

**SUMMARY REPORT ON THE EVALUATION
OF THE PROJECT HAVEN PROGRAM
AND
UPDATE ON THE NEXT STEP
PROGRAM ACTIVITIES**

**PROGRAM EVALUATION DIVISION
CANADA MORTGAGE AND HOUSING CORPORATION
MARCH, 1995**

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY

I	Introduction.....	1
II	Program Profiles.....	1
III	Evaluation Approval.....	2
IV	The Program Context.....	3
V	Evaluation findings & Project Haven.....	3
VI	Next Step Program: Status Report.....	8

2. SUMMARY OF EVALUATION FINDINGS

I	The Program Context.....	10
II	Program Rationale.....	11
III	Client Profiles.....	11
IV	Program Objectives Achievements.....	13
V	Program Impacts and Effects	14
VI	Program Design and Delivery.....	16
VII	Lessons Learned.....	18

1. EXECUTIVE SUMMARY

I INTRODUCTION

CMHC's Final Evaluation Report on the Project Haven was prepared in response to a Treasury Board requirement for a Final Evaluation of the Federal Family Violence Initiative (FVI) by March 31, 1994. This Report includes a brief status report on activities under the Next Step Program up to the end of 1993.

II PROGRAM PROFILES

In 1988, the Federal government launched the first Federal Family Violence Initiative (FVI) and announced a \$40 million allocation for the four-year period from 1988-1992. The FVI was intended to support a national approach against family violence as part of the federal government's continuing efforts to promote social justice for all Canadians. A significant portion of the dollar allocation, \$22.21 million, was allocated to the Project Haven Program to provide emergency shelters for women experiencing family violence. CMHC assumed responsibility for delivering the Project Haven Program at the request of Health & Welfare Canada.

In February 1991, the federal government announced a second four-year phase of initiatives on family violence, and allocated \$136 million for activities for the period from 1991 to 1995. CMHC assumed responsibility for delivery of a new program called Next Step. The main thrust of the Next Step Program is to provide longer-term, second-stage housing for victims of family violence. However, \$4 million of the total \$20.6 million allocated for Next Step is being used to provide additional emergency shelter units for abused women and their children.

The Project Haven Program provided capital funds in the form of conditionally non-repayable financing which is fully-forgivable and interest-free for non-profit community groups and for First Nations to create short-term, emergency or first-stage shelters for abused women and their children. The priority in the Program was to those women who were previously underserved with this type of accommodation including rural, Aboriginal, and immigrant women and women with disabilities. The operating expenses for Project Haven shelters were provided by the responsible provincial, territorial or other agency. Sponsor organizations were required to secure approvals of operating assistance prior to CMHC's commitment of capital funding under Project Haven. Project Haven provided hostel-type accommodation while operating funding was required to provide staffing and support services in the shelters.

The Next Step Program utilizes a similar capital financing mechanism as Project Haven. In the case of second-stage housing projects, the accommodation is in the form of self-contained apartment units and there are no requirements for on-site support services. The operating

expenses for second-stage projects are covered from rental payment by the occupants. Thus, there are no requirements for operating funding from other governments or agencies for second-stage housing projects. Emergency shelters developed under the Next Step Program provide hostel-type accommodation and operating funding is required to provide on-site support services as in Project Haven projects.

III EVALUATION APPROACH

The Interim Evaluation of the Project Haven Program was undertaken in 1991 during the third year of the Program when half of the Project Haven units were completed and in operation.

CMHC's Final Evaluation of Project Haven was begun during the fourth year of the four-year Program. Several shelters funded during the last year of capital financing were opened in late 1992 or early 1993. Most of the Project Haven shelters had been in operation for at least one full year before the evaluation was undertaken. The requirement for a Final Evaluation Report to be completed and submitted to Treasury Board by March 1994 did not allow for inclusion of the Next Step Program in this evaluation. Delivery of the Next Step Program began in 1992. By June of 1992, funds had been committed for two projects with a total of 11 units. By June 1993, 10 projects with 52 units had been completed and were in operation, and another 8 projects with 45 units were under development. Given the phasing of the Next Step Program over the 1991-1995 period and the lag time involved between funding approval and project completion, there were insufficient projects in operation at the time of this evaluation to merit inclusion of the Next Step Program in the study. An up-date on activity under the Next Step Program to-date is included in the Project Haven Final Evaluation Report.

The Project Haven Final Evaluation considered a full range of evaluation issues related to the Project Haven Program, namely, program rationale, program objectives achievement, program impacts and effects, and program design and delivery.

The following data sources were used to provide information on these issues: the Project Haven Client Information System (a one-year data collection activity compiling information on all clients staying in the Project Haven shelters and a special non-residential client component); a study of the special needs of unserved women; a community needs and impacts study; surveys of Project Haven sponsor groups, provincial/territorial social services departments and Indian and Northern Affairs Canada, and CMHC field staff; a physical condition study involving CMHC inspections of a sample of projects; the 1993 Statistics Canada Violence Against Women Survey and the Statistics Canada 1992-1993 Transition Home Survey.

CMHC worked closely with Health & Welfare Canada and Statistics Canada in the development of data bases on transition houses and their clients to avoid duplication of data collection and to ensure consistency of CMHC information and other data bases. Two major Statistics Canada data bases became available for analysis late in 1993.

IV THE PROGRAM CONTEXT

Wife assault is a serious problem in all social, economic and cultural groups. An estimated 312,000 Canadian women were assaulted by their spouses in 1992-1993. Much of the violence remains hidden, and Statistics Canada data support a theory of an inter-generational cycle of violence. The number of shelters for abused women have increased by more than six times since 1980, so that by 1993 there were over 370 shelters in Canada including the 78 funded under Project Haven. Nearly eighty percent of these shelters are first-stage shelters or transition houses.

V EVALUATION FINDINGS: PROJECT HAVEN

A. Rationale

The Evaluation found that a substantial and continuing need-exists for shelters to serve women and children from violent domestic situations. Of the 312,000 women abused in 1992-1993, less than 40,000 women stayed in shelters (adjusting for repeat use by eighteen percent of the women). An estimated 6,000 individual women stayed in Project Haven shelters during 1992-1993. At least three times as many women use shelters on a non-residential basis. The capacity of existing shelters falls far short of the potential demand from abused women.

There is strong support among provincial/territorial and other funding agencies and shelter sponsor groups for a federal role in capital financing for shelters. More capital funding is required to meet urgent needs in communities not served within the limited Project Haven program budget. CMHC has valuable expertise to contribute in developing shelters, which was especially important in assisting the three-quarters of Project Haven sponsor groups having no prior experience in developing shelters.

Provincial/territorial and other funding agencies, sponsor groups and CMHC field staff support the provision of emergency shelters as being appropriate to meet the needs of abused women in general, and for servicing the needs of rural and Aboriginal women. The approach may be less suitable to address needs in remote locations, and for immigrant women and women with disabilities.

In summary, the Evaluation found a compelling rationale for the Program based on a continuing need and demand for shelters, and strong support for federal government capital financing and for CMHC's role in Program delivery. As well, the Program was assessed as appropriate to meet the needs in general, and for rural and Aboriginal women. Meeting the needs of women in remote locations, women with disabilities and immigrant women was noted as more challenging.

B. Project Haven Clients

Based on the comprehensive client database compiled over a one-year period, the Evaluation developed a detailed profile of the characteristics of Project Haven clients.

Most Project Haven clients were younger women, the average age being 32 years. Three-quarters of the women had children, and sixty percent brought their children with them to the shelters. Ninety percent of the women were abused by their spouse or live-in partner. The majority of clients had limited independent financial resources with only twenty percent having employment income from full-time, part-time or occasional employment. Forty percent were receiving social assistance incomes and about a third were working in the home without pay. Nearly two-thirds of the women had not completed high school.

Nearly half the women using the shelters came from a community other than the one in which the shelter was located. Over half the clients came from urban or suburban areas, twenty-eight percent from rural areas and seventeen percent from First Nations. However, nearly a third of the clients were First Nations or women of other Aboriginal backgrounds reflecting the location of 24 of the 78 shelters on or near First Nations. Other shelters also serve geographic areas including First Nations communities and in some cases thirty to forty percent of their clients were women of First Nations or other Aboriginal backgrounds. Seven percent of the clients were immigrant women and seven percent were women with disabilities.

Many clients have long histories of abuse with a third being abused for more than five years before their stay at the shelters. Two-thirds of them had left the abusive partner before, and about half of them had been to a shelter before.

C. Program Objectives Achievement

The Project Haven Program achieved its stated goal of providing between 450 and 600 units of temporary shelters for abused women and their children with funding for 458 units in 78 projects. Of these, fifty-one percent were provided by new construction and forty-nine percent were provided by conversions or renovations of existing buildings. Twenty-one percent of the units were classified as 'saves' of pre-existing shelter units that would have been lost without Project Haven funding.

Project Haven is clearly serving the intended target clientele of abused women and their children. About eighty-five percent of the women using the shelters gave one or more forms of abuse as their reasons for coming to the shelters. About thirteen percent of clients gave non-abuse reasons. Some of these clients were housed at the request of community agencies and others include women who did not disclose abuse when they arrived at the shelters.

The client data shows that roughly seventy percent of the women served through Project Haven were women with characteristics identified as being in priority target groups in underserved communities. The balance of the clients served were non-Aboriginal, Canadian-born women who normally reside in urban centres.

Project Haven shelters are providing short-term, emergency shelter, with the average length of stay being two weeks. Almost all the shelters have policies on the maximum length of stay, but most allow women to stay longer based on the clients' needs for personal safety or the difficulties women face in finding alternative housing. All shelters have one or more safety features, and clients were satisfied with the safety and security provided at the shelters. Most shelters provide an adequate standard of housing, although some repairs are needed. Privacy for women, child care services and safe outdoor areas for women were concerns in some shelters.

Shelters provide a wide range of services for residential and non-residential clients with funding from provincial/territorial governments or Indian and Northern Affairs Canada. The federal government cost-shares provincial expenditures for these services under the Canada Assistance Plan. Almost all clients said these services helped them to deal with their problems. Many different approaches or service models are used reflecting differing service philosophies and community needs, as well as cultural issues. Many First Nations shelters have adopted holistic approaches to heal problems associated with family violence at the levels of the community, the family and the individual. In many shelters the staff undertake extensive networking with other community agencies to provide comprehensive services. In some other communities the shelters are the main service providers in their communities.

Shortages of second-stage and affordable housing were reported in many communities making it difficult for women to find interim and longer-term permanent housing when leaving shelters. Only two percent of Project Haven clients moved to second-stage housing, and only four percent moved into subsidized housing when they left the shelters. Forty-four percent returned home, twenty-seven percent of which were to unchanged situations.

The findings indicate that the Project Haven Program largely achieved the program targets and objectives and is providing services to large numbers of women and children across Canada

D. Program Impacts and Effects

The Project Haven Program has increased the capacity of shelters in Canada to serve abused women by about twenty percent but there is still substantial unmet potential demand. Approximately twelve percent of abused women are served by shelters (including Project Haven) each year. Thirty-three percent of abused women leave abusive situations and stay elsewhere, mostly with friends and family. In the Statistics Canada violence Against Women Survey about forty percent of abused women said they did not want or need help. Sixteen percent said they did not know of any available services and fourteen percent said no services were available.

Provincial and other agencies noted the serious unmet needs for shelters in many communities not reached by Project Haven, or other shelter facilities.

A major impact of Project Haven has been to increase awareness of family violence problems. Staff of government agencies, sponsor organizations and community representatives agree that more women are disclosing abuse than before the shelters were established in the communities, and that women's behaviours are changing. However, few people feel that there has been any reduction in family violence in these communities in the short run. Communities are at many different stages of developing awareness and support for dealing with family violence issues.

Shelters have significant impacts on the clients served by providing women with a choice and support to find alternatives rather than staying in abusive situations. As previous research has shown, some abused women return home and return to shelters several times over a period of years as they try to deal with abusive relationships. There is some evidence from analysis of client data completed for the Evaluation that women who receive assistance to find housing and who receive support services after leaving the shelters are more likely to move into housing away from abusive partners.

Sponsor groups identified the need for more second-stage housing, subsidized housing and affordable housing generally. Women leaving shelters are under pressure to find housing in a short time and much of the housing available is reported to be of poor quality and unsuitable. In some First Nations communities, lack of housing means that women often have little choice but to return to abusive situations, leave the community or move into overcrowded housing.

Women with special needs related to mental health problems, or other problems such as alcohol and substance abuse, are not being adequately served by shelters because of limited resources and expertise. Shelters are making efforts to serve clients who have multiple needs and the shelters would like to be able to improve their services.

The major impacts of the Program have been to meet part of the need for additional services and to raise awareness of family violence issues. A considerable unmet need, however, still exists. The Program had identified considerable needs for second-stage housing, subsidized housing and affordable housing, as well as identifying the difficulties of meeting the specialized needs of some clients.

E. Program Design and Delivery

The overall financing approach for development of shelters under Project Haven was found to be highly effective in the view of sponsor groups and funding agencies. CMHC staff noted that Project Haven was much simpler, faster and easier to deliver than financing for shelters through the non-profit housing program.

The structures and levels of operating funding provided by provincial/territorial and other funding agencies to shelters are extremely variable across Canada. Forty percent of Project Haven shelters reported that their operating funding was insufficient to cover operating costs and nearly forty-four percent said their operating funding has not increased sufficiently in the past two years to cover rising expense. Most shelters derive ten to twenty percent of their revenues from their own fund-raising or donations.

The capital control mechanisms used by CMHC in Project Haven were effective in developing cost-effective projects, but the unit maximums were seen as inadequate by about fifteen percent of the sponsor groups and twenty-five percent of the CMHC field staff. Some sponsor groups were able to raise additional capital, providing a modest leveraging effect.

Although the amounts start-up funding provided to assist groups developing proposals were generally seen as adequate, about a third of CMHC staff and a quarter of sponsor groups felt that higher amounts were required. Amounts may have been less adequate for new groups or for situations involving specialized client needs. More flexibility in the amount may be required.

While funding for regular maintenance and repair of projects seem to meet the needs, there are some concerns about the longer term capital replacement cost provisions. Sponsor groups which have undertaken major capital repairs have generally used one-time additional grants or their own fund-raising to cover the costs, although some have cut back staffing to use operating dollars. Half of the shelters said that they had some reserve funds but seventy percent of those felt that the amounts would be inadequate. A major portion of the Project Haven stock could be at-risk should major capital expenditures be required in the future.

Sponsor groups were highly appreciative of the assistance provided by CMHC in program delivery. Most other agencies also rated CMHC program delivery as effective or very effective. The delivery costs of the Project Haven Program were \$3.58 million over four years, somewhat higher than initially expected. Costs were higher because of the amounts of CMHC staff time involved in assisting those sponsor groups with limited experience in project development. Net efficiency gains were reported from the involvement of provincial/territorial and other funding agencies in the collaborative program delivery approach, with project quality being increased more substantially than the increased delivery time required.

Project management by sponsor groups was rated as effective and there is little evidence of management difficulties. However, staff of CMHC and other government agencies were not all aware of the situations in the projects, suggesting that close monitoring of project management performance is not being undertaken.

Formal selection methods and processes, designed to ensure that the best proposals were selected for funding, were only partially successful according to more than half of the CMHC program delivery staff and funding agency staff. The over-riding consideration in project selection was the need and demand for the shelters, which influenced decisions by provincial/territorial and other

funding agencies to approve operating funding. The two-stage selection processes themselves were not seen as cost-effective by CMHC staff.

Since the design of the program required participation of other governments and agencies to provide operating funding, CMHC delivered Project Haven in partnership with other funding agencies. These funding agencies were generally satisfied with the collaboration on program delivery through formal and informal mechanisms. However, there was a strong desire for more prior consultation at an early stage before any future initiatives are launched to allow their suggestions to be incorporated.

Overall, the program design and delivery of Project Haven was highly effective in providing shelter projects in partnerships with other funding agencies. CMHC's delivery of the Program was seen as effective by all parties, although achieving targeting to previously underserved areas with sponsor groups having limited experience in development projects, involved higher program delivery costs than anticipated.

F. Lessons Learned

The Evaluation identified several key lessons learned from the successes of the Project Haven Program and issues that require further consideration in development of future initiatives.

Project Haven's success relates to the responsiveness of communities and close collaboration among all parties involved in the delivery of the Program. The resource requirements for multi-faceted collaboration need to be specifically identified in future initiatives. Shelters clearly provide valued services to clients and communities. Measures of longer-term program outcomes, however, need further development. The Program is seen as contributing to increased awareness of family violence issues and changing community attitudes. The Program was successfully targeted to many communities underserved in the past, but the resource requirements for delivering the Program in these areas need to be recognized.

Many more communities have needs for services for abused women, and the scale of the problem may suggest that policy and program alternatives need further consideration. In development of future initiatives, early and close consultation with other interested parties is essential. The housing needs and needs of special groups of abused women need further consideration, as do the responsibilities for on-going monitoring of shelters funded.

VI NEXT STEP PROGRAM: STATUS REPORT

The Next Step Program (1991-1995) was allocated \$20.6 million primarily to provide longer-term, second-stage housing for women and children from family violence situations. The goal of the program was to provide up to 250 units, 170 units of second-stage housing and 80 units of additional emergency shelter bedrooms. The second-stage housing was to provide

secure, self-contained housing for women leaving emergency shelters for an interim adjustment period.

Under Next Step, CMHC provides forgivable loans of non-profit groups for the capital costs of buying, building or renovating facilities. In the case of second-stage projects, the operating costs are expected to be covered through modest rents paid by the occupants. The emergency shelters require operating funding from provincial/territorial social services or Indian and Northern Affairs Canada (INAC), as in Project Haven shelters.

Based on experience with Project Haven, CMHC introduced modifications in the delivery of Next Step to enhance program delivery efficiency. Activities in 1991/92 focused on development of program guidelines to ensure these were in place before program delivery, and on consultation with provinces, territories and INAC. To maximize opportunities for design innovation, the unit design guidelines were made less specific than in the Project Haven Program. The proposal call process was simplified into one-step approach targeted to established sponsor groups with experience in family violence.

CMHC committed one, 4-bedroom emergency shelter project under Next Step in 1991, and an additional 91 units/bedrooms were committed in 1992. As of December 31, 1993, 15 Next Step projects have been completed with 53 first-stage bedrooms and 36 second-stage units. An additional 17 Next Step projects have been committed and are under development with 16 first-stage and 73 second-stage units. Dollar commitments to the end of 1993 totalled \$10.2 million, and \$8.1 million will be allocated for project development in 1994 and 1995. CMHC is considering an additional 19 project proposals with 26 first-stage bedrooms and 54 second-stage units which could be funded in 1994 and 1995.

Assuming projects are developed as proposed, an estimated 51 projects will be developed under Next Step, with 105 first-stage bedrooms and 163 second-stage units for an estimated total capital funding of \$18.32 million. It is anticipated that about twenty-three percent of Next Step projects and early twenty percent of the units will be provided for First Nations women.

2. SUMMARY OF EVALUATION FINDINGS

This chapter summarizes the key findings of the Final Evaluation Report in the following seven areas; the program context, program rationale, client profiles, program objectives achievement, program impacts and effects, program design and delivery, and lessons learned.

I. THE PROGRAM CONTEXT

Wife assault is a serious problem in all social, economic and cultural groups.

One in five Canadian women have been assaulted by their spouses or partners. Forty percent of women abused in their current marriages were assaulted more than once, and forty-four percent of violent spouses used weapons. A third of the women feared their lives were in danger. Nearly half of the women assaulted by their spouses suffered personal injury. Reported rates of spousal assault are similar across all educational groups, but are somewhat higher among younger women and lower income women. Higher rates of wife assault were reported in Western Canada than in the Atlantic Region.

In 1992/93, an estimated 312,000 women were assaulted by their spouses or partners.

Three percent of women who were married or previously married reported being abused in a twelve month period. About forty percent of these women reported that they had left the abusive situation, the large majority of these women (seventy-seven percent) going to stay with family and friends. Seventy percent of women who left abusive situation eventually returned home, the main reasons being for the sake of the children or wanting to give the relationship another try. About thirty percent of the women who did not use formal services said they did not now of any services or none were available. Forty percent said they did not want or need any help.

Spousal assault has far-reaching effects for children who witness violence in their homes and much of the violence remains hidden.

Statistics Canada data strongly supports a theory of an inter-generational cycle of violence. Women with violent fathers-in-law are three times as likely as women with non-violent fathers-in-law to be assaulted by their partners. Only sixteen percent of abusive spouses have ever received counselling, and only a quarter of spousal assaults are reported to police. Nearly a quarter of the women said they had used a social service of same kind, but nearly a quarter of the women never told anyone about spousal assault.

The number of shelters has increased by more than six times since 1980

In 1980 there were an estimated 57 shelters for abused women in Canada. By 1993, the number of shelters had increased to over 370. Nearly eighty percent of these are first-stage shelters or transition houses. Of all the shelters in Canada, roughly thirty percent were funded under NHA housing programs and twenty percent received funding under Project Haven.

II. PROGRAM RATIONALE

There is a substantial and continuing need for shelters to serve women and children from violent domestic situations.

Of the estimated 312,000 Canadian women who experienced spousal assault in 1992/93, less than 40,000 (about twelve percent) went to stay in emergency shelters in 1992/93. An estimated 6,000 individual women stayed in Project Haven shelters during 1992/93. As many as three times as many women used the shelters on a non-residential basis for information, support and other services. The available capacity of shelters in Canada falls far short of the potential demand compared with the numbers of women abused by their spouses each year.

Strong support exists for a federal role in capital financing for shelters.

Surveys of provincial and territorial government social services agencies and the regional offices of Indian and Northern Affairs Canada as well as shelter sponsor groups and CMHC field offices showed a clear consensus from all parties that the federal government has an important role to play in providing capital funding for shelters. Many noted that more federal capital is required to meet urgent needs in communities not served within the limited Project Haven program budget.

CMHC has valuable expertise to contribute in developing shelters

Strong support for CMHC's role in delivery of Project Haven was demonstrated in the evaluation. CMHC was able to provide essential project development expertise and assistance to sponsor groups less experienced in terms of shelter development in areas where no shelters had been developed in the past. Given the targeting of the Program to underserved communities, about three-quarters of the groups receiving Project Haven funding had no prior expertise in developing shelter projects. Sponsor groups reported benefiting from the assistance and support they received from CMHC field staff in developing their projects.

Provision of emergency shelters is an appropriate response to meet client needs for safety and accommodation in rural and Aboriginal communities.

Provincial and other funding agencies, sponsor groups and CMHC field staff were strongly supportive of the provision of emergency shelters to meet the needs of abused women in general, and of the appropriateness of this approach for serving rural and Aboriginal women. Some respondents felt that the approach had been less suitable for addressing their needs in remote locations, and for immigrant women and women with disabilities.

III. CLIENT PROFILES

Most Project Haven clients are younger, married women with one or two children.

The average age of women using Project Haven shelters was 32 years, nearly half were under age 30 and a third were between 30 and 40 years of age. Three-quarters of the women had children and nearly sixty percent brought their children with them to the shelters. Over 8,000 children

stayed in these shelters over the year. Nearly ninety percent of the women were abused by their spouse or live-in partner.

The majority of clients have limited independent financial resources.

Forty percent of clients were dependent on social assistance income and about a third worked in the home without pay. Twenty percent were employed for pay on full-time, part-time, or occasional bases. Nearly two-thirds of the women had not completed high school when they came to the shelters.

Many clients come from another community to the shelters.

Nearly half the women came from communities other than the ones where the shelters were located either because shelters were unavailable in their own communities or for reasons of personal safety. Over half the clients came from urban or suburban communities, twenty-eight percent from rural areas and seventeen percent from reserves.

Nearly a third of Project Haven clients were of Aboriginal status.

Reflecting the location of 24 Project Haven shelters on or near reserves to serve women from reserves, thirty percent of clients were Aboriginal women. Some other shelters serve geographic areas including Aboriginal communities and in some cases thirty to forty percent of clients in these shelters were Aboriginal women.

Small proportions of clients were immigrant women and women with disabilities.

Two Project Haven shelters are specifically targeted to serve immigrant women and women from ethnic communities. Overall, approximately seven percent of Project Haven clients were immigrant women. About seven percent of clients had some type of disability, including two percent with mobility disabilities, one percent with visual or hearing disabilities and five percent with other disabilities (mostly related to mental health problems).

Many clients have long histories of abuse and leaving abusive situations.

A third of the clients were women who had been abused for more than five years before their stay at the shelters. Two thirds of them had left the abusive partner before, and about half of them had been to a shelter before. A quarter of the women were living apart from their abusive partner prior to coming to the shelter.

Project Haven clients have similar characteristics to clients of previous shelters in similar areas.

Many Project Haven shelters were located in rural and reserve communities where no shelters had been available before to meet the needs of women in these communities. The socio-demographic characteristics of Project Haven clients were not significantly different from those of the clients in the comparison group of shelters developed under the NHA Special Purpose provisions over the

previous decade. Project Haven clients include higher proportions of Aboriginal clients and immigrant women than the comparison shelters which is consistent with program priorities.

IV. PROGRAM OBJECTIVES ACHIEVEMENT

Program unit targets were achieved with funding of 458 units in 78 shelters across Canada.

Half of the units developed were newly constructed and the rest provided by acquisitions, conversions or renovations of existing buildings. Twenty-one percent of the units represent 'saves' of pre-existing units in shelters which were experiencing financial or other difficulties and which would have been lost without funding provided in Project Haven.

Project Haven clearly serves the intended clientele of abused women and their children.

About eighty-five percent of the women using Project Haven shelters gave one or more forms of a abuse as their reasons for staying in the shelters. In total thirteen percent of clients used shelters for 'non-abuse' reasons (seven percent for housing reasons), some of these being clients placed at the request of community agencies including children in need of protection. Some clients are reluctant to disclose abuse when they first arrive at the shelters.

Project Haven shelters are providing short-term, emergency shelter.

The average length of stay of women in Project Haven shelters was two weeks which is the same as average lengths of stay in other types of shelters for abused women. Virtually all shelters have policies on the maximum length of stay but most allow for extensions related to the needs of clients for personal safety or to the difficulties of finding housing when leaving the shelters.

Project Haven clients were satisfied with the safety and security provided by the shelters.

All shelters have one or more safety features (such as alarms, intercom systems, steel doors, and rules for admitting non-residents) to ensure the protection of clients using the shelters. Many also have bars on windows, Plexiglas and frosted glass in ground floor windows. Additional video surveillance and fencing to improve site security were seen as desirable by some shelter staff. Almost all women using the shelters reported that the security features helped them a lot when they stayed at the shelters.

Shelters provide a wide range of services to residential and non-residential clients which the clients feel are helpful to them.

Operating funding is provided by provincial or territorial governments or by Indian and Northern Affairs Canada to fund the staffing and other costs to providing services to clients. Shelters vary in the range of services provided within the shelters and in the geographic areas served. Many shelters provide follow-up support services to clients after they leave the shelters, and most have extensive non-residential information and support services as well as community outreach, advocacy and education related to family violence issues. Three-quarters of the clients said these services had helped them a lot and over twenty percent they had helped in some ways.

Many different approaches or service models are used in different shelters related to service philosophies and community needs including culturally-appropriate models in Aboriginal communities.

Some shelters focus primarily on providing services to the women who use their services which others adopt more comprehensive approaches to provide services for the women, the children, and abusers. Many Aboriginal shelters have adopted holistic approaches that address the needs to heal the problems related to family violence at several levels including the community, the family and the individual. Some shelters have developed extensive networking with other agencies to promote coordinated approaches to services while others are the main service providers in the communities.

Most shelters provide an adequate standard of housing suitable to meet the needs of clients.

Physical housing standards are met or exceeded in almost all shelters, but CMHC inspections suggest that an estimated sixty percent of the shelters have needs for repairs. For all 78 Project Haven shelters, the estimated repair costs were \$156,000. Over sixty percent of shelters feel they provide suitable facilities for children. Privacy for women, child care services and safe outdoor areas for women were identified as concerns in some shelters.

Shortages of second-stage and affordable housing make it difficult for women to find interim and longer term permanent housing when they leave Project Haven shelters.

Few of the Project Haven communities have any second-stage housing, most have limited subsidized housing and virtually all have shortages of affordable housing. Shelters and former shelter users report serious difficulties for women to find decent, affordable housing when they leave the shelters. Less than a third of the clients applied for subsidized housing and only four percent moved into subsidized housing when they left the shelters. Only two percent of the women moved into second-stage housing when they left the shelters. Some Aboriginal communities do not feel that second-stage housing is appropriate, and many report severe shortages of adequate housing. Forty-four percent of these shelter clients returned home, twenty-seven percent to an unchanged situation following stays at these shelters. Further study is required of the housing needs of shelter clients in larger urban centres.

V. PROGRAM IMPACTS AND EFFECTS

Project Haven increased the shelter capacity in Canada by about twenty percent but there is substantial potential unmet demand.

Statistics Canada data suggest that less than twelve percent of abused women are served by existing shelters (including Project Haven shelters) each year. Thirty-three percent of abused women leave their abusive situation and stay elsewhere, most often with friends and family members. Although forty percent of abused women say they do not want or need help, about a third did not know of any services they could use. Provincial and other agencies noted that serious unmet needs for shelters exist in many communities not reached by the Project Haven Program. Even communities served through Project Haven and other shelter programs may have more

demand for services than can be accommodated. Analysis of CIS data suggests that women using services from shelters and community agencies are less likely to return to an abusive situation.

A major short-term impact of Project Haven shelters has been to increase awareness of family violence problems.

There is a broad consensus among government agencies, shelter sponsors and community representatives that Project Haven shelters have had the effect of increasing awareness of family violence issues in the communities where they are located (and in some cases over a broader geographic area). However, few respondents believe that there has been any reduction in violence against women in these communities, and most feel it would be unreasonable to expect such effects in the short term. Almost all agree that more women are disclosing abuse in these communities than before the shelters were established, that shelters have an impact on women's behaviour, and that community attitudes are changing. Case studies suggest that communities are at many different stages in terms of community resistance toward dealing with family violence issues and of developing community support for shelters.

Shelters have significant impacts on the clients served by providing alternative to staying in abusive situations and supporting women dealing with abuse problems.

Shelters provide women with a choice and alternatives to staying in abusive situations. They also offer support for women to deal with abuse problems in their lives. Many women return home and to the shelters several times over a period of years, and most shelters emphasize support for women to make their own decisions. Seventy percent of abused women leave situations without using shelters, most of them staying with friends or relatives. Many of these women return home after a short stay elsewhere. CIS suggest that women who receive support services at shelters and after leaving the shelters are more likely to establish living arrangement away from their abusive partners. Longer term studies are required to assess the relationship between shelter use and the attainment of abuse free living.

Project Haven sponsor groups identified the needs for more second-stage housing to serve women leaving the shelters.

Most Project Haven clients do not have the opportunity to move to second-stage housing in their communities but all viewed it as desirable because of the safety and support provided. Sponsor groups identified the need for second-stage housing to provide an alternative for women leaving the shelter since few of the Project Haven communities have second-stage housing, the program seems likely to increase the demand for this type of housing alternative.

Policies to improve access to subsidized housing have limited impact on addressing the housing needs of shelter clients in rural, remote and on-reserve communities.

Although most areas have policies to give priority to abused women leaving shelters, the limited supply of subsidized units and low turnover rates in the communities studies lead to long waiting periods for women wanting to move into this type of housing where it is available. Shortages of affordable housing were identified in almost all Project Haven communities as a problem for

women leaving shelters. Women leaving shelters are under pressure to find housing in a short time and often take the first place available, which is often inadequate and unsuitable for their families. Overcrowded and inadequate housing conditions were reported by representatives in most Aboriginal communities. These representatives noted that Aboriginal women often have little choice but to return to the abusive situation, leave the community or move into overcrowded housing.

Women with some types of special needs are not adequately served by shelters with current staffing resources.

Shelters are making significant efforts to meet the special needs of many types of clients. Shelters would like to be able to improve their services for clients with special needs such as mental health problems, alcohol abuse, or multiple problems, which are very difficult to serve because shelter staff may lack specific expertise and time to meet these needs.

VI. PROGRAM DESIGN AND DELIVERY

Overall financing approach used in Project Haven was highly effective for development of shelters.

Funding agencies and sponsor groups found the forgivable capital financing mechanism used in Project Haven to be effective or very effective for funding shelters. CMHC staff noted that Project Haven financing was simpler, easier and faster to deliver than financing through non-profit mortgages.

Sources and levels of operating funding vary considerably and some shelters may be under financial pressures.

The main sources of operating funding are provincial/territorial governments and Indian and Northern Affairs Canada which provide core operating grants and/or per diem allowances related to the number of clients served. Most shelters depend on funding from other sources such as municipal contributions, charitable donations, fund raising and other grants to cover their operating costs. Forty percent of Project Haven shelters felt that their operating funding was not sufficient to cover operating costs and nearly forty-four percent said that their operating funding had not increased sufficiently in the past two years to meet the rising costs. Most shelters derive ten to twenty percent of their operating revenues from their own fund-raising activities.

Capital cost control mechanisms were effective in developing cost-effective projects but the unit maximums were not always adequate.

The \$45,000 unit capital cost guideline was viewed as adequate by eighty-five percent of the Project Haven sponsor groups whereas twenty-five percent of CMHC delivery staff felt it was inadequate. Some sponsor groups were able to raise additional capital (or \$2,000 to \$8,000) to supplement the Project Haven capital funding. In other projects costs were cut to bare bones and there was inadequate provision of administrative and counselling space and for play areas for

children and outdoor security enclosures. Particular difficulties were noted in new construction projects and in areas with high land costs.

Start-up (PCL) funding was generally adequate but more flexibility may be desirable.

A third of CMHC field staff felt that the PCL funding was effective in fostering the development of new sponsor groups while a third felt that it was ineffective. Two-thirds of CMHC field staff felt that the dollar amounts were adequate compared as did seventy-seven percent of sponsor groups. Amounts were less adequate for new groups or for groups wishing to provide services to Aboriginal women, rural and immigrant women, and women with disabilities. More flexibility for the amounts of PCL funding was suggested related to the situations and types of projects involved.

While provisions for regular maintenance appear to meet the needs, there are limited provisions being made for major capital replacement.

About ninety percent of Project Haven sponsors said they were able to cover the cost of regular maintenance and minor repairs (which average \$3,200 in 1992-93) from their operating budgets. The average maintenance expense in a comparison groups of Special Purpose shelters was \$4,800 in 1992-93 for older projects developed during the 1980's. Since receiving Project Haven funding, forty-one percent of the sponsor groups had undertaken major repairs financed through additional government grants (thirty-three percent), fund raising or other sources of funds (twenty-eight percent) or from cut-backs in their operating budgets (twenty-eight percent). Only eleven percent had used monies from reserve funds. Half of the shelters reported that they have reserve funds for major repairs but seventy percent of these felt that the amounts would be inadequate. Less than twenty percent of CMHC and forty percent of provincial staff felt that groups were accumulating adequate repair funds (but sixty percent of CMHC staff said they did not know). A major portion of the Project Haven stock may be at risk should major capital expenditures be required in the future.

Most Sponsor groups were satisfied with CMHC program delivery.

Two-thirds of Project Haven sponsor groups reported satisfaction with their experience dealing with CMHC, while seventeen percent had a mixed experience and thirteen percent were dissatisfied. The highest rates of satisfaction were expressed concerning the accessibility of CMHC staff to meet the sponsors' needs. Groups were least satisfied with program guidelines, time frames, and CMHC assistance since the shelter opened. Three-quarters of provincial/territorial agency staff and two-thirds of INAC staff rated CMHC's role in program delivery as effective or very effective, the rest not providing a rating.

Project management by most sponsor groups was effective in most areas.

Almost all sponsor groups (eighty-seven percent or more) rated themselves as very effective or effective in six areas of management activities. Ratings by CMHC and funding agencies were somewhat lower than those from the groups themselves, particularly in the areas of financial management and compliance with CMHC agreements. There is little evidence of management difficulties for Project Haven groups. however, twenty to thirty percent of CMHC and other

agencies respondents provided 'don't know' responses which may raise some question about the extent of on-going monitoring being undertaken.

Selection methods to fund the 'best' proposals were only partially successful.

Project Haven involved a two-stage proposal call method, a clearly defined set of criteria for proposal selection and the involvement of provincial and other funding agencies in the selection processes. The selection methods were seen as being effective in funding the 'best' proposals by fifty percent of provincial and other funding agencies, and by forty-one percent of CMHC field staff. Forty percent of CMHC field staff reported that the selection processes themselves were not cost-effective, and more than a third felt the processes were ineffective in eliciting high quality proposals. The data suggest that the over-riding considerations in selection of Project Haven funded was the need and demand for shelters which influenced decisions of provincial and other funding agencies to approve operating funding.

Project Haven delivery cost was \$3.58 million over four years.

The Program delivery costs were higher than initially expected which was largely attributed to the amount of CMHC staff time involved in assisting groups with limited experience developing projects. The average unit delivery cost under Project Haven (\$7,817) was lower than the cost of delivering units under the Rural and Native rental program (\$8,725) and RNH ownership program (\$11,478). Given the large component of Project Haven delivered in rural and reserve communities, the delivery costs for Project Haven were within a reasonable range for the type of activity involved. Involvement of provincial and other funding agencies in project selection and development was found to increase the quality of the projects developed to a greater extent than they increased delivery time which implies net efficient gains from involvement of other funding agencies.

Collaboration between CMHC and other funding agencies was effective in Program delivery.

Provincial and other funding agencies were generally satisfied with the collaboration between themselves and CMHC during the delivery of Project Haven. Both formal mechanisms (regular meetings and joint committees) and informal mechanisms (face-to face, telephone contacts were used. However, there is a strong message that most were dissatisfied with the extent of prior consultation before the Program was launched. They expressed a strong desire for greater involvement in program design in any future initiatives to allow their suggestions to be incorporated before a program is launched.

VII. LESSONS LEARNED

Successful delivery of the Project Haven related to responsive conditions in communities, collaboration among governments, and CMHC project delivery expertise.

The Evaluation found that Project Haven was highly successful in providing shelters in communities with outstanding needs and meeting the needs of women from abusive situations. Success in delivery of this Program would not have occurred without a prior condition. The

responsiveness of communities and organizations concerned with family violence issues in their communities. Given such conditions in many communities, CMHC was able to develop collaborative working relationships with funding partners and groups and apply its own program delivery expertise to effectively develop shelter projects in a range of types of communities. The findings emphasize the importance of all of these circumstances to ensure success of these initiatives.

Close and on-going collaboration between CMHC and other federal agencies, especially Health & Welfare Canada are required at program, policy and evaluation levels.

Several functions are involved in interdepartmental initiatives, including program operations, policy development and evaluation. Throughout, coordination of activities such as consultations with other governments and interest groups, and data gathering are essential to not only minimize duplication and overlaps, but also to maximize efficient use of resources and the quality of the outcomes. While the benefits of collaboration were considerable, the resource requirements needs to be specifically identified and provided for at all levels in future initiatives of this nature.

Shelters provide valued services to clients but measures of longer-term program outcomes need further consideration.

Project Haven increased the capacity of shelters to meet the needs of abused women, and had a direct impact on the women who used the services, providing choices and alternatives to staying in abusive situations. However, ending abuse is sometimes a longer-term process, particularly for women with limited financial resources and in communities where available housing alternatives are limited. Evaluation of short-term outcomes tend to focus on program deliverables and only longitudinal studies conducted several years following development of shelters can provide assessments of the longer-term outcomes for many of the clients served.

Project Haven contributed to increasing community awareness of and changing community attitudes toward family violence.

Case studies and surveys conducted for the evaluation indicate that shelters play important roles in public education and raising community awareness of family violence issues. However, the longer term impacts of these changes in reducing family violence may not be evident for some time. Indeed, impacts on the inter-generational cycle of domestic violence could not be assessed for many years. The long term nature of many of the issues suggests that a long term evaluation would be required to investigate the impacts of these changes.

Project Haven was successfully targeted to many rural and Aboriginal communities unserved in the past.

A key success of the Program was in achieving the targeting to communities which had no shelters in the past. However, it should be recognized that successful development of shelters in these types of communities involved considerable effort on the part of the communities themselves (such as in overcoming resistance), and on the part of the program delivery agency. Program

delivery is more time-consuming and resource intensive in these communities when inexperienced sponsor groups are involved.

Approaches to family violence and services provisions vary considerably with the community context.

The Program was able to accommodate a considerable range of approaches to provision of shelter services. Service models and modes were developed to respond to the particular community situations, needs and priorities. Considerable flexibility is required in any program design to accommodate these different approaches. Opportunities for information sharing among shelter providers could enhance dialogues on service models and approaches.

Many more communities have needs for services for abused women.

Although the extent of unmet demand for shelter services is difficult to determine precisely, it is clear from the scope of the wife assault problem and from the views expressed by provincial and other agencies that many more communities have needs which could not be met within the Project Haven budget. A conservative estimate suggests that the shelter capacity in Canada could be doubled before all the needs were met. The potential capital and operating cost requirements to address the scale of the problem may suggest that policy and program alternatives need further consideration.

Policy and program consultation on any future initiatives is required at an early stage.

Though collaboration on program implementation was reported to be very effective in most cases, a clear message emerged from the Evaluation that provincial and other agencies are interested in more intensive consultation in the policy development stage of any future initiatives. Provincial and other representatives noted that opportunities for improvement may be missed when options are not fully explored in the planning stages.

Needs of some groups of abused women have not fully addressed by past initiatives.

Abusive women who also have other special needs related to mental health problems, substance or alcohol abuse, behavioral or personality disorder are difficult to serve and place considerable burdens on shelter staff. These women may tend to be passed from agency to agency. A coordinated approach of assisting women with multiple problems would need to be developed in consultation with agencies familiar with these types of problems.

Enhanced housing opportunities for women leaving shelters needs to be developed.

Most communities with Project Haven shelters do not have second-stage housing, may have limited subsidized housing and some (particularly in reserve and small rural communities) have little affordable housing of any kind. Lack of alternative housing has direct impacts on the clients and the shelters leading to longer stays in shelters reducing the capacity of shelters to serve other women, repeat use of shelters by women who have returned home, and extended cycles of abuse. Policies of giving priority to women from shelters for subsidized housing may have limited

usefulness in communities with few subsidized units where turnover rates are very low. Other housing options need to be developed, particularly in smaller communities.

Responsibilities for on-going monitoring of Project Haven shelters require clarification.

Federal capital investment in Project Haven shelters is subject to fifteen year agreements with sponsor groups. On-going operating funding is provided by provincial and other agencies involving annual budget approvals processes. While operating budgets provide for on-going maintenance of the buildings, major capital cost replacements are dependent on sponsor fund raising and one-time grants. Under these conditions some risk of loss of the facilities and the services they provide may arise consideration of the responsibilities for ensuring adequate maintenance of the facilities over and beyond the fifteen year agreements seems warranted.