from a rent bank loan aimed at a temporary financial crisis. The eligibility criteria for these existing programs preclude income assistance recipients, singles/couples without children, or individuals/families without employment income.

Strategic Analysis

<u>Vancouver Rent Bank Evaluation</u>

A Letter of Understanding between NICCSS and the City of Vancouver outlined a requirement to evaluate the VRB's outcomes in order to assess the program's impact and identify gaps and supports needed to prevent homelessness. The University of British Columbia's Vancouver School of Economics has been an important partner in conducting the evaluations; first after two years of operation and subsequently after five years of operation. The most recent evaluation is attached in Appendix B.

The findings from the recent evaluation, conducted between February and March, 2017, has supported the notion that VRB is a cost effective tool in promoting and maintaining housing stability for low-income renters who are experiencing a temporary financial crisis. Outcomes included reduced costs to landlords and renters associated with eviction prevention, reduced strain on families and children whose relocation or homelessness were prevented, and reduced emergency shelter costs. The high number of loan applicants and high repayment rate demonstrates that the VRB is a cost effective response to local need that fills a gap in the homelessness response in Vancouver.

Since the VRB was created in 2012, over 1,000 applications have been received and 567 loans have been administered to households, assisting a total of 898 individuals, including 289 children. The total value of loans issued to March 31, 2017 was $540,459, with an average loan amount of $948. Of this amount, $262,565 had been paid back with balance due at various times during the following two years, indicating a repayment rate of 66% that is comparable to other rent banks.

The evaluation provides an analysis of all loan applicants and recipients over the last five years, as well as results of follow-up surveys conducted with a sample of both loan applicants and loan recipients. The findings indicate that twenty per cent of all loan recipients were receiving some form of income assistance at the time of loan application. Among the individuals surveyed, the most frequently cited reasons for loan application were family crisis or illness, under-employment, and loss of a job. Fifty seven percent of loan recipients surveyed reported that the loan was essential in enabling them to maintain their housing, and 62% percent reported that they were still living in the same dwelling unit for which they had received the loan.

Amongst individuals who received loans since the VRB was established, 39 individuals were homeless and 205 individuals had received eviction notices at the time of application. Based on CMHC's calculated average cost per eviction — $2,234 to a tenant and $6,600 to a landlord — the potential cost savings for the 205 prevented evictions are estimated at $1.35 million to landlords and $457,970 to tenants. In addition, preventing these 205 individuals from becoming homeless had potential monthly cost savings of $396,060 for shelters alone, based on monthly shelter costs of $1,932. These figures do not account for the long-term costs associated with homelessness, which can average between $23,184 and $130,000 per person per year.[1]

Vancouver Rent Bank Analysis of Costs

Based on current lending practices of $130,000 loan capital/year and an average loan amount of $948/loan, NICCSS predicts that an additional year of funding to operate the VRB would leverage its capacity to administer up to 142 loans. The evaluation figures indicate that these loans could impact up to 240 individuals, resulting in significant cost savings through the prevention of homelessness.

The VRB's total budget of $370,034 includes $215,652 in capital for the actual loans, which comes from the last instalment of $82,200 of Streetohome Foundation's initial capital investment and accounts for loans repaid over the course of the year. Total operational costs for each year are $154,382 with $26,900 delivered in-kind, resulting in an actual yearly operational cost of $127,200 (34% of the total budget).

The costs inherent in this model are due to the nature of the delivery model, which uses significant staff resources and results in relatively high on-going administration costs. Through its experience and that of other rent banks, NICCSS has found that experienced staff bring additional value to the model through offering a case management approach, financial advice, and referral to additional services that reach beyond the loan administration. The coordination of services and holistic approach in this model will have long-term impacts in sustaining housing.

The increased operating budget this year is primarily due to a new allocation of $30,000 towards the development of a functional Information Technology system that will improve operations over the long-term and further improve the value of the program. Currently, the VRB uses a combination of non-customized Access databases and Excel spreadsheets to track all inquiries, client demographics, and loan data, which poses barriers to operational efficiencies as the system is neither comprehensive, scalable nor user friendly. A tailored IT system will allow the VRB to serve clients more effectively, enhance the integrity of the demographic data being collected, and enable NICCSS to create satellite offices in order to serve a wider demographic.

The City's continued support for the VRB for an additional year will allow it to continue operating while NICCSS pursues and secures other funding partners to ensure long-term financial sustainability. Earlier this year, NICCSS partnered with Landlord BC and the Kwantlen Polytechnic University Journalism and Communications School to

[1] Stephen Gaetz, Jesse Donaldson, Tim Richter, & Tanya Gulliver (2013): The State of Homelessness in Canada 2013. Toronto: Canadian Homelessness Research Network Press.

design and implement a fundraising campaign aimed at attracting funds from private landlords, some of whom have indirectly benefited from the VRB's services through eviction prevention. The campaign was launched at the Landlord BC Member Appreciation Day on April 26th with a goal to raise $35,000 each year towards the VRB's operating costs. More information on the fundraising campaign is available here: https://www.vancouverrentbank.com/

In addition to liaising with the private sector, NICCSS is also working to garner support for a provincially-funded network of rent banks based on shared information technology and a coordinated delivery approach. Across British Columbia, two other rent banks are currently in operation; the Sources Rent Bank in Surrey and the Fraser Valley Rent Assistance Project in Abbotsford, and an additional rent bank in New Westminster is in the process of being established. All of these rent banks rely on municipal or private funds to sustain operations. Best practice indicates that an integrated approach across municipalities could reduce administrative costs and increase the impact of loans. The Ontario Rent Bank is the only provincially-funded rent bank in Canada, developed as part of the province's Poverty Reduction Strategy which recognizes the cost savings of eviction prevention when compared to emergency shelters and other costs associated with health and social services. The Ontario Rent Bank has operated for the last 13 years through a successful collaboration between the Ontario government and partner municipalities.

NICCSS' proposal to renew funding is founded on a strong business plan and shows that in addition to their excellent track-record as a non-profit, they have also been successful as a social entrepreneur. Through a mission subsidization model, they have been able to maintain a stable loan fund as a result of earned income (loan repayments) plus a stable subsidy. Based on their outcomes of the last five years under their current operating model, they have realistically estimated the loan repayment rate at 66% and forecasted their revenue and operating costs for the next year. Operating and capital funds will continue to be kept separate, allowing for clear accountability around the usage of funds.

NICCSS has proven to have the appropriate infrastructure, organizational capacity and experience in administering rent bank loans. In addition to building on existing relationships with member agencies to coordinate services, the VRB has been instrumental in allowing NICCSS to build partnerships within the community and with senior levels of government.

VRB: Proposal

Funds for the VRB's operating costs will be depleted in June, 2017. NICCSS is requesting $49,600 from the City of Vancouver towards the VRB's operating costs to last until June, 2018.

The City's financial contribution, together with other partner contributions, will enable the VRB to continue operating for at least an additional year.

Over the next year, NICCSS will continue to build partnerships with BC Housing, Landlord BC, and other municipalities, and will seek additional sources of operating funding in order to ensure the financial sustainability of the program.

Table 4: VRB Funding 2012-2017

Contributor	Funding Item	Value 2012-2013	Value 2013-2014	Value 2014-2015	Value 2015-2016	Value 2016-2017	Estimated Value 2017-2018	Total Estimated Funding	% of Total Funding
City of Vancouver	Operating expenses	$49,600	$49,600	$49,600	$49,600	$49,600	$49,600	$297,600	26%
Vancouver Foundation	Operating expenses	$30,000	$30,000	$30,000	$ -	$ -	$ -	$90,000	8%
Canadian Women's Foundation	Operating expenses	$ -	$ -	$ -	$5,000	$7,500	$ 7,500	$20,000	2%
Canadian Women's Foundation	Capital cash for loans (Violence Prevention Fund)	$ -	$ -	$20,000	$10,000	$10,000	$ -	$40,000	3%
Anonymous Donation	Operating expenses (IT System)	$ -	$ -	$ -	$ -	$ -	$30,000	$30,000	3%
Landlord BC Campaign	Operating expenses	$ -	$ -	$ -	$ -	$ -	$35,000	$35,000	3%
Streetohom e Foundation	Capital cash for loans	$150,000	$133,600	$ -	$ -	$ -	$82,200	$365,800	32%
NICCSS & Community Partners (In-Kind)	Advisory Committee Loans Approval Committee	$30,900	$30,900	$30,900	$54,400	$54,400	$26,900	$228,400	20%
UBC	Evaluation	$6,000	$6,000	$6,000	$6,000	$6,000	$ 6,000	$36,000	3%
	TOTAL	$266,500	$250,100	$126,500	$125,000	$127,500	$237,200	$1,142,800	100%
	Note: Capital loan projections and full budget details are available in Appendix C								

Implications/Related Issues/Risk

Financial

The proposed financial contribution from the City of Vancouver to Network of Inner City Community Services will be $49,600 towards operating costs for a period of one year. The source of funding will be the Community Services 2017 Operating Budget.

Given that capital projections indicate that the VRB's capital funds will last until at least 2019, the City's support towards the VRB's operating costs for the next year will allow NICCSS the time to continue to seek and secure other operating funding partners in order to ensure long-term financial sustainability of the program.

CONCLUSION

The continued support for the Vancouver Rent Bank supports the recently approved *Housing Vancouver Emerging Directions*, which identifies a key direction to make homelessness "rare, brief and one time" through strengthening collaboration and shared leadership with partners. The Vancouver Rent Bank serves as a proven and cost-effective prevention strategy for those at-risk of homelessness in the City. Staff recommend approval of a grant of $49,600 towards VRB operating costs for one year, which will continue to leverage a capital financial contribution from Streetohome Foundation as well as operational contributions from the private sector, the Canadian Women's Foundation and NICCSS.

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Vancouver Rent Bank Process

The Vancouver Rent Bank is administered by NICCSS. Existing networks of neighbourhood houses, community centres, neighbourhood service organizations, the Ministry of Social Development and Social Innovation and other agency partners make referrals to the VRB. The VRB Administrator provides support and training sessions to the various referring agencies on eligibility criteria and other relevant VRB information.

Community workers who have been trained by the VRB Administrator conduct pre-assessments to explore all the clients' needs. If a loan is required then the community worker facilitates the applicant to complete a VRB application form. In some cases, a loan may not be required but rather another intervention may be suitable to ensure evictions are prevented, such as referral to food banks or to other community services. This screening process is intended to ensure that all applications being reviewed by the Loans Committee are potentially eligible. Female applicants who indicate that they have experienced violence are fast tracked through the application process. If they do not meet the VRB's eligibility requirements, they can access a loan through the Violence Prevention Fund, a subprogram of the VRB established to assist women who have experienced violence and are looking to establish a safe and financially sustainable home. The capital funds for the Violence Prevention Fund are provided through a grant from the Canadian Women's Foundation.

Completed applications to the VRB are reviewed by a weekly Loans Committee, which consists of employees from Vancity, an independent accountant, a project manager for Clean Start, and a member of the financial community. Loans Committee meetings are facilitated by NICCSS.

The Loans Committee is accountable to the Community Advisory Committee (CAC), which met monthly at the onset of the program and now meets quarterly. Currently, the CAC includes representatives from Streetohome Foundation, UBC Vancouver School of Economics, City of Vancouver, Vancity Credit Union, Credit Counselling Society of BC, Vancouver Foundation, Landlord BC, Ministry of Social Development and Social Innovation, the Sources Rent Bank, and the Toronto Rent Bank.

Figure 1: VRB Process

VRB: Conditions and Eligibility

The list of expenses eligible for loans were agreed upon by the CAC and include security deposit and/or first month's rent, as well as rent and utility arrears. For applicants living in BC Housing, a loan cannot be issued but the landlord may be contacted to set up a payment plan. For applicants living in other subsidized housing, a loan may be issued once a payment plan is attempted with the landlord. The maximum loan amount that may be requested is $1300 for a single and $1800 for a family. Applicants are only permitted one loan at a time, which must be repaid within two years. Once an applicant is approved for a loan, the funds are provided in cheque form. The cheque is written to the creditor, landlord, BC Hydro or FortisBC.

Priority is given to those individuals and families with low income. The following forms the basis of eligibility criteria:

- Imminent danger of losing housing or utilities due to arrears;
- Must be a resident of the City of Vancouver;
- Must be 19 years or older;
- Must have or will have a concrete, consistent source of income;

- Must have two pieces of ID;
- Must not be more than 2 months arrears;
- Must have good rental history and landlord willing to maintain tenancy;
- Must have ability to repay loan;
- One loan issued at a time;
- Must be Canadian citizen, conventional refugees, landed immigrants or permanent residents; and
- Housing must be sustainable.

VRB: Financial Literacy

Financial literacy is a tool built into the application process, as applicants are supported in establishing a feasible and realistic budget and loan payback plan. Where additional supports are necessary, applicants are referred to financial literacy workshops through Family Services or Credit Counselling BC.

AN EVALUATION OF THE VANCOUVER RENT BANK

MAY 1, 2017

AUTHORS:

Dr. Catherine Douglas (Vancouver School of Economics, UBC)

Gaëlle Simard-Duplain (Ph.D. Candidate, Vancouver School of Economics, UBC)

Evaluation of the Vancouver Rent Bank

Executive Summary:

The purpose of the Vancouver Rent Bank (VRB) is to reduce the costs and incidence of homelessness associated with those facing temporary financial crises. What makes the VRB model different from other programs is its provision of interest free loans to people in danger of eviction, or who face having their essential utility services cut-off. More broadly, the goals of the VRB are to promote housing stability and to provide options to renters facing eviction.

The need for the VRB's services has arisen as a result of Vancouver's housing market, which is characterized by a low-vacancy rate, limited availability of non-market housing, and rents that are unaffordable for fixed and low-income people. Individuals or families in a precarious financial situation are easily pushed toward homelessness by unexpected shocks to their family situation, employment, or health. The lack of effective support for this group may worsen their situation to the point where they may resort to risky options such as payday loan use, or sleeping on the streets.

Homelessness is costly: not only in terms of the financial resources needed for the support services and emergency shelter use by the homeless, but also in relation to the personal hardship and long term impacts on those experiencing it. Evictions are costly as well. Landlords face the associated legal fees, unpaid rent, repairs to the unit, as well as the time and energy involved in attempts to recover costs from tenants they have evicted. Tenants incur costs such as the loss of belongings, moving expenses, and the losses of security and damage deposits.

To the end of March, 2017 the VRB program has assisted 567 loan recipients and their dependents, altogether 898 individuals. The most recent figures indicate that the total value of loans issued to date is $540,459. Of this amount, $252,565 has been paid back with the balance due at various times during the next two years. The repayment rate to date is on average 66 percent. When questioned on the reason for requesting a loan, the most cited reasons were job loss, underemployment, lack of support payments, health issues, and family crisis or illness. Among those surveyed for the evaluation, loan recipients revealed a greater history of vulnerability: more precarious housing, greater food insecurity, and larger reliance on prescription medication. Even in this context, fewer loan recipients faced eviction, precarious housing, or homelessness than non-loan recipients; they were also substantially more likely to report feeling safe and comfortable in their current housing. All interviewed loan recipients reported that the VRB was either essential or very important in preventing their becoming homeless.

If we consider only the 39 loan recipients who were homeless when they received funding through the VRB, the savings in costs to the various organizations and various levels of government who respond to homelessness, could amount to approximately $1,365,000 annually. Amongst the loan recipients, if the 205 individuals who had eviction notices at the time they applied had not found alternatives, the potential total costs could have been $396,060 per month for shelter beds alone. Estimated eviction costs to these tenants of $457,970 were also avoided,

as well as the cost to landlords of an estimated $1,353,000. Moreover these figures do not account for the long-term costs associated with homelessness, which are thought to average between $30,000-$40,000 per person per year.

This evaluation of the Vancouver Rent Bank indicates that it has provided significant benefits. The research also illustrates how vulnerable individuals may find themselves on a slippery slope toward homelessness. This is particularly the case for those who do not qualify for program assistance due to their age, or whose family income is just above the low-income cut-offs. Continued research and analysis of the program would be of significant value in understanding such complexities associated with housing security.

1. Introduction

This report summarizes the results of a second evaluation of the Vancouver Rent Bank (VRB) program undertaken by the two authors, Dr. Catherine Douglas and Gaëlle Simard-Duplain of UBC's Vancouver School of Economics. The authors have been asked by the Director of the VRB, Amanda Pollicino, and members of the VRB Advisory Committee to provide an evaluation of the effectiveness of the program during its four years of operation to September 2016. Effectiveness is assessed principally in terms of the cost effectiveness of the program as well as its role in preventing homelessness. Our previous report provided the background context of homelessness in Vancouver including definitions of the types of homelessness as well as in the national, even international, context. The evaluation was included in the City of Vancouver's staff report presented to Council in May 2015 (City of Vancouver, 2015).

Homelessness continues to be an issue of considerable concern in Vancouver and in the Lower Mainland region. In fact, the most recent Metro Vancouver Homeless Count found that there were 2138 individuals found to be homeless in Vancouver during the 24-hour count period, an increase of 335 people, or 19 percent, from 2014. The overall rise in the Metro region was 30 percent. As we noted in the previous report, various factors have been cited as reasons for the growing homeless population: changes in the markets for housing, reductions in social housing support, de-institutionalization, as well as reduced access to social services and mental health supports (Hulchanski, 2009; O'Flaherty, 1996).

Changes in the housing market has compounded this problem with the dramatic increase in house prices, even over the past three years, which has had impacts down the value chain, particularly for the availability of low-rent housing. This has the effect of increasing the number of individuals at risk of slipping into homelessness during a temporary crisis, particularly those at the lower income levels or without savings. The literature on the economics of homelessness is clear about the implications of such market dynamics in causing and perpetuating homelessness.

The goal of this second evaluation then is to provide an updated evaluation of the extent to which the VRB has prevented homelessness and its cost effectiveness during its five years in operation. We can do so by estimating the number of people who have been affected by the VRB program, whether in terms of prevention from homelessness or eviction and then determining what such impacts would have cost on average. In this way, since we know how much the VRB and its funders have spent on the program, we may also estimate the cost effectiveness of the program. That is, has the reduction in costs associated with evictions and potential homelessness been equal to or greater than the program costs to date? If so, then one would be able to make an argument that the program has been cost effective.

2. Data and Methodology

There are two methods by which the program is evaluated for the purposes of this report and they are the same as in the initial evaluation. Further details of the research methodology can be found in the initial report. Our first approach was to make use of demographic and economic information about VRB applicants from the pre-assessment and the full application forms. The information from the pre-assessments and applications was de-identified by VRB staff so that client confidentiality was maintained. A total of 2,671 pre-assessments were completed to March of 2017, of which 2,088 clients were eligible. Applicants are not eligible if they do not have a source of income; if they do not live in the City of Vancouver; or their income is above a minimum benchmark. We have not as yet tracked those that were ineligible but it would be informative from a policy perspective to do so in the future.

Of the pre-assessed group who were eligible, 1,007 went on to fill in the application. As noted in the preliminary evaluation, we do not have information about the specific reasons why the remainder of these eligible individuals did not apply. However, we can imagine a variety of reasons for this outcome: firstly, that in the interim their crisis was resolved; secondly, they may have found alternative sources of support; they may have been able to make arrangements with their landlord; or it may have been the case that they did not want to have to share the personal information necessary for the application so decided to try to resolve the crisis in whatever way they could without VRB support. Of the applicants that were eligible, 39 percent were deemed to be living in an unsustainable situation; 24 percent were denied because it was determined that they were mismanaging their finances; 20 percent were experiencing an ongoing financial crisis, and six percent because their situation was found not to be a crisis (Figure 1).

A second phase of the evaluation involved follow-up telephone interviews with two groups of applicants: those who received loans and those who did not. We undertook this process twice: initially in 2014 and again in February and March of 2017. This part of the evaluation can be seen as a step toward the development of a longer-term database comprised of information about clients' housing and financial situation at some period (or periods) after they went through the process of applying for a loan. The evidence allows us to draw inferences about the effectiveness of the VRB in preventing homelessness by comparing the outcomes of the two groups, as well as the socio-economic and demographic factors associated with each group's housing situation.

We were particularly interested in looking at and comparing their current housing and financial security. This evidence allows us to gain further insight about the extent to which the VRB prevented individuals from losing their homes and what might happen to those who do not qualify for loans. We have designed the follow-up survey to provide some demographic characteristics that were not included on the original applications, as well as information about whether applicants received alternative funding if refused VRB funding, where they are living now, health conditions, food bank use, and other indicators of their experience of security and/or vulnerability.

The analysis of the data to date has principally involved cross-tabulations and the evaluation of the nature of relationships between the relevant summary statistics. At present we have evidence about the characteristics of 567 individuals who received loans and their dependents, as well as survey results about current housing status and other relevant information from a total of 83 people who applied for a loan: 49 loan recipients and 34 applicants who did not receive loans. Altogether, this evidence allows us to provide an initial evaluation of the effectiveness of the VRB during its first four and a half years. The findings are presented below and illustrated in the tables and graphs provided in the Appendix. The evidence from the earlier interviews can be found in the first report.

3. Findings:

The principle aim of the VRB is to prevent homelessness and to promote housing stability through the provision of short-term loans (City of Vancouver, 2012). For the program to be effective, we would first expect the benefits of providing loans to the applicants to outweigh the costs. To be able to make statements about the benefits of the VRB, we want to know how many people have been prevented from being made homeless, or to have been made less vulnerable to homelessness, as a result of having been provided with a loan. This is actually quite a difficult relationship to determine definitively. From a statistical standpoint we would ideally want to run an experiment with two groups of people with very similar characteristics who are facing eviction. We would then provide one group with short-term interest free loans and the other group no loans. We would then be able to see if the group who did not receive loans ended up with statistically higher rates of homelessness, having controlled for other group specific characteristics. Of course, this would not be ethical, even if it were possible. However, we do have sufficient information to draw some inferences about the role that the VRB played in reducing vulnerability to homelessness.

Profile of Loan Applicants

There were 567 approved loan applications to March 31, 2017. Approximately half of them had received an eviction notice at the time of the application, and 39 individuals were homeless. The majority of approved applicants were single, while 12 percent were either married or common-law couples. Forty-two percent were heads of single-parent families. Of the loan recipients with dependents, 87 percent had dependents under the age of 19. Altogether, the provision of loans has affected the housing security of 289 children to this date.

Table 1 shows that applicants who received a loan and those who didn't were both evenly split by gender. However, the sample of loan applicants who were interviewed for the evaluation was more heavily weighted toward females (59 percent), a difference which appeared mostly driven by VPF applicants. On the other hand, 5 percent of non-loan recipients were male.

Among applicants, non-loan recipients were more than 10 years older than loan recipients and less likely to have completed some post-secondary education. In addition, they counted with a smaller proportion of single parents. Although the differences were small, non-loan recipients also showed a higher prevalence of income assistance receipts and a lower prevalence of Persons with Disability income.

The sample of loan recipients surveyed for the evaluation was almost 20 years older on average than the population of applicants who received a loan. They were also more likely to have completed high school or some post-secondary education. In comparison, non-loan recipients who took part in the evaluation were younger and more educated on average than the population of applicants who were denied a loan.

Amongst both loan and non-loan recipients who answered the evaluation questionnaire, First Nations were underrepresented compared to applicants. Twenty one percent of surveyed loan recipients and 12 percent of non-loan recipients identified as Aboriginal. This is well below the 34 percent of homeless people interviewed for the 2017 Metro Vancouver Homeless Count who reported Indigenous/Aboriginal identity. Finally, loan and non-loan recipients surveyed in the evaluation were equally likely to have moved to BC in the past 10 years, although they differed in the reasons they reported for that move (Figure 2).

There were no important differences across applicants who ended up receiving a loan and those who didn't in terms of their likelihood of having received an eviction notice or having been homeless at the time of loan application (Table 2). Across all applicants, the most frequently cited reasons for arrears were job loss, underemployment, lack of support payments, health issues, and family crisis or illness. As illustrated in Figure 3, loan recipients were slightly more likely to have reported lack of support payments, health issues, or family crisis/illness as a reason for their arrears, and less likely to attribute their situation to job loss or underemployment. This is consistent with the VRB's criteria for loan approval, which require applicants' financial situation to be sustainable.

Finally, when they were asked what they would do if they didn't receive a loan, those individuals who were eventually granted a loan were more likely to answer that they would face homelessness, and less likely staying with family or friends (Figure 4).

Housing Experience of Loan and Non-Loan Recipients Following Loan Approval or Denial

For the evaluation we asked loan and non-loan recipients to answer a series of questions about their housing experience following loan approval or denial. These inform the options available to applicants had they not received the loans; their views about the importance of the loan in resolving their housing crisis; their feelings of security and safety in their current housing situation; and their current financial circumstances.

The Metro Vancouver Homeless Count considers as homeless those people who do not live somewhere they pay rent for. We find that loan recipients and non-recipients were similar in their likelihood of being housed at the time of survey; that is, of staying in a place for which they paid rent (Table 3). This is not surprising given that participation in the evaluation is conditional on being reached by phone through the number on file at the VRB. However, this similarity in their current situation conceals important differences in their trajectories. Loan recipients are more likely to have maintained their previous housing and, in those cases where they didn't, they are substantially less likely to have been evicted. Only 11 percent of loan recipients who no longer live in the dwelling for which they applied for a loan were evicted, compared to 38 percent for non-loan recipients. Overall, more than twice as many non-loan recipients as loan recipients faced eviction.

In addition, among those who did not retain their original housing, a substantially larger proportion of non-loan recipients ended up in precarious housing (hostel or shelter), homeless, or staying with family members or friends. As a result, in addition to having important consequences for the individuals directly involved, the evidence suggests that the VRB prevented the propagation of vulnerability across applicants' social networks.

Fifty-seven percent of surveyed loan recipients indicated that the VRB was essential in preventing them from becoming homeless. The remaining respondents indicated that it was very important in keeping them housed (Table 3). When asked what they would have done had they not received a loan, more than sixty percent of surveyed loan recipients indicated that they would have had to move out of their home (Figure 5). Of those, a little over 10 percent thought they would have been able to find a cheaper rental, while the remainder thought they would have ended up in what we would consider varying degrees of homelessness, whether in terms of staying with friends, seeking refuge in an emergency shelter, or facing outright homelessness (Figure 6).

In comparison, non-loan recipients were asked how they resolved their financial crisis. As mentioned before, approximately a third had to move out; in addition, 15 percent reported still being in arrears (Figure 5). However, 20 percent of non-loan recipients were successful in making arrangement with their landlord.

As mentioned previously, most respondents reported being housed at the time of survey (Table 3); however, six individuals indicated not having a place for which they paid rent, three loan recipients and three non-loan recipients. Of these, one person was staying with family or friends, two were staying in a vehicle and one was staying in a transition house. This is perhaps an indication of unsustainable client circumstances at the time of the application. Nonetheless, these respondents do represent those in the community for whom there are either insufficient resources, or who are not able to access the resources needed to get them housed for whatever reasons.

Regardless of their current housing situation or trajectory, loan recipients were significantly more likely to report feeling safe, comfortable and secure in their current housing situation (Table 3). However, both groups showed similar patterns in terms of what would make them more satisfied with their housing situation; more affordable rent was the principal reason cited by all, followed by higher income (Figure 7). Among non-loan recipients, better quality was the next most prominent reason, while loan recipients valued subsidized housing.

Over two thirds of the applicants interviewed for this study were experiencing at least some level of financial stress at the time of survey. On average, non-loan recipients reported slightly less stress than loan recipients: they were more likely to have savings, and less likely to report major financial stress (Figure 8). This is in contrast to the responses from our previous set of interviews in which we found that those who had not received loans were experiencing higher levels of financial stress than those who had. These findings suggest that further study of the nature of precariousness faced by those facing insecure housing.

In any case, our research has found that those facing temporary crises that threaten their housing security are particularly vulnerable. This is not a surprise. Vancouver's rental housing market is characterized by a low vacancy rate, very limited availability of non-market housing, and high rents that are unaffordable to people on fixed incomes or for most low-income individuals and families. Even the majority of Single Room Occupancy units (SROs) are above the $375 maximum shelter rate set by B.C.'s Employment and Assistance program (City of Vancouver, 2009, p. 2). In such an environment, an unanticipated health, employment, or family crisis will increase the probability that some people will slide toward homelessness. One cannot help but recognize that this group is facing considerable precariousness, being increasingly vulnerable to homelessness as their options run out, their landlord potentially losing patience and thus facing eviction.

Past Housing and Service Usage

Figure 9 shows that loan recipients were more likely than non-loan recipients to report using a number of services related to food, health, employment, etc. Overall, past housing experiences and service usage suggest that VRB loan recipients had a greater history of precariousness than non-loan recipients. On the one hand, this indicates that the VRB was successful in directing its loans to more vulnerable individuals; on the other hand, this observation matters for the interpretation of our findings. If loan recipients were more vulnerable to start with, we expect the effect of the VRB to be underestimated; the results discussed so far might therefore be thought of as lower bounds on the true impacts of the VRB.

Whether they were granted or denied a loan, VRB applicants constitute an extremely vulnerable population; nearly 50 percent of those surveyed for the evaluation said they had been homeless at some point in their life. However, Table 4 shows that loan recipients were almost twice as likely as non-loan recipients to have experienced homelessness, although this may reflect our sampling in terms of ability to contact those who did not receive loans. Nonetheless, Figure 10 further documents the extent to which each group had been through a variety of precarious housing types. In addition, non-loan recipients were more than 20 percentage points more likely to report never feeling threatened by homelessness; and much less likely to feel threatened most or all of the time.

Approximately two thirds of both loan and non-loan recipients reported having relied on emergency food sources in the past (Table 5). However, among those that had accessed food banks, loan recipients were more likely to have done so regularly such as monthly rather than only rarely or never (Figure 12). The same held for individuals that had used soup kitchens, food lines or meal programs (Figure 13). Loan and non-loan recipients were similar in their reported likelihood of having skipped meals because of insufficient money, and in their propensity to worry that food would run out before their next pay (Table 5). Finally, non-loan recipients reported eating fresh produce more frequently (Figure 14).

Finally, the survey evidence suggests that loan recipients had a somewhat worse health experience than non-loan recipients. In both groups, about two thirds of respondents had health issues which prevented them from working or maintaining housing (Table 6). However, loan recipients were 15 percentage points more likely to have felt that their financial situation affected their health; and they were more than twice as likely to be regularly taking prescription medication. Among those who reported taking medication, loan recipients were much less likely not to be able to afford it, but more likely to pay it out of pocket.

As discussed in the previous section, surveyed loan applicants all said that they experienced significant stress related to their financial situation. This stress necessarily reflects their worry about the future as well as their efforts to prevent losing their home. Of particular note is the incidence of payday loans amongst both loan and non-loan recipients (Table 7). Approximately half of all surveyed applicants had had a Payday loan at some point in their life. However, loan recipients reported currently having at least one Payday loan nearly twice as much as non-loan recipients. That being said, they were also much more likely to have been able to pay off that loan.

Costs and Benefits of the VRB

While the above statistics provide us with some indication of the circumstances faced by VRB applicants, we want to know how cost effective the VRB has been while preventing homelessness. What does the data from both the applications and the surveys tell us about cost effectiveness? We can first of all consider the benefits arising from the VRB program. To the end of March, 2017 the VRB program has assisted 898 individuals. This includes the 567 loan recipients and their 331 dependents, 289 of which are children under the age of 19. This figure would represent the maximum number of individuals who have been prevented from homelessness during the past two years if the program did not exist. However, as the follow-up surveys of both loan recipients and non-recipients indicate, some may have been able to borrow funds from friends and family or may have been able to negotiate with their landlord.

Of the 567 approved loan applications from September 2012 to March 2017, 205[1] had received eviction notices at the time of application. In fact, 39[2] of the loan recipients were homeless individuals who were provided with funds that allowed them to be housed. If we accept the evidence about the average costs of homelessness at $35,000 per individual per year, then the continued homelessness of these 39 people alone would have estimated annual costs of $1,365,000[3].

[1] Eviction status at time of application is only known for 408 (Table 2) of the 567 loan recipients, so this number should be considered a lower bound.

[2] Idem.

[3] Source: Eberle et al (2001, p. 4)

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It is also likely that some of the housed applicants may have fallen into homelessness had they not received a loan. For example, if the 205 individuals who had received eviction notices at the time of their application had not been able to find alternatives, the potential costs in terms of homelessness could have been up to $396,060 for shelter accommodation for one month alone[4]. This does not take into account support service costs. Of course as noted above, if some of these individuals became homeless for the longer term, the costs of support and emergency housing could range from $30,000 - $40,000 on average each person per year (Eberle et al, ibid.).

Many loan recipients reported that they believed that had they not received a loan from the VRB they would have become homeless. In fact of those who answered the survey question about where they would have stayed had they had to move out, 25 reported that they foresaw some form of homelessness, whether staying with friends or family temporarily, staying in an emergency shelter or street homelessness. The implied benefits of preventing the homelessness of this quite significant number of vulnerable individuals and families would be quite substantial. Furthermore, there would have been substantial costs to both landlords and tenants if all applicants with eviction notices had been evicted as well: the total estimated cost is of $457,970 to tenants and $1,353,000 to private sector landlords (CMHC, p. 3)[5]. These figures represent quite significant social savings arising from the VRB program.

Clearly, there are a significant number of vulnerable individuals amongst the applicants (and in the community more generally) whose needs are not being met by the current system of supports and interventions. This is not surprising when a single mother with three children does not qualify for housing benefits because her $41,000 gross income is above the $35,000 threshold for the Rental Assistance program (VRB Loan application and B.C. Housing website), or when there are no housing supports for vulnerable individuals under age sixty living in market housing, despite paying more than 30 percent, usually significantly more, of their income on rent. A family crisis, loss of employment, or sudden health emergency can easily tip such individuals or families onto a path toward homelessness. They are the members of our community who experience most acutely the weaknesses in our social safety net. If it were not for the loans provided by the VRB, many of these people would likely have been facing eviction and/or homelessness.

While the evidence discussed here points to the benefits of the VRB, a next step toward evaluating the cost effectiveness of the program involves an identification of the cost outlays and then taking into account estimates of the benefits arising from the prevention of homelessness. The most recent statement from the VRB staff shows that the value of loans issued to date is $540,459. Of this amount, $252,565 has been paid back, with the balance due at various times during the next two years. With a repayment rate of sixty-six percent being quite consistent over the four and a half years of the program, a simple first calculation would lead us to anticipate that the net costs from this share of the loan capital to be less than $185,000. Ideally,

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[4] Shapcott's figure of $1,932 per month for shelter costs is multiplied by the 205 recipients with eviction notices at the point of first contact for an estimate of $396,060.

[5] The CMHC report indicates that the average costs of evictions to tenants is $2,234 and $3,000 for social housing landlords, and close to $6,600 for private sector landlords

we would want to take into account additional costs such as the transaction costs per loan, administrative and running costs of the VRB, as well as the opportunity costs of the capital being invested elsewhere. However, we understand that the VRB staff and the organization's funders may be able to provide this information for any further in-depth evaluation[6].

Why the High Repayment Rate?

As previously discussed, past housing and service usage patterns of loan and non-loan recipients suggest that the former are more vulnerable individuals than the latter along many dimensions. In this context, the high repayment rate faced by the VRB is remarkable. As part of the noted evaluation, we set out to uncover whether repayment constituted additional hardship for loan recipients, as well as to investigate the drivers and obstacles they faced in the process of repaying their loan.

While VRB loans are granted in part based on the sustainability of applicants' financial situation, half of loan recipients reported reducing expenses to repay their loan, and 36 percent said they had to increase income (Table 8). Food and clothing were the most cited expenditure categories where people made cuts (Figure 16); and additional employment was by far the most frequent channel employed by respondents to increase their income (Figure 17).

As for the motivations for and challenges to repayment, almost all loan recipients reported that something had motivated them to repay their loan, and half of them reported facing obstacles to repayment (Table 8). When prompted on the source of their motivation, an overwhelming majority of loan recipients said that they felt they had to; that is, that repaying debts was important to them, or that they always wanted to keep their word or honour their commitment (Figure 18). Another important reason cited referred to negative feelings associated with owing money, or with the desire to be debt free. Finally, a non-negligible number said they wanted to repay because they were grateful for the help.

Obstacles to repayment were formulated less clearly than motivations; nonetheless, various financial obstacles, such as delays in expected cheques or the high cost of living in Vancouver were frequently reported (Figure 19). Difficulty finding and maintaining employment, and barriers related to disability were also common answers.

5. Summary

It is our conclusion, that the Vancouver Rent Bank has been an effective strategy toward the prevention of homelessness. In fact, 27 of the 49 loan recipients interviewed indicated that the loan was essential in preventing them from becoming homeless. We don't know exactly how

[6] The figures from a City of Vancouver Report (2015) indicates the anticipated total funding costs over the five years to be $962,913 as follows: The Streetohome Foundation capital: $365,800; City of Vancouver: $238,800; NICCSS and Community Partners: 77,700; and Vancity Community Foundation: $15,000; amongst other costs.

many would have become homeless and for how long. However, loan recipients were on average less likely to have been evicted and to have transitioned to precarious or no housing than non-loan recipients. Furthermore, this result holds despite evidence that individuals who were granted a loan were more vulnerable to start with; i.e., that their housing outcomes might have been worse than those of non-loan recipients, had they themselves not received loans. We can infer that there would have been substantial precariousness and vulnerability to homelessness without the program intervention.

We do know though that 39 homeless individuals were housed, and another 205 with eviction notices were provided with loans that kept them housed. As noted above, there were a significant number of additional loan recipients who indicated that they believed in hindsight had they not received the loan they would have become homeless. The economic consequences of these interventions by the Vancouver Rent Bank are substantial. On the basis of the very simple and preliminary initial calculations in this report, the net benefits of the program outweigh the costs. There are further benefits that are less easily quantifiable as well, such as the improved wellbeing of those whose housing security has been made less precarious.

It is clear though that for the benefits of the Vancouver Rent Bank program to continue and to be sustainable, more detailed information about operational costs should be included in future analysis. They would include as such expenses as the transaction costs; administration and running costs for the program; as well as the opportunity costs associated with the loan capital and other funds. Further analysis should also include an estimate of the length of time that an individual spends in a situation of homelessness, and how often they fall into homelessness, to be able provide a more representative estimate of the costs and benefits of the program.

5. Future Research

The added value of the information obtained from the VRB applications and the survey data is that we are able to identify weaknesses in the community support systems, to recognize that we are missing important parts of story about the road to homelessness in Vancouver, information gaps that could be filled through further research and follow-up with applicants – both recipients and non-recipients - in the future. The wealth of data about VRB's clients from the pre-assessments, applications and surveys also provides evidence about the circumstances of particular groups of individuals and families who are vulnerable to homelessness. Such evidence is crucially important to the design of effective policies aimed at reducing and eliminating homelessness, whether here in Vancouver or in other jurisdictions. Further work would involve more extensive analysis of this data to gain insights about the causes and consequences of housing vulnerability. The evidence studied to date reveals the precarious circumstances of all of the applicants, whether or not they received a loan. Many have experienced homelessness in the past, and most experience some degree of food insecurity as well as significant ongoing financial insecurity.

Of particular interest are the circumstances of those who for whatever reasons did not receive a loan, as well as those who qualified for a loan but did not go on to apply for one. Some will have resolved their crisis through support of friends and family, working more, making arrangements with landlords, amongst other strategies. But there are some in that group who are particularly vulnerable to homelessness and it would be very beneficial to learn more about them. In fact, the reason many of those who had applied for loans but were denied was because their financial situation was unsustainable. How do we prevent such people from becoming homeless? We also find that applicants who identified as Aboriginal are disproportionately represented among VRB clients compared to their share of the population. This is in line with their over-representation among the homeless in Vancouver and the Metro Vancouver region. Given the vulnerability of some individuals to homelessness, further study of these VRB clients and those applicants who were not funded is recommended.

Additional areas of research based upon these sources could be of importance in gaining a greater understanding of housing precariousness, vulnerability to homelessness and their relationship to a number of characteristics revealed in the applications and follow-up surveys. These include variables such as precariousness of employment, lack of access to services, payday loan use, healthy food barriers, as well as social and demographic characteristics, amongst many more. It would also be helpful to know why so many who were eligible to apply did not do so. Perhaps it would be possible to follow up with this group in a phone survey in the future. More time and further details about program costs and benefits would be required to provide more in-depth analysis. However, the authors hope that this brief preliminary evaluation is helpful in determining the effectiveness of the program to date. We are very happy to provide follow-up if you have any questions.

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Tables and Figures
May 1st, 2017

Table 1. Demographic Characteristics, Applicants and Evaluation Participants

		Application		Evaluation	
		Loan	No Loan	Loan	No Loan
Gender					
	Male	49	51	39	59
	Female	51	48	59	38
	Other	0	0	2	3
Age (average)		35	48	53	43
Marital Status	Married	6	6	6	8
	Common law	6	6	4	9
	Widowed	1	2	2	0
	Divorced	10	12	12	18
	Separated	4	2	2	0
	Single	72	72	73	68
	Other	0	0	0	0
Dependants present		58	50	38	44
Single-parent household		42	35	31	22
# earners (average)		1.14	1.10	1.10	1.09
# dependants (average)		1.09	0.82	0.77	1.00
Education	Less than HS	17	20	11	12
	High school	19	22	25	18
	Some post-sec.	28	30	20	42
	Post-secondary	36	28	43	27
First Nations (legal status)		16	14	8	6
Aboriginal (identifies as)		-	-	21	12
Experience in Canadian Forces		-	-	6	3
Receives income assistance		21	24	10	15
Receives PWD income		21	16	20	12
Receives PPMB income		1	2	2	0
Moved to BC in past 10 years		-	-	30	29
Number		567	460	49	34

Notes: (1) All numbers are percentages unless otherwise specified; they may not add up to 100 due to rounding. (2) Sample size may be smaller than indicated for some characteristics.

Table 2. Housing Vulnerability at Time of Application, Applicants and Eval. Participants

	Application		Evaluation	
	Loan	No Loan	Loan	No Loan
Had received eviction notice at time of application	50	54	41	54
Homeless at time of application	10	9	12	0
Number	408	342	34	24

Notes: All numbers are percentages.

Table 3. Housing Experience, Surveyed Loan and Non-Loan Recipients

	Loan	No loan
Currently living in the same dwelling for which they received a loan/applied for a loan	61	57
If not in same dwelling, moved out because were evicted (vs. voluntary move)	11	38
If not in same dwelling, moved to precarious or no housing (incl. hostel and shelter)	19	30
If not in same dwelling, moved with family or friends	19	40
Faced eviction (unconditionally)	6	17
Currently staying in a place for which they pay rent	94	91
Feel safe, comfortable and secure in current housing situation	91	82
Loan was very important in maintaining housing	43	-
Loan was essential in maintaining housing	57	-
Number	49	34

Notes: (1) All numbers are percentages. (2) Some questions were only asked to a subgroup of respondents, depending on their answers to other questions; in these cases, the sample is smaller than indicated.

Table 4. Experiences of Homelessness, Surveyed Loan and Non-Loan Recipients

	Loan	No loan
Have you ever been homeless?	58	31
Number	33	13

Notes: All numbers are percentages.

Table 5. Experiences of Food Insecurity, Surveyed Loan and Non-Loan Recipients

	Loan	No loan

Ever had to rely on emergency food sources (self or household member).	67	61
Ever had to skip meals because of insufficient money (self or household member).	67	64
Ever been worried that food would run out before next pay.	72	64
Number	46	33

Notes: All numbers are percentages.

Table 6. Health Experiences, Surveyed Loan and Non-Loan Recipients

	Loan	No loan
Health has prevented from working or maintaining housing.	68	68
Financial situation has affected health.	79	64
Regularly take prescription medication.	60	27
Number	47	34

Notes: (1) All numbers are percentages. (2) Some questions were only asked to a subgroup of respondents, depending on their answers to other questions; in these cases, the sample is smaller than indicated.

Table 7. Payday Loans, Surveyed Loan and Non-Loan Recipients

	Loan	No loan
Have you ever had a Payday loan?	55	52
Do you currently have any Payday loans?	33	19
Do you currently have more than one Payday loan?	44	13
Were you able to pay off the Payday loan?	86	69
Number	44	31

Notes: (1) All numbers are percentages. (2) Some questions were only asked to a subgroup of respondents, depending on their answers to other questions; in these cases, the sample is smaller than indicated.

Table 8. Experience with Repayment, Loan Recipients

	Loan
Did you have to reduce expenses to repay your loan?	53

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Did you have to increase income to repay your loan?	36
Has anything in particular motivated you to repay your loan?	97
Have particular obstacles harmed your ability to repay?	55
Number	45

Notes: All numbers are percentages.

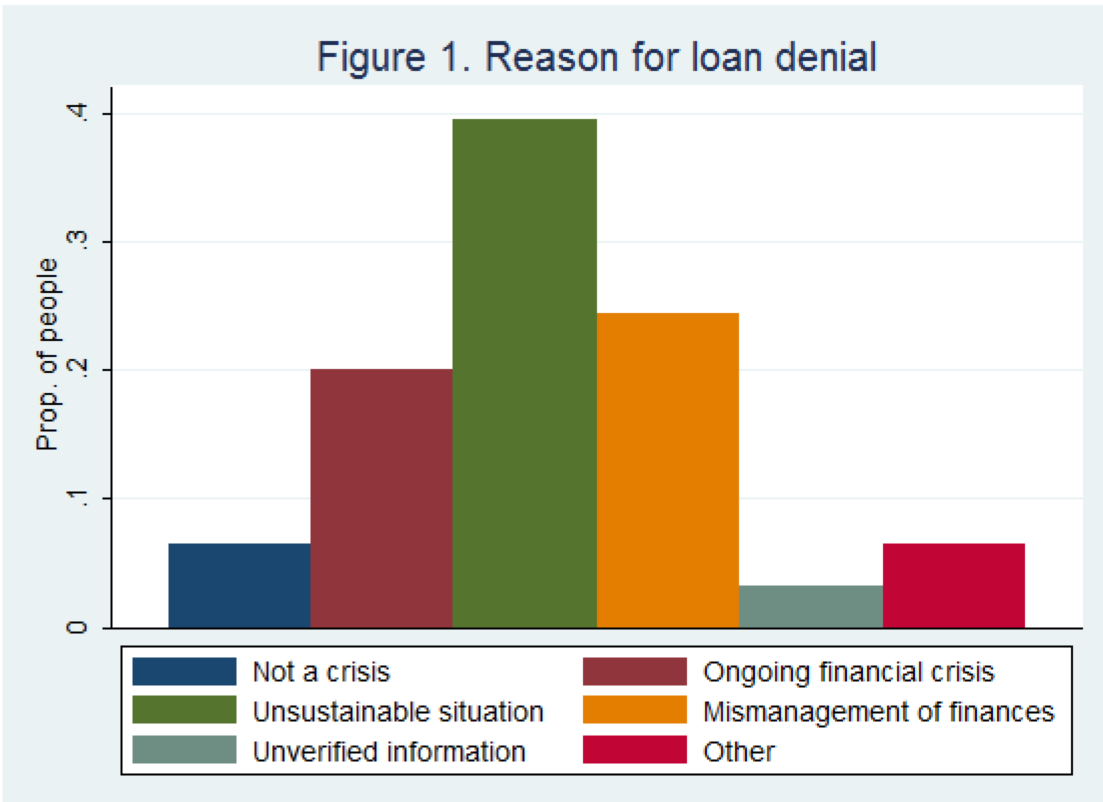


Figure 2. Why did you move to BC?

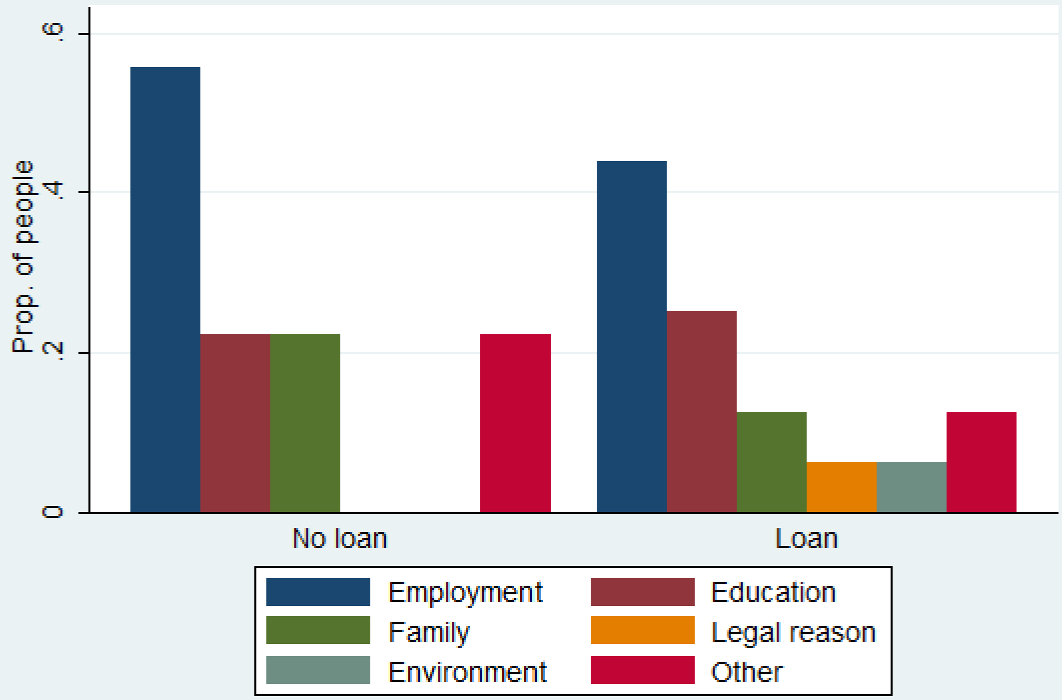
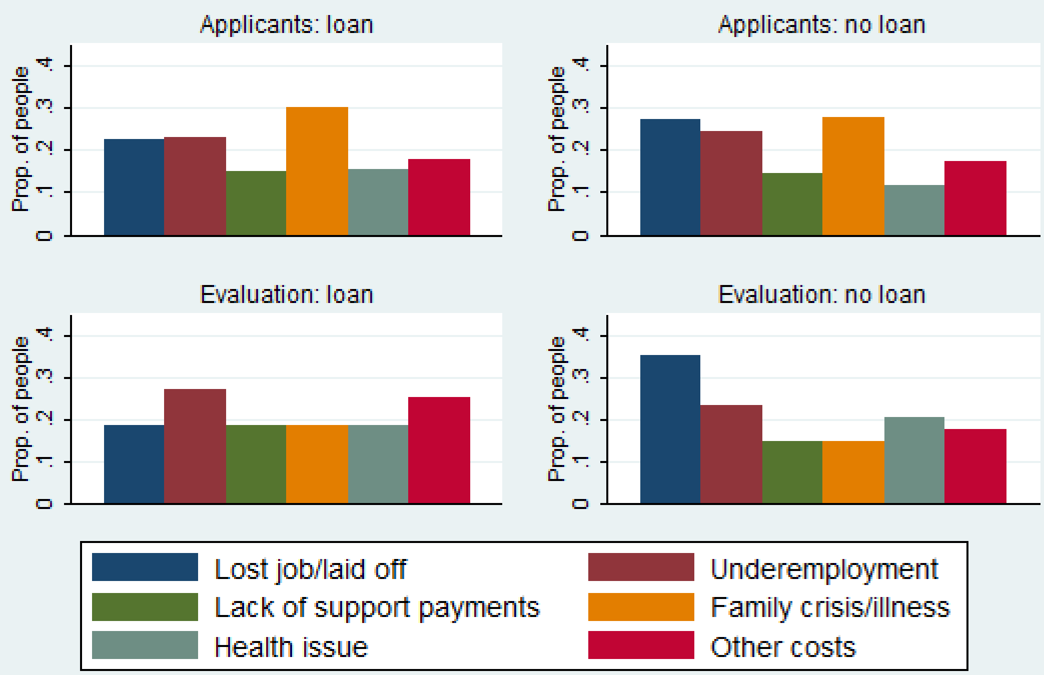
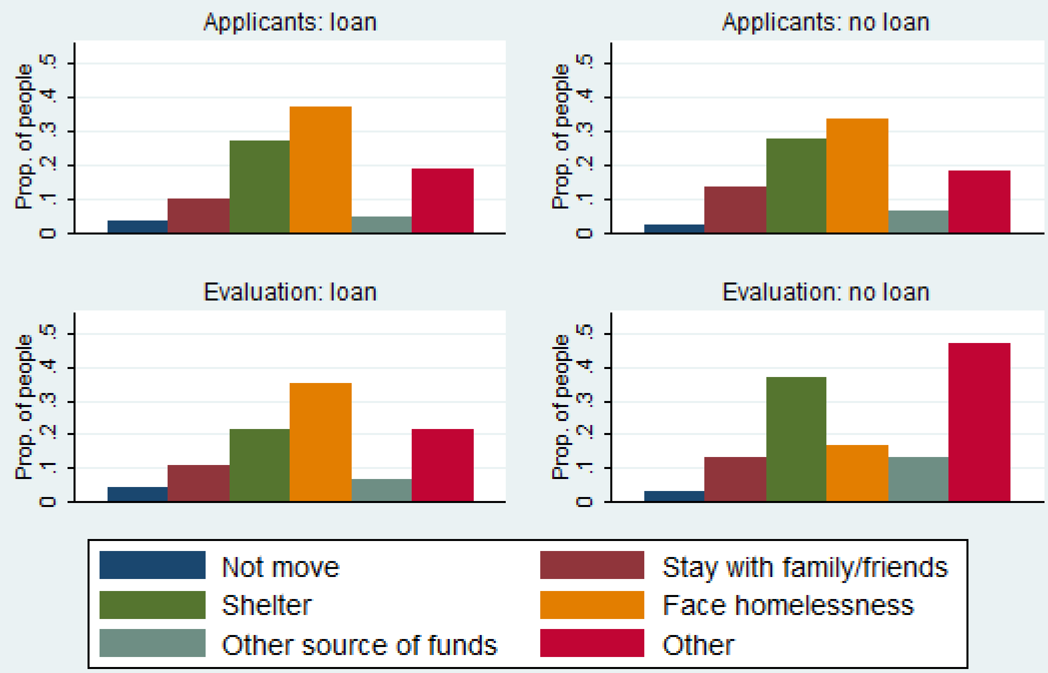


Figure 3. Reason for arrears, most frequently reported



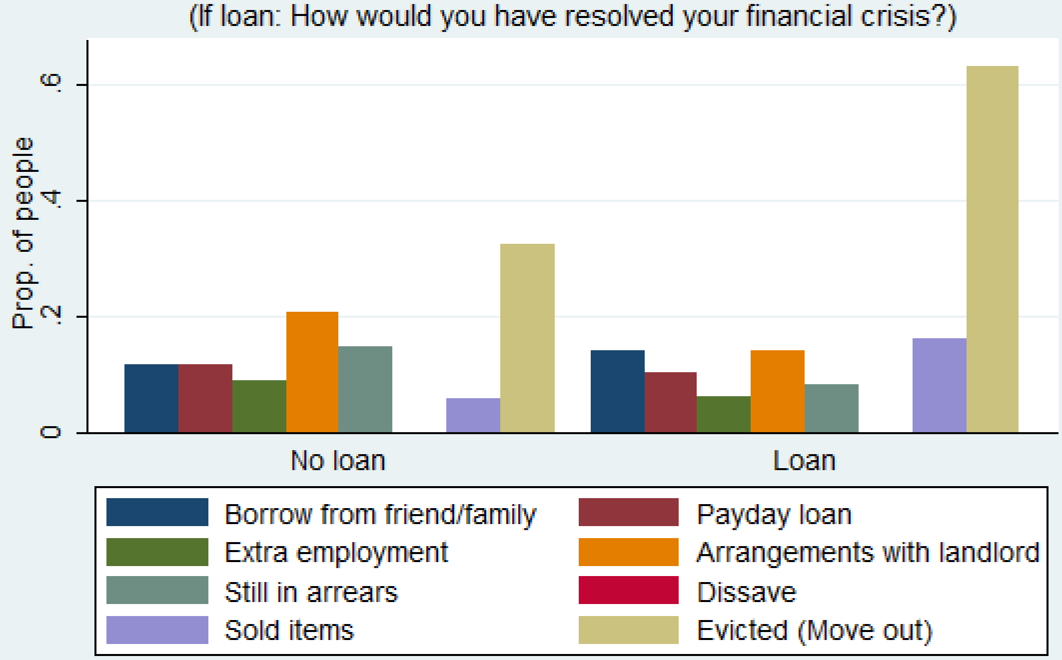
Note: Applicants could select as many answers as applicable.

Figure 4. Ex ante strategies if loan denied



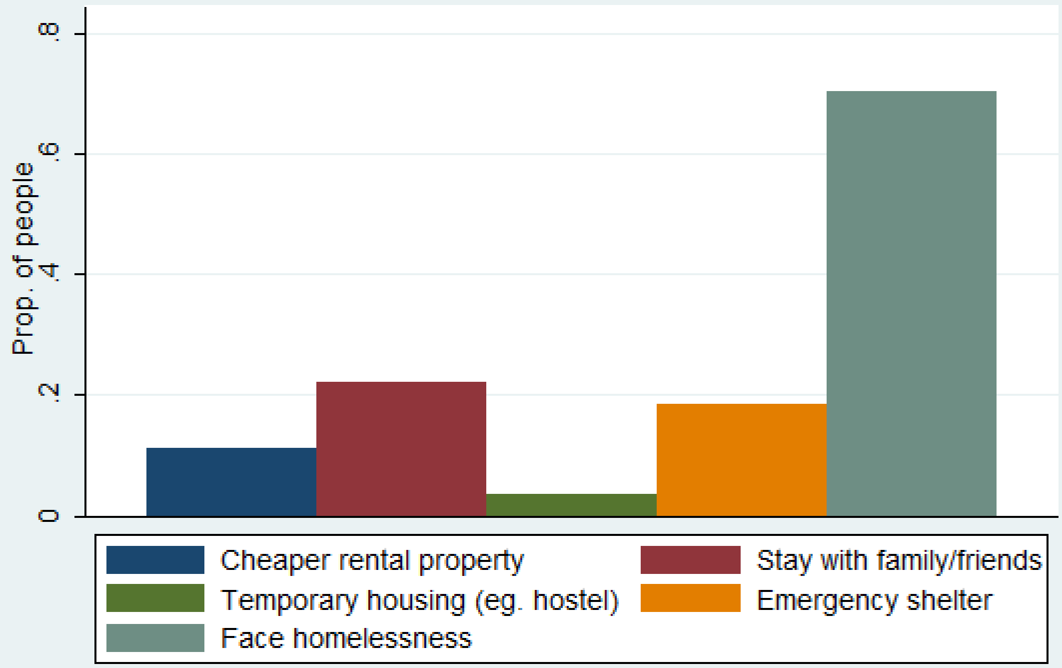
Note: This question asked loan applicants what they would do if they did not receive a loan.

Figure 5. How did you resolve your financial crisis?
(If loan: How would you have resolved your financial crisis?)



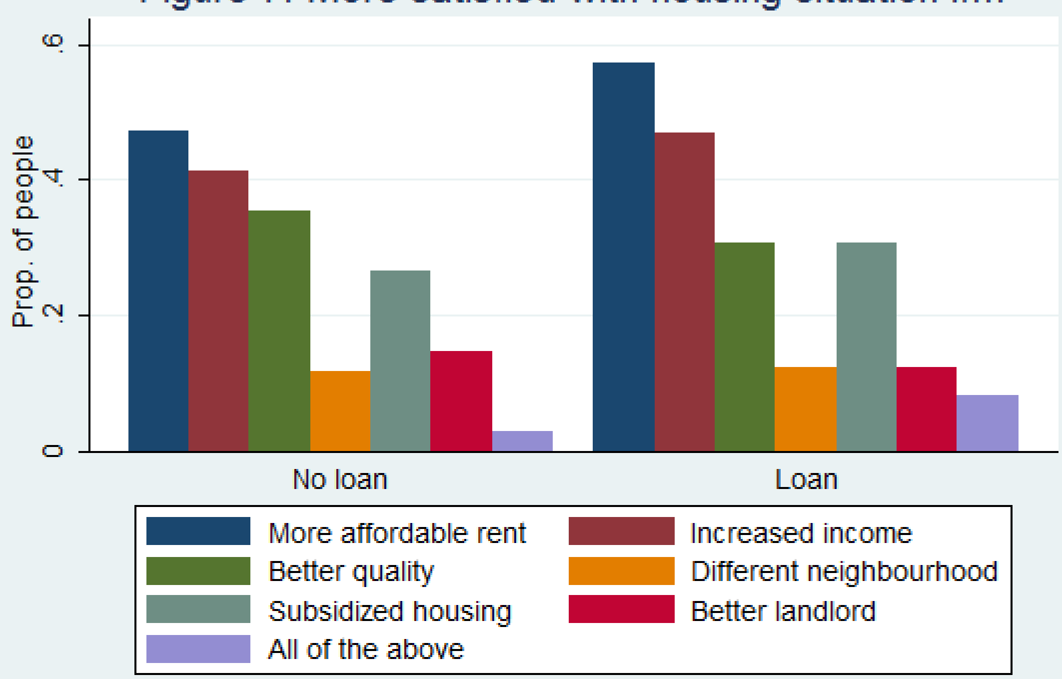
Note: Respondents could select as many answers as were applicable.

Figure 6. Where would you have moved?



Note: Applicants could select as many answers as applicable.

Figure 7. More satisfied with housing situation if…



Note: Respondents could select as many answers as applicable.

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Figure 8. Current financial situation

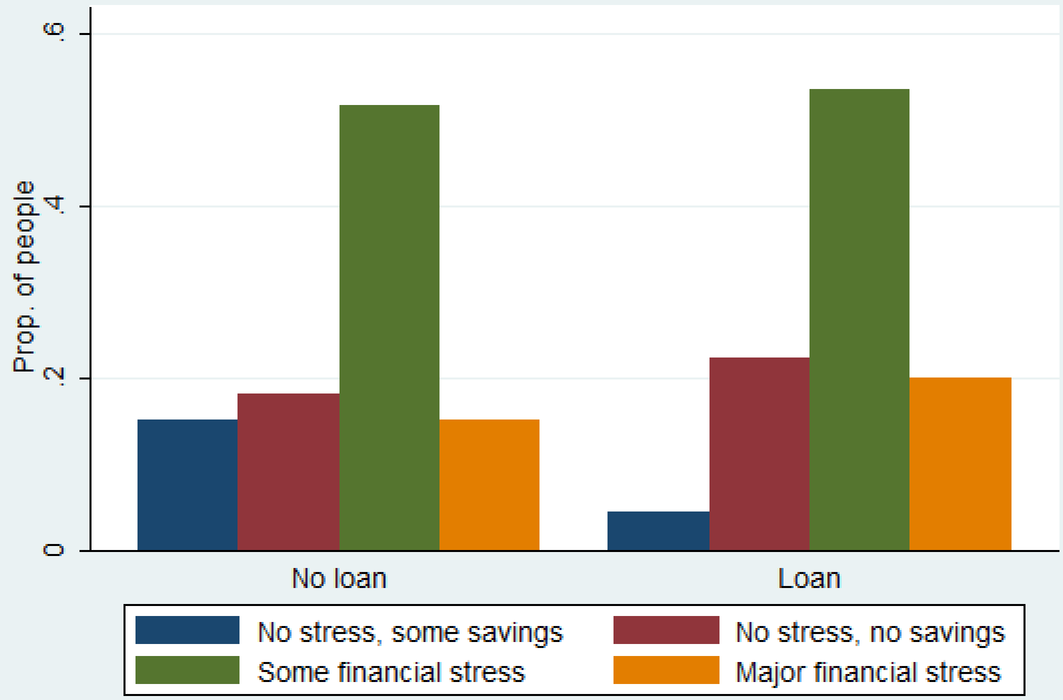
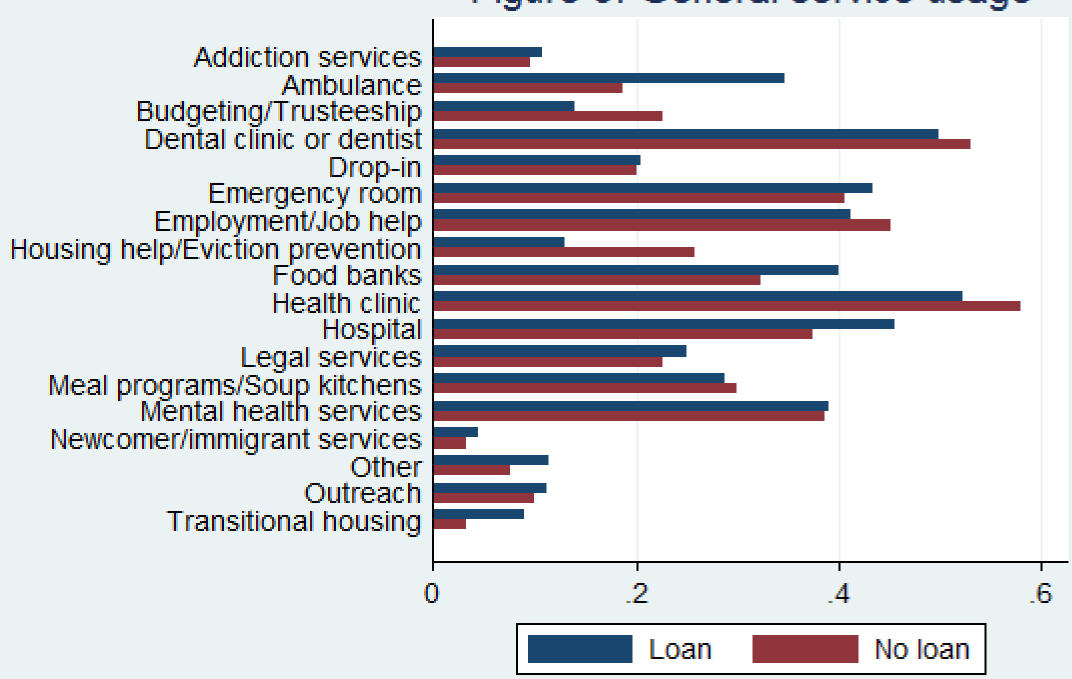
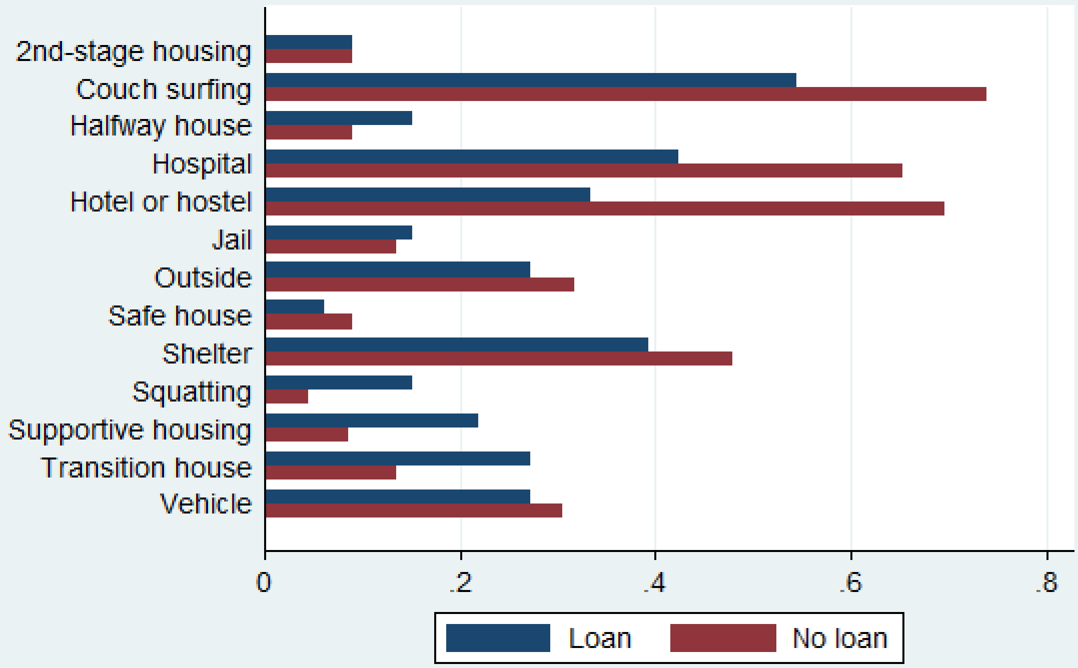


Figure 9. General service usage



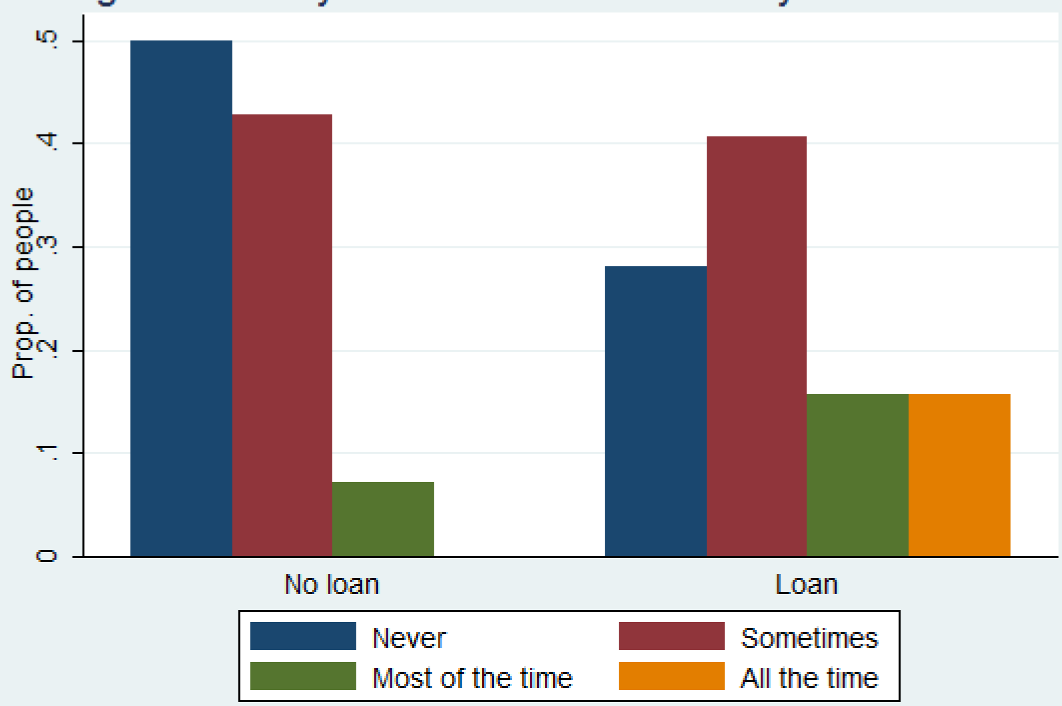
Note: Respondents could select as many answers as applicable.

Figure 10. Past experiences in precarious housing



Note: Respondents could select as many answers as applicable.

Figure 11. Do you ever feel threatened by homelessness?



Evaluation of the Vancouver Rent Bank

Figure 12. Frequency of usage: food banks

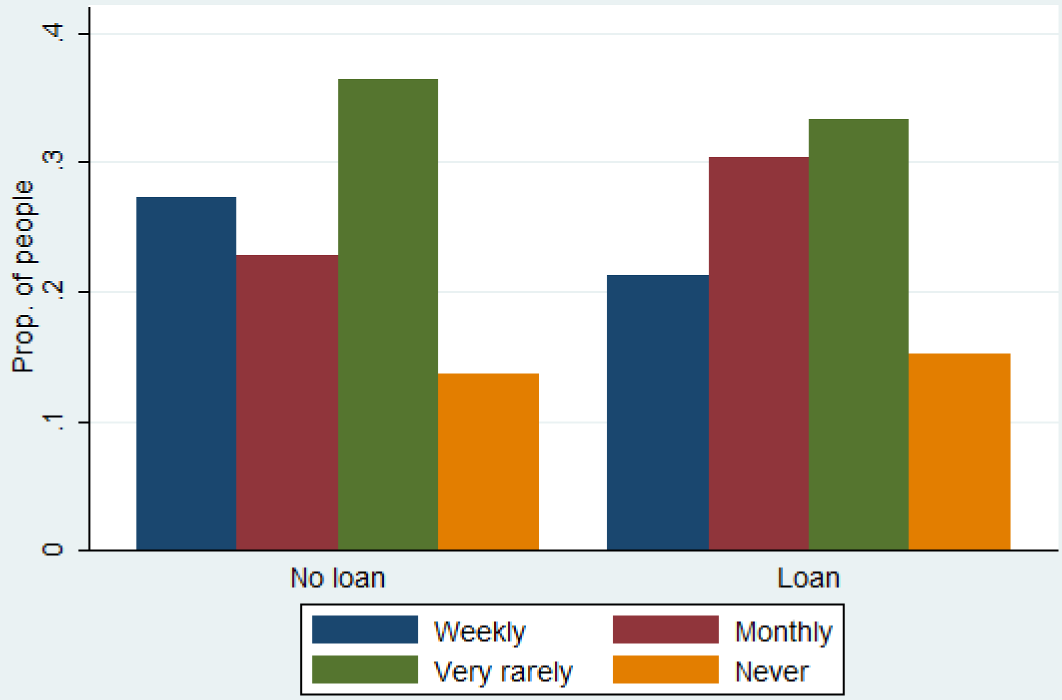
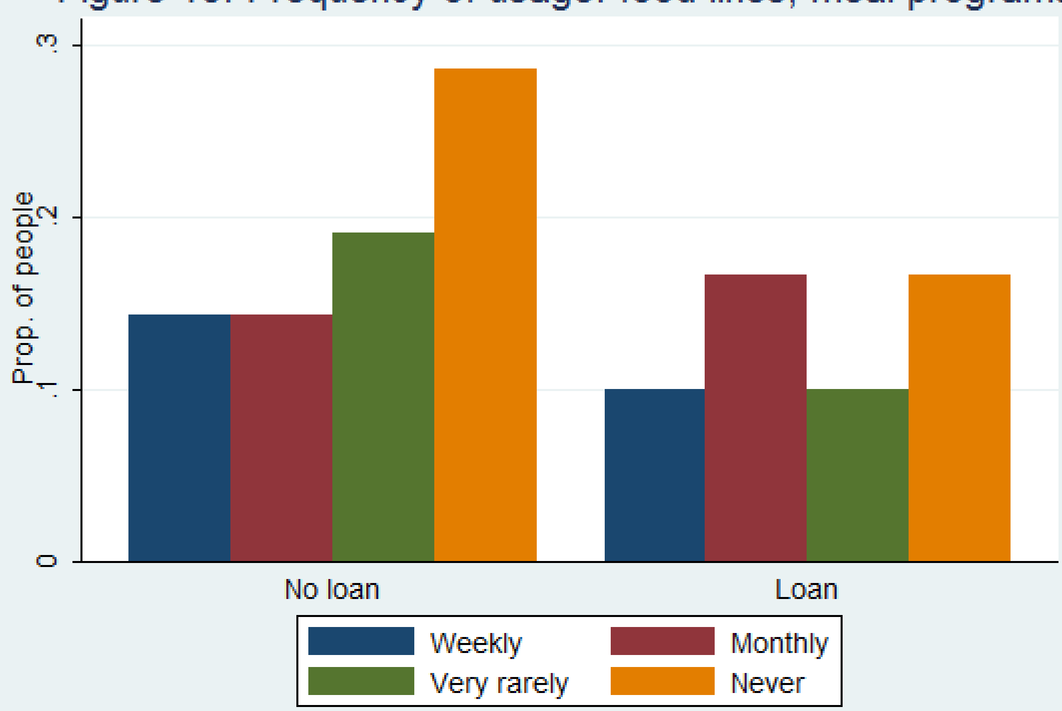
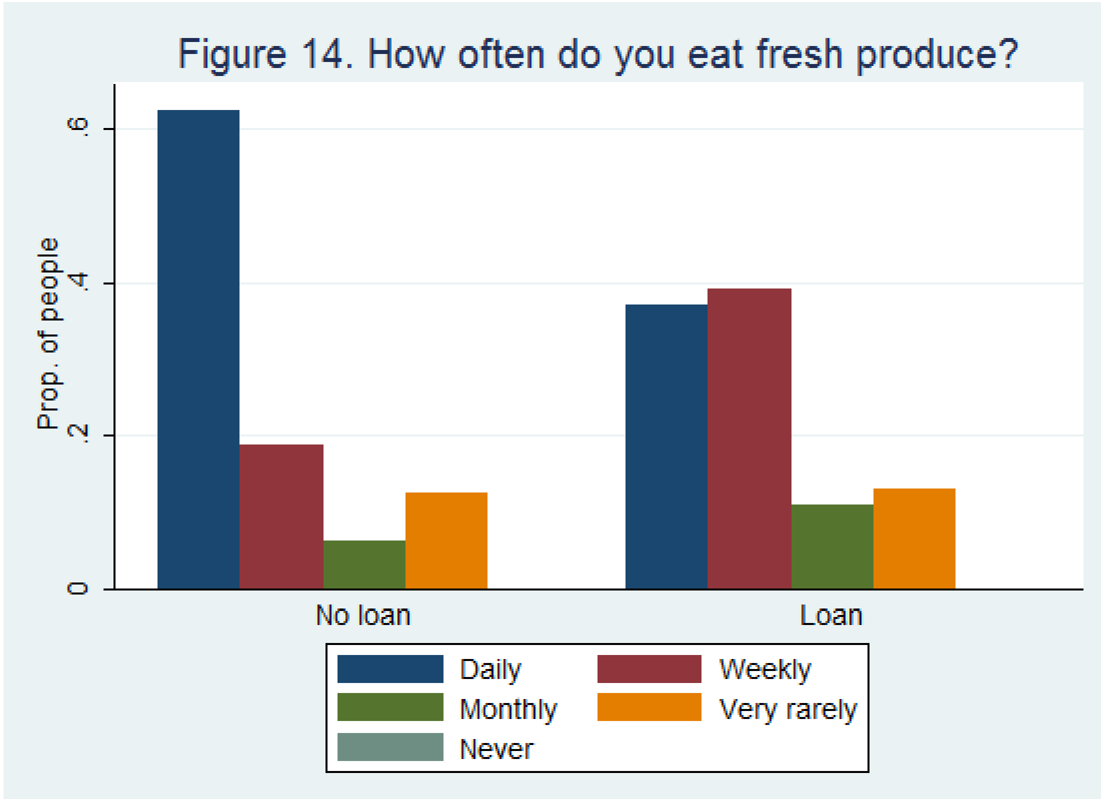
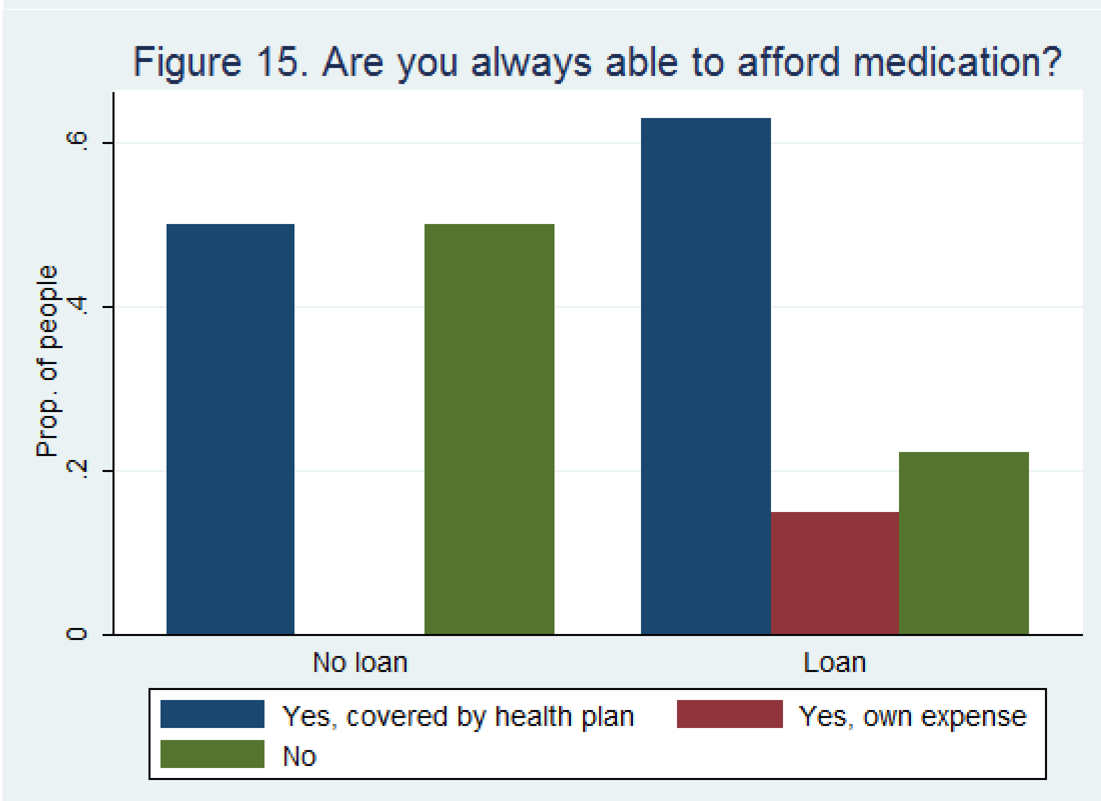


Figure 13. Frequency of usage: food lines, meal programs



Evaluation of the Vancouver Rent Bank





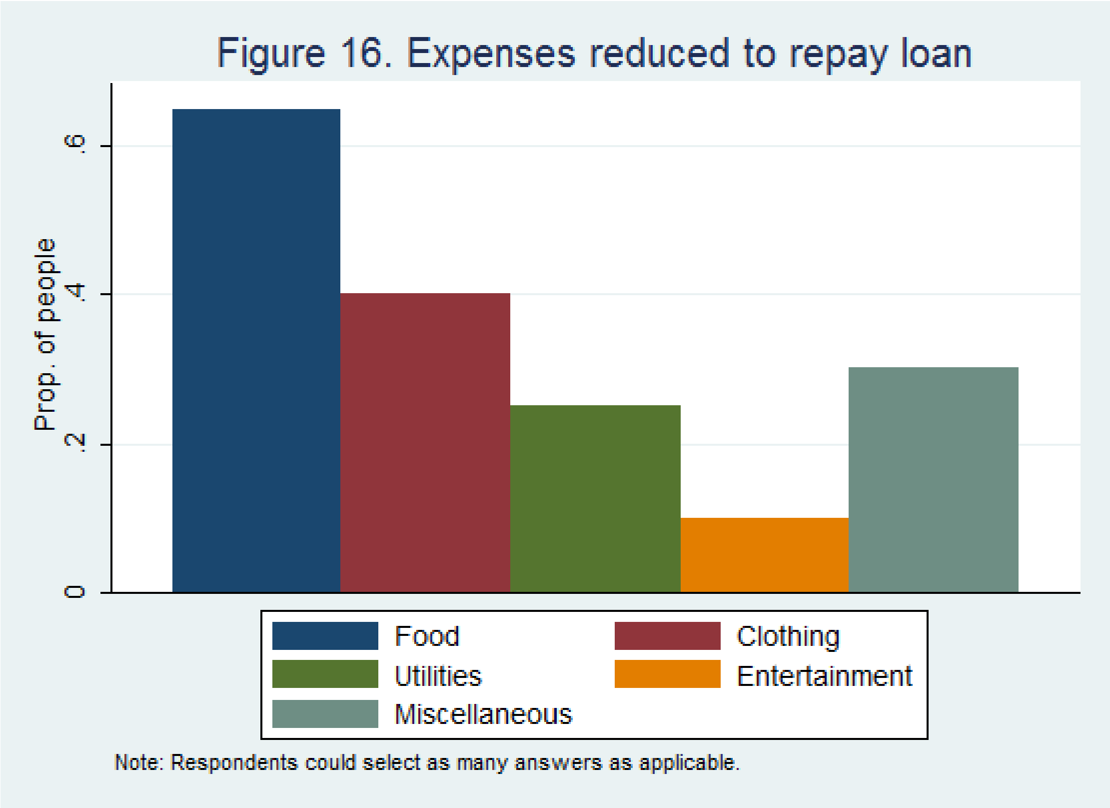


Figure 16. Expenses reduced to repay loan
Prop. of people
0
.2
.4
.6
Food
Clothing
Utilities
Entertainment
Miscellaneous
Note: Respondents could select as many answers as applicable.

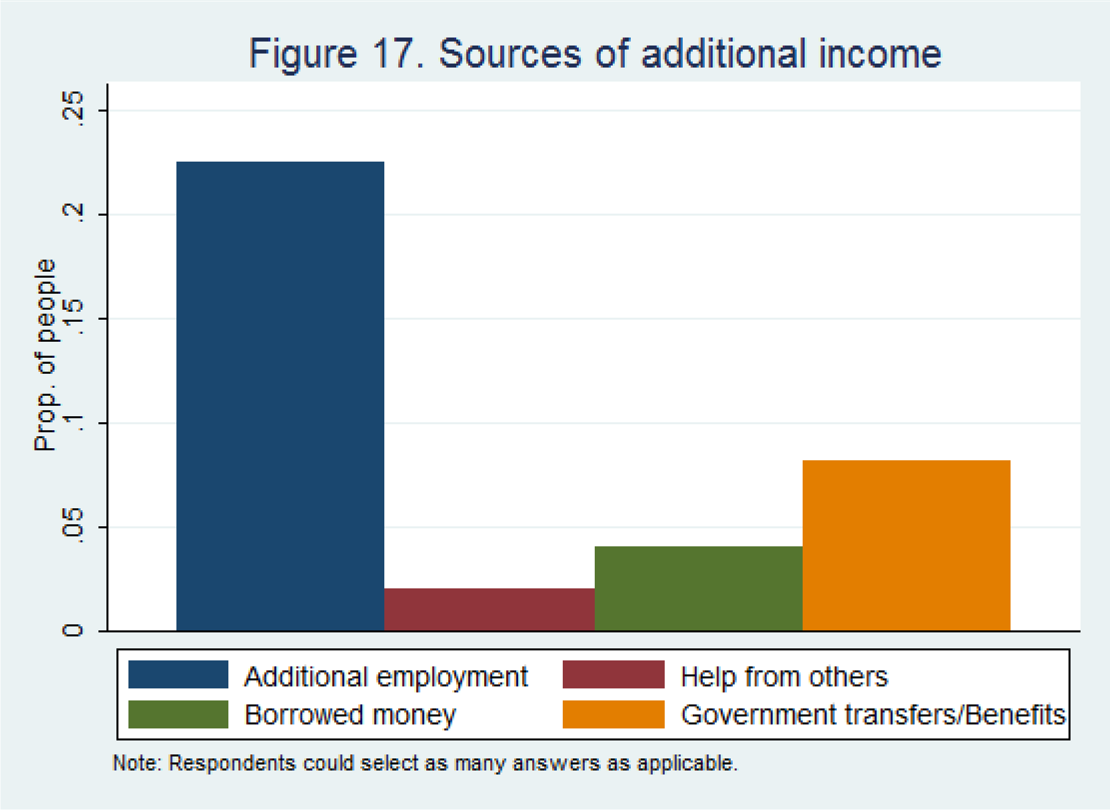


Figure 17. Sources of additional income
Prop. of people
0
.05
.1
.15
.2
.25
Additional employment
Help from others
Borrowed money
Government transfers/Benefits
Note: Respondents could select as many answers as applicable.

Figure 18. What motivated you to repay?

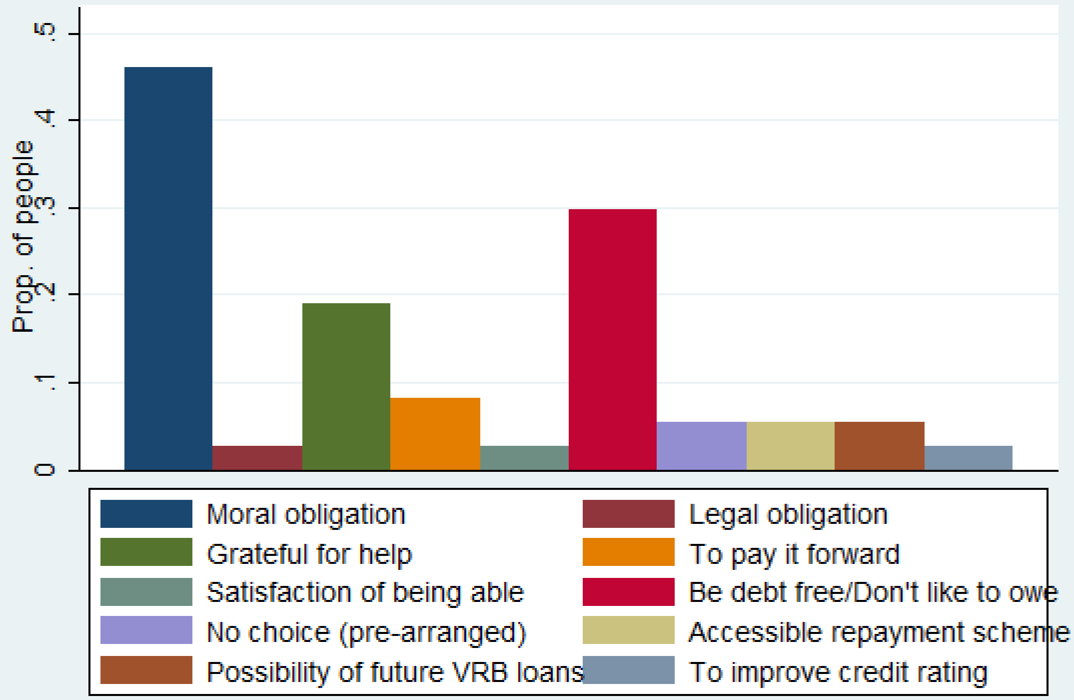
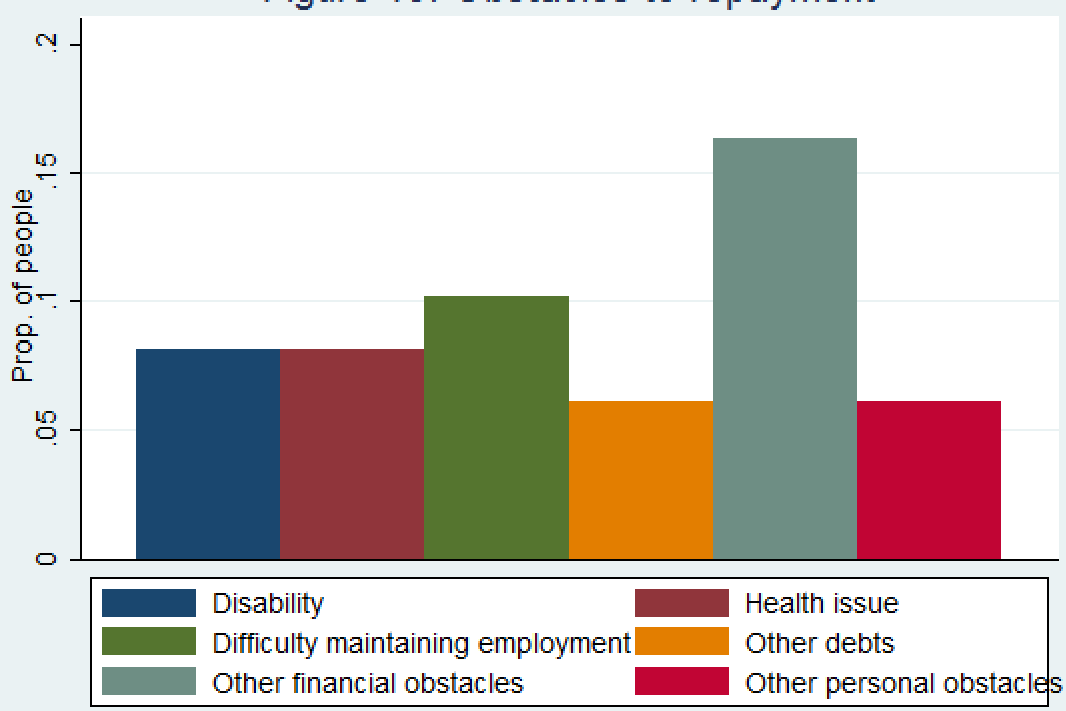


Figure 19. Obstacles to repayment



Vancouver Rent Bank Operating Statement 2012 to 2018

Revenues	FY13 (Apr-12 to Mar-13)	FY14 (Apr-13 to Mar-14)	FY15 (Apr-14 to Mar-15)	FY16 (Apr-15 to Mar-16)	FY17 (Apr-16 to Mar-17)	FY18 (Apr-17 to Mar-18)
City of Vancouver	$ 49,600.00	$ 49,600.00	$ 49,600.00	$ 49,600.00	$ 49,600.00	$ 49,600.00
Vancouver Foundation	$ 30,000.00	$ 30,000.00	$ 30,000.00			
Canadian Women's Foundation				$ 5,000.00	$ 7,500.00	$ 7,500.00
Donation						$ 30,000.00
Landlord BC Campaign						$ 35,000.00
In-Kind NICCSS	$ 19,900.00	$ 19,900.00	$ 19,900.00	$ 43,400.00	$ 43,400.00	$ 15,900.00
In-Kind LAC	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00
In-Kind UBC	$ 6,000.00	$ 6,000.00	$ 6,000.00	$ 6,000.00	$ 6,000.00	$ 6,000.00
Carry Over		$ 12,023.00	$ 9,867.00	$ 987.00	$ (763.00)	$ (618.00)
Total Operating Budget	**$ 116,500.00**	**$ 128,523.00**	**$ 126,367.00**	**$ 115,987.00**	**$ 116,737.00**	**$ 154,382.00**
Operating Expenses						
In-kind						
Office Space	$ 8,750.00	$ 8,750.00	$ 8,750.00	$ 8,750.00	$ 8,750.00	$ 4,750.00
Administration	$ 5,000.00	$ 5,000.00	$ 5,000.00	$ 5,000.00	$ 2,855.00	$ 5,000.00
Supervision	$ 6,150.00	$ 6,150.00	$ 6,150.00	$ 6,150.00	$ 6,150.00	$ 6,150.00
Loan Approval Committee	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00	$ 11,000.00
UBC Evaluation	$ 6,000.00	$ 8,750.00	$ 6,000.00	$ 6,000.00	$ 8,750.00	$ 6,000.00
Wages & Benefits				**$ 20,000.00**	**$ 20,000.00**	
Program Expenses				**$ 3,500.00**	**$ 3,500.00**	
Actual						$ 4,000.00
Administration	$ 3,980.00	$ 4,980.00	$ 4,980.00	$ 1,400.00	$ 1,400.00	$ 5,000.00
Advertising & Promotion	$ 5,272.00	$ 1,060.00	$ 1,500.00	$ -	$ -	$ 1,500.00
Program Expenses	$ 6,448.00	$ 6,500.00	$ 7,100.00	$ -	$ -	$ 3,700.00
Information Technology						$ 35,000.00
Wages & Benefits	$ 51,877.00	$ 66,466.00	$ 74,900.00	$ 54,950.00	$ 54,950.00	$ 72,000.00
Total Operating Expenses	**$ 104,477.00**	**$ 118,656.00**	**$ 125,380.00**	**$ 116,750.00**	**$ 117,355.00**	**$ 154,100.00**
Surplus (deficit)	$ 12,023.00	$ 9,867.00	$ 987.00	$ (763.00)	$ (618.00)	$ 282.00

F13 Coordinator wages starting in September 2012

F14 Increase of weekly hours for both Coordinator and MD

F15 Hourly raise for Coordination and MD

FY16 & F17 no wages used for management of program

FY18 increase of wage to promote Coordinator to and increase staff by .75 FTE

Vancouver Rent Bank Lending Details and Capital Loan Projections 2012-2017

	2012	2013	2014	2015	2016	2017	2018
Beginning Balance		$ 107,586.94	$ 170,787.97	$ 158,603.85	$ 96,165.17	$ 55,452.71	$ 80,652.71
Capital Investments	$ 150,000.00	$ 133,600.00	$ 20,000.00	$ 10,000.00	$ 10,000.00	$ 82,200.00	
Amount Loaned Out	$ (42,680.60)	$ (105,313.55)	$ (83,648.66)	$ (138,032.02)	$ (130,856.63)	$ (135,000.00)	$ (135,000.00)
Amount Repaid	$ 267.54	$ 34,914.58	$ 51,464.54	$ 65,593.34	$ 80,144.17	$ 78,000.00	$ 78,000.00
Ending Cash Balance	**$ 107,586.94**	**$ 170,787.97**	**$ 158,603.85**	**$ 96,165.17**	**$ 55,452.71**	**$ 80,652.71**	**$ 23,652.71**