



Cold/Wet Weather  
Strategy

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# **Greater Vancouver Cold/Wet Weather Strategy: 2004-2005 Evaluation**

**August 2, 2006**

 James Pratt Consulting

# Executive Summary

## Introduction

The purpose of this evaluation of the Greater Vancouver Cold/Wet Weather Strategy's 2004-2005 year is to assess levels of effectiveness and to provide information for use in action planning and development of initiatives to alleviate homelessness.

The evaluation has three objectives as follows:

1. To provide an overview of the Strategy in 2004-2005;
2. To document inputs (funding and in-kind) and outputs (volume of activity);
3. To analyze outcomes such as improved access to shelter.

The evaluator used three main types of data sources in the preparation of this report: Cold/Wet Weather Strategy (CWWS) documents, shelter service statistics, and Strategy participant surveys.

## Overview of the Strategy

### ***Mission***

*The Greater Vancouver Cold/Wet Weather Strategy is a regional network of organizations responding together to meet local shelter needs during the winter months.*

### ***Vision***

*We envision accessible, high quality emergency shelter services as part of a continuum of housing and supports.*

### ***Goals***

#### *1. Co-operative planning*

*Maintain a responsive, effective and accountable partnership.*

#### *2. Communication*

*Communicate service availability to the homeless and the larger community.*

#### *3. Sustainability*

*Gather evidence of need to support coordinated funding and service delivery.*

#### *4. Service development*

*Promote coordination and enhancement of services.*

During 2004-2005 the CWWS initiated discussion to explore gradual reduction of seasonal shelter beds and mats in favour of year-round emergency shelter services and transitional housing. However, it became clear that further dialogue and needs analysis is required to establish consensus among providers, funders and other partners on this.

## Inputs

Four organizations provided core funding for operation of the Strategy in 2004-2005: United Way of the Lower Mainland, the Ministry of Human Resources (Vancouver Coastal Region), BC Housing and the Vancouver Foundation. Human Resources and Skills Development Canada (now known as Service Canada) and the Fraser Region of the Ministry of Human Resources (now known as Ministry of Employment and Income Assistance) provided funds for the Extreme Weather Response project. Total funding for 2004-2005 was \$103,491, including \$10,000 for gathering and analysis of statistics on year-round shelters.

In-kind contributions during the year included services and goods valued at a total of approximately \$51,100.

## Outputs

Outputs during the September 2004 through August 2005 period were as follows:

- 8 Committee of the Whole meetings;
- 22 meetings of sub-committees and task groups (2 of the Communications Committee, 3 of the Finance and Development Committee, 4 of the Executive Committee, 9 of the Extreme Weather Task Group, 3 of the Planning and Evaluation Task Group and 1 of the Women's Caucus);
- 3 meetings of Cold/Wet Weather Strategy (CWWS) and Ministry of Human Resources/BC Housing representatives to review the roll-out of expanded services and plan for future service delivery;
- A full-day Creative Media Relations workshop, attended by 14 participants;
- Purchase and distribution of 2,880 transit tickets to participating emergency shelter providers;
- Draft 2005-2007 Service Plan (including an executive summary version);
- Evaluation report on the preceding year, primarily based on input gathered through a focus group process;
- Review of the CWWS Committee Structure (detailed and executive summary versions);
- Updated 3-year Action Plan;
- Updated Extreme Weather Response plans for Langley, New Westminister, Richmond, Surrey and Vancouver;
- Draft Extreme Weather Response plans for the Tri-Cities and the North Shore;
- 2003-2004 Extreme Weather Response Project Evaluation report.

## Outcomes

### Improved balance between cold/wet weather and permanent shelter beds

Seasonal shelter spaces comprised 30.9% of total emergency shelter spaces in 2004-2005, and year-round spaces comprised 69.1%. These figures provide a baseline for future year-to-year comparisons of the proportion of seasonal and year-round services.

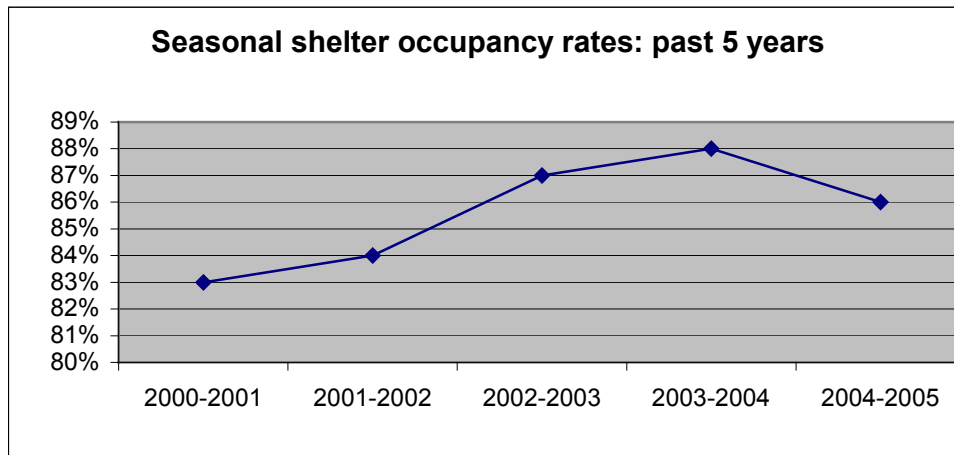
### Improved access to emergency shelter and related services

#### *Bed nights available*

The total number of bed nights available in Greater Vancouver in the 2004-2005 cold/wet weather season (October 1 through April 30) was 178,934. This included 46,626 seasonal bed nights, compared with 37,761 in 2003-2004. This represents an increase of 23% in seasonal service available, slightly more than the average increase over the preceding five years (which was 22%).

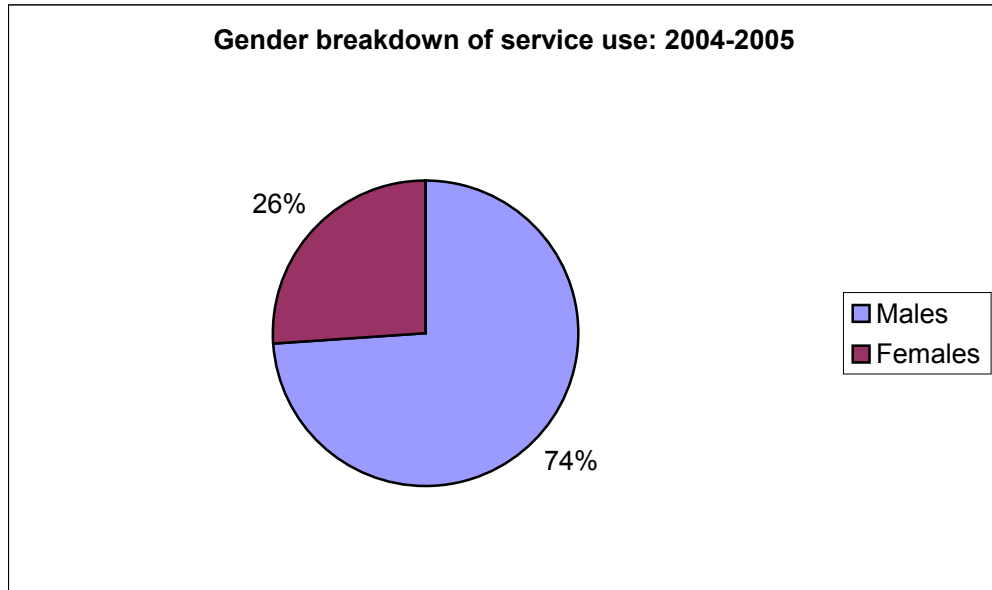
#### *Occupancy rates*

The average occupancy rate for all emergency shelter spaces during this period was 92%. The average occupancy rate for seasonal shelters was 86%, down somewhat from 88% in 2003-2004. As shown in the following chart, this represents a reversal of a multi-year trend.



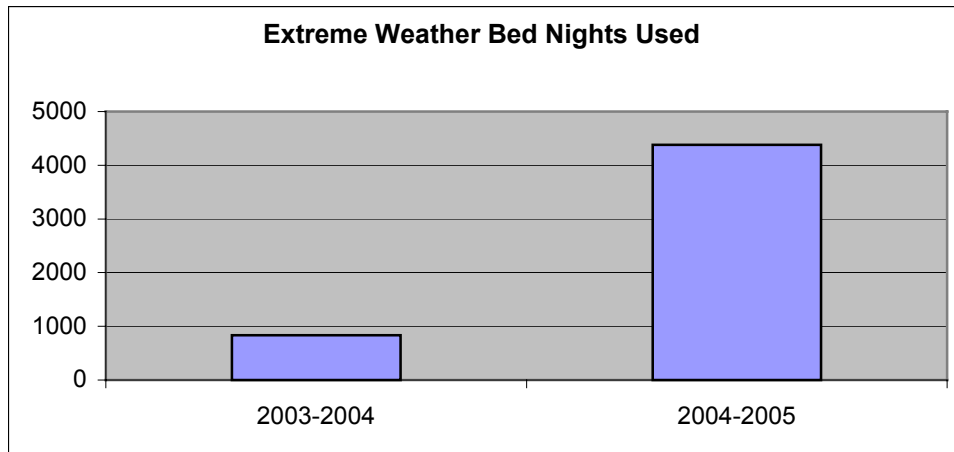
***Service use by gender***

The total number of reported bed nights used was 164,756. Analysis of bed nights used by gender reveals that males used approximately 74% of bed nights and females used approximately 26%. Service providers reported 121,731 bed nights provided to males during the October through April period and 42,971 provided to females.



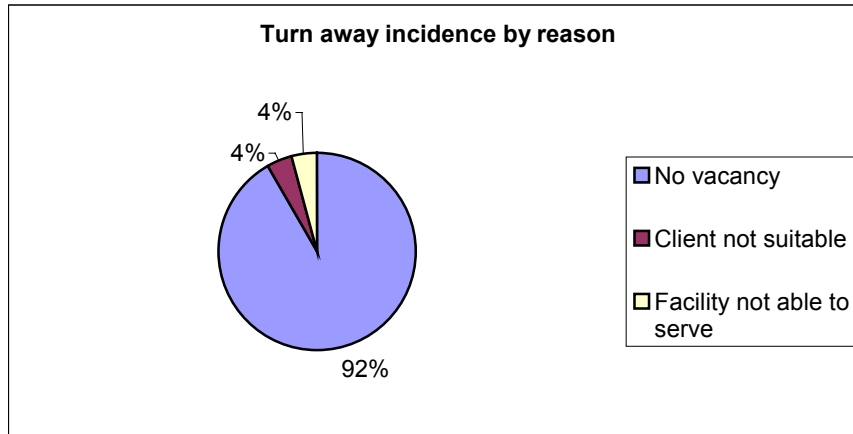
***Extreme weather response service use***

In addition to the numbers reported above, a total of 4,378 extreme weather response bed nights (federal, provincial and community funded services) were used in Greater Vancouver during the January 2005 cold snap. A total of 837 were used in 2003-2004.



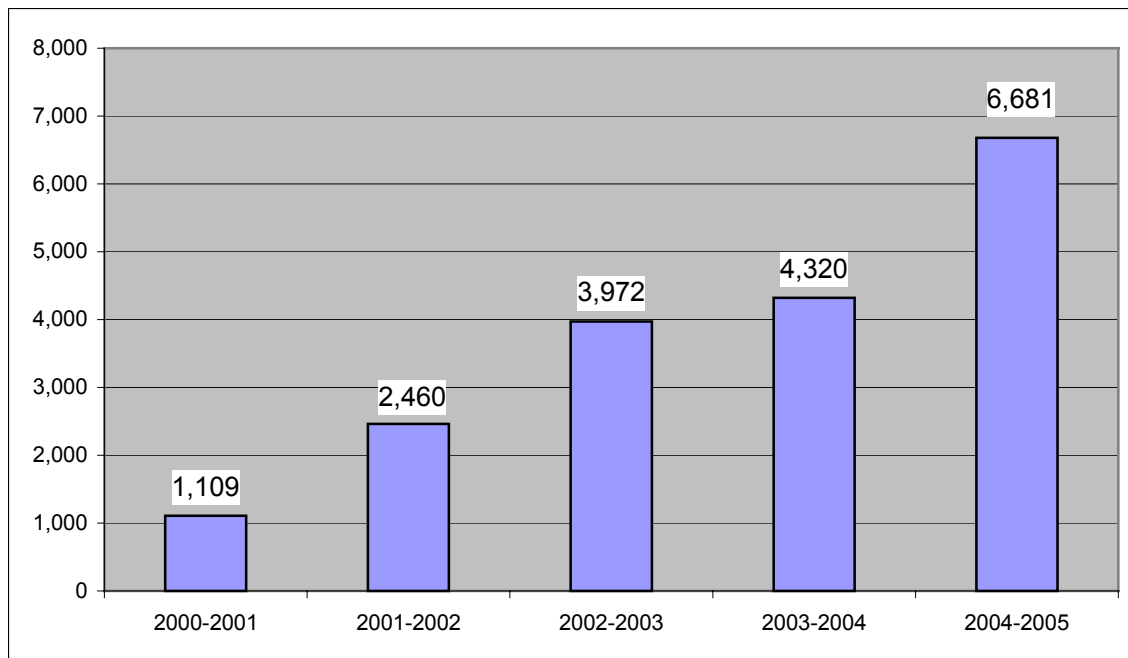
### **Turn away incidence**

Service providers reported a total of 26,527 incidences of turning people away during the October through April period.<sup>1</sup> Of these, 24,349 were due to no vacancy, 1,094 were due to the condition or state of the client (“client not suitable”) and 1,084 were due to the facility not being able to serve the needs of the client (e.g. men-only facility).



Reported incidence of people turned away from shelter services has increased each year for which records are available. As shown in the following chart, there was a total turn-away increase of 502% over the past 5 years. This suggests that the growth of homelessness has outstripped the expansion of shelter and housing in the region.

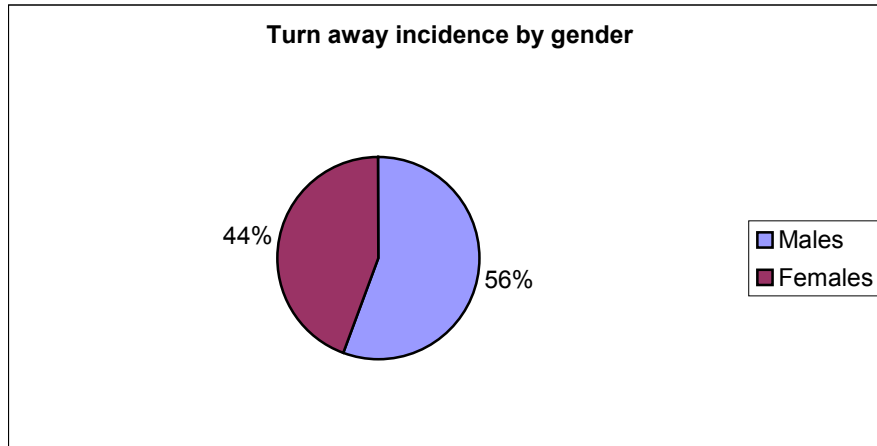
### **Turn away incidence: past 5 years**



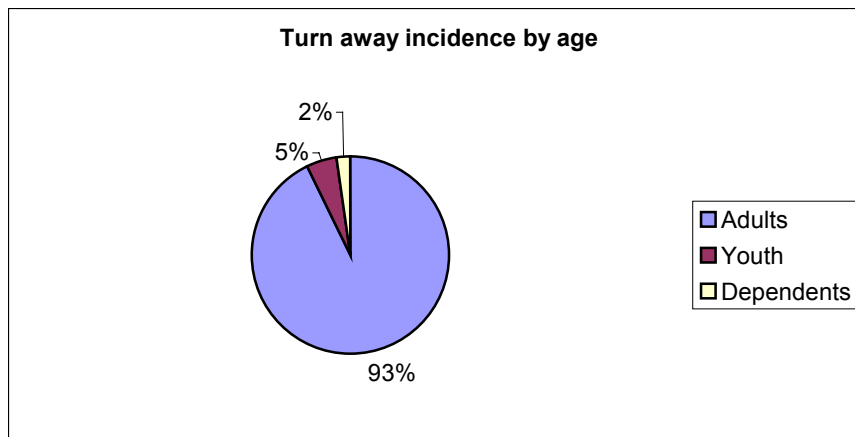
<sup>1</sup> The CWWS acknowledges that figures for incidence of turn-away reflect a roll-up of statistics from a diversity of service providers with variable capacity and methodology for recording these incidences.

### ***Turn away incidence by gender and age***

Of the 26,527 incidences of turn away, approximately 56% (14,724) were males and approximately 44% (11,777) were female. This contrasts sharply with the gender split in bed nights used: 76% males and 24% females. . The contrast of these figures suggests that females may have experienced less access to shelter services than males.<sup>2</sup>



Of the same 26,527 total incidences, approximately 5% (1,286) were youth (18 years of age or under) and approximately 2% (623) were dependent children (also 18 or under). By contrast, youth accounted for approximately 3% of shelter use and dependent children accounted for approximately 2%.



### **Other outcomes**

The following list shows CWWS participant survey results in terms of percentage indicating agreement that the Strategy achieves these additional outcomes:

- Improved planning and coordination of shelter resources (81%);

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<sup>2</sup> However, the variability in statistical capacity and methodology among various service providers may have skewed the findings of this evaluation in terms of gender breakdown of the numbers of people turned away.

- Increased community and government preparedness for cold/wet and extreme weather (81%);
- Increased collaboration and sharing of resources among shelter providers (69%);
- Improved community and government understanding of shelter needs (63%);
- Improved contracting for CWW services, including policy, procedures for working with local shelters (e.g. referrals) and funding (63%).

## Conclusion

This evaluation of the Cold/Wet Weather Strategy's seventh year has documented overall performance in terms of what outputs were completed and what outcomes were achieved. The following are some highlights of CWWS activities and outputs in 2004-2005:

- Expanded gathering of shelter statistics to include year-round as well as seasonal shelters for the October through April period;
- Supported extreme weather responses across the region during an extended January cold snap;
- Hosted a full-day media relations workshop;
- Conducted a review of the CWWS governance structure;
- Engaged with the Ministry of Human Resources/Ministry of Employment and Income Assistance to strengthen planning and program delivery.

Analysis of the outcome evidence suggests several key conclusions:

1. In 2004-2005, shelter providers and funding partners significantly expanded the volume of emergency shelter services available in Greater Vancouver, including a 23% increase in seasonal services.
2. While overall occupancy rates were very high (92%), the occupancy rates for seasonal shelters declined for the first time in 5 years (from 88% to 86%). This decline indicates that access improved somewhat.
3. However, the number of people being turned away shows that access to shelter remains a serious challenge: during the October through April period, service providers reported 26,527 incidences of turning people away, and the vast majority of these (approximately 92%) were due to no vacancy.
4. The gap between the proportion of females using services (26%) and the proportion of females turned away from services (44%) suggests that there may be a lack of supply of women's shelter services. Further evidence and needs assessment is required, including qualitative analysis of options homeless women face when shelter services are unavailable.
5. A similar gap between the proportion of youth using services (3%) and the proportion of youth turned away from services (5%) suggests that there may also be a lack of supply of youth shelter services. Again, this indicates that further needs assessment and analysis is required.



# Acknowledgements

## Many thanks to:

- Emergency shelter service providers, who collected and submitted shelter statistics using a standard format;
- Participants in the Cold/Wet Weather Strategy member survey;
- Planning and Evaluation Task Group members, who provided direction to the evaluation process.

## Funding for this evaluation provided by:

- BC Housing;
- Ministry of Employment and Income Assistance;
- United Way of the Lower Mainland;
- Vancouver Foundation.

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# Contents

Executive Summary .....	i
Acknowledgements.....	viii
<b>1.0 Introduction.....</b>	<b>1</b>
1.1 Purpose and objectives .....	1
1.2 Background.....	1
1.3 Scope and definitions .....	1
1.4 Methodology .....	1
1.5 Organization of Report.....	2
<b>2.0 Overview of the Strategy.....</b>	<b>3</b>
2.1 Strategic Plan.....	3
2.2 Governance.....	4
2.3 Program logic model .....	4
<b>3.0 Inputs, outputs and outcomes .....</b>	<b>6</b>
3.1 Funding and in-kind resources .....	6
3.2 Outputs .....	7
3.3 Outcomes .....	8
<b>4.0 Conclusion.....</b>	<b>21</b>

# **I.0 Introduction**

## **I.1 Purpose and objectives**

The purpose of this evaluation of the Greater Vancouver Cold/Wet Weather Strategy's 2004-2005 year is to assess levels of effectiveness and to provide information for use in action planning and development of initiatives to alleviate homelessness.

The evaluation has three objectives as follows:

1. To provide an overview of the Strategy in 2004-2005;
2. To document inputs (funding and in-kind) and outputs (volume of activity);
3. To analyze outcomes, such as improved access to shelter.

## **I.2 Background**

Participants engaged in four previous evaluations of the Cold/Wet Weather Strategy (CWWS) covering the 1998-1999 through 2001-2002 years. These evaluations analyzed the capacity of the CWWS to deliver on its goals and priorities and provided initial evidence of outcomes achieved. The evaluations also identified key strengths and challenges.

## **I.3 Scope and definitions**

This evaluation covers the period from September 1, 2004 through August 31, 2005.

The evaluation measures inputs, outputs, and outcomes, defined as follows.

- Inputs are resources dedicated to a program, such as money, staff time, volunteer time, facilities, equipment and supplies.
- Outputs are the quantities of services provided.
- Outcomes are the changes for individuals or systems that evidently resulted from the program.

## **I.4 Methodology**

### **Design**

The evaluator developed the design of this study in consultation with members of the Planning and Evaluation Task Group. Research methods and tools were designed to be consistent with the previous evaluations and with the objectives stated above.

### **Data Gathering**

The evaluator used three types of data sources in the preparation of this report: Cold/Wet Weather Strategy (CWWS) documents, cold/wet weather and year-round shelter service statistics, and Strategy participant surveys.

- CWWS documents included meeting minutes, Action Plan, Communications Plan, and past evaluations.
- Service statistics included numbers of bed nights provided, numbers used, and incidence of people being turned away. 2004-2005 was the first year that the Strategy collected statistics for year-round as well as seasonal shelter services.
- 16 Strategy participants participated in a written survey.

**Data Analysis** This report derives from both quantitative and qualitative analysis methods. Quantitative analysis included:

- Calculation of shelter use and turn-away statistics;
- Calculation of average responses to scaled questions in the Strategy participant survey.

Qualitative analysis included review of CWWS minutes and other documents.

## **1.5 Organization of Report**

The body of this report consists of three sections, as follows:

- “Overview of the Strategy”, which contains information on the CWWS strategic plan, governance structure, activities in 2004-2005, and a revised program logic model;
- “Inputs and outputs”, which presents information on the volume of resources invested in the Strategy in 2004-2005 and the quantity and types of services delivered in that year,;
- “Outcomes” presents evidence of the results of these services, including extensive statistical analysis that pertains to a key outcome: improved access to shelter.

The conclusion provides highlights of the CWWS’ 2004-2005 year, along with general comments on the evaluation findings and their implications.

# 2.0 Overview of the Strategy

## 2.1 Strategic Plan

### Mission

The Greater Vancouver Cold/Wet Weather Strategy is a regional network of organizations responding together to meet local shelter needs during the winter months.

### Vision

We envision accessible, high quality emergency shelter services as part of a continuum of housing and supports.

### Goals

#### 1. Co-operative planning

Maintain a responsive, effective, and accountable partnership.

#### 2. Communication

Communicate service availability to the homeless and the larger community.

#### 3. Sustainability

Gather evidence of need to support coordinated funding and service delivery.

#### 4. Service development

Promote coordination and enhancement of services.

During 2004-2005 the CWWS initiated discussion to explore gradual reduction of seasonal shelter beds and mats in favour of year-round emergency shelter services and transitional housing. It became clear that further dialogue and needs analysis is required to establish consensus among service providers, funders and other partners on this key issue.

### Core Values

We share the following four core values:

- ❖ All people should have access to permanent, appropriate housing.
- ❖ When needed, people should have access to temporary shelter that is safe and healthy.
- ❖ People should be able to be sheltered in their own communities.
- ❖ People using shelters deserve respect and dignity.

### Operating Principles

The Strategy works in accordance with the following four principles:

- ❖ Seeking to balance the continuum of housing.
- ❖ Collaboration among funders, service providers, and communities.
- ❖ Representation of diverse communities and interests.
- ❖ Consensus decision-making.

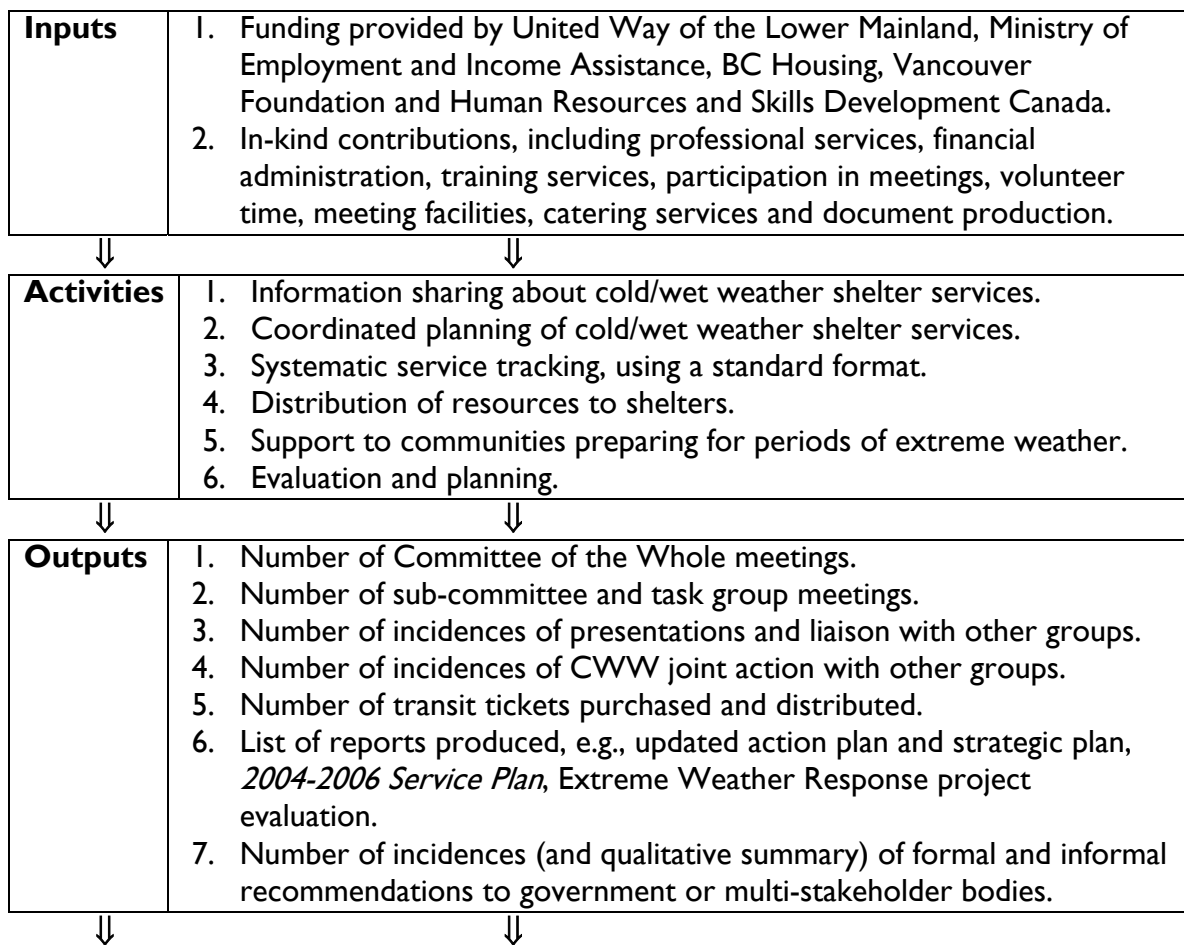
## 2.2 Governance

The CWWS is an unincorporated entity that is governed by an open multi-stakeholder group referred to as “Committee of the Whole”. In 2004-2005 it had five active sub-committees: Executive Committee; Communications Committee; Finance and Development Committee; Extreme Weather Task Group; and Planning and Evaluation Task Group.<sup>3</sup> Each of these groups has an approved Terms of Reference document that identifies purpose, accountability, duties, decision-making method and composition. All CWWS committees make decisions by consensus.

In June 2005 the Committee of the Whole dissolved the Finance and Development Committee and included its functions within the Terms of Reference for the Executive Committee.

## 2.3 Program logic model

The following logic model chart shows inputs, activities, outputs and outcomes for the Strategy. The list of “direct outcomes” was modified and updated in 2004.



<sup>3</sup> In addition, the CWWS formed a Women’s Caucus in 2004. However, this group met just once.

<b>Outcomes - direct</b>	<ol style="list-style-type: none"> <li>1. Improved balance between cold/wet weather and permanent shelter beds: <ul style="list-style-type: none"> <li>Change in ratio of seasonal and permanent beds;</li> <li>Change in number of bed nights available.</li> </ul> </li> <li>2. Improved access to emergency shelter and related services: <ul style="list-style-type: none"> <li>Change in number of bed nights used (by gender, age);</li> <li>Change in occupancy rates;</li> <li>Change in numbers of people turned away (by gender, age).</li> </ul> </li> <li>3. Improved planning and coordination of shelter resources.</li> <li>4. Increased collaboration and sharing of resources among shelter providers (both managers and staff).</li> <li>5. Increased community and government preparedness for cold/wet and extreme weather.</li> <li>6. Improved community and government understanding of shelter needs.</li> <li>7. Improved contracting for CWW services, including policy, procedures for working with local shelters (e.g. referrals process), and funding.</li> </ol>
<b>Outcomes - indirect</b>	<ol style="list-style-type: none"> <li>1. Improved efficiency and effectiveness of shelter services.</li> <li>2. Expanded supply of supportive and affordable housing.</li> <li>3. Improved health and reduced risk to homeless people.</li> <li>4. Reduced negative impact of homelessness on the general population, businesses, and public services.</li> </ol>

## 3.0 Inputs, outputs and outcomes

### 3.1 Funding and in-kind resources

Four organizations provided core funding for operation of the Strategy: United Way of the Lower Mainland, the Ministry of Human Resources (Vancouver Coastal Region), BC Housing and the Vancouver Foundation. Human Resources Development Canada and the Ministry of Human Resources (Fraser Region) provided funds for the Extreme Weather Response project. Total funding for 2004-2005 was \$103,491, including \$10,000 for gathering and analysis of statistics on year-round shelters.

In-kind contributions during the year included services and goods valued at a total of approximately \$51,100.

- In-kind contributions to the CWWS core operations included discounted contractor fees provided by James Pratt Consulting; no-charge contract administration services provided by Lookout Emergency Aid Society; provision of meeting facilities, copying and refreshments provided by BC Housing, Ministry of Human Resources, Salvation Army and Covenant House; and delivery of a Creative Media Relations workshop by Jim Stanton and Associates.
- In-kind contributions to the CWWS extreme weather response included provision of sheltering sites and goods by churches and social service agencies.
- In-kind contributions to direct services included no-charge administration of the transit ticket program by Lookout Emergency Aid Society.

#### Summary of in-kind contributions: Sept. 2004 through Aug. 2005

Budget category	In-kind contribution	Donor(s)	Estimated value
Core operations	Continued 20% discount in contractor fees	James Pratt Consulting	\$9,500.00
	Continued pro-bono administration of core CWW funds	Lookout Emergency Aid Society	\$3,262.50
	Provision of meeting space, catering for meetings, and document copying services	BC Housing, MHR, Salvation Army and others	\$3,500.00
	Media Training session	Jim Stanton and Associates	\$3,850.00
Extreme weather response	Provision of EWR sheltering sites, winter clothing, blankets, and food.	Churches and social service agencies	\$30,000.00 (Approx.)
Direct services	Continued pro-bono administration of Noteable Jazz funds and distribution of transit tickets to shelter providers	Lookout Emergency Aid Society	\$1,000.00 (Approx.)
<b>Total</b>			<b>\$51,112.50</b>



## 3.2 Outputs

Activities and outputs during the September 2004 through August 2005 period included the following:

- 8 Committee of the Whole meetings;
- 22 meetings of committees and task groups (2 of the Communications Committee, 3 of the Finance and Development Committee, 4 of the Executive Committee, 9 of the Extreme Weather Task Group, 3 of the Planning and Evaluation Task Group and 1 of the Women's Caucus);
- 3 meetings of CWWS and Ministry of Human Resources/BC Housing representatives to review the roll-out of expanded services and plan for future service delivery;
- A full-day Creative Media Relations workshop, attended by 14 participants;
- Purchase and distribution of 2,880 transit tickets to participating emergency shelter providers.

In addition, the Strategy prepared the following documents:

- Draft 2005-2007 Service Plan (including an executive summary version);
- Evaluation report on the preceding year (2003-2004), primarily based on input gathered through a focus group process;
- Review of the CWWS Committee Structure (detailed and summary versions);
- Updated 3-year Action Plan;
- Updated Extreme Weather Response plans for Langley, New Westminister, Richmond, Surrey and Vancouver;
- Draft Extreme Weather Response plans for the Tri-Cities and the North Shore;
- 2003-2004 Extreme Weather Response Project Evaluation report.

### 3.3 Outcomes

This evaluation provides evidence related to 7 outcomes:

1. Improved balance between cold/wet weather and permanent shelter beds;
2. Improved access to emergency shelter and related services;
3. Improved planning and coordination of shelter resources;
4. Increased collaboration and sharing of resources among shelter providers (both managers and staff);
5. Increased community and government preparedness for cold/wet and extreme weather;
6. Improved community and government understanding of shelter needs;
7. Improved contracting for CWW services, including policy, procedures for working with local shelters (e.g. referrals process), and funding.

#### **Improved balance between seasonal and year-round beds**

In 2004-2005 there was a significant increase in Ministry of Human Resources funding for shelter beds. In the Vancouver Coastal and Fraser Regions, this funding produced a higher proportional increase in seasonal than year-round beds. As shown in the following table, the percentage increase in seasonal shelter beds was significantly higher than the increase in regular beds (for the combined Vancouver Coastal and Fraser Regions).

##### **Summary of Increase in MHR-Funded Emergency Shelter Spaces:**

**Vancouver Coastal and Fraser Regions** (Source: Ministry of Human Resources)

	Seasonal beds and mats			Year-round beds		
	03-04	04-05	Increase	03-04	04-05	Increase
<b>Van. Coastal</b>	128	169	32%	244	330	35%
<b>Fraser</b>	57	74	33%	172	176	2%
<b>Total</b>	<b>184</b>	<b>242</b>	<b>32%</b>	<b>415</b>	<b>505</b>	<b>22%</b>

Seasonal shelter spaces comprised 30.9% of total emergency shelter spaces in Greater Vancouver in 2004-2005, and year-round spaces comprised 69.1%. These figures provide a baseline for future year-to-year comparisons of the proportion of seasonal and year-round services.

#### **Improved access to emergency shelter and related services**

This evaluation provides evidence on 4 indicators related to shelter access:

- Change in number of beds;

- Change in number of bed nights used (by gender and age group);
- Change in occupancy rates;
- Change in numbers of people turned away (by gender and age group).

### **Number of beds**

The total number of seasonal beds and mats increased from 237 in 2003-2004 to 291 in 2004-2005 (data on year-round beds for previous years was not available). This 23% increase (54 spaces added) was significantly higher than the average increase over the preceding 5 years, which was 18%.

The following table shows the details of numbers of year-round and seasonal beds for each shelter, including subtotals by population group.

### Emergency Shelter Beds in Greater Vancouver: 2004-2005<sup>4</sup>

<b>MEN/WOMEN</b>	<b>Community</b>	<b>CWW Beds and Mats</b>	<b>Regular Beds</b>	<b>Total Beds</b>
<b>Anchor of Hope</b>	Vancouver	50	0	50
<b>Belkin House</b>	Vancouver	50	58	108
<b>Caring Place</b>	Maple Ridge	30	14	44
<b>Crosswalk</b>	Vancouver	0	35	35
<b>First Baptist Church<sup>5</sup></b>	Vancouver	0	4	4
<b>Gateway</b>	Surrey	36	0	36
<b>Hyland House</b>	Surrey	0	35	35
<b>Lookout Downtown</b>	Vancouver	0	42	42
<b>North Shore</b>	North Vancouver	20	25	45
<b>Out of the Cold</b>	Vancouver	3	0	3
<b>10th Avenue Alliance</b>	Vancouver	0	4	4
<b>Triage</b>	Vancouver	0	28	28
<b>Union Gospel Mission</b>	Vancouver	0	36	36
<b>Yukon</b>	Vancouver	35	36	71
<b>Subtotal</b>		<b>224</b>	<b>317</b>	<b>541</b>
<b>MEN</b>				
<b>Catholic Charities</b>	Vancouver	10	92	102
<b>Garfield Hotel</b>	New Westminster	16	9	25
<b>Haven/Harbour Light</b>	Vancouver	0	51	51
<b>Richmond House</b>	Richmond	3	7	10
<b>Stevenson House</b>	New Westminster	0	10	10
<b>Tri-Cities Mat Program</b>	Tri-Cities	7	0	7
<b>Subtotal</b>		<b>36</b>	<b>169</b>	<b>205</b>
<b>WOMEN/FAMILIES</b>				
<b>Bridge</b>	Vancouver	0	12	12
<b>Fraserside</b>	New Westminster	0	12	12
<b>Homestead</b>	Vancouver	0	13	13
<b>Powell Place</b>	Vancouver	0	26	26
<b>St. Elizabeth's Place</b>	Vancouver	0	32	32
<b>Sheena's Place</b>	Surrey	2	10	12
<b>Umbrella</b>	Vancouver	26	0	26
<b>Vi Fineday</b>	Vancouver	3	15	18
<b>Subtotal</b>		<b>31</b>	<b>120</b>	<b>151</b>
<b>YOUTH</b>				
<b>Aboriginal Safe House</b>	Vancouver	0	7	7
<b>Covenant House</b>	Vancouver	0	22	22
<b>North Shore Youth Safe House</b>	North Vancouver	0	12	12
<b>Walden Safe House</b>	Vancouver	0	7	7
<b>Subtotal</b>		<b>0</b>	<b>48</b>	<b>48</b>
<b>Grand total</b>		<b>291</b>	<b>652</b>	<b>943</b>

<sup>4</sup> These figures were current as of March 2005. Some services expanded in December 2005 thanks to increased provincial funding.

<sup>5</sup> First Baptist, Out of the Cold, and 10<sup>th</sup> Avenue Alliance each operate one night per week, so this table shows the number of beds divided by 7.

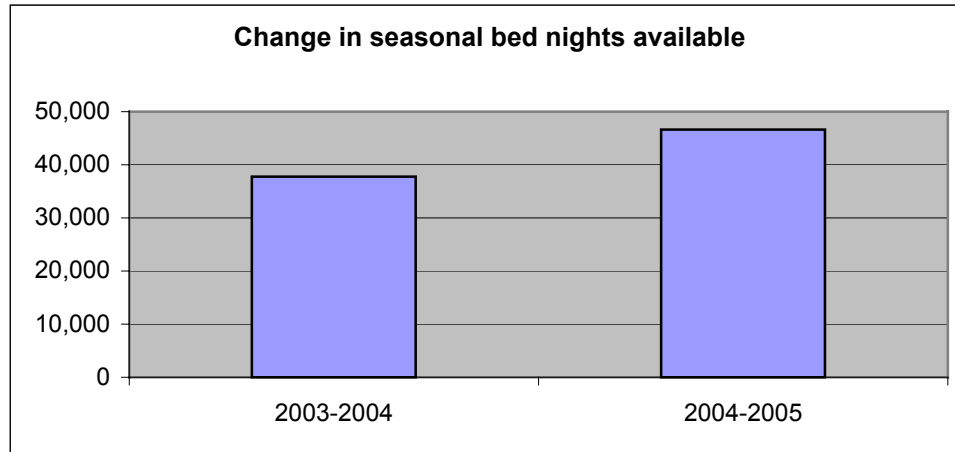
## Number of bed nights and occupancy

### Bed Nights Available, Bed Nights Used and Occupancy Rates:

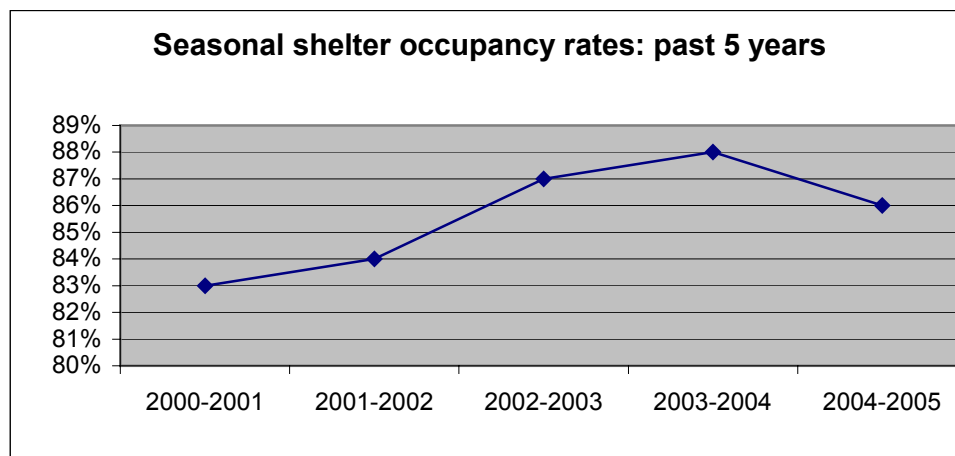
October 2004 through April 2005

MEN/WOMEN	Cold/Wet Weather			Year-Round			Combined Total		
	BN avail	BN used	Occupancy	BN avail	BN used	Occupancy	BN avail	BN used	Occupancy
Anchor of Hope	7,550	6,841	91%	-	-	N/a	7,550	6,841	91%
Belkin House	9,110	8,170	90%	10,161	8,871	87%	19,271	17,041	88%
Caring Place	5,280	3,545	67%	3,421	2,943	86%	8,701	6,488	75%
Crosswalk	-	-	N/a	7,446	7,207	97%	7,446	7,207	97%
First Baptist Church	-	-	N/a	901	915	102%	901	915	102%
Gateway	5,748	4,136	72%	-	-	N/a	5,748	4,136	72%
Hyland House	-	-	N/a	7,525	7,749	103%	7,525	7,749	103%
Lookout Downtown	-	-	N/a	8,712	8,526	98%	8,712	8,526	98%
North Shore	2,029	2,063	102%	2,841	2,772	98%	4,870	4,835	99%
Out of the Cold	698	698	100%	-	-	N/a	698	698	100%
10th Avenue Alliance	-	-	N/a	725	707	98%	725	707	98%
Triage	-	-	N/a	5,908	5,908	100%	5,908	5,908	100%
Union Gospel Mission	-	-	N/a	7,420	7,420	100%	7,420	7,420	100%
Yukon	5,527	5,329	96%	7,632	7,406	97%	13,159	12,735	97%
<b>Subtotal</b>	<b>35,942</b>	<b>30,782</b>	<b>86%</b>	<b>62,692</b>	<b>60,424</b>	<b>96%</b>	<b>98,634</b>	<b>91,206</b>	<b>92%</b>
<b>MEN</b>									
Catholic Charities	2,322	2,322	100%	18,032	17,780	99%	20,354	20,102	99%
Garfield Hotel	2,416	1,735	72%	1,935	1,725	89%	4,351	3,460	80%
Haven/Harbour Light	-	-	N/a	10,471	9,859	94%	10,471	9,859	94%
Richmond House	779	609	78%	1,248	1,146	92%	2,027	1,755	87%
Stevenson House	-	-	N/a	2,120	1,885	89%	2,120	1,885	89%
Tri-Cities Mat Prog.	967	627	65%	248	222	90%	1,215	849	70%
<b>Subtotal</b>	<b>6,484</b>	<b>5,293</b>	<b>82%</b>	<b>34,054</b>	<b>32,617</b>	<b>96%</b>	<b>40,538</b>	<b>37,910</b>	<b>94%</b>
<b>WOMEN/FAMILIES</b>									
Bridge	-	-	N/a	2,544	2,515	99%	2,544	2,515	99%
Fraserside	-	-	N/a	2,544	2,064	81%	2,544	2,064	81%
Homestead	-	-	N/a	2,388	1,757	74%	2,388	1,757	74%
Powell Place	-	-	N/a	5,047	4,879	97%	5,047	4,879	97%
St. Elizabeth's Place	-	-	N/a	6,598	6,611	100%	6,598	6,611	100%
Sheena's Place	296	185	63%	2,608	2,275	63%	2,904	2,460	85%
Umbrella	3,904	3,640	93%	-	-	N/a	3,904	3,640	93%
Vi Fineday	-	-	N/a	3,447	2,602	75%	3,447	2,602	75%
<b>Subtotal</b>	<b>4,200</b>	<b>3,825</b>	<b>91%</b>	<b>25,176</b>	<b>22,703</b>	<b>90%</b>	<b>29,376</b>	<b>26,528</b>	<b>90%</b>
<b>YOUTH</b>									
Aboriginal Safe House	-	-	N/a	1,484	1,370	92%	1,484	1,370	92%
Covenant House	-	-	N/a	4,664	5,035	108%	4,664	5,035	108%
N.S. Youth Safe House	-	-	N/a	2,544	1,312	52%	2,544	1,312	52%
Walden Safe House	-	-	N/a	1,694	1,395	82%	1,694	1,395	82%
<b>Subtotal</b>	<b>-</b>	<b>-</b>	<b>N/a</b>	<b>10,386</b>	<b>9,112</b>	<b>88%</b>	<b>10,386</b>	<b>9,112</b>	<b>88%</b>
<b>Grand total</b>	<b>46,626</b>	<b>39,900</b>	<b>86%</b>	<b>132,308</b>	<b>124,856</b>	<b>94%</b>	<b>178,934</b>	<b>164,756</b>	<b>92%</b>

As shown in the preceding table, the total number of bed nights available in Greater Vancouver in the 2004-2005 cold, wet weather season (October 1 through April 30) was 178,934.<sup>6</sup> This included 46,626 seasonal bed nights, compared with 37,761 in 2003-2004. This represents an increase of 23% in seasonal service available, slightly more than the average increase over the preceding five years (which was 22%).



As also shown in the table on the preceding page, the average occupancy rate for all emergency shelter spaces during this period was 92%. The average occupancy rate for seasonal shelters was 86%, down somewhat from 88% in 2003-2004. As shown in the following chart, this represents a reversal of a trend.

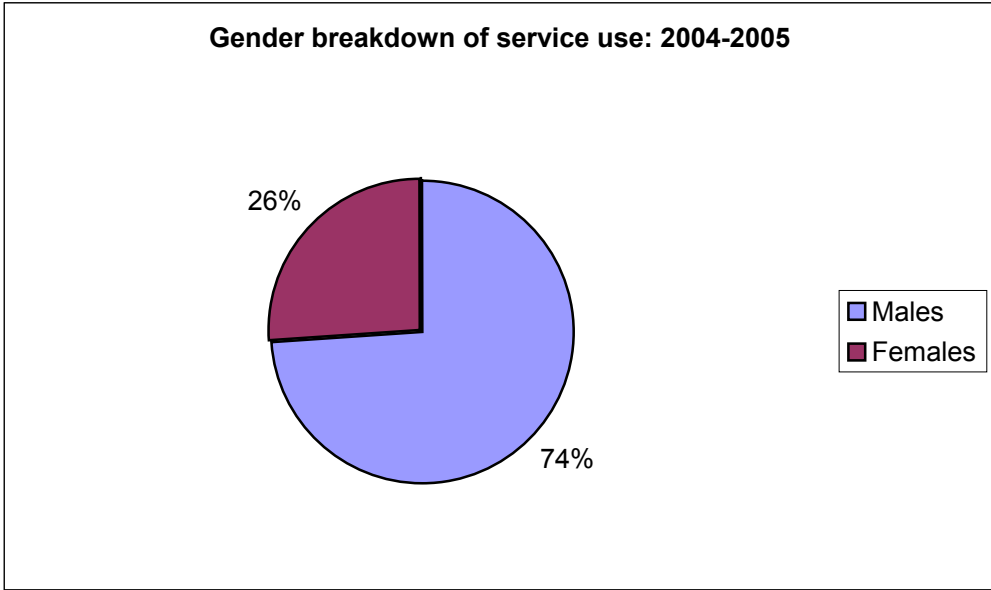


### **Service use by gender and age**

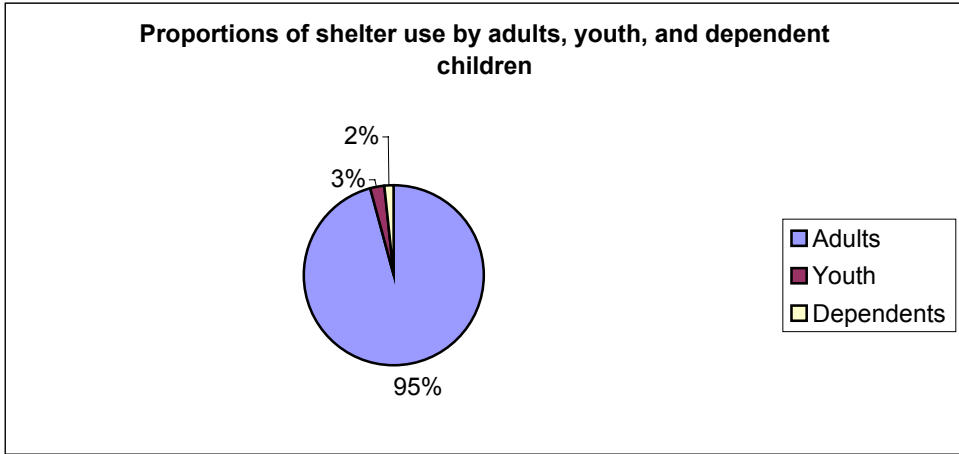
The total number of reported bed nights used was 164,756. Analysis of bed nights used by gender and age reveals that males used approximately 74% of bed nights and females used approximately 26%. Service providers reported 121,731 bed nights provided to males during the October through April period and 42,971 provided to females.<sup>7</sup>

<sup>6</sup> Triage and Union Gospel Mission reported bed usage based on being “full every night” and did not maintain daily statistical records.

<sup>7</sup> An additional 60 bed nights used by transgender people. However, only two shelters (both operated by Lookout) reported numbers for transgender. Apparently other shelters were not recording transgender statistics.



Service providers reported 4,515 bed nights provided to youth (aged 18 or under) and 2,544 provided to dependent children. As shown in the following chart, together these numbers represent approximately 5% of all shelter use.



The following table shows a detailed breakdown of these numbers by gender and by shelter program.

## Bed Nights Used by Gender and Age: October 2004 through April 2005

	Adults			Youth		Dependent		Total	
	Adult Males	Females	Adult Trans	Males	Females	Males	Females	Males	Females
<b>MEN/WOMEN</b>									
Anchor of Hope	6,642	199	-	-	-	-	-	6,642	199
Belkin House	15,658	1,383	-	-	-	-	-	15,658	1,383
Caring Place	5,402	1,086	-	-	-	-	-	5,402	1,086
Crosswalk	6,913	294	-	-	-	-	-	6,913	294
First Baptist	831	70	-	-	-	12	2	843	72
Gateway	3,710	426	-	-	-	-	-	3,710	426
Hyland House	6,214	1,535	-	-	-	-	-	6,214	1,535
Lookout DT	6,282	2,203	-	-	-	-	-	6,282	2,203
North Shore	3,878	944	13	-	-	-	-	3,878	944
Out of the Cold	621	77	-	-	-	-	-	621	77
10th Avenue	652	55	-	-	-	-	-	652	55
Triage	4,009	1,899	-	-	-	-	-	4,009	1,899
Union Gospel	7,091	329	-	-	-	-	-	7,091	329
Yukon	7,406	5,329	47	-	-	-	-	7,406	5,329
<b>Subtotal</b>	<b>75,309</b>	<b>15,829</b>	<b>60</b>	-	-	<b>12</b>	<b>2</b>	<b>75,321</b>	<b>15,831</b>
<b>MEN</b>									
Catholic Charities	20,102	-	-	-	-	-	-	20,102	-
Garfield Hotel	3,460	-	-	-	-	-	-	3,460	-
Haven/Harbour	9,859	-	-	-	-	-	-	9,859	-
Richmond House	1,755	-	-	-	-	-	-	1,755	-
Stevenson H.	1,885	-	-	-	-	-	-	1,885	-
Tri-Cities	849	-	-	-	-	-	-	849	-
<b>Subtotal</b>	<b>37,910</b>	-	-	-	-	-	-	<b>37,910</b>	-
<b>WOMEN/FAMILIES</b>									
Bridge	-	2,515	-	-	-	-	-	-	2,515
Fraser'side	277	863	-	-	-	674	250	951	1,113
Homestead	-	1,537	-	-	-	110	110	110	1,647
Powell Place	-	4,879	-	-	-	-	-	-	4,879
St. Elizabeth's Pl.	-	6,611	-	-	-	-	-	-	6,611
Sheena's Place	-	1,824	-	-	-	380	256	380	2,080
Umbrella	-	3,640	-	-	-	-	-	-	3,640
Vi Fineday	325	1,535	-	-	-	333	409	658	1,944
<b>Subtotal</b>	<b>602</b>	<b>23,404</b>	-	-	-	<b>1,497</b>	<b>1,025</b>	<b>2,099</b>	<b>24,429</b>
<b>YOUTH</b>									
Aboriginal Safe H	-	-	-	803	567	-	-	803	567
Covenant House	3,740	849	-	297	141	8	-	4,045	990
N.S. Youth Safe H	-	-	-	727	585	-	-	727	585
Walden Safe H	-	-	-	826	569	-	-	826	569
<b>Subtotal</b>	<b>3,740</b>	<b>849</b>	-	<b>2,653</b>	<b>1,862</b>	<b>8</b>	-	<b>6,401</b>	<b>2,711</b>
<b>TOTAL</b>	<b>117,561</b>	<b>40,082</b>	<b>60</b>	<b>2,653</b>	<b>1,862</b>	<b>1,517</b>	<b>1,027</b>	<b>121,731</b>	<b>42,971</b>



### **Extreme weather response bed nights used**

The various participating community organizations provided approximately 390 extreme weather beds in sheltering sites across Greater Vancouver in 2004-2005.

Communities called the Extreme Weather Response for 13-17 nights as follows:

- New Westminster – 17 nights (5 nights with federal funding plus an additional 10 nights with provincial funding and one night with community funding).
- Langley – 13 nights (5 nights with federal funding plus an additional 8 nights with provincial funding).
- Richmond – 13 nights (federal funding).
- Surrey – 13 nights (5 nights with federal funding plus an additional 8 nights with provincial funding).
- Vancouver – 15 nights (provincial and community funding).
- Aboriginal – 13 nights (Aboriginal Extreme Weather funding).

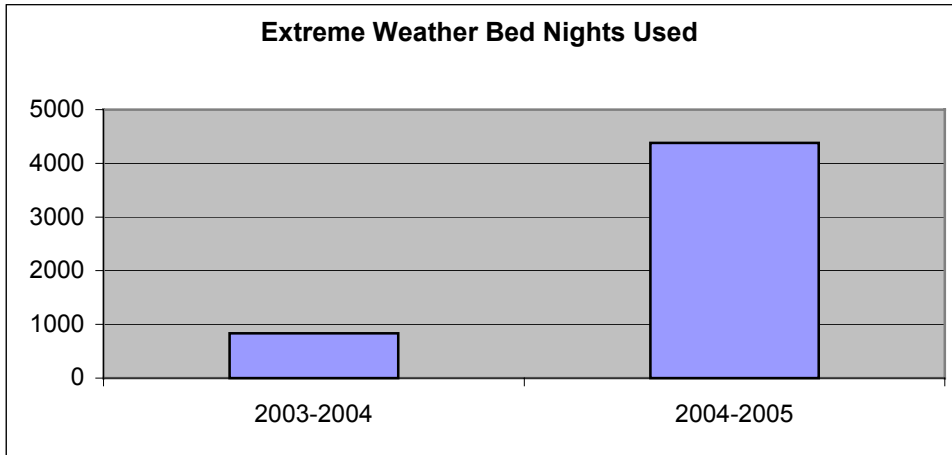
### **Extreme Weather Outputs: Comparison of 2003-04 and 2004-05**

<b>Location</b>	<b># of clients 04/05</b>	<b># of clients 03/04</b>	<b># of days 04/05</b>	<b># of days 03/04</b>
Aboriginal Response (Vancouver/Burnaby)	1,744	212	13	3
Vancouver	1,880	495	15	12
Richmond	2	1	2	1
Surrey	223	23	13	2
Langley	162	13	13	4
New Westminster <sup>8</sup>	367	93	17	11
<b>Total</b>	<b>4,378</b>	<b>837</b>	<b>73</b>	<b>33</b>

A total of 4,378 extreme weather response bed nights (federal, provincial and community funded beds) were used in Greater Vancouver during the 2004-2005 season, compared to 837 in the 2003-2004 season.

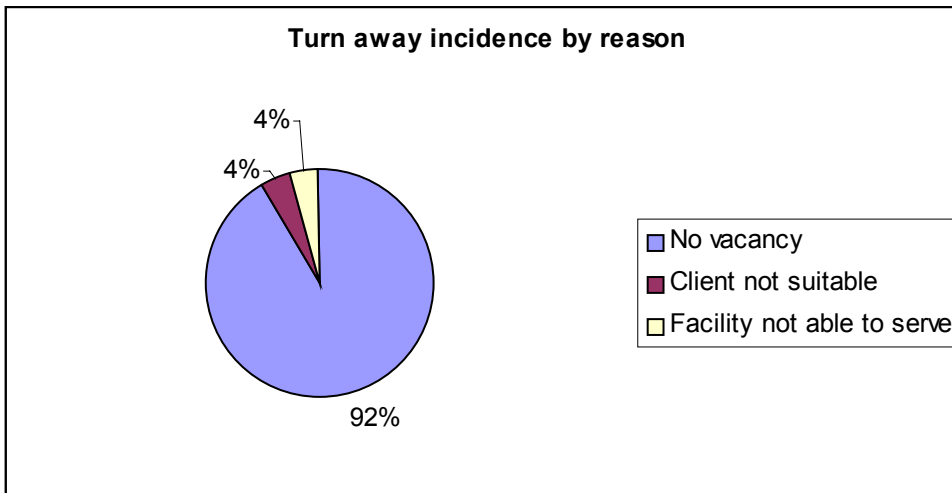
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<sup>8</sup> Clients were bussed from Tri-cities to New Westminster during the extreme weather alert and housed at the Salvation Army shelter because there was no extreme weather site in the Tri-Cities (Coquitlam, Port Coquitlam, Port Moody). Their numbers are counted in with New Westminster.



**Numbers of people turned away**

Service providers reported a total of 26,527 incidences of turning people away during the October through April period.<sup>9</sup> As shown in the following table, 24,349 of these were due to no vacancy, 1,094 were due to the condition or state of the client (“client not suitable”) and 1,084 were due to the facility not being able to serve the needs of the client (e.g., men-only facility).



The following table shows a detailed breakdown of incidences of people turned away, by reason, age category and gender, for each shelter.

<sup>9</sup> The CWWS acknowledges that figures for incidence of turn-away reflect a roll-up of statistics from a diversity of service providers with variable capacity and methodology for recording these incidences.

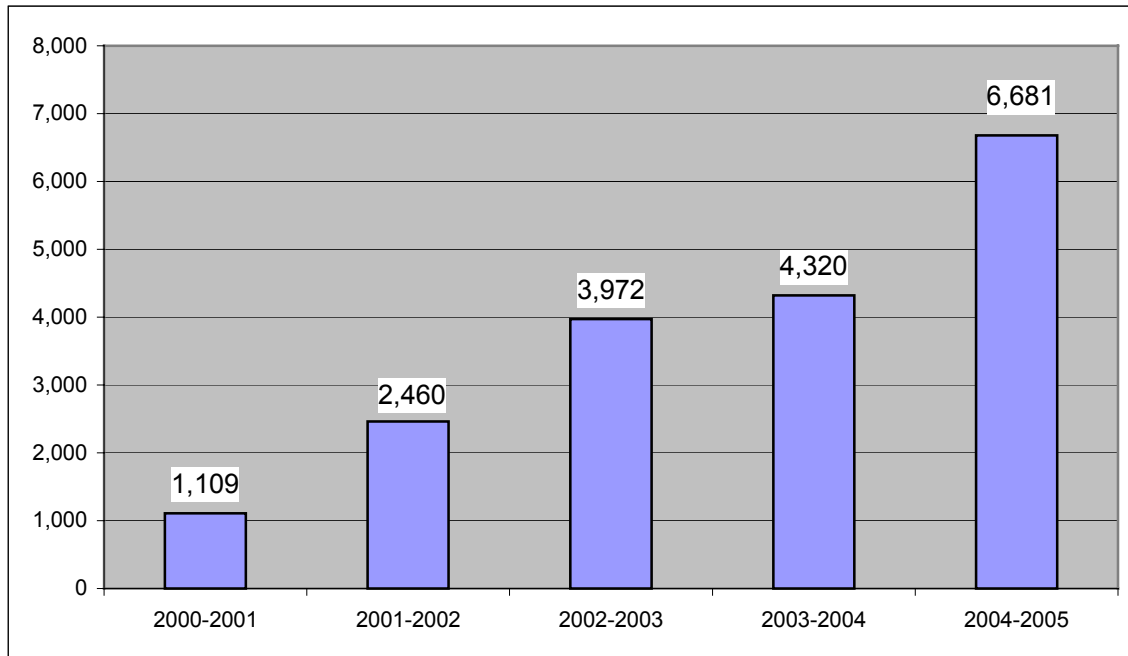
## Incidence of People Being Turned Away: October 2004 through April 2005

	Reason Person Turned Away			Total	# Youth & Dependents		Gender Analysis	
	Full	Client Not Suitable	Facility Not Able to Serve		Total Youth	Total Dependents	Percent Males	Percent Females
<b>MEN/WOMEN</b>								
Anchor of Hope	699	2	4	705	-	-	99%	1%
Belkin House	683	46	-	729	-	-	99%	1%
Caring Place	15	15	164	194	-	-	79%	21%
Crosswalk	796	4	32	832	-	-	97%	3%
First Baptist Church	-	-	-	-	-	-	0%	0%
Gateway	19	7	-	26	-	-	0%	0%
Hyland House	515	62	13	590	-	-	74%	26%
Lookout Downtown	1,331	56	20	1,407	-	-	76%	24%
North Shore	349	31	9	389	-	-	72%	28%
Out of the Cold	18	-	-	18	-	-	100%	0%
10th Avenue Alliance	18	-	-	18	-	-	100%	0%
Triage	5,985	-	-	5,985	-	-	62%	38%
Union Gospel Mission	-	-	-	-	-	-	0%	0%
Yukon	1,526	-	15	1,541	-	-	79%	21%
<b>Subtotal</b>	<b>11,954</b>	<b>223</b>	<b>257</b>	<b>12,434</b>	<b>-</b>	<b>-</b>	<b>74%</b>	<b>26%</b>
<b>MEN</b>								
Catholic Charities	975	-	1	976	-	-	100%	0%
Garfield Hotel	282	14	12	308	-	-	100%	0%
Haven/Harbour Light	2,011	5	6	2,022	-	-	100%	0%
Richmond House	135	11	3	149	-	-	100%	0%
Stevenson House	435	13	4	452	-	-	100%	0%
Tri-Cities Mat Program	28	-	-	28	-	-	100%	0%
<b>Subtotal</b>	<b>3,866</b>	<b>43</b>	<b>26</b>	<b>3,935</b>	<b>-</b>	<b>-</b>	<b>100%</b>	<b>0%</b>
<b>WOMEN/FAMILIES</b>								
Bridge	2,064	-	-	2,064	-	234	0%	100%
Fraserside	497	64	198	759	46	161	27%	73%
Homestead	111	105	36	252	-	-	0%	100%
Powell Place	1,634	22	81	1,737	-	-	1%	99%
St. Elizabeth's Place	922	3	3	928	-	-	0%	100%
Sheena's Place	771	127	85	983	-	1	0%	100%
Umbrella	738	5	43	786	-	32	0%	100%
Vi Fineday	555	93	51	699	-	195	29%	71%
<b>Subtotal</b>	<b>7,292</b>	<b>419</b>	<b>497</b>	<b>8,208</b>	<b>46</b>	<b>623</b>	<b>5%</b>	<b>95%</b>
<b>YOUTH</b>								
Aboriginal Safe House	309	23	54	386	386	-	59%	41%
Covenant House	487	175	65	727	17	-	72%	28%
N.S. Youth Safe House	19	151	61	231	231	-	62%	38%
Walden Safe House	422	60	124	606	606	-	53%	47%
<b>Subtotal</b>	<b>1,237</b>	<b>409</b>	<b>304</b>	<b>1,950</b>	<b>1,240</b>	<b>0</b>	<b>62%</b>	<b>38%</b>
<b>Grand total</b>	<b>24,349</b>	<b>1,094</b>	<b>1,084</b>	<b>26,527</b>	<b>1,286</b>	<b>623</b>	<b>56%</b>	<b>44%</b>

### ***Increase in turn away incidence***

Reported incidence of people turned away from shelter services has increased each year for which records are available. As shown in the following chart, there was a total turn-away increase of 502% over the past 5 years. This suggests that the growth of homelessness has outstripped the expansion of shelter and housing in the region.

**Turn away incidence: past 5 years**



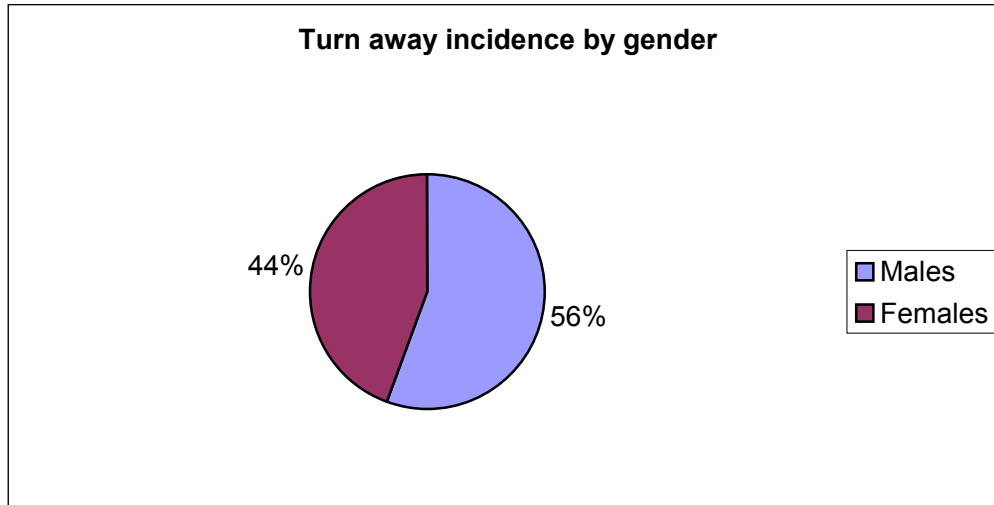
### ***Turn away incidence by gender***

Of the 26,527 reported incidences of turn away, approximately 56% (14,724) were males and approximately 44% (11,777) were females.<sup>10</sup> This contrasts sharply with the gender split in bed nights used: 76% males and 24% females. The contrast of these figures suggests that females may have experienced less access to shelter services than males.<sup>11</sup>

<sup>10</sup> Union Gospel Mission did not record incidences of people turned away in 2004-2005.

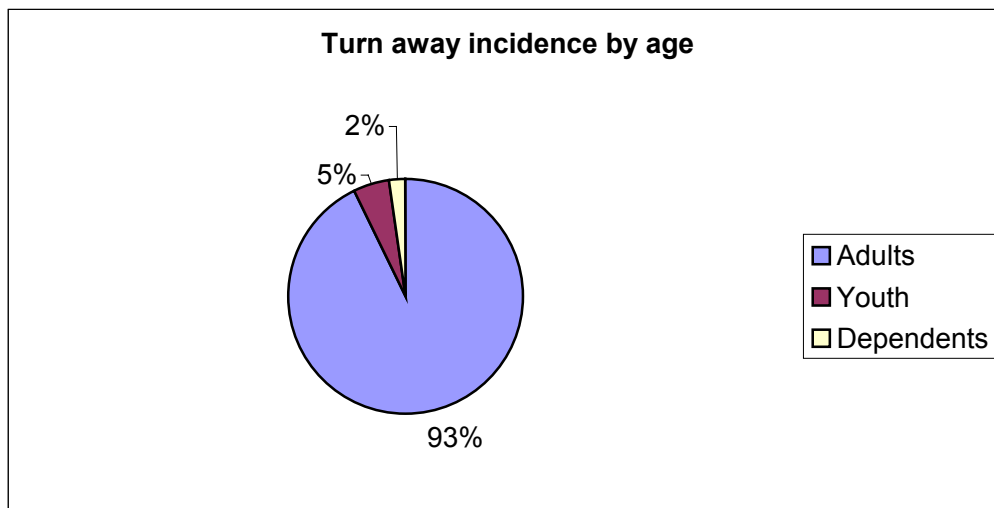
Data was unavailable for the gender and age breakdown in the numbers of people turned away from Homestead, so the table shows 100% adult women whereas a small number of those may have been male or female dependents. Data was also unavailable for the gender breakdown in the numbers of people turned away from all youth shelters and Hyland House, so the gender breakdown numbers shown here are estimates based on the gender mix of shelter users at each facility. Data was also unavailable for the gender breakdown in the numbers of people turned away from the Garfield, Stevenson House, and Tri Cities Mat Program in April, so the split was estimated based on percentages in previous months.

<sup>11</sup> However, the variability in statistical capacity and methodology among various service providers may have skewed the findings of this evaluation in terms of gender breakdown of the numbers of people turned away.



### ***Turn away incidence by age***

Of the 26,527 reported incidences, 1,286 were youth (18 or under) and 623 were dependent children. By contrast, youth accounted for approximately 3% of shelter use and dependent children accounted for approximately 2%.



## Other outcomes

The following table shows a summary of CWWS participant survey results on how effective the strategy has been in terms of 5 additional outcomes. The outcomes perceived as strongest, each with 81% agreement, were as follows:

- Improved planning and coordination of shelter resources;
- Increased community and government preparedness for cold/wet and extreme weather.

### CWWS Participant Survey Results (N=16)

Outcome	Agree	Neutral or not sure	Disagree	No answer
Improved planning and coordination of shelter resources.	81%	6%	6%	6%
Increased collaboration and sharing of resources among shelter providers (managers and staff).	69%	19%	13%	0%
Increased community and government preparedness for cold/wet and extreme weather.	81%	13%	6%	0%
Improved community and government understanding of shelter needs.	63%	31%	0%	6%
Improved contracting for CWW services, including policy, procedures for working with local shelters (e.g. referrals) and funding.	63%	31%	6%	0%

Asked to rate the overall effectiveness of the CWWS group over the past year, 88% of survey respondents indicated “very effective” or “effective”, 13% indicated “neutral or not sure” and none indicated “ineffective” or “very ineffective”. This suggests that participants typically believe that the Strategy is producing valuable results.

## 4.0 Conclusion

This evaluation of the Cold/Wet Weather Strategy's seventh year has documented overall performance in terms of what outputs were completed and what outcomes were achieved.

The following are some highlights of CWWS activities and outputs in 2004-2005:

- 8 Committee of the Whole meetings and 22 meetings of various subcommittees;
- Expanded gathering of shelter statistics to include year-round as well as seasonal shelters for the October through April period;
- Supported extreme weather responses across the region during an extended January cold snap;
- Hosted a full-day media relations workshop;
- Conducted a review of the CWWS governance structure;
- Engaged with the Ministry of Human Resources/Ministry of Employment and Income Assistance to strengthen planning and program delivery.

Analysis of the outcome evidence suggests several key conclusions:

1. In 2004-2005, shelter providers and funding partners significantly expanded the volume of emergency shelter services available in Greater Vancouver, including a 23% increase in seasonal services.
2. While overall occupancy rates were very high (92%), the occupancy rates for seasonal shelters declined for the first time in 5 years (from 88% to 86%). This decline indicates that access improved somewhat.
3. However, the number of people being turned away shows that access to shelter remains a serious challenge: during the October through April period, service providers reported 26,527 incidences of turning people away, and the vast majority of these (approximately 92%) were due to no vacancy.
4. The gap between the proportion of females using services (26%) and the proportion of females turned away from services (44%) suggests that there may be a lack of supply of women's shelter services. The 2005 GVRD homeless count reported that 26% of the homeless counted in a 24-hour period were women, down from 32% in 2002.<sup>12</sup> Further evidence and needs assessment is required, including qualitative analysis of options homeless women face when shelter services are unavailable.
5. A similar gap between the proportion of youth using services (3%) and the proportion of youth turned away from services (5%) suggests that there may also be a lack of supply of youth shelter services. Again, this indicates that further needs assessment and analysis is required.

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<sup>12</sup> *On our streets and in our shelters...Results of the 2005 Greater Vancouver Homeless Count*, Social Planning and Research Council of BC, 2005.