Reaching Home:

Community Plan for Cowichan Designated Community Stream and Duncan Indigenous Stream

2024-2028

Compiled by United Way BC (Community Entity) and Cowichan Women's Health Collective (Coordinated Access Lead)

Version: April 2025 Amended: May 13th 2025



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Introduction

In completing this template, communities are encouraged to develop comprehensive Community Plans that reflect the contributions of all funding partners, including other orders of governments, not-for-profit organizations, and the for-profit sector. The Community Plan does not preclude adjustments in priorities throughout the funding cycle; communities are still expected and encouraged to regularly review priorities for investment with their Community Advisory Board(s), including sub-project approval.

To support communities in completing their Community Plan, a Reference Guide has been developed. It is strongly recommended that this be reviewed prior to completing this template to ensure understanding of the requirements.

Please note that in communities that receive funding from both the Designated Communities (DC) and Indigenous Homelessness (IH) streams, ongoing and meaningful cross-stream collaboration is expected to support the achievement of community-level outcomes reflecting the needs of the whole community.

The Community Plan for Reaching Home must be approved by the DC or TH Community Advisory Board (CAB) before it is submitted to Infrastructure Canada.

Additionally, if your community has an Indigenous Homelessness (IH) Community Advisory Board (I-CAB), they must affirm that they have been engaged on the Community Plan before it is submitted. If your community is developing a joint plan with the IH stream Community Entity, both CABs must approve the community plan prior to submission.

In addition to the core elements required in this template, communities are welcome to share any other information and/or documents that they feel might provide further insight into their local context as it relates to housing and/or homelessness context.



1. Community Engagement

As part of the community planning exercise, you must engage with community partners with the goal of understanding the needs of the local homelessness sector and identify local homelessness priorities using a coordinated, systems-based and data-driven approach.

Please describe the steps taken to engage your community partners in developing this Community Plan to ensure a community-based approach. Your response must include:

- Which partners were engaged;
- When and how engagement occurred; and
- What aspects of the Community Plan were discussed, as well as what aspects of the Plan (i.e., decisions, outcomes, next steps) were influenced by these discussions.

Note: Meaningful collaboration with Indigenous and non-Indigenous partners and service providers, as well as the IH CE and I-CAB where applicable, is expected in the development of this Community Plan and must be explicitly referenced in this section. The Indigenous Partners in Your Community worksheet created for the Community Homelessness Report (CHR) may be helpful to complete this section. Please see CHR: Reporting Tools e-course on the Homelessness Learning Hub.

The Tze Tza Watul CAB that covers the Cowichan and Duncan communities has always led with collaboration and integration. The blended IH and DC CABs and ongoing community conversation is supported both at the CAB level and with the Cowichan Housing Coalition. Due to these mechanisms in community the engagement to support the Community Plan has been an ongoing and cumulative process. The work of the Coordinated Access team has been integral to understanding what the priorities and needs are that will define our Investment Strategy in these communities.

Community engagement has been an integral part of developing Coordinated Access and expanding the use of HIFIS in the Cowichan Region. The CA Lead has intentionally guided an approach that has centered of our local Nations' perspectives and ways of being. The approach for community development in the CVRD has prioritized the wisdom of those who are providing services on the Front Line, Indigenous-Led Service providers, and People with Lived and Living Expertise. This engagement has been fruitful and comprehensive, and the collaboration has resulted in meaningful relationship building and CAS development over the last 2 years.

As of June 2024, Trilateral partners of the now referred to "Alignment Project" requested that until an endorsed path forward could be developed for CA & HIFIS both provincially and in communities, that CE's hold back on further engagement and development of their systems. They had produced a document which outlined shared messaging of the Alignment Project. This document spoke to high level vision and goals which would be met once the Alignment Project had been implemented. In an effort to be a good partner, any engagement with community related to CA, HIFIS or



the Outcomes-Based Approach has been either halted or focussed strictly to the shared messaging. For high-level discussions locally, diverse partners throughout the Cowichan Valley Reginal District (CVRD) including elected officials, police, by-law, First Nations leadership, Indigenous Service Providers, Island Health leadership and outreach teams, and Non-Profit Service Providers, regardless of funding source, have been kept up-to-date with progress, developments, and challenges related to this project. These engagements have been done through presentations in partnership with the Cowichan Coalition to End Homelessness, speaking directly to the Tze Tza Watul CAB comprised of leadership throughout community, and other relationship building conversations held one-on-one. In accordance with the Reaching Home minimum requirements, all RH-funded organizations have been a part of these discussions.

Priority needs and systems level gaps are difficult to determine due to the delay in implementing Coordinated Access and HIFIS; however, based on the ongoing conversations and applications to the Reaching Home funding streams the priorities for Tze Tza Watul can be themed in the following ways:

- Rental Subsidies and Emergency Assistance housing precarity is continuing to be one of the major challenges in preventing homelessness; income levels are not sufficient to keep people housed in the community; connected with housing development and vacancy rates
 - Studying the housing precarity spectrum will be key in understanding variables and early indicators of becoming housing insecure
 - Having sufficient resources to support people as they become housing insecure via rental subsidies
 - Working with partners outside the usual field of influence such as food banks, places of worship and municipal services
- **Shelter and Supportive Housing** continuing to work on data that shows the need for ongoing spaces that provide shelter to a variety of individuals
- Coordinated Access and Data Coordination having the tools available to make informed decisions and recommendations on housing needs is crucial to turning the tide on homelessness. As we have described this area has faced continual challenges, however the Tze Tza Watul CAB and CE are committed to resourcing and supporting this area of work.

Discussions specific to this document have not explicitly occurred with community due to delays from the project partners (HICC and Ministry of Housing/BC Housing). These delays have been outside our control and despite these delays the Coordinated Access team have been meeting regularly with community to design and determine the best path forward for a number of policies and processes. These processes include database access, triage and assessment, prioritization, data sovereignty and many other critical factors required for the successful launch of Coordinated Access (timeline in development). Development of CA and HIFIS have been paused in most DC CE communities in order to prioritize establishing a Trilateral Governance structure and integrating Provincial and Federal strategic plans that respond to homelessness.



Once our community has data to reference, then input will be gathered. The intention of the Outcomes-Based Approach to allow quality data to guide decision making. Because of the challenges outlined above, community does not have meaningful access to data that would serve this purpose.

This document is a working document; given recent staffing changes (Dec-April) within the Reaching Home team the process to engage the broader community in the development of this Community Investment Plan has not been sufficient to bring diverse and varied lenses to this work. The CE will continue to work on this over the coming six months with the goal of a revised version to be reviewed in Oct 2025.

2. Investment Plan

2.1 In the table below, please identify your community's allocation of Reaching Home funding in the DC or TH and Community Capacity and Innovation (CCI) streams from 2024-25 to 2027-28¹.

Reaching Home Cowichan Designated Community Annual Allocations and Reaching Home Duncan Indigenous Homelessness Annual Allocations 2024-2028 (known as Tze Tza Watul):

	2024-25	2025-26	2026-27	2027-28	2024-28
DUNCAN IH					
CE Adm	\$91,025	\$91,025	\$91,290	\$91,290	\$364,630
Sub-Projects	\$515,806	\$515,806	\$517,309	\$517,309	\$2,066,230
Project Sub-total	\$606,831	\$606,831	\$608,599	\$608,599	\$2,430,860
COWICHAN DC					
CE Admin	\$167,816	\$167,816	\$172,683	\$172,683	\$680,998
Sub-Projects	\$950,956	\$950,956	\$978,536	\$978,536	\$3,858,984

¹ Communities on two-year agreement extensions should report on investment plans for 2024-25 and 2025-26 at this time.



CCI Contribution			\$61,680	\$61,680	
Project Sub-total	\$1,118,772	\$1,118,772	\$1,151,219	\$1,151,219	\$4,539,982

2.2 In the table below, please outline your planned division of DC/TH and CCI Reaching Home funding from 2024-25 to 2027-28 by activity area. Please note that it is acceptable that your community's funding priorities change over time. This investment plan is to demonstrate that your community has a vision of moving forward for the allocation of Reaching Home funding.

Activities area (%)	2024-25	2025-26	2026-27	2027-28
Housing Services	4.25	8.5	5	5
Prevention and	26.35	25.5	30	30
Shelter Diversion				
Client Support	23.8	21.25	20	20
Services				
Capital	14.45	12.75	5	5
Investments				
Coordination of	16.15	17	25	25
Resources and				
Data Quality				
Improvement				
Administration	15	15	15	15
TOTAL	100	100	100	100

2.3 In the text box below, please describe how Community Capacity and Innovation (CCI) funding will be used to support coordinated and data-driven service delivery (e.g., supporting Coordinated Access, the Outcomes-Based Approach and use of HIFIS or existing, equivalent Homeless Management Information System).

The CCI contributions to the RH DC stream in Tze Tza Watul account for approximately 30% of the total project cost to support Coordinated Access, Data Coordination and the use of HIFIS. The highlights of work happening in this space over the last year and anticipated activities for this contract period is outlined here:

I. Alignment Project and Communication:

- Theme: The overarching goal is to align provincial and community efforts
 regarding Coordinated Access (CA) and the Homelessness Information and
 Filtering System (HIFIS) through the "Alignment Project." Until a unified
 approach is finalized, CE's have paused further engagement and development
 of their systems.
- Discussion Points:



- A document outlining shared messaging for the Alignment Project has been distributed to key stakeholders.
- Community engagement on CA, HIFIS, and the Outcomes-Based Approach has been limited to this shared messaging.
- Broad communication has been maintained with diverse partners (elected officials, First Nations, service providers) via presentations and one-on-one conversations.
- All Reaching Home (RH)-funded organizations have participated in discussions.

II. Challenges and Delays:

 Theme: Significant delays and challenges hinder progress on CA and HIFIS implementation due to unmet requirements stemming from the Alignment Project's stalled progress.

• Discussion Points:

- Limited progress has been made due to the extensive unmet requirements.
- Many of these unmet requirements are directly linked to the delayed Alignment Project.
- Development of CA and HIFIS has been paused to prioritize establishing a Trilateral Governance structure and integrating provincial and federal plans.
- Access to HIFIS is delayed pending a privacy assessment and BC Housing's onboarding process.
- BC Housing's regional team, despite challenges, is limiting engagement with CE/CA leads, requiring provincial involvement. This restricts community engagement.
- Providers must use BC Housing tenanting tables, creating a bottleneck in accessing housing and rent subsidies.
- Lack of meaningful data access prevents the use of the Outcomes-Based Approach to inform decisions.

III. Ongoing Efforts and Future Steps:

• Theme: Despite challenges, community CA leads continue developing procedures and protocols for CA, HIFIS, and the Outcomes-Based Approach, guided by RH requirements and the Alignment Project.

• Discussion Points:

- CA Leads are developing operational procedures.
- CCI dollars have been instrumental in incorporating community perspectives into the Alignment Project.
- Data gathering will occur once community access to relevant data improves.

In essence, we are in a situation where a larger, overarching project (Alignment Project) is causing significant delays in implementing crucial initiatives (CA, HIFIS) for addressing homelessness at a community level. Until the Alignment Project is



finalized and key obstacles are addressed, substantial progress on addressing these issues remains stalled.

3. Cost-Matching Requirement

3.1 In the table below, please outline all funding for homelessness initiatives expected to be received from other funders from 2024-25 to 2027-28². This includes both financial and in-kind contributions.

	2024-25	2025-26	2026-27	2027-28	Total
Cowichan DC Totals	\$1,118,772	\$1,118,772	\$1,151,219	\$1,151,219	\$4,539,982
Duncan IH Totals	\$606,831	\$606,831	\$608,599	\$608,599	\$2,430,860

Projected Fun	ding From O	ther Funders	towards Ho	melessness	Initiatives
Program Name and Funder	2024-25 (\$)	2025-26 (\$)	2026-27 (\$)	2027-28 (\$)	Total (\$)
BC Housing – Operating	4.648,000	6,180,000	TBD	TBD	10,828,000
BC Housing – Capital	6,000,000	5,081,000	TBD	TBD	11,081,000
TOTAL					

² Communities on two-year agreement extensions should report on cost-matching for 2024-25 and 2025-26 at this time.



3.2 If your anticipated community contributions are not projected to match funding from Reaching Home for each year, please explain the circumstances below and include a description of the steps you will take to meet the requirement.						

4. Homeless Individuals and Families Information System (HIFIS)

4.1 Using your 2023-24 CHR as a guide³, please check the box if you have met the following minimum requirements as of March 31, 2024⁴. Any status updates since March 31, 2024, must also be reflected:

Minimum Requirement	Has the MR been met?	Minimum Requirement	Has the MR been met?
HIFIS MR 1	N/A	HIFIS MR 3	
HIFIS MR 2		HIFIS MR 4	

4.2 For each minimum requirement that has not yet been met (as identified in 4.1), complete a table below to describe how you will meet it by March 31, 2026. Please note that confirmation that communities are on track to do this will be required by October 31, 2025.

Minimum Requirement not yet met: [CE to add here]					
What are the next steps the community will take to meet this requirement?	Target date for completion				
HIFIS MR 2 – HIFIS access has not yet been granted by BCH. No other HMIS system is in use throughout community. All previously stated requirements by BCH to get access to HIFIS have been met: • Completed System Map indicating priority for onboarding in order to receive Sandbox access. • Discovery Sessions – November 2023 • Sandbox/Community Administrator Training December 2023	TBD				

³ For more information on how the minimum requirements align with your Community Homelessness Report, please consult the Community Plan Guide.

⁴ Communities with two-year agreement extensions are not required to complete section 4 at this time.



 Attendance at Data Stewardship Committee – Ongoing until August 2023 	
HIFIS MR 3 – Neither RH funded partners nor BCH funded partners are using HIFIS, for reasons and timelines out the CE's control, to support community wide case management. The data collected is not being used to support the proposed outcome-based approach recommended by HICC. Community does not have authentic access to the shelter, rent subsidy, outreach data currently inputted into HIFIS.	TBD
HIFIS MR 4 – No direct agreement has been signed with HICC. The Data Sharing Agreement, Client Consent form, Integrated Program Agreement, PIA (Milestone #3) have all been codeveloped with BCH and are currently being managed by BCH rendering progress out of communities' control. The Cowichan Community remained attentive and compliant throughout the development and feedback process of these documents. Milestone #1 - HIFIS Project Charter had been signed early 2024. Updated CA/CAA/HIFIS Project charter is still in draft form and is not available for sign off.	TBD

5. Coordinated Access

5.1 Using your 2023-24 CHR as a guide⁵, please check the box if you have met the following minimum requirements as of March 31, 2024⁶. Any status updates since March 31, 2024, must also be reflected:

Minimum Requirement	Has the MR been met?	Minimum Requirement	Has the MR been met?
CA MR 1	N/A	CA MR 10	
CA MR 2	N/A	CA MR 11	
CA MR 3	\boxtimes	CA MR 12	\boxtimes
CA MR 4	\boxtimes	CA MR 13	
CA MR 5	\boxtimes	CA MR 14	
CA MR 6	\boxtimes	CA MR 15	
CA MR 7	\boxtimes	CA MR 16	
CA MR 8	\boxtimes	CA MR 17	
CA MR 9	\boxtimes	CA MR 18	

⁵ For more information on how the minimum requirements align with your CHR, please consult the Community Plan Guide.

⁶ Communities with two-year agreement extensions are not required to complete section 5 at this time.



5.2 For each minimum requirement that has not yet been met (as identified in 5.1), complete a table below to describe how you will meet it by March 31, 2026. Note that confirmation that communities are on track to do this will be required by October 31, 2025.

Minimum requirement not yet met: [CE to add here]		
What are the next steps the community will take to meet this requirement?	Target date for completion	
CA MR 3 – Current governance depicts, CA, Coalition and RH Tze Tza Watul CAB. This was also outlined in the Cowichan Community Profile	•	
submitted to BC Housing and HICC in November 2023. Draft governance that compliments alignment project is under	Completed	
review as part of current worksheet discussions		
CA MR 4 – Previous CA lead/HIFIS Lead no longer in role. Future home of CA Lead is under review by Tze Tza Watul CAB	Completed	
CA MR 5 – See Draft Community Governance	Under review	
CA MR 6 – All organizations that receive RH funding have been invited to be apart of the process of developing CA although priority for engagement has been based off of proximity to the response of homelessness, regardless of funding. Units to be tenanted that are not RH have yet to be confirmed (BCH) Scope of case management in community has yet to be identified as this is dependent on how HIFIS is expanded and deployed.	Completed	
CA MR 9 – The Cowichan Community has merged the System inventory into the Systems Map. There are few or no units directly funded through our RH dollars. In order to fully realize the outcomes of engagement related to CA, BCH would need to be an active partner in integrating their processes with the community identified process.	TBD	
CA MR 10 – Eligibility for alternative programs is included in Systems map. Any units available in community are to be determined by BCH or operator. Currently these units/projects are only serving 19+ in SRO style supported housing. In a future state of CAS, the CE intends to open up eligibility discussions to partners which would allow for wholistic discussions and community partner informed eligibility of Community funded resources that meets evolving needs.	TBD	
CA MR 11 – Current prioritization for BCH funded projects were identified by community several years ago and are still in practice.	TBD	



Changes to prioritization matrix will be had once we understand what units are to be tenanted through the expanded RH CAS. The Cowichan Community has also been identified as a Preparatory site for the NIHC PATH process. The PATH process has identified Key indicators that influence prioritization and will be integrated in the future.	
CA MR 12 – Case management in community is currently happening in an informal way through existing tables facilitated by BCH. Opportunity to review these through the RH process will be welcomed. Cowichan's Standard Operating Procedures document is under development. This document is being completed using feedback from the People with Lived and Living Expertise Engagement, and shared knowledge from engagement with First Nations throughout the CVRD.	TBD
CA MR 13 – Access points are currently defined as any door is the right door. Future state will allow for our Satellite Access team, comprised of key positioned case managers, to rove throughout community to provide low barrier, access to housing, wellness and support services.	TBD
CA MR 14 – These processes to be developed in partnership with BCH	TBD
CA MR 15 - These processes to be developed in partnership with BCH	TBD
CA MR 16 - These processes to be developed in partnership with BCH	TBD
CA MR 17 – These processes to be developed in partnership with BCH	TBD
CA MR 18 - These processes to be developed in partnership with BCH	TBD

5.3 Describe how ongoing, meaningful collaboration on Coordinated Access between Indigenous and non-Indigenous partners has or will take place as your community works to implement, maintain and improve a Coordinated Access system.

As mentioned above, ongoing and meaningful collaboration with the local Nations and Indigenous Service providers has been a priority for the approach we have taken here in the Cowichan Valley region. Over the last 2 years we have taken the time to build relationships with all local Nations, including Cowichan Tribes, Huli'tun Health Society, Ditidaht First Nation, Malahat First Nation, Stz'uminus First Nation, Ts'uubaa-asatx First Nation, as well as Hiiye'yu Lelum, CMHA-Cowichan Valley Branch, and local elders. Together these partners have contributed to and endorsed a Guiding Framework that will provide our community with common values, protocols, approach, and commitment.



6. Outcomes-Based Approach

6.1 Using your 2023-24 Community Homelessness Report as a guide⁷, please check the box if you have met the following minimum requirements as of March 31, 2024⁸. Any status updates since March 31, 2024, must also be reflected:

Minimum Requirement	Has the MR been met?	Minimum Requirement	Has the MR been met?
OBA MR 1	N/A	OBA MR 6	
OBA MR 2	N/A	OBA MR 7	
OBA MR 3		OBA MR 8	
OBA MR 4		OBA MR 9	
OBA MR 5			

6.2 For each minimum requirement that has not yet been met (as identified in 6.1), including those modified and new as of 2024-25, complete a table below to describe how you will meet it by March 31, 2026. Please note that confirmation that communities are on track to do this will be required by October 31, 2025.

Minimum Requirement not yet met: [CE to add here]		
What are the next steps the community will take to meet this requirement?	Target date for completion	
OBA MR 3-9 The Cowichan Community looks forward to having community informed data in order to support and align with the Outcomes Based Approach to ending homelessness. As access to HIFIS and CAS developed is wrapped into broader alignment discussions with Ministry of Housing, BC Housing and HICC, the Cowichan Community is not able to move forward at this time. Community does not have authentic access to community informed data.	TBD	

⁸ Communities with two-year agreement extensions are not required to complete section 6 at this time.



⁷ For more information on how the minimum requirements align with your Community Homelessness Report, please consult the Community Plan Guide.

6.3 Please describe how ongoing and meaningful collaboration between Indigenous and non-Indigenous partners has or will take place as your community works to meet the OBA minimum requirements. In communities where the Designated Communities and Indigenous Homelessness streams co-exist, collaboration with the IH-CE and I-CAB (where applicable) is expected.

Any data collection or evaluation that supports an Outcomes-Based Approach that has happened in the absence of HIFIS, has been done in partnership with Cowichan Tribes and has been endorsed by other Indigenous led non-profits. Each provider that has supported individuals who experience homelessness throughout the Cowichan Valley Region have collaborated on the outcome of data collected through this process.

We will continue to center these voices as we implement effective protocol that allows for comprehensive data. Our community looks forward to securing HIFIS to better inform the development of Community Level Outcomes.



7. Official Language Minority Communities

The Government of Canada has a responsibility under the <u>Official Languages Act</u> to ensure that programs and services meet the needs of Official Language Minority Communities (OLMCs). Please describe the steps that you will take to ensure that the services funded under <u>Reaching Home</u> take the needs of the OLMCs into consideration, where applicable.

When this project reaches a point of implementation, we can ensure that our procedures are made available in French as needed.		
A key consideration of this process has been to integrate Hul'q'uimi'num words and language into the design, framework, and delivery of our CAS.		



8. Community Advisory Board—Designated Communities/Territorial Homelessness

Note: You may list more than one name/organization for each sector, and you may list a name/organization in more than one sector, as applicable.

(Lines below can be removed where not applicable)

Sector	CAB Members
Sector	
Infrastructure Canada (Ex-Officio Member)	Grace Kerr, Housing Infrastructure
,	Communities Canada (HICC)
Community Entity (Ex-Officio Member)	Naomi Woodland, United Way BC
	Cathy Holmes, United Way BC
Provincial/Territorial government	Hannah Ritson, Office of MLA Sheila Malcolmson
-	
Local/Municipal government	John Horn, Municipality of North Cowichan Mayor Michelle Staples, City of Duncan
	Gina Warburton, Cowichan Tribes
Indigenous government	Shannon Ralfs, Malahat Nation
Individuals with lived experience of	Sharifon Kails, Malahat Nation
homelessness	
Indigenous Peoples, nations and	Debbie Williams, House of Friendship
organizations, Friendship Centres	Sharon Hobenshield, Kwumut Foundation
Indigenous housing organizations	Charon Hoberismeia, Rwamat i Gandation
Youth and/or child-serving organizations,	
including Child Welfare agencies	
Organizations serving survivors of	Pascal Dupont, Cowichan Women Against
domestic violence and their families	Violence Society
Seniors and senior-serving organizations	
Newcomers and newcomer-serving	
organizations	
The private sector	
Police and correctional services	
Landlord associations and/or the housing	
sector	
Health organizations, including hospitals	
and other public health institutions, and	
organizations focused on mental health	
and addictions	
Veterans Affairs Canada and/or Veterans-	
serving organizations	
	David Perry, Salvation Army Cowichan Valley
Organizations serving individuals	Dianne Hinton, Cowichan Housing Coalition
experiencing, or at risk of experiencing	Morgan Saddington, Cowichan Housing
homelessness	Association
	Henry Wikkerink, Cowichan Basket Society



	Judy Stafford, Cowichan Green	
Other		



CAB Chairs or Co-Chairs (if applicable):
I affirm that the above members of the CAB have reviewed the attached Community Plan, and that a majority of CAB members approve of its content.

Gina Warburton	Gina Warburton Gina Warburton (May 26, 2025 10:41 PDT)	May 26, 2025
Name	Signature	Date (YYYY-MM-DD)
Debbie Williams	Debbie Williams (May 26, 2025 12:11 PDT)	May 26, 2025
Name	Signature	Date (YYYY-MM-DD)
Name	Signature	Date (YYYY-MM-DD)



,	co-Chairs (if applicable): nt plan): I affirm that the above runity Plan, and that a majority of	
Gina Warburton		
Name	Signature	Date (YYYY-MM-DD)
Debbie Williams		
Name	Signature	Date (YYYY-MM-DD)
Name	Signature	Date (YYYY-MM-DD)

