

**FINAL 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**

**June, 1995**

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

## **EXECUTIVE SUMMARY**

### **I INTRODUCTION**

CMHC's Final Evaluation Report on the Project Haven Program 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 to 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 abused women and their children. 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 payments 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 to 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. The 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 80 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 18 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 serving 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 60 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 20 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, 28 percent from rural areas and 17 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 30 to 40 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, 51 percent were provided by new construction and 49 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 85 percent of the women using the shelters gave one or more forms of abuse as their reasons for coming to the shelters. About 13 percent of clients gave non-abuse reasons. Some of these clients were housed at the request of community agencies and others were women who did not disclose abuse when they arrived at the shelters.

The client data shows that roughly 70 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 2 percent of Project Haven clients moved to second-stage housing, and only 4 percent moved into subsidized housing when they left the shelters. Forty-four percent returned home, 27 percent of which were to unchanged situations. Fourteen percent moved into private market rental units, 16 percent went to stay with family or friends, 5 percent moved to another shelter, and 11 percent did not indicate where they were moving.

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 20 percent but there is still substantial unmet potential demand. Approximately 12 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 40 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 compiled 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 significant efforts to serve clients who have multiple needs and the shelters would like to be able to increase 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 has 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 44 percent said their operating funding had not increased sufficiently in the past two years to cover rising expenses. Most shelters derive 10 to 20 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 15 percent of the sponsor groups and 25 percent of the CMHC field staff. Some sponsor groups were able to raise additional capital, providing a modest leveraging effect.

Although the amounts of 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 amounts 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 70 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 partnership 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 developing 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 to 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 a 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 23 percent of Next Step projects and nearly 20 percent of the units will be provided for First Nations women.

# **I INTRODUCTION**

## **A. Background**

In 1988, the federal government launched the Federal Family Violence Initiative (FVI) and announced a \$40 million allocation for the four-year period 1988 to 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.

The goals of the FVI were a) to support and encourage initiatives which would reduce the incidence and effects of family violence in Canada; b) to underline the need for partnership and co-operation with provincial and territorial governments, communities, and the voluntary sector; and c) to focus public and government attention on the issue. The \$40 million was allocated among six federal departments over the 1988 to 1992 period. A significant portion of this amount, \$22.21 million, was allocated to Project Haven.

The responsibility for delivering the Project Haven Initiative was assumed by Canada Mortgage and Housing Corporation at the request of Health & Welfare Canada. "The Corporation agreed to assist the Department of Health & Welfare by delivering Project Haven as an innovative, socially-responsive program that complements other government initiatives against family violence." (Summary, 1990-94 Corporate Plan). The priority in the Program was to be directed to those areas that were underserved with these kinds of accommodation.

The Order-in-Council authorizing CMHC to deliver Project Haven stated the objectives as follows:

The primary objectives of the project are to establish whether it is useful to develop on an intermediate and long-term basis shelters for the emergency temporary housing of victims of family violence through the provision of conditionally non-repayable financing, and to determine the intermediate and long-term housing needs of the users of such shelters with a view to determining an appropriate housing policy response. (Order-in-Council, PC 1988-742, April 21, 1988).

In terms of program targets, the July, 1989 Order-in-Council stated that Project Haven was "intended, during the years 1988 to 1992 to support the provision of 400 to 650 temporary shelter units and associated facilities for use by victims of family violence." (Order-in-Council, PC 1989-1474, 1989).

The CMHC Guidelines and Procedures Manual for Project Haven reflected the intent to increase housing services in the context of a demonstration program, and stated two objectives:

1. to increase the number of shelter spaces available to victims of family violence; and
2. to establish whether it is useful to develop, on an intermediate and long-term basis, shelters for the emergency temporary housing of victims of family violence through the provision of conditionally non-repayable financing, and to determine the intermediate and long-term housing needs of the users of such shelters with a view to determining an appropriate housing policy response.



## **B. The Evolution of Federal Involvement in Family Violence Initiative**

Recent research has increased the understanding of the scope and nature of violence that occurs within the family and the needs for support and services. A 1987 report by the Canadian Advisory Council on the Status of Women estimated that each year as many as one million women in Canada may be battered by the men with whom they live. The 1982 Canadian Urban Victimization Survey of seven cities identified 11,000 incidents of wife assault, a rate of 4 per 1,000 women in the population. Fifty per cent of the assaults were repeat offenses and a majority resulted in injury. More than half of all the assaults recorded were not reported to the police for a variety of reasons. The Canadian Centre for Justice Statistics reported that in 1986 nearly two-thirds of all female homicide victims were killed by a family member, most frequently by their spouse. As information and the demand for services have increased, governments at all levels have come under pressure to address the problem.

### **1. Pre-1988 Federal Involvement in Family Violence Initiative**

During the 1980's, family violence issues emerged on the federal political agenda due to a number of factors, the most important of which was the influence of women's groups and of professionals in the health, social services, and criminal justice sectors who were dealing with the victims of family violence on a daily basis. Public awareness of wife, child, and elder abuse and concern about family violence has increased significantly in the past decade. There is growing recognition that family violence is an unacceptable social behaviour which has serious social and criminal consequences for individual Canadians, families, and society as a whole.

Responding to these issues, the federal government undertook several key initiatives during the 1980's. Some highlights of these initiatives were as follows:

Committee on Sexual Offenses Against Children, established in December 1980, and the release of the Committee Report (the Badgley Report);

Working Group Report (1984) of the federal, provincial, and territorial Ministers responsible for the Status of Women which reviewed existing programs, identified gaps, and developed a set of co-ordinated initiatives to address abuse;

The 1983 report of the F/P Task Force on Victims of Crime contained 79 recommendations for improvements to the criminal justice system to benefit victims of wife abuse, child abuse, and abuse of the elderly;

The Special Committee on Pornography and Prostitution established in 1983 studied the problems associated with these issues including child pornography and juvenile prostitution;

In June, 1986, the federal response to both the Badgley and Fraser Reports included proposed changes to the Criminal Code and other related legislation, and a total of \$25.1 million was allocated over five years in support of child sexual abuse initiatives in three broad areas: prevention, protection, and treatment;

In December, 1986, the Family Violence Prevention Division was created in the Department of National Health and Welfare with a mandate including the functions of the National Clearinghouse on Family Violence, co-ordination of all federal government initiatives in the area of family violence, and intergovernmental consultation to strengthen existing programs and develop new programs and services aimed at preventing family violence. The National Clearinghouse on Family Violence "was established in 1982 to collect, analyze and distribute information about violence in the family. It is a major resource centre for social service organizations, libraries, government agencies, professionals and others concerned with family violence issues." (Health & Welfare Canada, Program Evaluation Assessment Study of the Family Violence Prevention Activities of Health & Welfare Canada, Program Audit and Review Directorate, Nov. 22, 1989, p.4). The NCFV has two parts: one being a resource centre with a reference collection of more than 3,000 books, periodicals, and articles; the other being a distribution centre with publications purchased and reprinted for distribution;

In November, 1987, the Minister of Justice announced a comprehensive \$27.2 million federal initiative to assist victims of crime;

Legislative amendments (Bill C-15 and C-54) following from the recommendations of the Badgley and Fraser Reports to improve protection of children against sexual abuse and facilitate child testimony and to deal with exploitation of children;

In November, 1987 and May, 1988, the federal government proclaimed in two parts, the Family Orders and Agreements Enforcement Assistance Act which enhances enforcement of spousal and child support orders and agreements, and by allowing access to federal databanks permits garnishment of federal monies owing to the debtor spouse.

Under the constitutional division of powers in Canada in the fields of health, social services and the administration of justice, the provincial and territorial governments have the responsibility of delivering services related to family violence issues. The federal government provides financial assistance to social services activities by way of the Canada Assistance Plan (CAP) which provides for federal cost-sharing of up to 50 per cent of provincial/municipal social assistance and welfare services costs for persons in need, including women and children from violent family situations in transition houses and emergency shelters.

## **2. 1988-1992 Federal Family Violence Initiative**

In June, 1988, the federal Ministers of Health & Welfare and the Status of Women announced the commitment of \$40 million to be spent over the next four years to help address the problem of family violence. The new funds were allocated to six departments as follows:

\$22.21 million to CMHC for creation of additional shelter units for abused women and their children;

\$5.71 million to Health & Welfare Canada for research, consultation, public awareness and information, and community-based native projects;

\$3.28 million to the Secretary of State to augment grants and contributions to women's and other voluntary organizations and improve outreach, research and public education, assist victims of family violence from cultural and racial communities, assist Aboriginal women's organizations and disabled people's organizations;

\$3.0 million to Indian and Northern Affairs to enhance existing programs and funding community-based initiatives carried out by Indian bands including measures to promote existing support networks and to improve training;

\$3.0 million to the Department of Justice for research, public legal information, and demonstration projects including training community volunteers and legal professionals; and

\$2.8 million to the Solicitor General to expand existing programs and implement model programs in the areas of policing and crime prevention, professional training for police, corrections officials and others, and corrections services.

### **3. CMHC's Role in Pre-1986 Housing Initiatives**

Since the mid-1970's, a range of housing and other services have been created for women experiencing violence in their homes. From 1978 to 1986, the NHA Non-Profit Housing Program (Section 95) allowed for the provision of "special purpose" housing including first- and second-stage shelters. CMHC responded to concerns expressed by women's organizations, Transition House Associations, and others about the lack of alternatives for women leaving first-stage shelters which to some extent may have contributed to women returning home to abusive situations. Previous studies have shown that the typical lengths of stay in first-stage housing are one to six weeks, whereas, second-stage housing provides secure, supportive housing for several months to a year, allowing women more time to adjust their lives and family circumstances after leaving an abusive situation. Some studies of second-stage shelters suggest that most of the clients using second-stage shelters are referred to them from first-stage shelters in the local community. Estimates suggest that communities with first-stage shelters would have sufficient demand for second-stage shelters given the short lengths of stay permitted in the first-stage shelters.

CMHC's funding and development of first- and second-stage housing projects for abused women sponsored by non-profit organizations was enhanced by the availability of Proposal Development Funding (PDF) through the NHA. PDF takes the form of a loan which is recoverable through the mortgage financing when a project is approved or is forgiven when a project does not proceed. PDF funds may be used to finance incorporation of a non-profit group, covers the costs of developing a proposal, and fees associated with placing options on sites or properties before mortgage commitment. Such funding plays an important role in assisting the development of community-based, non-profit organizations and allows them to access the expertise required, such as by using housing Resource Groups to develop successful project proposals. The availability of PDF funding has fostered the delivery capability of non-profit organizations to meet the needs of abused women at a community-level across Canada.

Therefore, CMHC had prior experience in the delivery of these types of projects which could assist in its delivery of Project Haven funding. As well, the Project Haven initiative was able

to benefit from the existing, community-based capacity to deliver housing and other services for abused women.

#### 4. Project Haven and CMHC's Role (1988-1992)

CMHC assumed the lead role in program delivery and administration for Project Haven at the request of Health and Welfare Canada (HWC). CMHC was responsible for soliciting expressions of interest, selecting specific project proposals, granting precommitment loans for proposal development, negotiating project costs, commitment of capital financing, inspections of buildings during construction/renovation, and administration of project financing and compliance with the Project/CMHC Mortgage or Operating Agreements for the fifteen-year term of these agreements.

Under the terms of its agreement to deliver Project Haven, CMHC also assumed the responsibility for collecting and analyzing data on the projects funded and for evaluating the program. The administrative data on Project Haven were compiled through the Program Delivery System (PDS) which required some modification of the data system used for other types of non-profit housing projects. PDS compiled data on project characteristics and funding at several key stages up to the final commitment of funds based on final capital costs.

CMHC was responsible for undertaking an evaluation of Project Haven and to report the findings to the government. This evaluation had to consider the broader context given that Project Haven was implemented as one component of the wide range of FVI initiative. CMHC actively participated in an Interdepartmental Evaluation Working Group with representatives from the other federal departments involved in the federal FVI. The purposes of the Evaluation Working Group included co-ordinating information requirements and collaborating on the evaluation approaches and criteria employed. The individual departments' evaluations of their activities will be forwarded to Health & Welfare Canada which is responsible for preparing a consolidated evaluation report on the FVI as a whole. The integrated report evaluating the FVI is scheduled to be completed by March 1994 for use by the central agencies.

#### C. Program Description

Project Haven projects may be referred to as emergency, crisis, short-term shelters, transitional homes, safe houses or satellite homes. For the purposes of this report, Project Haven projects are described as "first stage shelters". The definitions of first- and second-stage shelters are as follows:

**a shelter:** is defined as a physical structure intended to provide safe, secure accommodation and offering support services for abused women. The physical structure may vary from a multi-unit dwelling to a single unit of accommodation.

**first-stage housing:** is defined as secure, temporary accommodation which provides protection, support, and assistance for women generally for up to six weeks (though maximum lengths of stay may vary across shelters). Women may come to first-stage shelters following a crisis event in their domestic situation, or be considered as having an emergency need for shelter because they have no other safe place they can go after

leaving an abusive spouse/partner. First-stage housing generally offers rooms or hostel-type accommodation with common living and dining areas where residents participate in meal preparation and housekeeping.

**second-stage housing:** is defined as secure accommodation with support (including peer support from other residents) and referral services for women who require a longer stay than first-stage shelters are able to offer. There are generally maximum lengths of stay which may be up to a year or more, but the shelters do not provide permanent housing for the clients. Second-stage housing generally provides self-contained units for residents with more independent living and dining areas than in first-stage housing.

Projects were eligible under Project Haven provided they provided short-term (that is, first-stage) shelters for abused women and their children and were within the eligible project costs defined. Second-stage housing projects for abused women were not eligible for Project Haven funding.

To be eligible to receive funding, Project Haven sponsors had to be private non-profit corporations, Indian Band Councils or individuals representing an organization to be incorporated in the future. Precommitment, interest-free development loans (PCL) were available to sponsor groups whose proposals were selected to proceed after the initial review. These loans were for the purpose of preparing a final application for the commitment of Project Haven forgivable loans and could cover costs such as: start-up administration costs, consultant services, land options/offers-to-purchase, fees and charges, and other expenses in finalizing their application.

These precommitment loans were funded from the Project Haven budget line. When a mortgage commitment was made, the amounts advanced as precommitment loans were covered in the final project costs and formed part of the Project Haven mortgage. If the project did not proceed to mortgage commitment, the amounts advanced as precommitment loans were forgivable and written-off under the Project Haven budget line.

Capital funds were provided through the Project Haven Program in the form of conditionally non-repayable financing which was fully-forgivable and interest-free for non-profit community groups to create shelters for abused women on a short-term tenure basis. Mortgages were provided by CMHC, and forgiven at the rate of one-fifteenth of the mortgage amount per year over the fifteen-year period, provided that the sponsor groups continue to operate the facility as a shelter under the terms of the mortgage agreement.

CMHC established guidelines for eligible projects and unit sizes. Sponsor groups could use the capital funds to construct new buildings or purchase and rehabilitate existing structures. Project Haven projects could be entirely new projects, involve expansion of existing projects, or in exceptional cases could be existing shelters in financial difficulty or those that required funding for repair or renovation to "save" units in pre-existing shelters. The program provided funds for "saves" only in situations where the existing shelter projects would have been otherwise lost due to economic problems.

For the purposes of Project Haven, a "unit" is termed a hostel room which was defined in the CMHC Guidelines and Procedures Manual as "the accommodation required by a woman with

or without children. A hostel room can vary from a bedroom in a house/building with shared facilities to a self-contained unit. The number of beds/persons in a hostel room is not limited (e.g., one hostel room with four beds would accommodate one woman and her three children)." (CMHC Guidelines and Procedures Manual, Section 1.5).

CMHC adopted a maximum capital cost guideline of \$45,000 per hostel room, and the maximum size per hostel room was defined as 32.5 square meters. Eligible costs under the program included "hard furnishings" such as appliances, furniture, and bedroom and kitchen equipment. Soft furnishings such as bed linen, tablecloths, dishes and cutlery were not eligible.

Program guidelines also recognized the unique circumstances faced by women using Project Haven shelters, including loss of personal possessions, the lack of a sense of security, and the need for a sheltered environment. It was expected that Project Haven shelter designs would include the following components: controlled access and a secure area, a common lounge-living room area for adult interaction, an indoor play area for children, eating-food preparation areas, a secure outdoor recreation area, facilities for laundry, storage, and sleeping and grooming areas that recognize privacy needs, provide changing facilities for babies, shelving for clothing, etc.

Project operating assistance was not provided under Project Haven. Sponsor groups had to secure an assurance of operating assistance from the responsible provincial, territorial, or other agency prior to CMHC's commitment of funds.

#### **D. Phase 2: CMHC's Next Step Program**

In February 1991, the federal government announced a second four-year phase of funding for initiatives on family violence. Under the new 1991-94, \$136 million federal initiative, CMHC received an allocation of \$20.6 million which included \$4 million for additional emergency shelters to be funded along similar lines as Project Haven and \$16.6 million for a new program called "Next Step" to provide longer-term, second-stage housing.

The Next Step Program (1991-94) is intended to provide secure, self-contained housing for women leaving emergency shelters for an interim adjustment period. CMHC provides grants to non-profit groups for the capital costs of buying, building, or renovating facilities. Between 150 and 170 dwelling units are expected to be delivered. While CMHC funds the capital costs of the housing through fully-forgivable mortgages, the operating costs for the second-stage units are expected to be covered through modest rents paid by the occupants. The emergency shelter units developed under the Next Step Program will require operating per diems from either the provincial/territorial governments or Indian and Northern Affairs Canada (INAC). In general, program targets for the second-stage units are urban centres where existing services for family violence could be accessed by residents.

## **E. Reasons for the Evaluation**

The Order-in-Council directing CMHC to assume the lead role in delivery of Project Haven specified that CMHC would be responsible for the collection and analysis of data and the evaluation of findings, in consultation with Health & Welfare Canada. The primary purpose of the evaluation was to assess the extent to which the initiative was implemented as intended and whether the program objectives were achieved. Furthermore, to the extent that Project Haven was a four-year experimental or demonstration program, evidence from the evaluation can provide input to discussions about future federal initiatives in this field.

The CMHC evaluation of the Project Haven component of the overall federal FVI was conducted in consultation with HWC and the results are being utilized by HWC as one input to the overall evaluation of the FVI. An interim evaluation report on the Project Haven program was completed in March, 1992 (Interim Report Project Haven/Next Step Initiative, Program Evaluation Division, CMHC, March, 1992).

## **F. Scope of the Evaluation**

The focus of the Project Haven Evaluation was on the 78 projects funded between 1988 and 1992 under this special initiative. The primary evaluation issues addressed relate to CMHC's delivery of the housing services provided and the clients served. The evaluation did not consider the effectiveness or adequacy of the human services provided in the shelters funded, these services being the responsibility of provincial/territorial agencies. However, the evaluation documented the services provided to women in the shelters, and the usefulness of shelters to the clients served. The evaluation considered the potential contribution of Project Haven to the broader objectives of the Family Violence Initiative as a whole.

Although the evaluation focused on Project Haven projects, consideration was also given to what may be learned from pre-existing shelters providing similar services over a longer time period. A comparison group of 20 shelters funded under the Section 95 Non-Profit Special Purpose Housing Program was included in some components of the evaluation activities. The sample of the 20 Special Purpose shelters were chosen as a comparison group for use in analysis of client profile, program cost, and cost effectiveness issues.

In addition to the focus on the Project Haven program, this report provides an update on Program activity as of December 31, 1993 under the Next Step Program (1991-1995).

## **G. Data Sources**

In the course of this evaluation, a number of data collection and data compilation activities were undertaken.

### **1. CMHC Client Information System**

The CMHC Client Information System (CIS) was a one-year data collection activity in which information was collected from clients using shelters. This system was implemented in all 78 Project Haven shelters as well as a comparison group of 20 shelters for abused women funded

under the Non-Profit Special Purpose Housing Programs. Shelters were selected for the comparison group in order to reflect in so far as possible an overall match with Project Haven shelters based upon the following characteristics: regional distribution (reflective of the distribution of Project Haven shelters across Canada), project size, location (rural or urban), and project client group (primarily Aboriginal or other clients).

The purpose of this system was to provide a profile of all clients using shelters including background information, client needs, service use, client satisfaction with shelters, housing problems and service gaps. The system consisted of a Monthly Resident Summary which collected information from all clients entering and leaving shelters on a set of key characteristics for each month over a one year period (December, 1992 to November 30, 1993 in French-speaking and bilingual shelters and from October, 1992 to September 30, 1993 in English-speaking shelters).

In total, 77 of the 78 Project Haven shelters and 20 shelters funded under the Non-Profit Special Purpose Housing Program participated in the CIS. One shelter was not open over the one-year period so did not participate at all in this data collection activity. The following response rates were obtained reflecting complete records received for all possible months of the CIS: 92 percent Project Haven shelters and 80 percent Special Purpose shelters. One shelter requested that its reluctance to participate be noted in this report.

A second component of the CIS consisted of a Departure Interview for a randomly selected sample of 30 percent of clients departing from shelters over this period. The Departure Interview collected data on clients' use of shelter services and clients' satisfaction with shelters.

A third component of the CIS collected information about the non-residential use of shelters. Shelters participating in the CIS were asked to collect information on contacts on a non-residential basis (telephone or walk-in contacts) for a one week period in September, 1993. Fifty-two percent of shelters participated in the non-residential component providing information on 1500 non-residential contacts over this one-week period.

The fourth component involved discussions with former residential clients of Project Haven shelters during June to September 1993 in five locations across Canada (the Atlantic, Québec, Ontario, the Prairies and British Columbia). In total, nineteen former residential clients participated in these discussions. Nine former clients took part in one-to-one interviews, nine were involved in group discussions, and one former client was interviewed by telephone. Shelter staff made all arrangements for the conduct of these discussions including inviting former clients to participate, scheduling the interviews, providing space within shelters for interviews, and supervisory shelter staff to be available to the researchers as needed.

The purpose of these discussions was to complement the information obtained from the Client Information System (CIS) and to provide follow-up data from former clients. Topics discussed included: services provided during stay at shelters (provided by shelters or in the community); clients needs for follow-up services after leaving the shelter; housing and other needs upon leaving the shelter; overall impact of the shelter in helping clients deal with abusive situations; and suggestions to improve services provided by shelters and communities.

All above components of the CIS were funded through HWC; managed by CMHC in consultation with HWC, and carried out by SPR Associates Inc.



## **2. A Study of the Special Needs of the Unserved Population of Abused Women**

The Study of the Special Needs of the Unserved Population of abused women examined the needs of women who experience family violence and who may also experience difficulty accessing shelters and their services due to special circumstances such as mental health problems, physical disabilities, cultural differences related to their multicultural background or language barriers, and alcohol or substance abuse problems. This study explored issues such as problems these women with special needs may experience in accessing shelters including where these women go when they are not served by existing shelters; difficulties shelters face in providing services to clients with these special needs, including strategies (such as inter-agency arrangements, and referral protocols) which shelters have developed; and inter-agency strategies and cooperative practices designed to better aid women with special needs.

This study was conducted by personal and telephone interviews with shelter staff and agency staff in six communities across Canada in order to provide a community level understanding of these issues. In addition, a consultation component was conducted at the level of provincial/territorial and national organization levels to obtain a policy perspective on these issues. This study was conducted by SPR Associates Inc.

## **3. Community Needs and Impacts Study**

Thirteen case studies were conducted across Canada to collect qualitative information to supplement and assist in explaining the quantitative information collected through the various data collection activities. The three main areas addressed by the case studies included community needs related to the provision of shelters and services for women and children experiencing family violence; community impacts including the effects of locating the shelter for family violence in communities; and providing a description of service models adopted to address family violence.

Case studies were carried out in shelters and communities in every region in Canada. There were two case study shelters in B.C., four in the Prairies, three in Ontario, two in Québec, and two in the Atlantic region. Shelters were selected to reflect a mix of characteristics including: Aboriginal and other; on-reserve and off-reserve, and urban, rural and remote communities. The Community Needs and Impacts Study was conducted by SPR Associates Inc.

## **4. CMHC Delivery Survey**

The staff in CMHC branch offices with responsibilities in the delivery of the Project Haven Program were surveyed by mail on issues related to project selection, program delivery, funding, coordination with other agencies, project information, as well as delivery experience with the Next Step Program to date. With electronic mail and telephone follow-up, a response rate of 87 percent was achieved.

## **5. Provincial/Territorial Social Services Departments and Department of Indian and Northern Affairs Canada (INAC) Surveys**

Two mail surveys were undertaken to solicit the views of provincial/territorial social service representatives and INAC representatives in regional offices who were involved in the

provision of operating funding to non-profit sponsor groups for shelters for abused women under the Project Haven Program. Issues covered in the surveys related to program design, project selection, program delivery, project information, and general program issues. With mail and telephone follow-up, a response rate of 82 percent for the provincial/territorial social services department representatives and of 88 percent for the INAC representatives were achieved.

## **6. Non-Profit Sponsor Group Survey**

Chairpersons/Presidents of the Boards of Directors of all 78 Project Haven shelters were asked to complete a mail questionnaire covering the following topics: funding, experience with CMHC, shelter operation, and housing needs of clients. With mail and telephone follow-up, a response rate of 67 percent was achieved for this survey.

## **7. Physical Condition Study**

A case study approach was undertaken to assess the physical condition of a sample of 20 Project Haven shelters across Canada. These shelters were selected based upon considerations of regional representativeness (proportionate to the distribution of Project Haven projects across Canada), project size, geographical proximity of projects (to minimize travel costs), project type (new constructions vs. acquisitions/renovations, a larger proportion of projects selected being the latter), project client group (ensured coverage of shelters located to serve primarily Aboriginal clients, shelters with wheel chair accessible units), and shelter location (rural, urban, on-reserve).

Data was collected on the physical condition of shelter projects (including estimated costs of needed repairs and replacements as well as information on the accessibility of shelters intended to serve clients with physical disabilities). The physical condition study was conducted by CMHC staff having expertise in the area of inspections or as architects.

## **8. Project Haven Characteristics Data and Administrative Cost Data**

The evaluation incorporated existing data on project characteristics and administrative cost data available in CMHC's Program Delivery System (PDS) database.

## **9. External Data Sources**

The evaluation utilized information from two data collection activities being conducted by Statistics Canada as part of the FVI: The Violence Against Women Survey (CCJS, Statistics Canada, 1993) and the Transition House Survey (CCHI, Statistics Canada, 1993). CMHC provided input in the design phase of these surveys and was granted access to the data through a data sharing agreement with Statistics Canada.

The Violence Against Women Survey was conducted by Statistics Canada on behalf of Health & Welfare Canada on male violence against women. (Statistics Canada, The Daily, November 18, 1993). This survey provided information on incidence rates in Canada of physical assault, wife assault, and sexual assault against women by male strangers, acquaintances, and partners as well as women's perceptions of personal safety. This survey was conducted between

February and June, 1993 and involved in-depth telephone interviews with a random sample of approximately 12,300 women 18 years of age and older.

The 1992-1993 Transition Home Survey provided information on project operating costs, staffing information, financing, annual aggregate utilization data, services inventory, and a one-day snapshot profile of clients using shelters on March 31, 1993. This survey included 371 transition house facilities across Canada and responses were received from 332 facilities (Statistics Canada, 1993).

## **H. Consultation**

CMHC consulted with a range of groups at the planning stage of this evaluation. In June, 1992, the Project Haven Assessment Report outlining the proposed approach and issues to be examined in the evaluation was mailed to provincial/territorial housing agencies and social service departments, provincial/territorial transition house associations, federal departments involved in the Family Violence Initiative, and CMHC regional and National Office staff requesting their feedback on the proposed approach. All comments received were considered for incorporation in the evaluation study.

In July, 1992, consultation materials on the Project Haven Client Information System were mailed to those contacted in the first set of consultations as well as Aboriginal women's organizations. All feedback on the forms and procedures for the client information system were considered in the implementation of this system.

## **I. Structure of the Report**

In responding to the evaluation issues identified in the Assessment Report of July, 1992, this evaluation addresses several categories of issues.

1. Chapter II provides an overview of the wife assault problem in Canada and a profile of Project Haven shelters.
2. Chapter III assesses the rationales for the Project Haven program including issues related to the demand for emergency shelter for abused women and rationale for federal government support in these initiatives. This also includes discussion of issues such as interdepartmental coordination and cooperation related to delivering Project Haven as part of a federal interdepartmental initiative.
3. Chapter IV looks at the characteristics of clients served by Project Haven shelters and evaluates to what extent the program met its goal to provide service to previously underserved women.
4. Chapter V assesses the extent to which program objectives have been achieved. This includes issues related to the extent to which Project Haven funding was utilized to provide additional short-term shelter units for abused women and their children across Canada; consideration of the adequacy and suitability of projects funded under the Program as well as assessment of the appropriateness of the funding mechanism used to provide shelters under the Project Haven program.

5. Chapter VI examines the impact of shelters funded under the Project Haven program. This section discusses the impact of Project Haven shelters in terms of meeting the need and demand for shelter services, meeting the needs of special client groups, impact on clients, and the impact of Project Haven shelters on the demand for second-stage facilities.
6. Chapter VII addresses issues related to the design and delivery of the Project Haven program including examination of specific features of program design and delivery such as project selection, project management, and the effectiveness of the funding mechanism used under Project Haven.
7. Chapter VIII presents a status report on the Next Step Program activity as of December 31, 1993.
8. Chapter IX summarizes key lessons learned.
9. Chapter X presents a summary of the evaluation findings.

## II WIFE ASSAULT AND SHELTERS IN CANADA

As background to the discussion of evaluation issues in subsequent chapters, this chapter provides an overview of the wife assault problem and the shelter services available in Canada, followed by a profile of the shelters funded under the Project Haven Program. The overview is based on highlights from the 1993 Statistics Canada Violence Against Women Survey, the Statistics Canada 1992-1993 Transition Home Survey and the CMHC Program Data System (PDS).

### Definitions of Family Violence, Wife Abuse and Wife Assault

The federal Family Violence Initiatives adopted broad definitions of the concept of family violence. In its 1994 Evaluation Report, Health Canada defined 'family violence' as follows:

"Family violence is a concept which includes intra- and extra-familial abuse of children and youth and of older persons; and abuse of women by their male partners. It can take a number of forms in addition to physical assault, such as intimidation, mental or emotional abuse, sexual abuse, neglect, deprivation and financial exploitation. The term "family" refers to a grouping of individuals who are related by affection, kinship, dependency, or trust."

(Health Canada, Family Violence Prevention Evaluation Report, April 1994, p.3.)

This definition includes, abuse in extended family relationships (such as abuse of women by parents, siblings, children or other members of the family unit), and abuse by care-givers in the situation of elderly persons or persons with disabilities.

Within the context of the Family Violence Initiatives, the intended target clientele for the Project Haven Program was women who have been or are being abused by their spouses or partners, and their children. Abuse includes not only physical and sexual assaults and threats but also psychological, emotional, financial and other abuse of women by their spouses or partners. The shelters were not intended to serve males who are abused by their spouses or partners. However, the children of abused women may or may not also be experiencing abuse within their families, and shelters seek to address the needs of children coming to the shelters.

These forms of abuse are sometimes referred to as 'wife abuse' which is broader in scope than the term 'wife assault' which was used by Statistics Canada in the Violence Against Women Survey to refer to the Criminal Code definition of physical and sexual assault of women by male spouses or partners.

In this Report, the term 'wife abuse' is used to refer to all forms of physical, sexual, and other abuse of women in their living situations and includes, but is not limited to, assault of women by their male spouses or partners. The term 'wife abuse' does not include assaults on women outside their living situations such as rape, physical or sexual assaults by persons who are unrelated by affection, kinship, dependency or trust. The term 'family violence' is used in this Report to refer to the broader concept as defined under the federal Family Violence Initiatives by Health Canada.

The following section highlights statistical measures of the extent of wife assault in Canada developed by Statistics Canada in the 1993 Violence Against Women Survey (VAW). The VAW Survey considered all forms of violence against women by male perpetrators including violence within families and extra-familial violence. The Survey defined wife assault as physical or sexual assault and did not seek to measure psychological, emotional or other forms of abuse of women by their spouses or partners. The Survey was also limited to consideration of male violence against women, and did not attempt to measure same sex violence or violence against men by women. Therefore, the available statistical information provides a conservative indication of the extent of wife abuse in Canada. The VAW Survey provides the first reliable national estimates of the extent of the wife assault problem in Canada.

#### **A. The Wife Assault Problem**

In 1993 Statistics Canada conducted the first national Survey on Violence Against Women which showed that 2.6 million Canadian women (25 percent of adult females and 29 percent of women who have ever been married) have experienced assault by their spouses or partners since the age of 16. The Survey also showed that 312,000 women experienced spousal assault within the past 12 months. These data are the first reliable estimates of the extent of the wife assault problem in Canada. It should be noted that 'assault' was defined in this Survey as physical or sexual assault consistent with legal definitions of these offenses under the Criminal Code of Canada and could be acted upon by a police officer. Therefore, the figures do not include verbal, emotional, financial, psychological or other forms of abuse.

Survey results confirm the seriousness of the effects of wife assault. Many abused women are assaulted repeatedly by their spouses or partners. Nearly 40 percent of women abused in their current marriages reported more than one violent incident and 10 percent of women reported more than ten violent incidents. Weapons were used by 44 percent of violent spouses. A third of the women assaulted by their spouses feared their lives were in danger. Nearly half (45 percent) of women assaulted by their spouses suffered personal injuries, and they are twice as likely to suffer personal injury as women who were assaulted by other persons.

Only a quarter of spousal assault incidents were reported to police, and the Survey showed that only 16 percent of abusive spouses had ever received counseling. Twenty-four percent of women abused by their spouses used a social support service, and less than 10 percent contacted a transition house. Nearly a quarter of the women (22 percent) said they had never told anyone about spousal assault, confirming that much of the violence within families remains hidden and unreported. The effects of spousal assault are far reaching, not only resulting in negative emotional effects on the women involved (such as increased anxiety, depression, and reduced self-esteem), but also having significant long-term effects on the children who witness violence in their homes. The Survey provides support for a theory of a generational cycle of violence. Women with violent fathers-in-law were three times as likely as women with non-violent fathers-in-law to be assaulted by their partners. Given this strong relationship, Statistics Canada notes the concern that 39 percent of women in violent marriages reported that their children witnessed the violence against them. (Statistics Canada Daily, Catalogue 11-001E, November, 1993)

The Survey data also confirms that spousal violence occurs in all socio-demographic, income groups and educational levels. Though somewhat higher prevalence rates were reported by

younger women and lower income women, some care is needed in interpreting these findings. Changing attitudes and awareness of violence issues may impact more significantly on the younger population and lead to higher rates of disclosure of violence than among older women. There were no differences in the rates of violence reported across educational levels. Rates of wife assault vary somewhat across Canada with the lowest rates being reported in Newfoundland (14 percent) and the highest rates in British Columbia (32 percent).

Since the 1993 VAW Survey was the first of its kind in Canada, there is no information concerning trends over time in the incidence of wife assault. However, these data provide, for the first time, reliable baseline statistics on the magnitude of the problem.

### B. Shelter Services for Abused Women in Canada

In response to increasing awareness of the problem of wife abuse, there has been a significant increase in the numbers of shelters or transition houses to serve abused women and their children since the early 1980's. In 1993, Statistics Canada reported that there were 371 residential facilities for abused women in Canada. Over two-thirds of these (more than 250 shelters) opened since 1980, and only 18 of them had been in operation prior to 1975 (Table 2.1).

**TABLE 2.1**  
**NUMBER OF SHELTERS BY INITIAL YEAR OF OPERATION**

YEAR	#	%	CUMULATIVE NUMBER
Before 1975	18	4.9	18
1975 - 1979	57	15.4	75
1980 - 1989	205	55.3	280
1990 - 1993	52	14.0	332
Not reporting*	39	10.5	371

**SOURCE:** Statistics Canada 1992-1993 Transition Home Survey  
**NOTE:** \* Includes Project Haven shelters which did not respond to the Transition Home Survey

Nearly 80 percent (288) of these 371 facilities are transition houses or first-stage shelters. In addition, 22 second-stage houses or shelters responded to the 1992-93 Transition Home Survey. The others included safe home networks (13), satellites (4), general emergency shelters (15), and family resource centres (11) (Table 2.2). (For definitions of the types of facilities, see Appendix A).

Between 1988 and March 1992, 78 shelters received funding under the Project Haven Program. Four of these were shelters which had previously received capital financing assistance under the CMHC Non-Profit Special Purpose Housing Program and Project Haven funding was provided to expand the facilities. In addition, some other pre-existing shelters

were funded under Project Haven when the shelters were experiencing difficulties and were at risk of closure without funding. (These are discussed later in this chapter.) Over the three and a half years when the Project Haven Program was available, 78 shelters with 458 units were funded under the program. Four of the shelters funded in late 1991 and 1992 were not included in the 1992-1993 Statistics Canada Transition Home Survey because they had not been in operation for a twelve-month period prior to the March 1993 survey date. Seven other shelters declined to participate in the Survey.

**TABLE 2.2**  
**TYPES OF FACILITIES\***

TYPE	NUMBER	%
Transition Houses	288	77.6
Second-stage	22	5.9
Family Resource Centres	11	3.0
Safe Home Networks	13	3.5
Satellites	4	1.0
Emergency Shelters	15	4.1
Unknown **	18	4.9
Total	371	100.0

**SOURCE:** Statistics Canada, 1992-1993 Transition Home Survey  
**NOTE:** \* For definition of types see Appendix A  
 \*\* Non-respondents and type of facility unknown

According to data from the Statistics Canada 1992-1993 Transition Home Survey, 117 of the 371 shelters surveyed had received capital funding assistance under the Non-Profit Special Purpose Housing Program from 1977 to 1987. As shown in Table 2.3, half of all shelters received federal capital funding assistance, 20 percent under Project Haven and 30 percent under the previous programs.



**TABLE 2.3  
PROPORTIONS OF SHELTERS RECEIVING FEDERAL CAPITAL FUNDING  
ASSISTANCE**

TYPES OF FEDERAL FUNDING	#	%
Project Haven (1988-1992)		
Included in THS	67	
Not included in THS	11	
All	78*	20.4
Non-Profit Special Purpose	117	30.6
No Federal Capital Funding	187	49.0
Total	382	100.0
<b>SOURCES:</b> Statistics Canada 1992-1993 Transition Home Survey (THS) and CMHC Program Data		
<b>NOTE:</b> * Includes 4 shelters which also received NHA Non-Profit, Special Purpose Housing Program capital funding assistance		

These data indicate that Project Haven Program represented an accelerated pace of development of shelters as compared with the previous programs. More than 20 shelters per year were funded under Project Haven (from 1988-1992) as compared with an average of roughly 10 per year (from 1977-1987) under the previous NHA programs. Operating funding for shelters is provided through provincial/territorial social services or Indian and Northern Affairs Canada for shelters in First Nations communities.

### **C. Profile of Project Haven Shelters**

#### **1. Number & Distribution of Project Haven Shelters**

In total 78 shelters received funding for 458 units under the Project Haven program. The initial allocation by province/territory of Project Haven units was determined by CMHC on a demographic basis (number of married couples).

Table 2.4 shows the initial allocation of units, the final commitments of units and the distribution of Project Haven funding by province/territory. Ontario had the largest dollar commitment of \$5.98 million, 31.7 percent of the total dollars committed under Project Haven. Quebec received \$4.5 million of capital funding for 114 units, and B.C. received \$2.79 million for 81 units. These three provinces account for 68 percent of the units funded under Project Haven.

**TABLE 2.4  
PROVINCIAL/TERRITORIAL DISTRIBUTION OF PROJECT HAVEN SHELTERS**

PROVINCE/ TERRITORY	INITIAL ALLOCATION		TOTAL COMMITMENTS	TOTAL DOLLARS COMMITTED
	Units	Projects	Units	\$(000s)
Newfoundland	11	2	7	*295
Prince Edward Island	6	1	1	43
Nova Scotia	17	3	13	*554
New Brunswick	14	6	37	*934
Québec	123	21	114	4,500
Ontario	177	14	117	*5,984
Manitoba	20	3	14	*722
Saskatchewan	19	4	28	*860
Alberta	45	8	33	1,635
British Columbia	56	13	81	2,797
Northwest Territories	6	2	8	474
Yukon	6	1	5	100
<b>TOTAL</b>	<b>500</b>	<b>78</b>	<b>458</b>	<b>18,898</b>

**SOURCE:** CMHC Program Administration Data, 1993  
**NOTE:** \* Includes Precommitment Loans (PCL) for projects not proceeding

Forty-nine of the 78 shelters funded (62 percent) are located in urban communities (where "urban" is defined as a population of over 2,500 people). Eleven (15 percent) of the shelters are located in rural communities (less than 2,500 people other than First Nations), and 18 (23 percent) of the shelters are located in First Nations Communities.

The average number of units in Project Haven shelters is 6 hostel units. Forty-nine percent of shelters consist of 3 to 5 units, 42 percent have 6 to 9 units and 9 percent have 10 or more units (Table 2.5). In cases where funding under Project Haven included the addition of units to existing shelters, the project size reported here reflects the total numbers of units in the shelters.

**TABLE 2.5**  
**PROJECT HAVEN SHELTERS BY PROJECT SIZE**

<b>PROJECT SIZE*</b>	<b>PROJECTS</b>	
	<b>#</b>	<b>%</b>
3-5 Units	38	49
6-9 Units	33	42
10 or more Units	7	9
<b>TOTAL</b>	<b>78</b>	<b>100</b>

**SOURCE:** CMHC, Program Administration Data, 1993  
CMHC, Program Evaluation Division, Non-Profit Sponsor Survey, 1992

**NOTE:** \* In cases where funding under Project Haven included adding units to existing shelters, the project size reported reflects the total number of units in the project.

## **2. Program Activities**

Fifty-one percent of the units funded under the Project Haven Program were newly constructed and 49 percent provided through acquisition, conversion or renovation of existing buildings. Priority was given to provide services in localities which had no shelter services in 1988, through the formation of new sponsor groups and development of new shelters where none existed (44 percent of the shelters), and by funding shelters by groups involved in family violence issues which had not operated shelters before (35 percent of the shelters). To meet additional demands in communities with shelters, the Program also provided funding to expand existing shelters.

Funding was also available for existing shelters that were in financial difficulty or required funding for repairs or renovation to "save" units which would otherwise be lost due to economic problems. The eligibility depended on the particular circumstances which led the project to its difficulties, for example, mortgage or rent arrears, rental termination, deteriorated property conditions, etc. Each project's situation was decided on its own merit. Table 2.6 shows the number of units "saved" by the Project Haven Program. Twenty-one percent of the units represent "saves" of shelter units and 79 percent are "new units" (additional units in new projects or expansions of existing projects' capacity). Almost two-thirds of the units saved were in Quebec.

**TABLE 2.6  
PROJECT HAVEN UNITS AS A FUNCTION OF  
PRE-EXISTING UNITS ("SAVES") VS. "NEW UNITS"**

<b>REGION</b>	<b># PRE-EXISTING UNITS</b>	<b># NEW UNITS</b>	<b># UNITS UNDER PROJECT HAVEN</b>
Atlantic	10	48	58
Quebec	61	53	114
Ontario	20	97	117
Prairie & Northwest Territories	3	80	83
British Columbia & Yukon	11	75	86
<b>TOTAL</b>	<b>105</b>	<b>353</b>	<b>458</b>
<b>SOURCE:</b> CMHC, Program Administrative Data, and CMHC Regional Staff			

### 3. Service Inventory

As a precondition of capital funding under the Project Haven program, provincial or other funding guarantees were required for the provision of services within the shelters to abused women and their children. Some shelters also provide services for abusive men in an effort to eliminate the threat of violence for abused women and their children. Shelters also refer women to services provided within the community to complement the services available at the shelters. The Statistics Canada Transition Home Survey provided information on the types of services available within Project Haven shelters and other shelters (Table 2.7).

Project Haven shelters provide a wide range of services in the shelters to assist abused women and their children who stay at the shelters. Short term counseling is provided in 97 percent of shelters. Other services provided in most shelters include information services (98 percent), public education/prevention (92 percent), follow-up (89 percent), accompaniment to court (89 percent), other accompaniment (84 percent) and individual child counseling (77 percent). These services are also provided in the Non-Profit Special Purpose Comparison shelters. Services such as the TDD Crisis Line, Medical Services and Mental Health Services are available in-house in certain Project Haven shelters which is consistent with the objectives of one program to provide services to women with special needs<sup>1</sup>. Culturally sensitive services for Aboriginal women are also available in a larger percentage of Project Haven shelters than of the Comparison shelters which is consistent with the fact that 30 percent of Project Haven shelters are located in or close to Aboriginal communities.

Most Project Haven shelters also provide a range of counseling and support services to women who do not stay at the shelters but contact them for assistance as non-residential clients.

<sup>1</sup> Special needs as defined in the program guidelines include: women with physical disabilities, immigrant women, aboriginal women, and women in rural and remote areas.

A small percentage of Project Haven shelters offer treatment for abusive men in-house. However many shelters refer men to services in the community. The provision of services for men in the shelter reflects the different community approaches for dealing with family violence, and the shelters' flexibility for responding to the communities needs.

These data show that most Project Haven and the Special Purpose Comparison shelters provide information and public education on family violence. A higher proportion of Special Purpose Comparison shelters than Project Haven shelters reported providing community outreach programs and advocacy/social action services.

Compared with the services provided in all shelters in Canada, Table 2.7 shows that higher percentages of Project Haven shelters than other shelters provide individual long-term counseling, family counseling, addiction programs, legal services and culturally-sensitive services for Aboriginal women for their residential, and, in some cases, for their non-residential clients. At the same time, it is noted that Project Haven shelters were less likely than other shelters to provide certain other services such as educational services, job training/life skills, parenting skills training and housing referrals. These differences relate, in part, to different service approaches and philosophies within the shelter sector. Some Project Haven shelters in rural and Aboriginal communities have adopted broader, family approaches to issues of family violence as compared with other shelters which focus specifically on services to women.

Overall, these data illustrate the broad range of direct client services provided within shelters for both residential and non-residential clients, and the extensive networks or linkages between the shelters and other community agencies where shelter clients can be referred for necessary services. In addition, shelters perform many community education, information and advocacy roles in their communities in addressing family violence issues.

**TABLE 2.7**  
**SERVICES PROVIDED BY SHELTERS**  
**(PERCENTAGES)**

SERVICES	PROJECT HAVEN SHELTERS			SPECIAL PURPOSE COMPARISON SHELTERS			ALL SHELTERS		
	SERVICES FOR RESIDENTS		SERVICES TO NON-RESIDENTS	SERVICES FOR RESIDENTS		SERVICES TO NON-RESIDENTS	SERVICES FOR RESIDENTS		SERVICES TO NON-RESIDENTS
	SHELTERS	OTHER AGENCY	NON-RESIDENTS	SHELTERS	OTHER AGENCY	NON-RESIDENTS	SHELTERS	OTHER AGENCY	NON-RESIDENTS
<b>A) FOR WOMEN</b>									
Individual Short-Term/Crisis Counselling	97	27	80	100	42	89	96	30	77
Individual Long-Term Counselling	50	69	37	32	79	42	42	70	40
Group Counselling	73	40	53	79	32	68	73	48	56
Family Counselling	15	84	16	5	79	16	8	69	9
Crisis Telephone Line	76	19	58	84	32	68	79	24	64
TDD Crisis Line	13	27	10	0	32	5	11	30	10
Medical Services	3	89	5	0	95	11	6	87	6
Mental Health Services	5	94	10	0	95	11	4	90	8
Addiction Programs	10	94	35	11	95	11	6	89	9
Transportation Services	77	34	29	84	28	42	77	31	31
Accompanied to Court	89	32	45	95	21	68	89	30	52
Other Accompaniment	84	23	37	84	32	53	86	25	44
Legal Services	23	89	16	5	100	16	16	89	15
Financial Assistance	18	89	15	5	100	18	17	85	11
Educational Services	15	87	15	26	79	16	24	83	18
Job Training	19	79	13	37	95	26	29	78	17
Parenting Skills	65	55	34	84	68	47	71	58	32
Follow-up	89	26	48	89	37	53	82	25	49
Housing Referral	66	55	35	74	42	37	77	45	42
Culturally sensitive svcs for Aboriginal Women	60	39	34	37	53	26	44	54	27
Culturally sensitive svcs for ethno-cultural & visible minority women	32	44	15	42	42	32	41	46	24
<b>B: FOR CHILDREN</b>									
Individual Counselling	77	45	37	89	53	53	75	51	37
Group Counselling	45	50	21	63	47	26	54	50	25
Child Care (Babysitting)	50	35	8	58	42	16	58	38	15
Child Protection/Family Svcs	19	87	10	0	100	16	15	82	9
School Classes/Tutoring	16	73	3	5	84	11	14	72	5
<b>C: FOR ABUSIVE MEN</b>									
Treatment	5	73	8	0	74	11		n/a	
Other	8	8	5	0	16	0		n/a	
<b>D: GENERAL SERVICES</b>									
Information	98	29	56	95	32	74		n/a	
Public Education/Prevention	92	27	55	95	32	74		n/a	
Community Svcs/Outreach Program	58	35	37	74	37	58		n/a	
Advocacy/Political or Social Action	60	37	26	79	26	53		n/a	

Source: Statistics Canada 1992-1993 Transition Home Survey

Note: Project Haven shelters n=63. Non-Profit Special Purpose Comparison Shelters n=19. All Shelters n=332

#### 4. Provincial Distribution of Wife Assault and Shelters

Table 2.8 and Chart 2.1 show the proportional distribution of Canadian women who reported ever being assaulted by their spouses/partners (lifetime rate) and shelters by province. The Provinces of Ontario, Quebec and British Columbia with the highest populations and the largest proportions of women assaulted by their spouses include the major percentages of shelters. Ontario with 37 percent of the Canadian women assaulted by their spouses had 29 percent of shelters in 1993 according to the Statistics Canada data, and included 18 percent of the Project Haven shelters.

**TABLE 2.8**  
**DISTRIBUTION OF WIFE ASSAULT AND SHELTERS BY PROVINCE, 1993**

	WIFE ASSAULT LIFETIME RATE	% WIFE ASSAULT <sup>1</sup> (LIFETIME)		% TRANSITION HOUSES 1993 <sup>2</sup>		% PROJECT HAVEN SHELTERS 1993 <sup>3</sup>	
	%	%	N	%	N	%	N
Canada Total	29	100	2,652,000	100	371	100	78
Newfoundland	17	1	30,000	2	7	3	2
Prince Edward Island	25	0	10,000	1	2	1	1
New Brunswick	26	2	62,000	3	12	8	6
Nova Scotia	32	4	95,000	4	14	4	3
Quebec	25	23	599,000	26	97	27	21
Ontario	29	37	927,000	29	107	18	14
Manitoba	30	4	104,000	6	25	4	3
Saskatchewan	24	3	88,000	4	14	5	4
Alberta	34	10	277,000	7	26	10	8
British Columbia	36	16	415,000	15	56	17	13
Northwest Territories	N/A	N/A	N/A	2	8	2	2
Yukon	N/A	N/A	N/A	1	3	1	1

**SOURCES:** 1 - 1993 Statistics Canada Violence Against Women Survey, Table 3  
2 - 1993 Statistics Canada Transition Home Survey, Table 1  
3 - CMHC Program Data System

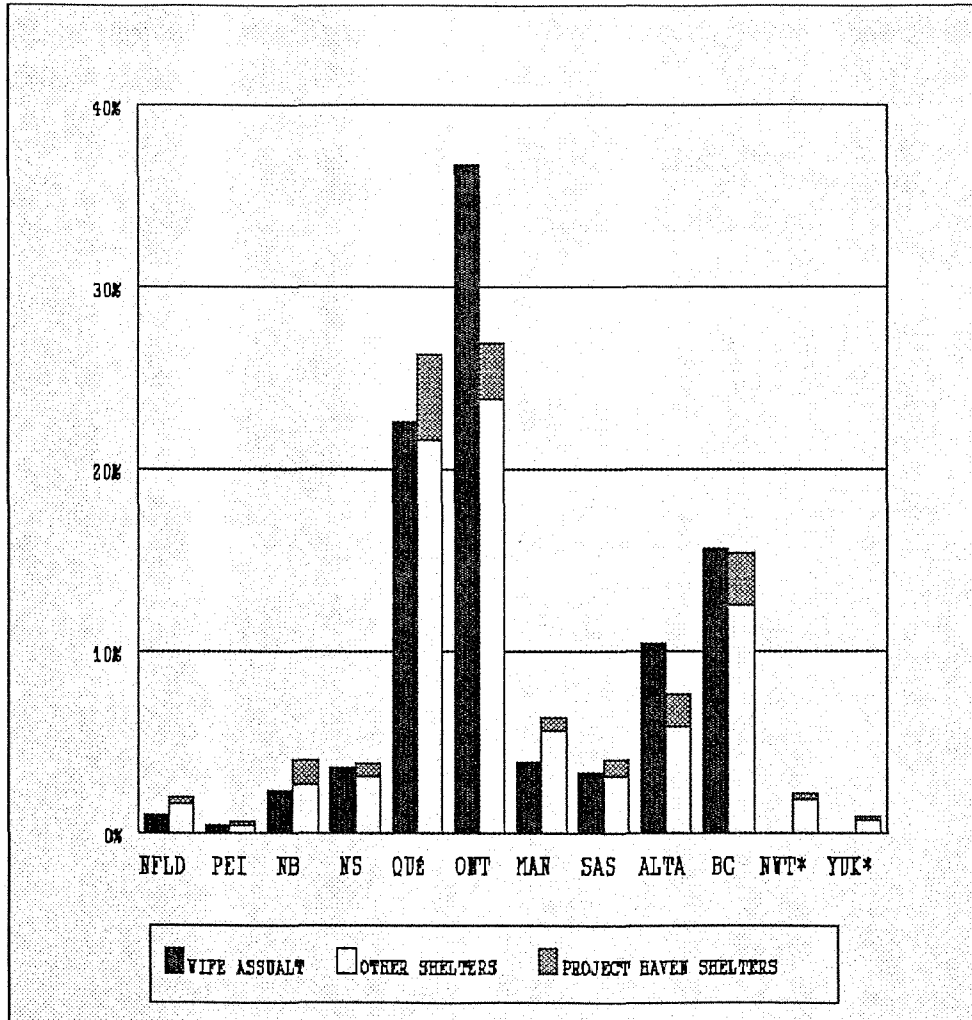
Considering the distribution of Project Haven shelters in relation to the differences between the distribution of the wife assault problem and shelters suggests that the Project Haven Program may have contributed to improved equalization in shelter availability by narrowing the gap in British Columbia, Alberta, and Ontario. However, these aggregate data suggest that Ontario and Alberta still have proportionally fewer shelters in relation to their shares of the Canadian female population assaulted by their spouses than other provinces. It should be noted that even in other provinces there are still many communities without readily accessible shelter services.

The Province of Manitoba with 4 percent of women assaulted by their spouses had 6 percent of shelters in 1993 whereas Alberta with 10 percent of assaulted women had 7 percent of shelters. In the Atlantic Provinces the proportion of shelters generally corresponds to the proportions of assaulted women except for New Brunswick which has proportionately more shelters. These data provide a

general indication of the distribution of shelter services across Canada assuming that average shelter size and utilization rates are similar among the provincial shelters. More detailed analysis of the numbers of shelter units and the numbers of women served by the shelters in each province would be required to consider the equity of shelter provision by province.



**CHART 2.1**  
**PROPORTIONAL DISTRIBUTION OF WIFE ASSAULT (LIFETIME),**  
**OTHER SHELTERS AND PROJECT HAVEN SHELTERS BY PROVINCE, 1993**



**SOURCES:** Statistics Canada 1993 VAW Shelf Table 3, 1992-1993 Transition Home Survey Table 1 and CMHC Program Data System.

**NOTE:** All women who reported assault by their spouse/partner at sometime in their lives.  
\* No data available from the VAW survey.

### **III PROGRAM RATIONALE**

This Report addresses six program rationale issues: the need for emergency housing for abused women and their children, the need for federal government support, the rationale for CMHC's lead role in the delivery of Project Haven, the appropriateness of an interdepartmental approach to address the problem, the relevance of the program to client needs, and the suitability of the program to the needs of rural areas and native communities.

Information is drawn from six data sources to address these evaluation issues. Statistical information on the incidence of wife assault was obtained from the 1993 Statistics Canada Violence Against Women Survey to assess the potential demand for shelter services. Data on the actual demand for and utilization of shelters was obtained from the 1993 Statistics Canada Transition Home Survey and from the CMHC Client Information System. In addition to these three quantitative data bases, in-depth case studies and a study of special needs in selected communities were undertaken for the evaluation to provide an assessment of the appropriateness of the program to varied community needs. Finally, surveys of sponsor groups, provincial government social services departments, Indian and Northern Affairs Canada regional offices, and CMHC field offices provide perspectives of the key partners in the program on the suitability of this approach.

#### **A. Need and Demand for Shelters**

Substantial evidence now exists to show that wife assault continues to be a major social problem in Canada today. Each year, thousands of women and children seek the safety of emergency shelters to escape from violence in their homes.

##### **1. Violence Against Women and Wife Assault**

The 1993 Violence Against Women (VAW) Survey provides data on the numbers of women in Canada who have experienced assault by their spouses or partners, the severity of the assaults, and the numbers of women who have contacted and stayed at a transition house. Statistics Canada will be publishing the full range of data from this Survey in 1994. Statistics Canada notes that the statistics obtained from this Survey most likely understate the full extent of family violence in Canada because not all women are willing to disclose assault by their partners in a survey. The following statistics represent some of the highlights that are directly relevant to this Evaluation Report (Statistics Canada Daily, Cat. 11-001E, Nov. 18, 1993 and Shelf Tables 1-25, Statistics Canada, November 1993).

It is important to note that the Survey defined 'violence' as physical or sexual assault to be consistent with legal definitions under the Canadian Criminal Code and as offenses which could be acted upon by a police officer if the incidents were reported to the police. The data does not include other types of abuse (such as emotional or psychological abuse) and, unless this is accompanied by physical or sexual assault, women experiencing these forms of abuse would not be included in these statistics.

The VAW Survey found that 51 percent of the 10 million women in Canada aged 18 years or over or 5 million women have experienced one or more incidents of violence since the age of 16. More than half of the violence against women was by a marital partner (including common-law partners). The 2.6 million Canadian women who have experienced assault by their partners make up 25 percent of the adult female population and 29 percent of the women who have ever had a marital partner. Therefore, nearly one in three Canadian women have been victims of spousal assault during their adult lives. Nearly half of women reported spousal assault by a previous spouse, and 15 percent reported assaults by their current spouse or partner.

The Survey showed that most women who have been assaulted by their spouses at some time during their lives have experienced repeated assault. Three-quarters of women who have ever been married and assaulted by their spouses said that they had been assaulted more than once and 41 percent said they had been assaulted more than ten times. Among currently married women, nearly 40 percent of those who have been assaulted reported more than one assault. Violence by a marital partner is twice as likely to result in personal injury as violence by other persons. Nearly half of the women assaulted by their spouses or partner reported physical injury, and 44 percent reported use of weapons against them by their spouses. Among women reporting violence in a current marriage, 13 percent had at some point felt their lives were in danger (130,000 or 2 percent of all currently married women).

The Survey found that the use of social services by women who have experienced spousal violence is fairly low (less than 10 percent). However, in the case of wife assault, 24 percent said they had used a social service, 8 percent contacted and 6 percent stayed at a transition house. These data suggest that 200,000 (or 2 percent) Canadian women have contacted a transition house and 150,000 (or 1.5 percent) women have stayed at a transition house at some time in the past.

The sources of support on which women relied most heavily were friends and neighbours (51 percent) and family (42 percent). Statistics Canada notes that many women told no-one and did not report the incident to the police. Twenty percent of respondents had never disclosed violent incidents prior to the Statistics Canada Survey. Even so, the data collected suggest that the difficulties of disclosing violence in current marriages most likely led to some under-reporting of spousal assault in current situations.

The Survey provides estimates of the numbers of women who have been assaulted by their spouses within the past twelve months. About one in six currently married women (975,000 or 15 percent) reported experiencing violence by their current spouse. Considering violence within the past twelve months, the data show that 3 percent or 201,000 women who are currently married, 3 percent or 114,000 women who were previously married, and a total of 3 percent of ever-married women or 312,000 women experienced violence from their spouses.

## **2. Shelter Utilization**

Actual utilization of shelters is one indicator of the demand for shelter services. Data from the Statistics Canada 1992-1993 Transition Home Survey, the CMHC Survey of Project Haven Sponsor Groups and the Project Haven Client Information System (CIS) provide some indicators of the number of women using transition homes in 1992/3.

The 1992-1993 Statistics Canada Transition Home Survey (THS) covered 371 shelters, transition homes and safe homes (including those developed under Project Haven) of which 307 shelters responded to the Survey. The Survey found that 45,777 women entered the 303 shelters reporting data for the 12-month period from March 1992 to March 1993. Some of these women may have been repeat or multiple users of shelter services. Data compiled in the CMHC CIS suggest an average repeat rate of approximately 18 percent. Applying this assumption, the data would imply that about 37,537 women stayed in these shelters. Using data for transition houses and emergency shelters only would indicate that 42,804 women entered these facilities. Adjusting for repeat use, these data suggest that 35,148 women stayed in these shelters in 1992/93.

The CMHC CIS covered 77 of the 78 Project Haven shelters, recording shelter use on a client-by-client basis over a twelve month period. The CIS found that 6,880 women had entered the Project Haven shelters during the year (with 92.1 percent completed responses). Adjusting to allow for multiple use of the same shelters by the same women within the 12-month data collection period and weighting for missing data, it is estimated that over 6,125 women used Project Haven shelters in 1992/93. Sixty-seven of the Project Haven shelters were included and provided data in the Statistics Canada THS.

In addition to the women who stay at shelters, thousands more contact shelters for information and support services each year. It is estimated that the 78 Project Haven shelters have close to 15,000 walk-in contacts over a year and about 71,000 telephone contacts. Some of these clients may be women who come to stay at the shelters at some time, but most shelters provide extensive non-residential services to women in their communities who do not come to stay in the shelters. The 77 shelters reported 15,000 counseling sessions a year for women who are not staying at the shelters. In addition, many shelters run support groups for women not staying at the shelter and the typical shelter would have two group sessions a week serving up to 10,000 women a year.

These data suggest that approximately 12 percent of the 312,000 women abused by their spouses in 1992/1993 stayed in shelters. It is estimated that the additional capacity provided by the Project Haven Program resulted in approximately 20 percent more women staying in shelters compared with the pre-1988 number of shelter units. Despite this increase in shelter capacity, these statistics imply a continuing need and potential demand for shelters for abused women.

## **B. Need for Federal Government Support**

The overall rationale for continuing federal government support in addressing family violence is being considered in the Interdepartmental Evaluation being undertaken under the direction of Health & Welfare Canada, the lead agency. Health & Welfare Canada has noted that while the principle responsibility for dealing with family violence rests with provincial/territorial governments, the federal government has a key role to play through its mandate in criminal law, federal policing and corrections, services to Aboriginal people on-reserves, and in providing leadership on issues of national concern. In this regard, the federal government has responsibilities for identifying social issues and problems, encouraging innovative ways to respond to these problems, developing a coherent national approach and fostering partnerships with provincial, territorial and Aboriginal governments, communities and the voluntary sector. To ensure

concerted responses to family violence issues on behalf of all Canadians, Health & Welfare Canada has a leadership role for ensuring that federal activities were undertaken in a co-ordinated way in partnership with other governments, community groups, non-governmental organizations and professional associations.

With respect to CMHC activities under the federal FVI, CMHC's evaluation has sought to assess the requirement for federal government support for provision of shelters for abused women and their children. Surveys of provincial/territorial government agencies and INAC regional offices, CMHC field offices, and sponsor organizations participating in the program sought the views of partners and stakeholders on federal funding for shelters.

Project Haven sponsor groups have clearly indicated in their responses to the survey that the shelters funded under the program would not have been developed without the federal capital funding. Some sponsor groups were able to supplement Project Haven capital loans with capital from other sources, funds which were used to enhance the facilities by providing for capital items not covered by the Project Haven loans. CMHC program delivery staff reported that, in some situations, Project Haven sponsor groups had to augment the capital dollars provided by the program with funds from other sources. Several responses from funding partners (provincial/territorial governments and INAC) also noted that the capital provided in the program was quite limited and suggested that more capital should have been available to the shelters funded. In addition, both CMHC program delivery staff and representatives of the funding partners emphasized the limited budget in the program, suggesting that there are many communities which have needs for shelters but which could not be accommodated within the program budget limit.

For those shelter projects which were funded under the program it appears that the federal funding had an effect of leveraging small amounts of capital funding from other sources to supplement the Project Haven loans and contribute to the enhancement of shelter facilities. However, federal capital financing was the only source of capital for buildings for shelters in most cases. Sponsor organizations and other government agencies have acknowledged the important role of the federal capital funding in providing adequate facilities for the operation of shelters and feel that more capital funding is required to meet the needs in communities not served within the limited overall program budget.

While collaboration was seen to have been effective in the delivery of the program, there is general agreement that there could have been more consultation and involvement of funding partners in the program design and planning phase before the program was launched. Collaboration on program design is required at the national level (between CMHC National Office, Health & Welfare Canada and provincial/territorial social services departments and INAC), and at the local level where CMHC field offices involved major stakeholders and funding agencies on multi-party program committees. In any future initiatives, the provinces and territories expressed the need to have all parties involved earlier in the planning processes and felt this would contribute to more ready acceptance and implementation of the program once it is launched.

The issue of improved consultation in program planning stages was identified as a lesson learned in the Interim Report on Project Haven (March 1992). This Final Evaluation considered the extent

to which this issue was addressed with regard to the Phase II, Next Step Program launched in 1991. Responses to the Survey of CMHC offices indicate that the launch of the Next Step Program was smoother than in the Project Haven program and that the parties concerned were aware of the processes. In some cases, consensus was reached on priority projects and high need areas, and steps were taken to ensure a fair, province/territory-wide selection of projects.

These findings are still preliminary given that the implementation of the Next Step Program only began in 1992 and will continue until 1995. The issue should be re-examined in the Final Evaluation of the Next Step Program following completion of the Program.

### **C. Rationale for CMHC's Role in Project Haven**

CMHC undertook the lead role in the delivery of Project Haven at the request of Health & Welfare Canada. The Program is not part of the regular NHA programs but is funded through Part IX of the NHA as a demonstration project. The rationale for CMHC's role in this Program may be related to CMHC's specialized housing program delivery expertise, and in relation to precedents for CMHC's involvement in interdepartmental activities (such as in Federal energy conservation initiatives with EMR in 1977, and with the Department of Indian Affairs for delivery of on-reserve housing).

Development of shelters for abused women and their children involves provision of housing accommodation through either the construction of new buildings or the acquisition and renovation of existing buildings. The required housing accommodation for first stage shelters generally takes the form of hostel type housing including a number of bedrooms with communal living, kitchen and other spaces and high-grade security features to ensure the safety of occupants. Second-stage housing projects usually include several self-contained dwelling units in a project with enhanced security systems. To provide accessibility for persons with physical disabilities, some shelters also include special design features such as ramps, specialized bathrooms and enlarged bedrooms, doorways and corridors for wheel-chair access. As such, the housing requirements for these shelters are quite specialized from a design and construction perspective.

Organizations which develop and operate shelters for abused women and their children have tended to emerge from community-based groups sponsoring supportive services for women or the community in general. In many cases, community groups have many years of experience in the fields of family support or counseling for women. Having identified the need for safe, emergency shelters or second-stage housing, these groups have taken the initiative to provide the required service for their communities. In most cases and in most communities up until this time, a particular community group would typically be involved in developing one shelter to meet the needs of its own community.

The Project Haven program was specifically targeted to small urban centres and rural areas which lacked shelters for abused women. There tended to be few established sponsor groups in these areas. Three-quarters of Project Haven sponsor groups said that this was the first shelter for abused women developed by their group. Nearly half of the sponsor groups funded under Project Haven had become involved in family violence issues since 1988 (in the past five years). About a

quarter of the groups had been involved in family violence issues or services for at least five years before the Project Haven Program was introduced (from 1983-1988) and nearly 30 percent of the groups had been involved in family violence issues for ten years (since 1978). Two groups had been active since 1973. Overall, the groups funded under the Program include three types of sponsors: nearly half were newly formed groups that had not previously operated a shelter or been involved in family violence issues before the Program; about a third were groups which had been involved in family violence issues for five or more years before the Program was launched but had not previously operated a shelter; and, about a fifth were groups which had been operating shelters for up to ten years before they received funding through the Program.

The Project Haven Program provided start-up financing in the form of Pre-Commitment Loans (PCL) to assist groups to complete applications and develop detailed proposals. As well as providing dollar funding for proposal development, the start-up processes involved liaison among CMHC, the sponsor organizations and development consultants or professionals retained by the sponsors to reach a suitable project design that met funding specifications. CMHC's role during both the design or start-up phase and the construction or renovation phase involved provision of technical, design and development support to the sponsor groups. In the Survey of Sponsor Groups, many sponsor groups said that they valued the assistance and technical expertise provided by CMHC field staff in development of their shelters, particularly on construction and design aspects. CMHC's many years of experience in providing project development support to non-profit organizations assisted in delivery of the Project Haven Program.

A second basis for CMHC's role in the delivery of the Project Haven Program relates to the need for housing project delivery expertise in connection with federal interdepartmental initiatives. In the late 1980's the federal government promoted increased collaboration among federal departments as an effort to improve co-ordination of services and improve efficiency in federal government operations. While the two phases of the federal Family Violence Initiative and the National Strategy for the Integration of Persons with Disabilities (NSIPD) are current instances of these efforts, CMHC has participated in previous interdepartmental activities in areas of energy conservation and with respect to provision of housing for Aboriginal Canadians on-reserves. In all these instances, CMHC has been able to provide program delivery expertise as the federal housing agency by working collaboratively not only with relevant federal departments but also with respective provincial/territorial government agencies, community and stakeholder groups. CMHC has the ability to provide the benefits of over twenty years of experience in program delivery through the National Housing Act much of which has involved joint program activities with other levels of government, the community and the voluntary sector. Through its network of regional and local offices, CMHC is particularly well-positioned to respond to differing situations and requirements in different communities across Canada, using the existing networks of working relationships with funding agencies.

#### **D. Need for Interdepartmental Initiative & Collaboration**

The federal FVI was implemented as a co-ordinated set of activities involving six federal departments and CMHC in the first phase (1988-1992) and seven in the second phase (1991-95). The interdepartmental evaluation of the FVI is evaluating the need for an interdepartmental

approach and the effectiveness of the co-ordination mechanisms across all departments and agencies.

This Evaluation Report considers the rationale for interdepartmental collaboration with specific reference to CMHC activities under the initiatives. The evaluation issue is whether collaboration among the federal departments involved had the potential to yield benefits as compared with a program delivered independently by CMHC.

CMHC has participated actively since 1988 in the interdepartmental committees established under the leadership of Health & Welfare Canada. Collaboration has been undertaken in six functional areas, namely: program design, delivery and operations, policy development, program evaluation, consultation, and data collection.

Co-ordination across these areas involved several CMHC Divisions, principally, Program Operations Division (which was responsible for the delivery of the Program and liaison with the program staff of the Family Violence Prevention Division of HWC), SPPDD (which is responsible for policy issues and development of new initiatives), and Program Evaluation Division (which is responsible for the program evaluation activities required for CMHC activities and through the mechanism of the interdepartmental Evaluation Working Group for providing input to the overall evaluation of the FVI).

In addition, CMHC has co-ordinated its consultation activities related to the evaluation and data collection with Canada-wide consultation efforts lead by Health & Welfare Canada. These consultations have involved provincial and territorial governments, transition house associations, women's groups, native organizations and other special interest groups.

A major area of collaboration over the past two years has been in connection with data development activities launched by Health & Welfare Canada under the Initiative. HWC contracted with Statistics Canada to compile databases in several areas, and Statistics Canada undertook extensive consultation with other federal departments to identify data requirements. CMHC took advantage of opportunities to provide input to two key data development areas funded by HWC, namely, the Statistics Canada 1993 Violence Against Women Survey and the Statistics Canada 1992-1993 Transition Home Survey. Specific CMHC data requirements for evaluation and policy purposes were identified and efforts made to ensure that CMHC's data needs could be met to the fullest extent possible. As well, it was essential to co-ordinate CMHC'S own data collection activities with those being undertaken by Statistics Canada to avoid duplication of efforts and inefficient use of federal resources, and to minimize respondent burden when overlapping data sources were involved.

CMHC was able to ensure that some important baseline data elements were included in the Violence Against Women Survey, and special arrangements were negotiated with Statistics Canada to ensure CMHC access to any special data analysis required for the CMHC evaluation. With regard to the Transition Home Survey, CMHC was able to negotiate a specific bilateral Data Sharing Agreement with Statistics Canada to provide CMHC with access to the Survey data. This Survey of all transition homes in Canada (including Project Haven shelters) provides detailed operational data required for the CMHC evaluation. By obtaining access to this survey data,



CMHC was able to meet some of its data needs for evaluation purposes without incurring the costs of collecting these data directly from the Project Haven shelters. As well, by collaborating closely with Statistics Canada on the survey design, potential duplication of data collection and additional paper burdens for these shelters were avoided.

As well as these two data development activities, CMHC initiated negotiations with Statistics Canada and Health & Welfare Canada concerning the design of a client data base for the shelters funded under Project Haven. These negotiations culminated in a CMHC/HWC Memorandum of Understanding (MOU) for HWC funding of a client data base (the CMHC Project Haven Client Information System) developed by CMHC Program Evaluation Division in collaboration with HWC officials. The MOU provides for data sharing between CMHC and HWC, and regular feedback of interim data to HWC, Project Haven shelters, transition house associations, provincial/territorial governments, and other federal departments.

These three complementary data bases were developed through extensive collaboration among the federal agencies involved largely through the funding provided from the FVI through HWC. The data bases developed have immediate applications in the evaluation of CMHC's FVI activities but in the longer term they provide enormous potential for improving understanding of the problem of family violence in Canada and will contribute to the development of future policies and programs in this area. The collaborative design of these data bases to address priority concerns across many departmental interests was made possible by the co-ordination mechanisms of the FVI and the leadership of HWC. Furthermore, development of these information sources involved consultation with women's organizations, provincial/territorial governments and the transition house sector across Canada.

The collaborative interdepartmental efforts contributed to the development of a comprehensive information system relevant to family violence issues. First, Health & Welfare Canada, through the Family Violence Prevention Division and its National Clearinghouse on Family Violence, has developed a Canada-wide network of contacts with provincial/territorial agencies and representatives in the women's sector which were involved in the consultative processes. From a CMHC perspective, these agencies are not generally involved in CMHC housing program evaluations and the collaboration with HWC contributed to the successful design and implementation of data collection activities. Second, a wide range of perspectives were contributed from across the federal departments involved including issues related to persons with disabilities, multi-cultural and immigration dimensions, Aboriginal peoples' concerns and gender issues. These added concerns were identified through the interdepartmental mechanisms and were addressed in the CMHC evaluation.

In addition to the collaboration among federal departments at the national level, co-ordination among federal and provincial/territorial agencies was quite extensive in the delivery of the program. Specifically, CMHC regional and branch offices undertook program delivery in partnership with the regional offices of the Department of Indian and Northern Affairs (INAC) for delivery of the program for on-reserve Aboriginal communities, and with provincial/territorial social services departments for non-reserve projects. The representatives of provincial/territorial social services and INAC offices were involved at the local level in the selection of proposals and development of shelters. Since prior approval of operating funding was required before Project

Haven shelters received capital financing through CMHC, these other funding partners had a major role to play.

The involvement of these funding partners in the program had the potential to yield important benefits including provision of information and knowledge about community needs and priorities, identification of appropriate sponsor organizations for applications for funding under the program, and knowledge concerning the likely viability of the sponsor groups applying for funding. Evidence collected in surveys of CMHC field staff, Provincial/Territorial social services (PTSS) and INAC officials suggests that these types of benefits were substantially realized through the collaborative efforts in setting priorities for funding and in selection of project proposals. The mechanisms for and effectiveness of collaboration on program delivery are discussed in Chapter VI.

CMHC's experience with the FVI suggests that interdepartmental collaboration efforts across several major functional areas provided opportunities for considerable gains in terms of program, policy and evaluation activities. Direct benefits from the CMHC perspective relate to the development of comprehensive data bases and improvements from the concerted consultation activities through the leadership role of HWC. These opportunities have realized efficiencies as well as improved the consistency of the overall database on family violence issues in Canada. Collaborative efforts among federal and provincial/territorial agencies have generated specific benefits in terms of program delivery by the avoidance of duplication as well as improved communications on program, policy and evaluation activities, and ultimately leading to improved services to clients.

#### **E. Appropriateness of the Project Haven Program to Client Needs**

The rationale for first-stage shelters is to provide alternative, safe, short-term accommodation where women can obtain information, counseling and support. The evaluation assessed the appropriateness of the Project Haven Program to provide emergency shelters to address these objectives.

Sponsor groups and funding agencies rated the Program as highly effective in its ability to provide safety and security for women, providing housing of suitable design with adequate basic facilities (such as bathrooms and kitchens), and in suitable locations. Sponsor group respondents were least satisfied with the ability of the program to provide adequate space for counseling and for office and administrative purposes. In comments, sponsor groups most frequently noted constraints in their ability to meet client needs related to the size or capacity of the shelter. CMHC respondents reported that the least effective aspects of the program were in providing safe outdoor areas for women and providing adequate privacy for women. PTSS and INAC respondents reported that the least effective aspect of the program was in terms of accessibility of the shelters to potential clients because of transportation difficulties (Table 3.1).

**TABLE 3.1  
EFFECTIVENESS RATING OF PROJECT HAVEN PROGRAM'S  
ABILITY TO MEET THE CLIENT NEEDS  
(PERCENTAGES EFFECTIVE/VERY EFFECTIVE)**

SHELTER CHARACTERISTICS	FUNDING PARTNERS			
	CMHC	INAC	PTSS	SPONSORS
Safety/security	92	100	63	93
Housing design for women	92	100	63	85
Housing design for children	80	83	63	76
Privacy for women	68	83	63	76
Counseling space	80	83	63	46
Office space	76	67	63	55
Location	80	73	63	89
Access (transportation)	72	50	38	76
Basic facilities	92	83	63	85
Indoor play areas	68	67	63	78
Maintenance/repair	72	50	63	74
Safe outdoor play areas	72	83	63	78
Safe outdoor areas for women	62	67	63	65

**SOURCES:** Surveys of Sponsor Groups, CMHC Regional and Branch Offices, and PTSS and INAC Regional Offices, Program Evaluation Division, CMHC, 1993

These findings indicate that the program was seen to be highly appropriate to meet the needs of clients for safety and accommodation in appropriate locations. However, limitations were noted with respect to the size of shelters (which limited the numbers of clients which could be served), inadequate funding to provide for counseling and administrative space, and transportation difficulties which are related to the locations of the shelters rather than the design of the program.

These survey data indicate that Project Haven was able to provide capital funding appropriate to meet the needs of clients for safety and accommodation. However, some shelters were not able to provide sufficient additional space for counseling and administrative purposes needed to operate the shelter. While some difficulties were noted with the operating funding requirements, most of the respondents from the funding parties and sponsor groups involved in the program found this to be an effective method for developing shelters. Funding partners (INAC and PTSS) expressed some concerns about the accessibility of the shelters because of transportation difficulties associated with meeting the needs of a widely dispersed population. The effectiveness of shelters to meet the needs of their clients are considered from client perspectives in Chapter IV. Overall, Project Haven appears to be an appropriate and effective method for developing shelters.

## F. Meeting Needs in Rural Areas and Aboriginal Communities

The Project Haven program was targeted to areas which were previously under-served with shelters for abused women, especially rural, First Nations and Aboriginal<sup>1</sup> communities, immigrant women and women with disabilities. The provision of services in these localities frequently encounters particular difficulties with regard to transportation, provision of security, confidentiality for clients, and the availability of community services to assist shelters in meeting client needs. In the case of Aboriginal communities, there may also be cultural differences in the response to violence in the community. Women from rural areas and Aboriginal communities frequently travel away from their communities to obtain the services of a shelter and to ensure the safety of themselves and their children. The evaluation has to consider how appropriate the Project Haven approach of locating shelters in these communities may be to the communities' needs.

The evaluation sought to assess the effectiveness of shelters in rural and Aboriginal communities in several ways, including from the client, shelter sponsor group, and community perspectives. The detailed findings on these assessments are discussed in Chapters IV and V of this Report.

The Survey of PTSS and INAC offices asked respondents to rate how well the targeting of Project Haven to women previously underserved by shelters (that is, Aboriginal women, women with physical disabilities, immigrant women, rural women, and women living in remote communities) addressed the needs and priorities in their province or region. Overall, half of PTSS respondents and two-thirds of INAC respondents said that the program had addressed these needs very well or well (Table 3.2). A third of PTSS respondents felt that the program had addressed these needs poorly or very poorly.

**TABLE 3.2**  
**ABILITY TO REACH UNDERSERVED CLIENTS (PERCENTAGES)**

RESPONDENTS	VERY WELL/ WELL	ADEQUATE	POOR/ VERY POORLY
INAC	66	33	0
PTSS	50	17	33

**SOURCE:** Survey of PTSS and INAC Regional Offices, Program Evaluation Division, CMHC, 1993

To provide assessments from different perspectives, the surveys of funding partners, CMHC offices and sponsor groups also asked respondents to rate how well Project Haven was able to meet the needs of specific groups in their areas or projects. It should be noted that percentages shown in Table 3.3 refer to only those respondents who gave a 'very well or well' rating, and have been adjusted to exclude respondents who gave 'Not applicable' responses. The percentages giving 'Don't Know' responses are shown in brackets. Figures for 'sponsors' refer to the ratings by

<sup>1\*</sup> Aboriginal, in the Report, may include First Nations and other aboriginal groups.

sponsor groups for their own shelters and are shown separately for Aboriginal sponsor groups and other sponsor groups.

As shown in Table 3.3, all parties rate Project Haven highly in its ability to meet the needs of Aboriginal women, particularly the Aboriginal sponsor groups themselves (all of which said that their shelters were able to meet the needs of Aboriginal women) and 83 percent of INAC respondents. Three-quarters of CMHC respondents said the program meets the needs of Aboriginal women in their areas well or very well. Forty-two percent of PTSS respondents rated the program well or very well in meeting Aboriginal needs, but 28 percent gave 'don't know' responses.

**TABLE 3.3  
RATINGS OF ABILITY TO MEET THE NEEDS OF TARGET GROUPS  
(PERCENTAGES VERY WELL/WELL)**

TARGET GROUPS	FUNDING PARTNERS			SPONSORS	
	CMHC	INAC	PTSS	ABORIGINAL	OTHER
Women with disabilities	56 (20)	- (50)	43 (28)	59(8)	46(3)
Aboriginal women	76 (12)	83 ( 0)	42 (28)	100(0)	72(0)
Immigrant women	31 (68)	- (33)	17 (33)	38(12)	61(5)
Rural women	58 (25)	40 (40)	43 (29)	89(0)	90(0)
Women in remote northern locations	44 (39)	25 (25)	29 (29)	78(0)	71(0)

**SOURCES:** Surveys of Sponsor Groups, CMHC Regional and Branch Offices, and PTSS and INAC Regional Offices, CMHC, Program Evaluation Division, 1993

**NOTE:** Percentages in brackets are 'don't know' responses. Not applicable responses have been excluded from these percentages

About 90 percent of sponsor groups said that their shelters meet the needs of rural women, compared with 58 percent of CMHC respondents (25 percent of CMHC respondents gave 'don't know' responses). Figures are lower for PTSS (42 percent) and INAC (40 percent) respondents since 29 and 40 percent respectively gave 'don't know' responses.

About a third of respondents from CMHC, PTSS and INAC were unable to rate the ability of the program to serve women in remote northern locations because their areas did not include these areas. In addition, more than a quarter of these respondents gave 'don't know' responses. In those areas which served women in remote locations, less than half the CMHC respondents, 25 percent of INAC respondents and 29 percent of PTSS respondents felt the program met the needs well or very well. In contrast, over 70 percent of sponsor groups felt that their individual shelters served women in remote northern locations well or very well.

The two groups which would seem to be least well served based on these data are immigrant women and women with disabilities. About half of CMHC and PTSS respondents said the program served women with disabilities well or very well, and less than half the sponsor groups

felt their shelters met the needs of these women. Least is known about the ability of the program to serve to immigrant women. Only 31 percent of CMHC respondents felt the program met the needs of immigrant women but 68 percent said they did not know. Only 17 percent of PTSS respondents said the program served immigrant women well and 33 percent said they did not know. Similarly, less than half the sponsor groups felt their shelters served immigrant women well.

Overall, all parties involved seem to feel that the program is appropriate to serve the needs of Aboriginal women. Most of the respondents feel that the program is appropriate to serve rural women but that it is less appropriate for serving women in remote northern locations. The program seems to have been only partly tailored to meet the needs of women with disabilities, and immigrant women are least well served according to all parties involved. Factors affecting the Program's performance in meeting the needs of target groups are discussed in later chapters of this report.

Data compiled in the Sponsor Survey (Table 3.4) indicate that both Aboriginal and other shelters are effective in meeting their clients needs for safety and security, providing appropriate housing and basic facilities, and in terms of where the shelter is located. Aboriginal shelters would seem to be better served with counseling space and office space. However, the Aboriginal shelters indicated somewhat more difficulty providing for privacy for their clients and in arranging transportation than did other shelters. Generally, these data suggest that both Aboriginal and other shelters are able to provide for the needs of their clientele.

**TABLE 3.4**  
**EFFECTIVENESS RATING OF PROJECT HAVEN**  
**ABORIGINAL AND OTHER SHELTERS' ABILITY TO MEET CLIENT NEEDS**  
**(PERCENTAGES EFFECTIVE/VERY EFFECTIVE)**

SHELTER CHARACTERISTICS	ABORIGINAL SHELTERS (N = 13)	OTHER SHELTERS (N = 42)
Safety/security	91	94
Housing design for women	90	87
Housing design for children	72	79
Privacy for women	73	82
Counseling space	70	49
Office space	82	51
Location	91	92
Access (transportation)	73	82
Basic facilities	91	85
Indoor play areas	82	79
Maintenance/repair	73	76
Safe outdoor play areas	82	79
Safe outdoor areas for women	50	76

**SOURCE:** Survey of Sponsor Groups, CMHC, Program Evaluation Division, 1993

One finding of detailed case studies in rural and Aboriginal communities is the heterogeneity of the needs of clients in these areas. Specifically, while some clients appear to wish to remain within their own communities, other clients express the preference to go to shelters outside their immediate community (for example, off their reserve in a neighbouring community). Client preferences for their choice of shelter location are related to many factors including safety for themselves and their children, the need for anonymity, the role of family and informal support networks, and so on. The implication of this finding vis-a-vis the program design appears to be that the provision of choice in shelter locations is a desirable feature from a client perspective. Thus, an approach which seeks to locate shelters in specific communities may only partially meet the needs of clients in rural and aboriginal communities. This question is considered in more detail in Chapter IV based on the case study findings.

The Evaluation has also considered the needs of specific groups of women in some detail through a study of unmet needs. It is widely acknowledged in the shelter sector that some clients have specialized service needs related to physical or mental health problems, drug or substance abuse, language or cultural characteristics which are difficult to address. Some shelters have undertaken special efforts to serve clients with these types of needs. The Evaluation assessed the extent of these needs and the approaches developed to address them. The findings are discussed in Chapter V, Section F Special Needs.

## IV PROJECT HAVEN CLIENT CHARACTERISTICS

The CMHC Client Information System (CIS) collected information on client characteristics from Project Haven shelters and from a sample of 20 pre-existing Special Purpose comparison shelters over a twelve month period. The CIS includes information recorded by shelter staff for all clients entering and leaving these shelters plus additional data from a sample of 30 percent of these clients through departure interview forms. The Special Purpose shelters were included for comparative purposes to assess the similarities of Project Haven clients with clients in other shelters. The information is not intended to represent all Special Purpose shelters (since the twenty were selected to be comparable with the Project Haven shelters) or to evaluate that program.

This chapter summarizes key socio-demographic characteristics of Project Haven shelter clients including age, children, marital status, language, education, employment and income sources. The second section presents highlights of client backgrounds including place of residence, Aboriginal status, immigrant status, disability status, and the history of abuse. Section C summarizes the main findings.

### A. Socio-Demographic Characteristics of Clients

#### 1. Age of Shelter Clients

Most shelter clients are younger women. The average age of women using Project Haven shelters was 32 years with 45 percent under 30 years of age and 34 percent between 30 and 40 years of age. Small proportions of women under age 20 (7 percent) and women over 50 (6 percent) used these shelters. The age profile of Project Haven clients was similar to that of clients in comparison Special Purpose shelters (Table 4.1).

**TABLE 4.1  
AGE OF CLIENTS ENTERING PROJECT HAVEN &  
SPECIAL PURPOSE COMPARISON SHELTERS**

CLIENT AGE	PROJECT HAVEN SHELTERS		SPECIAL PURPOSE COMPARISON SHELTERS	
	%	#	%	#
19 years and under	7	451	9	187
20 - 29 years	39	2573	35	718
30 - 39 years	34	2289	34	705
40 - 49 years	14	936	15	303
50 years and over	6	418	7	146
Total	100	6667	100	2059
Average Age (years)		32		32

**SOURCE:** CMHC, Program Evaluation Division, Client Information System, 1993



## 2. Children of Shelter Clients

Three-quarters of the women using Project Haven shelters had children and the majority (58 percent) brought their children to the shelters when they came. On average, one child accompanied each woman to these shelters, while for shelters on-reserve, the average woman was accompanied by two children. Fourteen percent of women came to shelters with three or more children (Table 4.2). In total over the twelve month period, over 8,100 children accompanied their mothers to Project Haven shelters.

**TABLE 4.2**  
**PERCENTAGE PROJECT HAVEN CLIENTS ACCOMPANIED**  
**BY CHILDREN AND WHO HAVE CHILDREN**

<b>NUMBER OF CHILDREN</b>	<b>% WOMEN ACCOMPANIED BY CHILDREN</b>	<b>% WOMEN WHO HAVE CHILDREN</b>
None	42	26
One child	23	23
Two children	21	26
Three children	9	16
Four or more children	5	9
Total	100	100

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993

## 3. Marital Status

Two-thirds of Project Haven clients were married (including common-law relationships), 13 percent were separated, 6 percent divorced, 1 percent widowed and 14 percent were single. The marital status profile of clients in the Special Purpose comparison shelters showed slightly higher percentages of separated and single women and a lower percentage who were married.

## 4. Language

Fifty-three percent of Project Haven clients gave English as their birth language, 24 percent gave French and 24 percent gave Aboriginal or other languages. Special Purpose comparison shelters had higher proportions of English and French speaking clients and lower proportions (13 percent) of clients with other languages reflecting the lower percentage of Aboriginal clients in these shelters as compared with Project Haven shelters.

## 5. Education Background

Nearly two-thirds of Project Haven clients had not completed high school when they came to the shelters, 20 percent had completed high school and 18 percent had some post-secondary education

(Table 4.3). The education background of Project Haven clients was similar to that of the Special Purpose client comparison group.

**TABLE 4.3**  
**EDUCATION BACKGROUND OF PROJECT HAVEN &**  
**SPECIAL PURPOSE COMPARISON SHELTER CLIENTS**

<b>EDUCATION LEVEL</b>	<b>% PROJECT HAVEN SHELTER CLIENTS</b>	<b>% SPECIAL PURPOSE COMPARISON SHELTER CLIENTS</b>
Grade School	18	43
Some high school	44	21
Completed high school	20	17
Some post-secondary	18	19
Total	100	100

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993

## **6. Occupational Situation of Clients**

Forty percent of Project Haven clients were receiving social assistance, 6 percent were unemployed and eligible for UIC, and 5 percent were attending school. About 20 percent were employed full- or part-time, self-employed or worked on an occasional basis (Table 4.4). About a third of clients were full-time 'home-makers', that is, not employed for pay or looking for paid employment, and not receiving social assistance support. These women would be financially dependent on their spouses' incomes. The occupational profile of clients was similar for urban, rural and reserve locations.

**TABLE 4.4  
CLIENT OCCUPATIONAL SITUATION BEFORE ENTERING PROJECT HAVEN SHELTERS  
BY SHELTER LOCATION**

<b>LOCATION OF SHELTERS</b>				
<b>OCCUPATIONAL SITUATION</b>	<b>Urban (≥ 2,500)</b>	<b>Rural (2,500)</b>	<b>On Reserve</b>	<b>All Shelters</b>
Not Employed for Pay	33	31	29	32
Unemployed - UIC	6	6	6	6
Unemployed - Social Assistance	40	40	48	41
Occasional Employment	2	2	2	2
Employed Part-Time	5	4	3	5
Employed Full-Time	10	13	9	10
Self-employed	1	1	1	1
Attending School	5	5	5	5
Total	100	100	100	100

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993  
**NOTE:** Percentages may not total due to rounding

**7. Client Income Sources Before and After Staying at Shelters**

Comparing major sources of incomes for clients before and after staying at the shelters based on the 30 percent sample of clients interviewed on departure from the shelters shows increased proportions of women reporting their own employment income or UIC income and of social assistance income after leaving the shelters. The proportions of women reporting spousal employment or UIC income as sole or equal source declined from 29 percent to 12 percent (Table 4.5). These patterns were similar for the clients in the comparison Special Purpose shelters. Clients in shelters on-reserve or serving primarily Aboriginal clients reported lower proportions of employment income sources and higher proportions of social assistance income sources both before and after staying at the shelters.

**TABLE 4.5**  
**PROJECT HAVEN CLIENTS' MAJOR INCOME SOURCE**  
**BEFORE AND AFTER COMING TO THE SHELTER**

MAJOR SOURCE OF INCOME	%	%
	BEFORE COMING TO SHELTER	AFTER LEAVING SHELTER
Equal work income of self/spouse	11	5
Spouse's employment/UIC income	18	7
Own employment/UIC income	10	14
Social assistance	50	64
Support payments from spouse	0	1
Other sources	11	9
Total	100	100
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, Departure Interviews, 1993		
<b>NOTE:</b> It should be noted that 47 percent of clients returned home after staying at the shelters and would be likely to have the same major source of income before and after staying at the shelters		

**B. Client Background Characteristics**

The Project Haven Program gave priority to providing shelters in communities which were previously under-served with these types of facilities, and was specifically targeted to key client groups including women in rural areas, Aboriginal women, immigrant women and women with disabilities.

**1. Client Place of Residence**

Shelter clients often travel to another community to go to shelters either because there are no shelters in their immediate communities or for reasons of assuring personal safety. Fifty-four percent of Project Haven clients came from the same communities where the shelters were located and 46 percent from a different community. More than half the clients overall (54 percent) came from urban or suburban communities, 29 percent from rural communities and 16 percent from reserves (Table 4.6). For shelters located on-reserves, the majority of clients (about two-thirds) came from the local reserve communities.

**TABLE 4.6  
CLIENTS' USUAL PLACES OF RESIDENCE**

	TYPE OF COMMUNITY <sup>1</sup>			
	URBAN %	SUBURBAN %	RURAL %	ON RESERVE %
<b>PROGRAM TYPE</b>				
Project Haven	47	8	29	16
Special Purpose	58	11	26	6
<b>PROJECT TYPE</b>				
Aboriginal	34	3	13	49
Other	53	10	32	5
<b>CLIENT BACKGROUND</b>				
Aboriginal	26	3	16	55
Other	56	10	34	1

**SOURCE:** CMHC, Program Evaluation Division, Client Information System, 1993  
**NOTE:** 1. Based on clients definitions of type of community where they usually lived.

**2. Aboriginal Background of Project Haven Clients**

Nearly a third of Project Haven clients were of Aboriginal background compared with 25 percent of clients in the comparison Special Purpose shelters (Table 4.7). This is consistent with the program target of providing more shelters for Aboriginal clients.

**TABLE 4.7  
CLIENT BACKGROUND  
PROJECT HAVEN AND SPECIAL PURPOSE COMPARISON SHELTERS**

CLIENT TYPE	PROJECT HAVEN SHELTERS		SPECIAL PURPOSE COMPARISON SHELTERS	
	%	#	%	#
Aboriginal	32	2009	25	495
Non-Aboriginal	68	4314	75	1526
Total	100	6323	100	2021

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993  
**NOTE:** Aboriginal background refers to women who are Status Indians, Métis, Inuit, Non-Status Indian and Aboriginal (Status unknown)

Twenty-four of the 78 Project Haven shelters were located in or close to First Nations communities to serve primarily Aboriginal women. Eighty-six percent of clients in these shelters were of Aboriginal background compared with 18 percent of clients in other shelters (Table 4.8). Some of these other shelters, however, reported that a large proportion of their clients (40 to 50 percent) were of Aboriginal background.

**TABLE 4.8  
CLIENT BACKGROUND  
BY SHELTER TYPE (ABORIGINAL AND OTHER)**

CLIENT TYPE	ABORIGINAL SHELTERS		OTHER SHELTERS		ALL PROJECT HAVEN	
	%	#	%	#	%	#
Aboriginal	86	1126	18	883	32	2009
Non-Aboriginal	14	181	82	4133	68	4314
All	100	1307	100	5016	100	6323

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993  
**NOTE:** Aboriginal background refers to women who are Status Indians, Métis, Inuit, Non-Status Indian and Aboriginal (Status unknown)

Related to the location of shelters, most of the Aboriginal women using the Project Haven shelters were First Nations women (Status Indians). Seventy-eight percent of the Aboriginal clients of Project Haven shelters were First Nations women, six percent were non-Status Indian women, 6 percent were Inuit women, 3 percent were Metis women, and for six percent of the women their status was not reported. (Table 4.9)

**TABLE 4.9  
PROJECT HAVEN CLIENTS BY ABORIGINAL BACKGROUND**

ABORIGINAL BACKGROUND	ABORIGINAL NUMBER	CLIENTS %	% ALL CLIENTS
First Nations (Status)	1,651	78.2	24
Metis	69	3.3	1
Inuit	130	6.2	2
Non-Status	130	6.2	2
Status not reported	130	6.2	2
Total	2,110	100.0	31

**SOURCE:** CMHC, Program Evaluation Division, CIS, 1993

### **3. Immigrant Women and Women of Multicultural Background**

Seven percent of clients using Project Haven shelters were not born in Canada and over half of these women (55 percent) had come to Canada since 1980. In comparison, only one percent of the Special Purpose comparison clients were born outside of Canada. Two of the shelters funded under the Project Haven Program were specifically designed to provide services to immigrant women and women from non-Canadian cultural groups.

### **4. Women and Children with Disabilities**

Relatively few of the Project Haven shelter clients were women with disabilities. Two percent were women with mobility disabilities, less than 0.5 percent were women with visual and hearing disabilities, and 5 percent were women with other disabilities (mainly related to mental health problems). In addition, about 5 percent of the clients had children with disabilities. The proportions of clients with disabilities are similar for shelters in urban, rural and reserve communities and for Aboriginal and non-Aboriginal clients. Approximately 460 of the Project Haven clients served over the twelve-month period had some form of disability.

### **5. History of Abusive Situations**

More than a third of Project Haven clients had experienced abuse for more than five years and a quarter reported abuse for more than ten years. Nearly half of the women reported that their abuser was their husband and 39 percent said a live-in partner was the abuser.

Nearly two-thirds of the women staying in Project Haven shelters had left the abusive situation previously while 31 percent said this was the first time they had left. About half of the women said they had been at a shelter before while the rest said this was their first visit to a shelter. Before they came to the shelters, three-quarters of the clients were living with their spouse or partner. However, some had been staying with relatives (7 percent) or friends (3 percent) or in other shelters (3 percent). As well, 4 percent were living at home and 7 percent in their own place without their spouses which suggests they were already separated before they came to the shelter. Thus, nearly a quarter of the clients had already left abusive situations and were living away from their spouse before they came to the shelter for assistance in dealing with continuing abuse.

## **C. Summary Profile of Project Haven Clients**

Most Project Haven clients are younger, married women with one or two children. Many have less than high school education, and only 20 percent are employed for pay. The majority are receiving social assistance (41 percent) or working in the home without pay (32 percent). Nearly 30 percent reported their spouses' incomes as the main or equal source of income before coming to the shelters.

Nearly half of the clients came to the shelters from a community other than the one where the shelter was located. Over half (54 percent) were from urban or suburban communities, 28 percent

from rural areas and 17 percent from reserves. About a third were of Aboriginal background, 7 percent were immigrants, and 7 percent were women with some form of disability.

More than a third of the women had experienced abuse for more than five years before coming to the shelters. Nearly 90 percent said their husband or live-in partner was the abuser. Two-thirds of the women had left their abuser previously and about half had been to a shelter before. A quarter of the women were living apart from their abusive partner prior to coming to the shelter.



## **V ACHIEVEMENT OF PROGRAM OBJECTIVES**

The focus of this chapter is on those issues relating directly to the achievement of objectives under the Project Haven program as stated in Chapter I. This chapter examines the following indicators of objectives achievement: the number and distribution of shelter units to assess the increase in available shelter spaces; characteristics of client groups using Project Haven shelters to ensure that target clients (i.e., abused women and their children) are being served; length of stay at shelters to reflect the objective of providing short-term emergency accommodation; service provision; the adequacy of shelter housing; appropriateness of shelter housing to the needs of abused women and their children; and intermediate and long term housing needs of shelter clients. The effectiveness of the financing mechanism used under Project Haven is discussed in Chapter VII.

Information is derived from the following sources: the CMHC Client Information System (including the Non-Residential Component and discussions with former residents), the Community Needs and Impacts Study, CMHC field offices Survey, Provincial/Territorial Social Services Departments and INAC Surveys, the Non-Profit Sponsor Group Survey, CMHC's Program Delivery System (PDS) database, the CMHC Inspections Case Studies, and the Statistics Canada 1992-1993 Transition House Survey. The detailed findings of this study are included in the Background reports titled (1) "Community Needs & Impacts Study of Project Haven Shelters: A Report Focused on Shelters in Aboriginal Communities"; (2) "Community Needs & Impacts Study of Project Haven"; and (3) "Technical Report on the Project Haven Evaluation and the Client Information System".

### **A. Number of Shelter Units**

The CMHC Guidelines and Procedures Manual for Project Haven identified one objective of the program as being to increase the number of shelter spaces available to abused women and their children. The Order-in-Council authorizing CMHC to deliver Project Haven stated that the program was to provide between 400 and 650 units of temporary shelter for abused women and their children. These units were provided through new construction or acquisition and conversion of existing housing, in new projects or as expansions of existing shelters. As discussed earlier, funding was also available for existing shelters that were in financial difficulty or required funding for repairs or renovation to "save" units in existing shelters.

As discussed in Chapter II, a total of 458 units were funded in 78 shelters under Project Haven. About half of these units (51 percent) were provided by new construction and 49 percent by acquisitions, conversions or renovations of existing buildings. Therefore, the program achieved the unit targets within the overall capital budget available.

**B. Target Clientele**

Project Haven shelters were intended to serve women who are experiencing abuse from their spouse or partner and the children of these women. Abuse includes physical assaults and/or threats, sexual abuse, psychological abuse, emotional, financial and other abuse of women by their marital partner.

The CMHC Client Information System data shows that 87 percent of women who stayed in Project Haven shelters over the twelve-month period gave abuse or threats of abuse as their reasons for coming to the shelters. Many women reported several types of abuse by their spouse or partner. About 13 percent of the clients gave housing problems or other non-abuse reasons (adjusting for multiple responses in these two categories) for coming to the shelters. Half of the women reported physical abuse, 45 percent reported psychological or verbal abuse and 16 percent gave other abuse as reasons for using the shelters. The reasons for using Project Haven shelters are generally similar for shelters in all locations (urban, rural and on-reserves), and for shelters primarily serving Aboriginal women and other shelters. The reasons given for using Project Haven shelters and the Special Purpose comparison shelters were generally similar although relatively more Special Purpose clients reported housing (12 percent) or other non-abuse reasons (11 percent) (Table 5.1).

**TABLE 5.1  
REASONS FOR CLIENT ENTRY  
PROJECT HAVEN AND SPECIAL PURPOSE SHELTERS**

REASON FOR ENTRY	PROJECT HAVEN SHELTERS		SPECIAL PURPOSE COMPARISON SHELTERS	
	%	#	%	#
Battered	50	3334	44	890
Psychological/Verbal Abuse	45	2964	45	922
Threats to Woman	24	1590	21	429
Child Abuse	6	369	5	96
Threats to Children	5	355	5	101
Other Abuse	16	1088	16	334
Housing Problem	6	376	12	245
Other (Non-Abuse)	9	615	11	232

**SOURCE:** CMHC, Program Evaluation Division, Client Information System, 1993  
**NOTES:** Totals may exceed 100 percent as more than one reason could be specified

Interpreting these findings, it is important to consider three factors. First, the reasons reported by the clients on entering shelters are dependent on the information disclosed by women who may be more comfortable reporting psychological abuse than other forms of abuse. The existence of physical abuse for specific clients may not be disclosed until later in clients' stays in shelters.

difficulty), and it is consistent with their mandate that some women use shelters for non-abuse reasons. Thirdly, it was reported by some shelters (particularly those in more remote locations) that they are sometimes asked to accommodate young women and children by child protection agencies in communities where there are no appropriate alternatives. These types of factors contribute to the overall composition of shelter client populations.

Telephone follow-up with a sample of 36 shelters investigated the possible impact on the shelters of serving clients with non-abuse problems. The shelters reported their practice is to take women in crisis as a first priority, and if necessary relocate clients with non-abuse problems to hotel/motel accommodations. Some shelters noted difficulties with the definition of abuse which includes only spousal abuse or abuse within families and excludes other forms of physical or sexual assault. Shelters which see themselves as having a dual mandate to serve women abused by their partners and women in other crisis situations reported that this has never presented any problems in their operations as they are usually able to refer women with other difficulties to other community agencies for services required. Analysis of the CIS data shows that the average length of stay in shelters for women with non-abuse reasons for entry is not significantly different from the average length of stay for women with abuse reasons for entry.

Therefore, the client data demonstrates that Project Haven shelters are serving the intended target clientele of abused women and their children. Some shelters serve some women and children with other problems but this is not seen as reducing their abilities to serve abused women.

### **C. Priority Target Groups and Unserved Communities**

In the Project Haven Program, special priority was given to meeting the needs of women who had been underserved by shelters in the past and to locating shelters in communities where there were no shelters available. In particular, women of Aboriginal background, immigrant women, rural women, and women with physical disabilities were identified as priority target groups. As shown in Table 5.2, the majority of Project Haven clients were from these priority target groups. Thirty-two percent of clients were Aboriginal women, 28 percent were rural women, 7 percent were women who were immigrants to Canada or having a multi-cultural background and 7 percent were women with some type of disability.

**TABLE 5.2  
PROPORTIONS OF PROJECT HAVEN CLIENTS  
IN PRIORITY TARGET GROUPS**

CLIENT GROUPS	% CLIENTS
Aboriginal women	32
Immigrant/multi-cultural women	7
Rural women	28
Women with disabilities	7
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, 1993	

Comparing Project Haven and Special Purpose comparison shelters suggests that higher proportions of clients in Project Haven shelters were Aboriginal women (about one-third compared with one-quarter in the comparison shelters). Furthermore, Project Haven shelters in some locations had substantial numbers of Aboriginal clients ranging from 20 percent of clients in urban shelters, to 30 percent of clients in rural shelters and to 83 percent of clients in on-reserve shelters (Table 5.3).

**TABLE 5.3  
CLIENT BACKGROUND  
BY LOCATION OF PROJECT HAVEN SHELTERS**

CLIENT TYPE	URBAN (>2,500)		RURAL (2,500)		ON RESERVE		ALL PROJECT HAVEN SHELTERS	
	%	#	%	#	%	#	%	#
Aboriginal	22	1029	30	219	83	761	32	2009
Other	78	3639	70	521	17	154	68	4314
Total	74	4668	12	740	14	915	100	6323
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, 1993								
<b>NOTES:</b> Aboriginal status refers to women who are Status Indians, Métis, Inuit, Non-Status Indian and Aboriginal (Status unknown)								

Across Canada, the proportions of Aboriginal clients in Project Haven shelters reflect the population composition in areas where these shelters were located. For example, almost all women using shelters in the NWT were of Aboriginal background (99 percent), and a high proportion of women using the Project Haven shelters in Manitoba (84 percent), Alberta (82 percent), Saskatchewan (77 percent) and the Yukon (69 percent) were Aboriginal. In comparison, about 5 percent of Project Haven shelters clients in each of PEI, Newfoundland and New Brunswick were Aboriginal women.

As noted in Chapter II, most of the Aboriginal women using Project Haven shelters (78 percent) were First Nations women because most of the shelters for Aboriginal clients were sponsored by bands or located near First Nations communities. There were no specific shelters developed for Metis people and communities, and relatively few Metis women and families went to the First Nations or non-Aboriginal shelters for services. Concerns were noted about the reluctance of many Metis women to use either First Nations or non-Aboriginal shelters and the lack of services to meet the needs of Metis women in abusive and violent situations.

With respect to other target client groups, the proportions of rural women, immigrant women and women with disabilities among Project Haven shelter clients were similar to the proportions of clients from these groups in the comparison Special Purpose shelters.

The Project Haven shelters funded were consistent with the communities' needs and priorities as perceived by funding partners in provincial and territorial governments and INAC regional offices. Surveys of these agencies showed that over 80 percent felt that the Program had met the priorities of their province, territory or region well or very well. The program delivery mechanism which involved funding partners in the selection of projects for funding was seen by CMHC field staff as ensuring that the Program was targeted to the priority areas identified by these other agencies. Many respondents in these surveys commented that the Project Haven projects funded were considered as high priority in the communities where they were located. Other respondents noted that considerable needs still exist in other communities. These needs could not be addressed within the limited program budget and more funds are required to serve these other underserved communities.

These findings indicate a considerable achievement in targeting Project Haven shelters to key client groups and previously unserved communities. The special needs of women in particular client groups were studied in detailed case studies, the results of which are discussed in Chapter VI.

#### **D. Providing Short-Term or Emergency Shelters**

The objective of the Project Haven Program was to provide short-term or emergency shelters for abused women and their children. The Program was intended to provide first-stage shelters where women would generally stay for periods ranging from several days to several weeks. The evaluation examined both the shelters' policy governing clients' lengths of stay and the actual experience at clients' lengths of stay in the shelters.

The CMHC mortgage agreements with shelter sponsor groups provided flexibility to shelter operators to define the length of stay policies for their shelters and specified that client lengths of stay should not exceed 180 days. The Survey of Project Haven sponsor groups showed that almost all the shelters have policies in place which govern clients' lengths of stay. Over half the shelters have maximum lengths of stay of one to four weeks and an additional 31 percent have maximums between four and eight weeks. Seven percent of shelters reported maximums of nine weeks or more. Shelters sponsored by Aboriginal groups had shorter maximum lengths of stay with 80 percent reporting four weeks or less.

In almost all shelters (98 percent), clients' lengths of stay may be extended beyond the established maximum time periods. Most shelters (86 percent) reported policies governing extensions of client length of stay. The two reasons most commonly identified for extending client stay were client needs (particularly as related to personal safety, need for support and legal issues) and the lack of appropriate or affordable housing for clients leaving shelters.

Most women stay in Project Haven shelters for one week or less. The average clients' length of stay from the CIS data was 15 days. The average was somewhat shorter in the Aboriginal shelters (11 days) compared with the other shelters which averaged 16 days. No differences were found between the Project Haven shelters and the Special Purpose comparison shelters. The average client length of stay reported by shelters responding to the Statistics Canada Transition Home Survey was 16 days for Project Haven shelters and 15 days for Special Purpose comparison shelters reporting.

Lengths of stay in shelters was found to vary considerably from one day to several weeks. Multi-variate analysis of factors related to variations in clients' length of stay, based on the CIS client data, suggests that women relying on social assistance, women who were married or common-law, and women who did not use shelters or community services tended to stay shorter lengths of time in the shelters. Conversely, women who used employment services, community services (such as legal services help to find housing, medical services), and shelter services (such as support groups, and staff support (such as dealing with the legal/justice system and schools)) tended to stay longer in the shelters.

Therefore the findings from both the CMHC CIS and the Statistics Canada Survey confirm that Project Haven shelters are providing short-term accommodation for clients staying in the shelters, and that the Project Haven shelters are similar to pre-existing shelters in typical client lengths of stay. The shelters also appear to have established policies regarding exceptions to the shelter guidelines to enable them to respond to individual circumstances and needs of their clients.

## **E. Shelter Services**

A precondition for funding under the Project Haven program is the availability of operating funding for the provision of services to shelter clients. The evaluation does not consider the effectiveness or adequacy of shelter services, these services being the responsibility of the provincial/territorial or other agencies. However, the evaluation documents the services provided to women in the shelters in order to evaluate the usefulness of shelters to the clients.

### **1. Residential Services**

As seen in Chapter II, services to women who stay at shelters are accessible within the shelters and from community agencies. The Statistics Canada 1992-1993 THS reported that 97 percent of shelters offer short term counseling to residential clients. Other services provided in-house by shelters are group counseling, transportation, follow-ups, accompaniment to court, housing referrals, accompaniment to other services, child counseling and child care (baby-sitting). In most Project Haven communities, shelter clients can also access services provided by other community

agencies such as medical services, mental health services, legal services and addiction programs. Child protection/family services and treatment for abusive men are also available within the community for most of the shelters.

The shelter will assist in contacts with social service agencies, legal aid, schools, housing agencies, court officials, police and immigration officials. Shelter personnel will often act as advocates for clients in their dealing with outside agencies. They will frequently accompany women to appointments or court to lend support and expertise. Specialized services are provided in Aboriginal shelters with the emphasis on dealing with the whole family and on Aboriginal culture.

More than half the women staying at Project Haven shelters as well as at the Special Purpose comparison shelters asked for consultation/advice, participated in information group sessions and needed transportation services as reported in the departure interviews. Former residents interviewed in discussion groups found shelter staff to be supportive, helpful and committed people who provided emotional support. Other services received from shelter staff include information, support and assistance accessing community agencies and/or organizations (legal, medical and household goods such as clothing and toys), help with finding housing and referrals where needed. Advocacy by shelter staff with the judicial/law enforcement agencies was helpful to the majority of former residents. Less than 10 percent of residents, as reported in the CIS, said they did not receive services needed.

Over 90 percent of women said the shelter services help them a lot or in some ways as reported in the departure interviews. Participants in the discussion groups reported personal counseling with shelter staff and participation in group support activities to be beneficial. Other positive experiences include the benefits of talking with other women in the same situation, the shelter staff's non-judgemental approach, and the staff not telling the women "what to do" but helping them to make up their own minds. Some dissatisfactions noted by former residents during their stay at the shelters were annoyance with noise levels, insufficient staff during the night shift, the need for enforcement of house rules and the need for more recreational activities for children.

Project Haven shelter staff have also developed network protocols with other agencies. Police surveillance of the facility, police escort and agreement with social services concerning child abuse reporting and food/clothes banks are most commonly found. In general, over two-thirds of Project Haven shelter sponsor groups reported good relationships with social services, the police, and legal aid. Somewhat lower ratings were reported by shelter staff of their relationships with hospitals/emergency room/medical services, psychiatric/psychological services, with the courts/justice/crown attorney and with band councils where applicable.

## **2. Specialized Service Models**

Basic services such as emergency housing, transportation and counseling are offered in all shelters. At the same time, shelters have developed services reflecting the needs of the communities in which they serve. Aboriginal shelters as well as some shelters found in rural communities adopt a holistic approach to servicing their clients. This approach looks at dealing with the community, then the family and finally the women. Another dimension to the holistic approach found in Aboriginal shelters is the process of healing the whole person -- body, mind and spirit.

Service models in Aboriginal shelters include the teaching of Aboriginal culture to the women by older members of the Band. Aboriginal shelters also perform ceremonies such as the sweat lodges, and "smudge" the shelter with sweetgrass to purify the shelters. In all Aboriginal shelters, counseling is culturally-based focusing on building the self-esteem of the clients, and providing them with an understanding of the traditional Aboriginal culture.

In the CMHC CIS survey, CMHC field representatives, and provincial/territorial social services and INAC representatives were asked to indicate the nature of the overall relationship between shelters and community agencies. In general, almost all respondents answering this question reported the relations between Project Haven shelters and other community agencies were either very effective or effective.

More detailed discussion of service models and approaches is included in the case study report "Community Needs and Impacts Study of Project Haven" by SPR Associates (March, 1994).

### **3. Non-Residential Services**

Based on the findings of the Non-Residential Survey, the average shelter receives 116 non-residential contacts per month, 97 telephone contacts and 19 walk-in contacts per month. The number of non-residential contacts vary according to location. Shelters located in rural areas serving many small communities may have a larger number of non-residential contacts by telephone than shelters in rural areas where women can easily access the shelter. Estimating these numbers for a one year period suggests that, in a year for all Project Haven shelters, 108,576 women contacted the shelters on a non-residential basis. The Non-Residential Survey defined non-residential contact as a woman contacting the shelter directly or someone (e.g. social service agency, a member of the community or friends/relatives) contacting the shelter on her behalf.

Non-residential services included counseling and support for women who seek advice and assistance but not necessarily shelter. As seen in Table 5.4, most Project Haven shelters and Special Purpose comparison shelters provide individual and family support within the shelter and outside the shelter to women in the community including former residents. A larger percentage of Aboriginal shelters, in particular shelters located on-reserve provide these services to the women.



**TABLE 5.4  
NON-RESIDENTIAL OUTREACH SERVICES PROVIDED BY THE SHELTER**

SERVICES	AT THE SHELTER		IN THE COMMUNITY	
	PROJECT HAVEN	SPECIAL PURPOSE	PROJECT HAVEN	SPECIAL PURPOSE
	%	%	%	%
Individual Support to Former Residents	98	100	67	75
Family Support to Former Residents	76	30	58	38
Individual Support to Women in the Community	98	91	56	75
Family Support to Women in the Community	65	30	51	38
Support Groups - Former Residents	51	67	43	63
Support Groups Other Than Former Residents	46	50	37	88
Children's Support Groups	34	40	23	25
Services to Abusive Partners	11	9	14	13

**SOURCE:** CMHC, Client Information System, 1993

While most of the contacts were largely non-crisis situations, with women seeking general information and emotional support, a small portion of women contacting the shelters were seeking shelter from abuse. Contacts were made by women in non-abusive situations and women who were experiencing psychological/verbal abuse.

Thirty-seven percent of non-residential contacts were made by former residents. After leaving the shelter, as reported in the discussion groups, former residents agreed on the importance and benefit for both themselves and their children of continued attendance at support groups and the opportunities to share and exchange information with other women. First contacts accounted for 24 percent of contact and 26 percent contacted a shelter before on a non-residential basis.

Community outreach programs are provided in more than 90 per cent of Project Haven and Special Purpose Comparison shelters. Shelter staff maintain, in the community impact and needs study, that the community outreach activities are important because they address prevention and education needs and give the shelters an opportunity to feel they are making a contribution to the broader issue of family violence. However, such programs place a great strain on shelter staff and resources in some communities where the shelter covered a large number of rural communities and shelter staff had to drive great distances.

Overall, Project Haven shelters provide a wide range of residential and non-residential services to women in the community. Each shelter developed a service network within the community responsive to the different needs of the community as is seen in Aboriginal shelters where a "holistic" approach is emphasized within the community. Relationships with agencies in the community is reported to be generally efficient. However, some shelters felt improvements could be made to increase the sensitivity of the police force, the medical professionals and the judicial system. Less than 10 percent of residents did not receive services needed as reported in the CIS

survey, however, shelter staff expressed a need for increased outreach programs and more funding to provide the staff and resources to meet the servicing needs of non-residential women.

## **F. Provision of Adequate Housing**

Sponsor groups funded under Project Haven are responsible for ensuring that the shelters provide adequate, safe and sanitary accommodation, and that the buildings are adequately maintained to meet minimum NHA standards or local municipal codes, whichever are higher.

Data was collected through the CMHC Non-Profit Sponsor Survey, the CMHC branch and regional offices survey and the INAC/PTSS survey on the maintenance and repair of shelters and the safety and security of shelters. The 1992-1993 Statistics Canada Transition Home Survey collected information on specific safety and security features shelters put in place to protect clients using their shelters. The CMHC Physical Condition case studies provided more detailed information on the physical condition of shelters, estimated the costs of any needed repairs or replacements to shelters, and collected information on specific security features of shelters.

### **1. Physical Condition of Project Haven Shelters**

The Physical Condition study collected information on a sample of 20 Project Haven shelters to assess the general condition of the Project Haven shelters. The study was intended to provide a clear indication of the condition of Project Haven buildings, to estimate the need for and costs of all repairs and replacement required to ensure that projects meet NHA minimum property standards or locally prevailing standards, (whichever are higher), and to provide an indication of the accessibility of the Project Haven shelters for persons with disabilities.

The inspections involved examining the site, building and two units in each shelter to determine how well they met standards. Only one newly constructed facility failed to meet NHA standards during the site inspection. The remaining shelters either met or exceeded the standards for all three elements.

Twelve of the sampled twenty shelters were found to be in need of some repairs. The estimated cost of repairs for these twelve buildings totaled \$39,700, an average of \$3,308 per shelter needing repair. It was estimated that \$177,1760 in repair costs would be required in the next few years to bring Project Haven shelters up to building standards (allowing for the mix of new construction: existing buildings in the stock and assuming the same proportions of buildings in the stock as in the sample are in need of repairs).

Repair costs were considered for newly constructed and existing buildings that were acquired (with and without renovations). (Table 5.5) The average per shelter repair costs for newly constructed buildings was \$5,645 compared with \$824 for existing buildings acquired (without renovation) and \$5,500 for existing buildings that were acquired and renovated. One shelter in the sample was a pre-existing shelter that was funded under the Project Haven Program, and this shelter required \$2,000 in repairs. For the 60 percent of shelters in the sample requiring some repairs, the average per shelter repair costs were \$3,368.

**TABLE 5.5  
REPAIR REQUIREMENTS OF SAMPLE PROJECT HAVEN SHELTERS  
INCLUDED IN PHYSICAL CONDITION STUDY**

<b>SHELTERS NEEDING SOME REPAIRS</b>					
<b>TYPE OF BUILDING</b>	<b># OF SHELTERS</b>	<b>#</b>	<b>%</b>	<b>COST OF REPAIRS</b>	<b>AVERAGE COST PER SHELTER (FOR SHELTERS IN NEED OF REPAIRS)</b>
New Construction	7	4	57	22,580	5,645
Acquisition of Existing Building	9	5	56	4,120	824
Acquisition with Renovation	3	1	66	11,000	5,500
Acquisition of Existing Shelter	1	1	100	2,000	2,000
<b>Total</b>	<b>20</b>	<b>12</b>	<b>60</b>	<b>39,700</b>	<b>3,308</b>

**SOURCE:** CMHC, Physical Condition Study, 1994

The newly constructed building not meeting the minimum NHA standards was reported to require exterior work such as leveling and repaving of the driveway, installing a retaining wall at the driveway, widening the walkway and fixing fire exit stairs with a non-slip surface. The most common types of repair needs noted by the inspectors included replacing smoke detectors, expanding the outdoor fence, and general maintenance such as painting, recaulking windows and bathtubs and repairing windows.

**2. Safety and Security of Shelters**

To provide their clients with safe and secure housing, more than two-thirds of the Project Haven and Special Purpose shelters had the following security features: rules for admitting non-residents, intercom systems, steel doors, and alarms. Some Project Haven shelters also had the following security features: bars on windows, Plexiglas and Frosted Glass on ground floor windows (Table 5.6).

**TABLE 5.6  
SECURITY FEATURES IN  
PROJECT HAVEN AND SPECIAL PURPOSE SHELTERS  
(PERCENTAGES)**

SECURITY FEATURES	PROJECT HAVEN SHELTERS %	SPECIAL PURPOSE COMPARISON SHELTERS %
Bars on Windows	31	53
Plexi-glass Windows	23	11
Frosted Glass on Ground Floor Windows	10	11
Steel Doors	66	74
Security Fence	52	37
Unlisted Address/Phone Number	55	47
Rules for Admitting Non-Residents	76	79
Security Alarm System	68	42
Intercom System	69	74
<b>SOURCE:</b> Statistics Canada 1992-1993 Transition Home Survey		
<b>NOTE:</b> Totals may exceed 100 percent as more than one feature could be specified		

The CMHC Sponsor Survey showed that 95 percent of Project Haven sponsors felt that their shelters provide safety and security for clients very well and well. Eighty percent said they were able to provide safe outdoor play areas for children, and more than two-thirds provided safe outdoor areas for women. Safety and security was reported to be generally good in the Community Needs and Impacts Study. Concerns about site security were expressed by some shelter personnel in the area of insufficient night staffing and the need for additional video surveillance and higher fences. Residents interviewed reported on the whole to feeling very safe at the shelter.

Security and safety features for clients in shelters may give rise to concerns over fire safety issues. The presence of bars on windows and adding window restrictors to the bottom of openable windows to prevent a child from falling out enhance security to women and children, but may be hazardous since they block possible escape routes during a fire. These types of design challenges are being addressed as shelters are developed.

**G. Suitability of Shelter Housing to Meet Client Needs**

The design and sizes of shelters were assessed from both the client and sponsor group perspectives to determine the suitability of Project Haven shelters for women and their children.

Most Project Haven shelters have similar physical layouts. Most contained administrative offices, common living rooms, kitchens, laundry rooms smoking areas and a number of bedrooms. Some

have counselling offices, playrooms for children and T.V. rooms. A few included outdoor play areas, large rooms for group counselling and quiet rooms for clients.

When asked how well the shelters met the housing needs of its clients, most shelter staff felt the shelters addressed these needs very well or well as indicated in Table 5.7. By contrast, twenty-nine percent of shelters reported their shelters lack adequate administrative space and 14 percent reported their shelters provided poor counselling space. Privacy for women was identified as a problem by 23 percent of shelters. There were no significant differences in ratings from staff in Aboriginal shelters and other shelters implying that the designs are suitable for different clientele.

**TABLE 5.7  
PROJECT HAVEN SHELTER STAFF RATINGS DESIGN FEATURES**

DESIGN FEATURES	ABORIGINAL SHELTERS		OTHER SHELTERS	
	VERY WELL	WELL	VERY WELL	WELL
	%	%	%	%
Housing Design Suitable for Women	51	35	50	33
Housing Design Suitable for Children	40	36	43	36
Adequate Privacy for Women	29	49	31	52
Adequate Space to Provide Counselling	8	35	12	38
Adequate Office/Administrative Space	12	42	12	40
Suitable Locations	49	40	52	38
Accessible to Potential Clients	42	36	45	36
Adequacy of Basic Facilities	45	40	48	36
Adequacy of Interior Play Area for Kids	31	45	33	45

**SOURCE:** CMHC, Program Evaluation Division, Sponsor Survey, 1993

In the CMHC CIS departure interviews conducted with 30 percent of women leaving shelters, women generally reported that the shelter helped them a lot or in some way in terms of location, suitability for children, space for living, common areas and getting to talk to women in the same situation (Table 5.8). Women generally felt that shelters located within their community were more accessible and allowed them to use the services provided within the community. In Aboriginal shelters, in particular shelters on-reserve, appropriate culturally based service models are provided to meet the particular cultural needs of the community. Concerns were expressed about anonymity and security, especially by women in smaller communities.

From the discussion groups with former shelter residents, satisfaction with space, privacy and accommodation varied across shelters. Some clients found the space to be only adequate and would have liked more privacy, especially from resident children, while others found the space and privacy to be "great". Some women noted that frictions developed over child care issues and

"unwanted advice" from fellow residents. For most women, the shelter helped them deal with their situations and gave them the opportunity to gain confidence to break away from the abusive partner. For those women returning home, it gave them time to begin healing and to assess their situation.

Some common problems with the physical structure of the shelters as reported in the case studies were: insufficient funds for maintenance and repairs; lack of an outdoor play area for children; lack of adequate space for counselling and offices; lack of parking and space available to conceal a client's vehicle.

**TABLE 5.8  
CLIENT OPINION OF SHELTER SUITABILITY**

DESIGN FEATURES	PROJECT HAVEN		SPECIAL PURPOSE COMPARISON	
	HELPED A LOT	HELPED IN SOME WAY	HELPED A LOT	HELPED IN SOME WAY
	%	%	%	%
Location of Shelter	70	19	59	25
Suitability for Children	58	13	49	16
Space for Living	74	21	62	25
Common Areas	76	20	65	26
Getting to Talk to Other Women	69	17	67	20
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, 1993				
<b>NOTE:</b> Totals may exceed 100 percent as more than one reason could be specified				

The average size of a Project Haven shelter was six hostel units or bedrooms per shelter. The program design guidelines which were used in the construction of many of the new shelters built under the program, allowed for up to 32.5 square meters per hostel room, and encouraged the use of bunk beds for children to minimize the size of rooms required. Typically, most of the bedrooms included two or three beds, and most shelters also have several cribs for babies as well as cots which can be moved into bedrooms for women with several children. The average six-unit Project Haven shelter had about 15 beds and three cribs for babies.

Comparing the match between the accommodations available and the family sizes of clients staying at Project Haven shelters leads to three general conclusions concerning the suitability of the physical design for these shelters. First, according to client data from the CIS, 42 percent of the women who stayed at Project Haven shelters came to the shelters by themselves without children. Twenty-six percent of the women had no children, and 16 percent had children which they did not bring with them to the shelter. For shelters which were not full at the time these women arrived, each of the women would occupy a bedroom alone while during periods when shelters were full, these women would be sharing bedrooms with other women without children. Provision of bedrooms with two beds were suitable for 23 percent of the women who came to the

shelters with one child, and bedrooms with three beds were suitable for the 21 percent of women who came to the shelters with two children.

It is also worth noting that most of the children staying at shelters are young. According to the Statistics Canada Transition Home Survey data, 45 percent of the children residing in transition homes on March 31, 1993 were age four and under, and 32 percent were aged 5 to 9 years. Teenage children made up about 10 percent of the child populations at shelters. Shared bedroom accommodations are particularly well-suited to women with younger children who constitute the majority of the residential clients.

Secondly, 14 percent of the women came to shelters with three or more children (including 5 percent with four or more children). Some very large families, with ten or more children, are not uncommon for some shelters. The standard bedroom sizes are clearly unable to accommodate larger families, and children in these families are accommodated in several bedrooms (or in some cases, in common areas). The proportions of larger families staying at shelters are higher for the Aboriginal shelters where 20 percent of the families have three or more children. Clearly the standard small bedroom with two or three beds is unsuitable for these larger families.

Thirdly, the match between the size of accommodations and the family sizes of clients would have been much worse if women had brought all their children with them to shelters. At least a quarter of the shelter clients had families which were too large to bring with them to the shelters. Nearly half the women who stay at shelters do not bring all their children with them. In some cases, the reason is related to the shelters' policies which do not permit older male children to stay at the shelters.

In general these comparisons between the accommodations available and the profile of the clients staying at the shelters suggests that for the majority of shelter clients the unit designs are suitable to accommodate the families staying at shelters on a short-term basis. The standard bedroom design is a suitable match for roughly 44 percent of the women arriving with one or two children, and for the younger children who make up about three-quarters of the children coming with their mothers. For at least 14 percent of the clients, the bedroom accommodations are too small, and about 40 percent of the clients who arrive without children occupy space with more beds than they require or are obliged to share with other women. Shared bedrooms are less suitable for about 10 percent of the children who are teenagers.

These results indicate the difficulties of designing suitable accommodations for the range of clients staying at shelters. At the same time, assessing the suitability of accommodations has to take account of the extent of full-capacity operation of many shelters and the potential for over-crowding within bedrooms and in the shelters' common areas during peak capacity periods which is discussed in the next Chapter.

Overall, the surveys and case studies indicate that the design of shelters is suitable to meet the needs of most of their clients although some problems exist concerning privacy and counselling space within some shelters.

## **H. Intermediate and Long-Term Housing Needs of Women Using Shelters**

One of the objectives of the 1988 Order-in-Council authorising Project Haven was to assess the intermediate and long-term housing needs of women using Project Haven shelters. This section of the Report considers the availability of second-stage housing and longer-term housing options based on information compiled from clients in the CMHC Client Information System and the sponsor groups in the Survey of Project Haven Sponsor Groups.

### **1. Women's Housing Following Shelter Use**

One of the most pressing problems facing women who experience family violence is housing. From the Client Information System, 25 percent of clients leaving Project Haven shelters reported that they had some difficulty finding housing. For Special Purpose comparison shelters 18 percent of women said they had some difficulties. The lack of housing is particularly acute in rural areas and on-reserve where housing alternatives are generally non-existent as reported in the Community Needs & Impacts Study.

### **2. Availability of Second-Stage Housing**

According to the Statistics Canada 1992-1993 Transition Home Survey, there were 22 second-stage shelters for abused women in Canada in 1993 where second-stage housing was defined as "long-term (3-12 months) secure housing for abused women with or without children". (Statistics Canada, 1992-1993 Transition Home Survey, Instructions and Definitions, March 1993). The 22 second-stage shelters identified in the Statistics Canada Survey were specific projects exclusively for abused women.

The definition of second-stage housing as used in this Report includes housing with enhanced security features for the safety of its occupants where lengths of stay may be several months or a year and where the women access services outside the housing project in the community. Second-stage housing generally provides independent dwelling units (rather than hostel beds), and allows for mutual peer support among the women living in the second-stage units. Housing options with these characteristics could potentially be provided in a variety of ways other than purpose-built projects exclusively for abused women assuming that adequate security could be provided and that support services were accessible within the community. Therefore, the following discussion of second-stage housing needs is not restricted to current programmatic responses to these needs, particularly considering the restricted availability of second-stage housing projects.

From the CMHC Sponsor survey, 80 percent of Project Haven sponsor groups reported there was no second-stage housing available to women in their communities and 15 percent reported some was available but not enough to meet clients' needs. Overall, more than 60 percent of sponsor groups reported that there is a great need for second-stage housing. Three-quarters of Aboriginal sponsor groups and one-third other sponsor groups expressed the view that there is a great need for second-stage housing. From the Community Needs & Impacts Study it was reported that in one Aboriginal community, the shortage of housing in general is so acute that second-stage housing is perceived by many as a luxury. In some Aboriginal communities there tends to be resistance to



second-stage housing from some community leaders as it is perceived as contributing to the break-up of the family.

Former residents reported in the discussion group that they faced great difficulty finding second-stage housing and took the first place that became available, despite often numerous shortcomings. The short-time frame for locating housing caused these women to make hasty decisions about housing during a time of great stress for them. One proponent of second-stage housing argued that the obstacles to finding adequate housing prove so difficult for the women that they return to the abusive situation.

As seen in Table 5.9, more than half of the Project Haven sponsor groups reported that women using the shelter had difficulty finding a place to go because of the lack of second-stage housing or because of the lack of affordable housing. The need for safety from abusers was identified as a problem by three-quarters of the sponsor groups, and lack of income was identified as a problem by two-thirds of sponsor groups.

Shelter respondents in the case studies expressed a need for more community-based housing across catchment areas and in particular, more second-stage because of the social support it provides. A respondent termed the need for safe emergency housing in rural areas to be urgent and advocated a more flexible approach to housing in these areas, by suggesting multiple use buildings combining both shelter facilities and second-stage housing as a viable alternative. The need for longer stays than a year was of concern to women to avoid the disruptive effects of frequent moves on the children involved.

**TABLE 5.9**  
**REASONS WOMEN HAVING DIFFICULTIES FINDING SOMEWHERE TO GO**  
**WHEN LEAVING THE SHELTER - PROJECT HAVEN SHELTER SPONSORS**

<b>PROBLEM</b>	<b>%</b>
Lack of 2nd Stage Housing	56
Lack of Affordable Housing	60
Landlord Discrimination	56
Lack of Income	67
Need for Safety from Abusers	76
Need for Social Support	58
Need for Formal Counselling	44
Insufficient Time at Shelter	27
Lack of Subsidized Housing	44
Other Aspect	100

**SOURCE:** CMHC, Program Evaluation Division, Sponsor Survey, 1993

### **3. Availability of Long-Term Housing**

According to the CMHC Client Information System, 19 percent of women in Project Haven shelters and 13 percent of women in Special Purpose comparison shelters had problems finding suitable housing upon leaving the shelters. Difficulties encountered by women seeking accommodation in their communities were reported to be lack of income, difficulties with insufficient two-tier social support systems (municipal assistance prior to provincial allowances), lack of suitable housing for large families, landlord discrimination in general and most particularly towards Aboriginal and immigrant women.

Staff at one shelter included in the case study reported that extension of the maximum stay at the shelter were all due to housing problems. Shelter staff in another community are currently looking to smaller surrounding communities for housing referrals. They report that clients who are flexible as to location and are willing to go to these smaller communities are easier to house.

For the one community having both second-stage housing and a considerable amount of assisted housing available in the urban centre where the shelter is located, the finding of suitable urban accommodation was not a major difficulty. For the outlying areas served by this shelter, finding housing in their own communities was still a difficulty for former residents according to case study respondents.

Most respondents in the case studies agreed that there was an acute shortage of affordable short-term housing in their communities. They also suggested that there is limited assisted housing in the communities and that units are not often available. The women spoke of one and two year waiting lists to enter assisted housing but hoped that priority placement, just being introduced in many of the communities, would have an impact on availability in the future. Assisted housing for some abused women and their children is not an option in some jurisdictions because of residency criteria. (The women must be resident of a community for a specified period of time before being eligible to apply for assisted housing). From the Client Information System, eighteen percent of women applied at the shelter for social housing assistance and only 4 percent entered assisted housing after leaving the Project Haven shelters. In summary, there appear to be shortages of second-stage housing, long-term affordable housing and assisted housing.

#### **I. Capital Financing Mechanism**

One of the objectives identified in the 1988 Order-in-Council authorising Project Haven was to determine the usefulness of conditionally, non-repayable financing for the development of shelters. The suitability and effectiveness of the capital financing mechanism used in Project Haven are linked to specific aspects of the program design including the requirement for obtaining operating funding from the provinces, territories or Indian and Northern Affairs Canada, the ability of shelters to cover increasing costs over time, the adequacy of funding to maintain and repair the physical facilities, and the on-going monitoring of shelter budgets and services over the longer term. The overall financing arrangements are likely to affect the financial viability of shelter service provision and relate to the risks associated with the form of capital financing mechanism used in Project Haven.

Since capital and operating financing are inter-related, the capital funding issue is addressed in Chapter VII dealing with program design issues.

## **VI PROGRAM IMPACTS AND EFFECTS**

This Chapter addresses six issues related to the impacts and effects of the Project Haven Program: the contribution of the Program to meeting the need and demand for shelter services, the impact on the reduction of family violence, the effects of the Program for the clients served, the impact on the demand for second-stage shelters and for subsidized housing, and the contribution of the Program to meeting special needs of target groups.

Information is drawn from the following quantitative and qualitative sources to address these evaluation issues: 1993 Statistics Canada Violence Against Women Survey, the 1992-1993 Statistics Canada Transition Home Survey, CMHC's Project Haven Client Information System, community case studies and a study of special needs, and surveys of sponsor groups, provincial government social services departments, INAC regional offices and CMHC field offices.

This assessment of program impacts and effects necessarily focuses on the more immediate and short-term outcomes. The Program was delivered between 1988 and 1992, and some shelters began operation in 1992/93, just a year before the evaluation was undertaken to meet the required evaluation deadline of March 1994. The longer term effects of the Program particularly on community attitudes toward family violence, the contribution to the reduction of family violence over time and even the eventual outcomes for the clients concerned may only become apparent over many years.

### **A. Impact on Need and Demand for Shelters**

#### **1. Potential Demand for Shelters**

It is clear that funding for additional shelter capacity through the Project Haven Program has increased the total capacity of shelters to respond to the needs of abused women and to the demand for shelter services. As discussed in Chapter III, Section A, the additional shelters funded by the Project Haven Program have served an additional 6,000 women in 1993, 20 percent more than were served by the pre-1988 shelters. Data from the Statistics Canada THS suggest that 37,500 of the 312,000 women estimated from the Statistics Canada VAW Survey to have been abused by their spouses in 1992/93 stayed in shelters in that year. In addition, it is estimated from the CMHC CIS data that three to four times as many women used the shelters for non-residential services. Combining both residential and non-residential clients suggests that approximately 112,000 women used shelter services in 1992/93. Therefore, it is estimated that about 200,000 abused women did not use shelters in 1992/93. The question is to what extent these women may have a need for shelter services and would have used shelter services if these were available.

It is difficult to quantify the potential demand for shelter services for several reasons. Some women leave abusive situations without using shelters. Other women remain in abusive situations for periods of time and do not attempt to leave abusive partners. Therefore, some of the women who did not use shelters may have not wanted the services of a shelter. Furthermore, need and demand for shelter services are generally quite localized. Although

some women may leave their own communities to seek shelter services, many women prefer to use services within their own communities. Some women live in areas where there is no shelter readily available to them and they may have used shelters if the services were available.

Although it was not the intent of the Statistics Canada VAW Survey to estimate demand for services, the data provide indicators that assist in assessing potential demand for shelter services. The VAW Survey provided estimates of the proportions of abused women who said they had left abusive situations and the proportions who said they had never left. Table 6.1 shows that close to 60 percent of women who reported abuse in the past twelve months said that they had not left an abusive partner while 40 percent said they had left at some time. The data show that over 80 percent of those who said they had left (34 percent of abused women) had not stayed at a transition house or shelter.

**TABLE 6.1  
PROPORTIONS OF ABUSED WOMEN LEAVING ABUSIVE SITUATIONS  
AND USING SHELTERS**

	<b>ABUSED IN PAST 12 MONTHS %</b>	<b>EVER ABUSED %</b>
Did Not Leave Abusive Situations	59	56
Left Abusive Situation	7	4
Stayed at a Shelter	<u>34</u>	<u>41</u>
Did not Stay at a Shelter	<u>41</u>	<u>45</u>
Total Abused Women	100	100
<b>SOURCE:</b> Statistics Canada, Violence Against Women Survey, 1993, Special Tabulation s		

Abused women who left the abuser were asked where they stayed. The large majority (77 percent) said that they stayed with friends or relatives, 13 percent said they had 'got their own place', 5 percent said they stayed in a hotel or motel and 13 percent said they had stayed in a shelter.

VAW respondents were asked their reasons for not contacting formal services (including shelters, crisis lines, counselors, women's centres, community/family centres) for help. The most frequently given reasons for not seeking help from these services are shown in Table 6.2. Forty percent of the respondents said that they did not want/need help, 16 percent said they did not know of any services and 14 percent said that there were none available. A quarter responded that the incident was 'too minor' to use services. A small proportion (4.5 percent) said that they had got help elsewhere. It should be noted that there were multiple responses to this question in the survey.

**TABLE 6.2**  
**REASONS FOR NOT USING FORMAL SERVICES**

REASONS	%
Didn't want/need help	40.3
Too minor	25.0
Did not know of any services	16.3
None available	14.0
Shame/embarrassment	6.1
Got help elsewhere	4.5
Didn't want relationship to end	2.2
Keep incident private	1.6

**SOURCE:** Statistics Canada, Violence Against Women Survey, 1993

**NOTES:** 1 - Percentages may exceed 100 percent as more than one reason could be specified  
2 - No respondents identified the following reasons: waiting lists, wouldn't be believed, he prevented me, distance, fear of losing financial support, fear of losing the children

Although care should be used in interpreting these data, they may suggest that as many of 40 percent of women do not use formal services because they do not want help from these types of services (and some of these may be women who consider the abusive incidents to be too minor to seek help). At the same time, about 16 percent of abused women who have not used services are not aware of any and 14 percent said no services are available. Some of these women may have used services if services were available and known to them. Assuming that 40 percent of abused women do not want these services, the remaining 60 percent or 120,000 women of the estimated 200,000 who did not use the services could potentially make use of shelter services or other alternatives.

If it were assumed that only those who leave abusive situations (40 percent of all abused women in 1993) would be likely to use the services, and allowing for the reported utilization of services in 1993 estimated as at least 30 percent of abused women in 1993, then the potential unmet demand would be close to 32,000 women in 1993. This figure would undoubtedly be an under-estimate of potential demand since women often seek help and support while remaining in an abusive situation. However, these two figures provide some indication of the range of potential additional demand from 32,000 to 120,000 abused women. If all of these women sought residential shelter services within a one-year time frame, the current shelter capacity would have to be doubled to meet this potential unmet demand for shelter services. It should be noted that these estimates are hypothetical since the Statistics Canada VAW Survey did not measure service demand directly.

Two other factors have to be considered in assessing potential demand for services, namely, the repeated use of services by some women when leaving abusive situations, and the extent to which women return to abusive situations after leaving. Data compiled in the CMHC CIS indicated that 45 percent of women staying in these shelters stayed more than once over several years, and many shelters provide follow-up counseling and support groups for clients after they leave shelters. Shelter services to specific women often extend over considerable periods of time and therefore the services are not necessarily available to serve 'new' clients in subsequent years. Therefore, the capacity of existing shelter services to meet the needs and

demands of abused women is considerably less adequate than might at first appear from annual need and demand statistics.

Potential unmet demand for shelters exists in all types of communities. Surveys of sponsor groups, CMHC field office staff and provincial social services and INAC Regional Office Staff indicated that two-thirds of the CMHC and INAC respondents felt there was a great need for emergency shelters on-reserves, and all the INAC respondents felt there was a great need for second-stage housing on-reserves. Two-thirds of Project Haven sponsor groups felt there was a great need for second-stage housing in both rural and urban communities. Fifty percent of the provincial social services respondents felt there was a great need for more emergency shelters in rural communities.

## **2. Capacity of Project Haven Shelters**

Other indicators of the adequacy of current shelter capacity to meet the demands in the communities where Project Haven shelters were located are provided from the CMHC Survey of Project Haven Sponsors. In survey responses, more than half the Project Haven shelter operators indicated that they had more demand for space than they could accommodate. Some shelters reported an excess demand of up to 20 women a month, but the average was one to two women per month. An average of two women per month for half of the 78 shelters suggests that almost 1,000 more women would have stayed in these shelters if there had been space available. These data suggest an excess demand of over 16 percent (assuming an additional 1,000 women stayed in the shelters as well as the 6,125 women who stayed during the year).

The annual capacity of the 78 Project Haven shelters with 458 units is highly dependent on the length of stay of clients in the shelters. As discussed earlier, about a quarter of the shelters have a maximum length of stay of two weeks, 15 percent have three weeks, 25 percent have four weeks and 25 percent have more than four weeks. Almost all shelters said that it was possible for clients to stay longer and most have policies governing the circumstances for extending lengths of stay (most of which relate to the safety of the women and the children and the ability to find alternative accommodation).

When these shelters are full, most of them (80 percent) do not maintain waiting lists because they attempt to find the women somewhere else to stay (87 percent said they find places in other shelters and 47 percent said they find a hotel or motel). Since many women come to shelters in a crisis situation they are unlikely to 'apply' to move into a shelter and would be unable to wait until a space becomes available. Therefore, waiting list information is not a useful indicator of 'demand' for these shelters.

Utilization of Project Haven shelters shows some seasonal and other variations which indicate that some shelters appear to operate at (or above) full capacity at certain periods. "Capacity" was defined as the total numbers of beds and cribs reported by each shelter. Considering shelters which had been in operation for at least a full-year before the CMHC CIS data was compiled (to exclude possible start-up effects), it was estimated that the average daily occupancy rate of shelters over the 12-month study period was approximately 80 percent, and

that on any given day more than half the shelters were likely to be at or above full occupancy. It should be noted that shelters operating at greater than full capacity were weighted at 100 percent. At the start of the CIS year, about one-third of the shelters reported occupancy at 100 percent or higher, and another third reported less than 50 percent occupancy.

Occupancy rates derived by Statistics Canada from the 1992-93 Transition Home Survey were calculated by expressing total residents in the shelters on March 31, 1993 as a percentage of the total available beds in the shelters. The average occupancy rate for all transition homes responding to the Survey was 68 percent. (Statistics Canada, Transition Home Survey 1992-93, Shelf Tables, Table 2, May 1994). This occupancy rate is based on a one day snapshot of shelter residents whereas the CMHC CIS utilization rate is the average of daily occupancy over the 12-month period that the CIS data were collected. The CIS data showed that many shelters are crowded and very heavily utilized and almost all shelters in this study experienced full occupancy at some time during the year.

Seasonality appeared to produce significant variations in the numbers of women entering shelters with peak periods in the summer months and fewer women entering shelters in the months of February and December. Substantial variations were also noted by days of the week with fewer women entering shelters at the weekend compared with weekdays. As well, women were twice as likely to go to a shelter on the first day of the month as compared with the last day of the month which was considerably below the average for other days of the month (see Appendix B). These data suggest uneven flows of demand for shelters on not only a month to month basis, but also within months and within weeks. Substantial variations in utilization levels may place burdens on shelters to respond to the needs of women seeking shelters, particularly at peak periods. Factors affecting fluctuating demands require further investigation.

Greater understanding of demand fluctuations and peak periods could assist shelters in planning staffing resources as well as in anticipating over-capacity periods, emphasizing the usefulness of maintaining records for administrative purposes. More than a quarter of the shelters participating in the CMHC CIS study said they have adapted parts of the CIS forms used in the study for their own record keeping to assist them in managing their shelters for clients.

These data indicate that, even in communities where Project Haven shelters were developed, the shelter capacity may not always be adequate to meet the demand for residential services. Shelter staff noted that the ability of shelters to house additional clients are constrained by women staying longer in the shelters when they are unable to find affordable housing in the community.

### **3. Community Perspectives on Needs and Demand**

The thirteen in-depth case studies conducted for the evaluation provide a qualitative assessment of the perceived needs related to family violence in a variety of small urban, rural and on-reserve communities where Project Haven shelters were established and examined how well Project Haven shelters meet the needs. The detailed findings of these case studies are



included in the background report entitled "Community Needs and Impacts Study of Project Haven" by SPR Associates (March, 1994).

Community representatives interviewed in these thirteen communities (including shelter staff, sponsor group representatives, and the staff of community agencies such as police, social services, health) identified family violence as a serious issue in all communities but many stressed that there is no way to estimate the extent of the problem as so much of the violence remains hidden. Respondents in the Aboriginal communities studied estimated that approximately 80 percent of Aboriginal women experience some form of abuse in their communities, whereas respondents in other communities estimated that the prevalence of family violence in their communities was close to the national average (1 in 8 or 1 in 10 were suggested by some). Needs assessments had been undertaken in most communities to determine the need for services and respondents perceived that family violence affects all segments of the population.

Many of the same factors were identified as contributing to the problem of family violence in both Aboriginal and other communities such as: high unemployment rates, stereotypical attitudes towards gender roles ("the prevalent belief that men's roles are more important than women's roles"), paternalistic attitudes and power imbalance within the family, inter-generational cycles of violence ("the perpetuation of violence by those who grew up with it"). While the erosion of family and community values was perceived as a contributing factor in other communities, the loss of traditional Aboriginal culture, the diminished self-esteem of males and the long-term effects of residential schools were identified as compounding factors in Aboriginal communities. The case studies suggest that there is still some community denial that family violence exists denial in Aboriginal communities. Alcohol and substance abuse were more often identified by respondents as factors in family violence in Aboriginal communities than in other communities.

The case studies examined the match between the shelters and community needs and the obstacles to addressing family violence in these communities. In all communities, the majority of respondents felt that the shelters were providing much needed services. In Aboriginal shelters, traditional cultural practices are available to clients and in two other shelters where 30 to 40 percent of the clients are Aboriginal women, culturally-appropriate services are provided. The case studies reported that some Aboriginal women prefer to go to other shelters outside their own communities for reasons of safety and anonymity.

All Project Haven shelters participating in the case studies reported facing barriers in provision of services, most often related to transportation problems, social attitudes, and cultural isolation. The case studies suggest that these difficulties are more severe for shelters in Aboriginal communities. Some shelters on-reserves serve a number of reserves dispersed over hundreds of miles. The transportation difficulties and costs of bringing clients from northern or remote areas are considerable. Similarly, lack of transportation was seen as a serious problem for some rural women to access services. The lack of financial resources and physical facilities were seen as the most significant barriers to meeting unmet needs. It was reported that women stay in abusive situations because of the lack of emergency housing (particularly

in rural areas), and that some rural women are unwilling to access services outside of their own communities. At the same time, both rural and Aboriginal women may be less likely than women in urban centres to access shelter services because of perceived social stigma, shame or embarrassment. It was reported that older women in all types of communities are less likely to use shelters because many hold traditional views that family violence should be dealt with within the family. Aboriginal women appear to face additional difficulties regarding whether children should accompany their mothers to shelters (e.g. legal, custody and child welfare concerns). While there appears to be less resistance to shelters in other communities, shelters on-reserves have experienced some resistance because of denial of the problem and traditional views of the family. The attitudes towards shelters in these two types of communities are typified by the views of community representatives that on-reserves shelters are more likely to be seen as 'breaking-up families' while in other communities there is a view that 'family violence does not happen here'. In both types of communities the case studies report that attitudes are changing slowly and becoming more positive to the shelters.

Therefore, all the quantitative and qualitative data suggest that there is a considerable unmet need for shelter services in all types of communities. Even within the communities where Project Haven shelters were developed, the current shelter capacity may often be insufficient to meet the demands for residential spaces.

## **B. Reduction of Family Violence and Community Impacts**

The provision of emergency shelters, particularly in communities which previously lacked such services, may be expected to contribute at individual, inter-personal and community levels to the reduction of the incidence of family violence.

Providing a shelter where none previously existed may influence women's decisions about staying in abusive situations and created opportunities for women to leave abusive situations, end abusive relationships and establish other living arrangements. Permanently ending abusive relationships is known to take many years for some women but the literature suggests that women's tolerance of violent spouses is diminished through growing awareness of the issue and the alternatives available to them. Shelters, therefore, have an immediate effect of providing short-term safety in supportive settings for women away from abusive situations. Some women find alternatives to returning to the abusive partner immediately while other women go through a lengthy process of moving towards abuse-free lives. The impacts of Project Haven for the clients served in shelters are discussed in Section C below.

At the same time, provision of shelters for abused women has the potential to affect awareness of family violence issues in the communities, and, over time, to influence community attitudes toward and acceptance of violence toward women. In some cases, community recognition of the problem may be a lengthy process while in other cases considerable community support for the shelters readily emerges. Shelters themselves play a role in public education, increasing awareness of the problem, promoting support and preventative activities in the communities. Over time, the awareness of the issue and community attitudes toward family violence would be expected to evolve leading to less tolerance of violence against women and to more

community involvement in addressing family violence problems. As attitudes change, the behaviours of both men and women would undergo changes. However, the full impacts of shelters in reducing the incidence of violence against women in a community would only become apparent over many years.

These kinds of effects would be expected to be most pronounced within the communities where the shelters are located. Many shelters in rural areas and in reserve communities provide services to women from extremely large geographic areas and the effects would be felt throughout the service areas to some extent. As well, some spillover effects to other adjacent or neighbouring communities are likely since some women travel to shelters in other communities to escape abuse. Some tangible evidence of these wider ranging effects would include increased demand for provision of shelters in other un-served communities as well as demand from clients coming to shelters outside their own community.

## **1. Reduction of Family Violence**

The initial and short-term impacts of Project Haven and the Family Violence Initiative on the extent of family violence in Canada were assessed in the surveys conducted for the Evaluation. These surveys sought the opinions of those directly involved in the Program and family violence issues, namely, the sponsor organizations which operate the Project Haven shelters, the provincial/territorial government officials and federal INAC and CMHC staff who were involved with these activities. These opinions, although subjective, represent the informed judgments of individuals familiar with family violence issues.

Government officials were asked about the extent to which the Family Violence Initiative had raised awareness about the issue of family violence in both the Project Haven communities and in other communities. As shown in Table 6.3, about 60 percent of CMHC respondents, 75 percent of provincial respondents and 100 percent of INAC respondents said that the FVI had a great or some impact in raising awareness in Project Haven communities. Ninety-eight percent of Project Haven sponsor groups said that their shelters had increased awareness of family violence issues in their communities. As expected, these respondents felt that impact of the FVI on awareness of family violence issues had been greater in communities where the Project Haven shelters were provided than in other communities. More than a third of CMHC and provincial/territorial respondents and 83 percent of INAC respondents felt that the FVI had an impact in other communities as well confirming the broader effects of the federal initiative. The survey responses suggest that the impacts in raising awareness may have been more widespread in Aboriginal communities than in other communities.

**TABLE 6.3**  
**IMPACTS OF FVI ON INCREASING AWARENESS OF FAMILY VIOLENCE**  
**(PERCENTAGES OF RESPONDENTS)**

	CMHC	INAC	PTSS
<b>PROJECT HAVEN COMMUNITIES</b>			
Great Impact	36	50	-
Some Impact	24	50	75
Little Impact	20	-	25
Don't Know	20	-	-
<b>OTHER SURROUNDING COMMUNITIES</b>			
Great Impact	12	33	-
Some Impact	24	50	38
Little Impact	24	17	38
Don't Know	40	-	25
<b>SOURCE:</b> Survey of CMHC Regional and Field Offices, and Survey of Provincial/Territorial Social Services and INAC Regional Offices, CMHC, Program Evaluation Division, 1993			

The surveys of sponsor groups, PTSS and INAC representatives and CMHC field offices collected opinions on the impacts of the Project Haven shelters specifically in the communities where they were located. While there is general consensus among most respondents that Project Haven shelters had the effect of increasing awareness of family violence issues in the communities where they are located, few respondents said that there had been any reduction in violence against women in these communities. None of the CMHC or provincial/territorial respondents felt that there was less violence occurring, and only 10 percent of shelter sponsors reported a reduction in violence. (Table 6.4) The proportions of Aboriginal sponsor groups (18 percent) and INAC respondents (17 percent) expressing the view that violence was reduced were higher than for other survey respondents, which implies that there is a larger perceived effect in reducing violence in Aboriginal communities.

Although most respondents expressed the view that the prevalence of violence had not diminished, there was a general view that more women were disclosing violence, and again the effect appears more widespread in Aboriginal communities than in others. Shelter sponsor groups were generally more positive than government staff about changes in community attitudes (such as less tolerance of violence) and increased community involvement and support for addressing family violence. Over three quarters of sponsor groups felt there had been improved community support and changing attitudes compared with about half the INAC respondents and just over 60 percent of the PTSS respondents. Overall, CMHC staff reported fewer positive impacts of the shelters in the communities.

The findings of these surveys support the conclusion that the FVI, the Project Haven Program and the shelters are perceived to be having positive impacts in most communities in terms of increasing awareness of family violence issues, contributing to changing attitudes and increased community involvement in addressing the problems. They also suggest that the

presence of the shelters are likely contributing to more women disclosing the abuse in their families. However, most people surveyed feel that there has been little effect in terms of reducing the violence against women in these communities. As noted earlier, the time frame for the evaluation necessitated that information was collected one to four months after shelters opened. This time frame is insufficient for significant changes in the prevalence of violence to be observed.

**TABLE 6.4**  
**IMPACTS OF PROJECT HAVEN SHELTERS ON THEIR COMMUNITIES**  
**(PERCENTAGES OF RESPONDENTS)**

	PROJECT HAVEN SPONSORS			CMHC	INAC	PTSS
	Aboriginal Shelters	Other Shelters	Total			
Increased awareness	100	98	98	72	100	88
Changed women's behaviour	55	55	55	36	67	-
Changed men's behaviour	55	30	35	12	50	-
Less violence to women	18	8	10	-	17	-
More women disclosing abuse	100	88	90	48	83	63
Changing attitudes	91	78	80	32	50	63
More community support for addressing FV issues	73	78	76	64	50	63
Little impact	9	2	4	8	17	-

**SOURCES:** Survey of Project Haven Sponsor Groups, Survey of CMHC Regional and Field Offices, and Survey of Provincial/Territorial Social Services and INAC Regional Offices, CMHC, Program Evaluation Division, 1993

These findings also confirm the perception of some spillover effects beyond the Project Haven communities although the impacts are less widely noted in other communities. These effects in other communities may be related to the large catchment areas being served by many shelters, particularly those in rural areas and reserve communities. The Project Haven client data showed that about half the women using urban and rural shelters and about a third of the women using reserve shelters come from communities other than the one where the shelter is located. As these women return to their original communities after staying in the shelters, they are likely to communicate their experiences to other women in their home communities. The case study interviews indicated that women who hear about the shelters from other women (that is, by word-of-mouth) are more likely to consider using the services. Thus, the impacts of locating Project Haven shelters in these types of localities are much more widely felt than for shelters located in large metropolitan areas.

## 2. Community Perspectives on Impacts of Shelters

The effects of locating shelters in smaller, rural and Aboriginal communities were investigated in more detail through the in-depth case studies in thirteen Project Haven communities.

Overall, the case studies confirm the findings from the surveys discussed above. In-depth interviews with community representatives in the case study communities (including shelter staff, social agencies, health and social services) revealed that the shelters were seen as having positive impacts in their communities, particularly in increasing awareness of and changing attitudes toward family violence issues. Generally, community attitudes to family violence were reported to be "improving" with more awareness of family violence issues and, in some cases, these small communities were taking on the family violence challenge for themselves. The shelters were seen as providing valuable information to women which was leading to

changes in women's behaviours which indirectly was beginning to have an impact on male attitudes and behaviours.

Shelters were also seen as having an impact on changing women's behaviours by providing an alternative or choice. There is general agreement that more women are disclosing abuse than before the shelters were established. Some respondents expressed disappointment that men collectively have not addressed the family violence issue. In Aboriginal communities, the visibility of shelters on-reserve heightens community awareness of the issue but many felt it was too early in the process to identify impacts. For on-reserve women the shelters were seen as providing a break from living with violence, providing safety and support, and an option for women to change their situation. Those interviewed suggested that shelter services were enabling women to recognize and leave an abusive situation earlier than was previously the case and to become more aware of the alternatives available to them in the future. Younger women were identified as being more likely to exercise the choice than older women, especially in rural, ethnic and Aboriginal communities. In the Aboriginal communities it was felt that shelters were having an important impact on men's behaviour through one-to-one counseling and public education. There are some differences in the perceived role of shelters vis-a-vis the abusive men. Some shelters feel that services for abusive men should be provided by other agencies while one of the case study shelters provided on-site programs for abusive men open to the community.

Public education by shelters about family violence was seen as contributing to increased awareness of the issues in most communities. At the same time, some shelters noted that their primary responsibilities are to provide services to women not to prevent or reduce family violence in the community. In Aboriginal communities, culturally-based programs developed by shelters for the families were seen as contributing to cultural revitalization in communities and strengthening the family because of the holistic approach to the problem.

Many shelters have received considerable support from their communities reflected in contributions, donations and volunteer services. However, it was noted that denial of the problem continues to exist in many rural and immigrant communities and in some Aboriginal communities. In Aboriginal communities it is generally expected that women return to their

families after the crisis is over. The shelters in these communities place more emphasis on healing the community, the family and the individual whereas in other shelters the primary focus is on aid to the women. Given this difference in emphasis, the impacts of shelters may be somewhat different in Aboriginal communities.

At the same time, the case studies document the difficulties of establishing shelters and overcoming initial resistance in many communities where shelters had not existed before Project Haven. Staff in several case study shelters reported major challenges in initially establishing the shelter and some face continuing resistance from key leaders in the community. As well as providing services to clients, new shelters face major challenges in public education and outreach activities in the early years and not all shelters have developed full community support for their services.

In assessing the impacts of Project Haven shelters in smaller rural and more isolated communities, special factors such as transportation difficulties, the lack of affordable housing alternatives for women leaving the shelters, and safety/anonymity concerns tend to impede the full realization of the positive effects of shelters in addressing family violence. Shelters in rural and reserve communities respond by developing more intensive outreach and non-residential services to address the needs of women in their areas as compared with shelters in large urban centres.

In summary, information from the surveys and case studies confirm that although some shelters have been in existence for only a short time, shelters have an important impact on raising awareness of family violence issues in these communities and that women's behaviours seem to be changing in response to the alternatives that shelters create. There is general consensus that more women are disclosing abuse than in the past and that community attitudes are changing. There is less agreement about the impact of shelters in reducing family violence. Some opinions expressed in the case studies suggest that shelters are not directly involved in preventing family violence or reducing violence in communities but rather are involved in providing assistance to women who experience violence. The case studies suggest that the processes of overcoming community resistance and developing community support and service networks are at many different stages among the communities where the shelters were located.

### **C. Impact of Shelters on Clients Served**

Information gathered from the CMHC Client Information System, the Violence Against Women survey and qualitative data (Community Needs and Impact study and the Discussions With Former Residential Clients Report) was used to evaluate the overall contribution of Project Haven shelters to serving abused women and the impact the shelters have on women served.

## **1. Impact of Shelters On Family Violence**

Project Haven shelters were established to provide a safe, supportive environment for abused women leaving violent domestic situations. As discussed in the previous section, case study respondents reported that changing the behaviour of women in terms of providing them with options and empowering them to make decisions about coping with abusive situations was the most important impact Project Haven shelters have had on women using shelters.

Results from the case studies suggest that the impact shelters and their sponsor organizations have had on increasing awareness of family violence issues has been very positive over time. In the communities studied, case study respondents described the impacts of shelters to include raising awareness in the community, reducing the shame and denial associated with the problem of family violence and reducing victim blaming. Women's behaviours are changing in response to the alternatives that shelters create. There was general consensus that more women are disclosing abuse than in the past and that community attitudes are changing. There was however, less agreement among respondents in the case studies about the impact of shelters in reducing family violence. Some opinions expressed in the case studies suggest that shelters are not directly involved in preventing family violence or reducing violence in communities, but rather are involved in providing assistance to women who experience violence. Case studies suggest that the processes of overcoming community resistance and developing community support and service networks are at many different stages among the communities where the shelters are located.

Shelters play a role in discouraging abuse by providing educational material and information on abuse to women in the community. Most Project Haven shelters offer outreach programs for women who otherwise would not have access to a shelter in their community to receive services, counseling and support. Overall most women responding to the CIS reported that the services provided to them helped them a lot or in some way.

Findings from Statistic Canada 1993 Violence Against Women Survey, has suggested that witnessing violence against one's mother will increase the likelihood that men will be violent toward their spouses. The VAW survey clearly supports this theory of a generational cycle of violence. Women with violent fathers-in-law were three times as likely as women with non-violent fathers-in-law to be assaulted by their partners. Therefore, it is of concern that 39 percent of women in violent marriages reported that their children witnessed the violence against them. In an effort to address this issue, some shelters provide counseling services to women and develop specialized counseling programs for children witnessing abuse.

## **2. Clients Use of Project Haven Shelters**

The CMHC Client Information System collected information on women's previous use of shelters and previous experience leaving abusive situations upon entering shelters. Almost 60 percent of women entering shelters had previously left the abuse situation and 45 percent had used shelters on prior occasions (Table 6.5). Repeat use of shelters suggests that women perceived the shelters meet their needs and felt they could return whenever they needed safety from the abuser or services provided by the shelters.



**TABLE 6.5  
CLIENTS' PAST EXPERIENCE LEAVING ABUSE SITUATION & USING SHELTERS  
PROJECT HAVEN**

	<b>LEFT ABUSE SITUATION BEFORE %</b>	<b>USED SHELTERS BEFORE %</b>
<b>PROGRAM TYPE</b>		
Project Haven	50	46
Special Purpose	57	44
<b>SHELTER TYPE</b>		
Aboriginal	65	52
Other	58	44
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, 1993		

According to the Statistics Canada 1993 Violence Against Women Survey, 70 percent of women reported staying with friends upon leaving the abusive situation and most women return to an unchanged situation after a short period of time. By contrast, information provided by the CIS shows that 50 per cent of women staying at a Project Haven shelter did not return home. The higher percentage of women finding alternative accommodations upon leaving a Project Haven shelter may be related to various factors such as the accessibility of counseling and support services found within the shelter. The shelter allows the women time to distance herself from the abusive partner. From the discussion group report, former shelter residents indicated that the opportunity to stay at the shelter had been important to them in gaining the confidence to break away from abusive situation. The services provided helped them in many different areas such as help with referrals and accompaniment to community services, help with finding housing and through counseling and emotional support.

### **3. Patterns of Clients' Shelter Use**

The literature on women's responses to spousal violence has shown that some women leave abusive situations and resume cohabitation with their spouses several times in efforts to deal with abuse. The CMHC CIS was designed to contribute to better understanding of patterns of women's use of shelters, and to explore the factors associated with women's return to an abuse or risk situation after staying in shelters.

The CMHC, Client Information System data show that 44 percent women leaving reported returning home, 27 percent returning to an unchanged situation (Table 6.6). Other destinations included; relatives, (10 percent) and friends (6 percent). Two percent of women leaving the Project Haven shelters went to a second-stage shelter, 4 percent to their own new place provided by assisted housing and 14 percent to their own new place in private housing. It should be noted that these data refer to where the women moved when they left the shelters. Longitudinal studies would be required to determine any subsequent moves to other housing situations.

**TABLE 6.6**  
**CLIENTS' DESTINATION WHEN LEAVING THE SHELTERS**  
**PROJECT HAVEN & SPECIAL PURPOSE COMPARISON SHELTERS**

	<b>PROJECT HAVEN SHELTERS</b> %	<b>SPECIAL PURPOSE COMPARISON SHELTERS</b> %
Returned to Unchanged Situation	27	28
Returned to Changed Situation	17	18
Relatives	10	8
Friends/Neighbours	6	7
Own New Place/Private	14	17
Own New Place/Assisted Housing	4	3
Other Shelter for Women	5	6
Second-Stage Housing	2	1
Other	11	7
<b>SOURCE:</b> CMHC, Program Evaluation Division, Client Information System, 1993		

The CIS identified repeat or multiple entries to the shelters by the same women. The CIS log records included a unique but anonymous code number for each client recorded in order for tracking of repeat use by the same women during the 12-month CIS period. Women who did not return to shelters were not tracked in this study.

These data showed that repeat entries to the shelters by the same women accounted for approximately 32 percent of all entries to the shelters in the 12-month study period. Of the 8,975 entries recorded to the 77 Project Haven shelters and the 20 Special Purpose comparison shelters during the year, 68 percent (6,102) were by women who stayed in the shelter only once. There were 2,872 entries recorded which were by women who stayed in the shelters more than once during the year. On average, each woman who stayed in the shelter more than once came to the shelter 2.16 times during the year. These data suggest that approximately 18 percent of the women who stayed in the shelters were repeat users within the 12-month study period. In total, therefore, these data suggest that 7,433 individual women stayed in the 97 shelters included in the CIS during the 12-month period. These measures of repeat use assist in providing an indication of the contribution of shelters and their services. Most shelters provide long-term follow-up services to women leaving shelters, and about one-fifth of the women return to the shelters within a year of leaving. Static measures of the percentages of women returning home under-estimate the services provided by shelters.

Interpretations of patterns of repeat shelter use have to be considered together with other variables including the lengths of stay of clients in shelters, the extent to which women return to abuse or risk situations after leaving the shelters, and the extent to which women are repeat leavers of the abuse situation.

There are many reasons why women return home. The most frequently given reasons are "spouse promised to change" and "wanting to give the relationship another try" (Table 6.7). Lack of money and lack of suitable housing were given as reasons by 8 percent and 6 percent of women respectively. These data are similar to findings from the VAW Survey which reported that 31 percent of women returned home for the "sake of children", 24 percent "wanted to give relationship another try", and 17 percent because "spouse promised to change". Nine percent of women gave lack of money on housing as reasons for returning home.

**TABLE 6.7**  
**REASONS FOR RETURNING HOME AFTER STAYING AT**  
**PROJECT HAVEN SHELTERS**  
**(PERCENTAGES OF WOMEN RETURNING HOME)**

REASONS	%
Wanted to give relationship another try	30
Spouse promised to change	30
Working on problems	28
Spouse/Partner has left	26
Better for children	20
Lack of Income/Money	8
Lack of Suitable Housing	6

**SOURCE:** CMHC, Program Evaluation Division, Client Information System, 1993.

Analysis of the CIS data demonstrates the interplay of many factors and the complexity of causal relationships affecting women's responses to abusive situations. For example, women with certain characteristics stay longer in shelters and are less likely to return to an abuse or risk situation. Specifically, women with their own independent economic resources and those using shelter and community services tend to stay longer in shelters, and are less likely to return to the abuse situation after staying in shelters. Women who were married and living with the spouse/partner immediately before coming to the shelters tend to stay shorter periods of time and are more likely to return to the abuse situation. At the same time, women who were physically abused or experienced threats are less likely to return to an abuse or risk situation than women experiencing other forms of abuse. Respondents in the case studies reported that women return home for a variety of reasons but that lack of income and lack of affordable housing are important factors.

Comparison of the VAW Survey data and the CMHC CIS data indicate that women who stay at shelters are less likely you return home to abusive situations than women who leave home and stay elsewhere. The VAW Survey found that nearly 70 percent of abused women who had ever left an abusive situation said they eventually returned home. The CIS data showed that 44 percent of women who stayed at the shelters returned home. Although many factors such as the severity of abuse and time frames for measuring outcomes would need to be considered,

these data suggest that staying at shelters makes a difference to the likelihood of women returning home after leaving abusive partners.

It is worth noting that women living in rural areas and in Aboriginal communities are somewhat more likely to return home than women in urban centers who have stayed at shelters. More than half the women leaving shelters in rural and Aboriginal communities returned home compared with 41 percent of women who lived in urban centers. Lack of alternative housing may be a more significant factor in women returning home in rural areas and Aboriginal communities. The CMHC CIS data showed that 22 percent of women leaving shelters in urban centers moved into their own housing compared with 13 percent of women in rural areas and 6 percent of women in Aboriginal communities.

Analysis of the CMHC CIS data by province/territory indicated some difference among shelters in different areas of Canada. Compared with the average for all shelters of 44 percent of women leaving shelters returning home, only 35 percent of women leaving shelters in British Columbia and 38 percent in Ontario returned home. On the other hand, 74 percent of women leaving shelters in the NWT, 57 percent in Newfoundland, and 56 percent in Quebec returned home after leaving the shelters.

Considerably more research is required to increase understanding of the factors affecting women's responses to abusive situations.

#### **D. Impact of the Project Haven Program on the Demand for Second-Stage Housing**

The CMHC Client Information System, the CMHC field survey, INAC and PTSS surveys as well as the Community Needs and Impacts case studies provide information to help assess the impact of first stage shelters on the demand for second-stage housing.

##### **1. Availability of Second-Stage Housing**

Second-stage housing within the community can provide security and support to women leaving first stage shelters. According to the Statistics Canada 1992-93 Transition Home Survey, there were 22 second-stage shelters for abused women in Canada in 1993 where second-stage housing was defined as "long-term (3-12 months) secure housing for abused women with or without children". (Statistics Canada, 1992-93 Transition Home Survey, Instructions and Definitions, March 1993). The 22 second-stage shelters identified in the Statistics Canada Survey were specific projects exclusively for abused women.

The definition of second-stage housing as used in this Report includes housing with enhanced security features for the safety of its occupants where lengths of stay may be several months or a year and where the women access services outside the housing project in the community. Second-stage housing generally provides independent dwelling units (rather than hostel beds), and allows for mutual peer support among the women living in the second-stage units. Housing options with these characteristics could potentially be provided in a variety of ways other than purpose-built projects exclusively for abused women assuming that adequate

security could be provided and that support services were accessible within the community. Therefore, consideration of second-stage housing needs is not necessarily restricted to current programmatic responses to these needs, particularly considering the restricted availability of second-stage housing projects.

## **2. Demand for Second-Stage Housing**

The CMHC Client Information System data showed that only two percent of women leaving the Project Haven shelters went to a second-stage shelter. The low incidence of women entering second-stage housing upon leaving a Project Haven shelter does not reflect the true demand for such facilities. The demand for second-stage facilities is a function of supply and as more facilities are made available to women, the demand will correspondingly increase. From the CMHC sponsor survey, 78 percent of the shelters responded that no second-stage housing was available and 16 percent reported some but not enough. Data from the CMHC CIS showed that 6 percent of women leaving shelters were referred to second-stage housing and an additional 5 percent of clients would have liked to be referred to second-stage housing. If 11 percent of Project Haven clients were interested in moving to second-stage housing there would be a demand for at least 600 second-stage units each year from these shelters alone.

The availability of second-stage housing provides women with an alternative to returning home when leaving a first-stage shelter and allows the women the time and support needed to find suitable housing. Former residents in the discussion group generally reported considerable difficulty in finding accommodation when they left the first stage shelter except in the one community providing second-stage housing. The problem as reported by women in these groups is caused by various factors including lack of affordable housing and the time allowed a women in the first stage housing. As a result the women are pressured to make hasty decisions about housing during a time of great stress and some returned home given no other housing alternative.

Former Project Haven residents in a community with second-stage housing reported in the case studies that they were grateful for the opportunity to have safe and secure housing to go to upon leaving the shelter and some of them expressed the desire for longer stays. They reported that the stay at a second-stage shelter can be beneficial for the women by allowing them more time to distance themselves from the abusive situation and allow those women who are looking for alternative housing the time needed to find appropriate housing.

Second-stage housing relieves the burden on first-stage shelter staff to assist the women in finding suitable housing. The lack of second-stage facilities resulted in women staying longer at the Project Haven shelters mostly due to housing problems. From the CMHC sponsor survey, seventy percent of respondents felt their clients had difficulty finding suitable housing upon leaving the shelter. Providing second-stage shelters can free-up space in the first stage shelters for crisis situations and allow women the time to find adequate housing.

The case studies found that, in some Aboriginal communities, it may be difficult to establish second-stage housing because of community attitudes concerning the importance of maintaining the family unit. Some members of the community recognize the need for shelters

to provide short-term housing to deal with an emergency situation but perceive second-stage housing as contributing to the break up of the family.

### **E. Role of Assisted Housing in Meeting Housing Needs**

According to the CIS, a large proportion of Project Haven shelter clients have limited financial resources which limit their housing choices and many are eligible for social housing assistance. The ability of assisted housing to meet their housing needs depends not only on the availability of such accommodation in the local community, but also on the priority given to these clients on waiting lists.

Information provided in the CMHC Client Information System the Non-profit Sponsor survey, the CMHC Regional and Branch Offices and PTSS and INAC Regional Offices, as well as qualitative results provided in case study reports (Community Needs and Impacts Study) address the role of assisted housing in meeting the housing needs of Project Haven shelter clients.

#### **1. Demand for Assisted Housing**

Women leaving Project Haven shelters may have difficulty accessing assisted housing units within the community due to limited availability and long waiting lists. When asked how difficult it was for women to find suitable housing in the community, more than half of the respondents to the sponsor survey indicated that it was difficult or very difficult. According to the CIS, four percent of women moved into assisted housing when they left Project Haven shelters. Women leaving shelters located in urban centres were more likely to move into assisted housing units when they left the shelters than women from other shelters. The data show that 5 percent of women from Project Haven shelters located in urban centres moved into assisted housing compared with 1.5 percent of women from rural shelters and 1.7 percent of women from First Nations shelters who moved into assisted housing. Thirty percent of women staying at Project Haven shelters reported that they had applied for assisted housing, 20 percent while at the shelters and 10 percent before they came to the shelters. In the sponsor group survey, two-thirds of aboriginal shelters and 40 percent of other shelters reported that there was no assisted (RGI) housing in their communities.

Respondents in the case studies indicated that for the shelters located in small rural and on-reserve communities, there are long waiting lists and limited availability of subsidized units. According to case study respondents, the absence of appropriated long-term housing makes it difficult for these women to find housing and at times they will seek housing in other communities. Often families in these areas (rather than individuals or women on their own with children) will be given priority for new housing. According to the Community Needs and Impact Report, it is not uncommon for two or three families to be sharing a house in communities on-reserves. Shelter sponsors in the case studies indicated that often Aboriginal women leaving the shelter have little choice, but to return to the abusive situation, leave the community to live in a distant community or move into an overcrowded situation with relatives or friends.

Case study respondents reported that the most pressing problem facing women who experience family violence in their communities is housing, particularly for women coming to shelters on-reserve. Other communities, generally evidenced a more complex web of choices, but also one in which finding housing was a severe problem. Shelter staff stated that the most important reason for the difficulty is lack of income. The problem is made more difficult if the woman has a large number of children. Landlord discrimination was also cited as a problem especially for Aboriginal, immigrant women and women with large numbers of children.

In discussion groups held with former Project Haven clients, participants in many cases reported that, because women are in a position where they must find a place to stay in a short time, the housing is often inappropriate for a variety of reasons. One former shelter resident said "... you make decisions you would not make if you had more time". In urban areas, rent for appropriate housing is often well beyond the reach of women leaving the shelter. One former client with two children stated "... I looked at absolutely awful places -- no way I wanted to stick myself and my kids in a dark and dingy place".

Safety and the need for privacy were issues raised in all communities participating in the case studies. Some women find housing in places which have inadequate security or where they feel neighbourhoods are unsafe. Other women move in with individuals or families who require cleaning or cooking assistance. This arrangement contributes to easing the financial burden but often does not afford adequate privacy.

## **2. Impact of Priority Housing Policies**

To address the housing needs of abused women and their children and improve accessibility to assisted housing, most provinces have adopted policies which give high priority to abused women who apply for rent geared-to-income (RGI) housing. According to information obtained from provincial housing authorities, nine provinces/territories have adopted priority placement policies for women from abusive domestic situations, namely: Northwest Territories, British Columbia, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Prince Edward Island and Newfoundland. The criteria for determining who receives priority are generally that the women have been abused or threatened by a family member, and that documented verification of the abuse is provided from a community professional (such as a lawyer, social service or health care agency).

The impact of priority policies is to place the women and their children at the top of waiting lists for assisted (RGI) housing units as they become available, thereby reducing the waiting period for a unit. These policies are most effective in assisting women to obtain affordable housing in those communities where there is a sufficient supply of RGI units and turnover of tenants to create vacancies. These conditions are more likely to exist in larger urban centers than in smaller urban and rural communities.

A follow-up telephone survey was undertaken with twenty emergency shelters in larger urban areas to assess the impact of priority policies in meeting the housing needs of their shelter clients. The results suggest that, while waiting periods are quite variable from community to community, in most urban centers typical waiting periods for abused women who apply for

RGI housing range from two weeks to three months. In some instances, only women with children are given the highest priority for RGI units. In other situations, women are able to obtain RGI units if they are willing to move to a large metropolitan center. These waiting periods are considerably shorter than those for a typical applicant on RGI housing waiting lists.

Therefore, priority policies assist women to obtain RGI housing in larger urban centers. However, most Project Haven shelters are located in small urban, rural and First Nations communities, areas with limited assisted housing. The location of most Project Haven shelters in smaller communities limits the impact of priority policies and the role that assisted housing can play in meeting the housing needs of women leaving the shelters. These conditions are not restricted to Project Haven shelters but affect all shelters located outside major urban centers. For example, data obtained from the twenty shelters funded under the Non-Profit Special Purpose housing program show that only 3 percent of women leaving these shelters moved into assisted housing after staying at these shelters. These shelters are also located in smaller urban and rural communities and were selected for their comparability with Project Haven shelters.

The lack of affordable, permanent housing for women leaving shelters also impacts on the shelters. First, it puts pressure on shelters to allow the women to stay at the shelter longer (implying that there will be fewer places available for other women who need assistance). Second, shelter staff will frequently go to great lengths to assist women leaving the shelter to find housing placing an extra burden on an already stretched staff. Third, women who return home to abusive situations often return to the shelter because the abuse continues.

In some jurisdictions, housing authorities are revising their policies and practices to enhance the ability of assisted housing to meet the housing needs of women who are abused, such as by removing abusers and allowing women and their children to move back into their units, and allowing over-accommodation to provide temporary shelter for abused women and their children. Measures such as these can expand the role that assisted housing can play in addressing housing needs.

## **F. Impact of Project Haven on Meeting Special Needs**

### **1. Special Needs Groups**

The project selection criteria for Project Haven included special consideration for projects assisting Aboriginal women, women with disabilities, immigrant women and women living in remote northern locations. In order to assess the extent to which these women were being served by the Project Haven Program and to develop an understanding of the needs of abused women with other special needs who may continue to experience gaps in service, a study of women with special needs was undertaken for the evaluation. The "Study of The Special Needs of the Unserved Population of Abused Women" was a qualitative research study and included interviews with Project Haven shelter staff and representatives of a range of service organizations. For the purpose of the study, special needs was defined to include mental health problems, alcohol, drug or substance abuse, ethnic/cultural differences, such as Aboriginal



background, multicultural/visible minority status, physical disabilities, or other special circumstances impeding the women's access to a shelter.

This section examines the impact of Project Haven shelters on meeting the needs of priority groups within the program and examines the gaps in services some abused women may continue to experience. The following outlines the circumstances of women of multicultural/visible minority background, women with physical disabilities, women in northern and rural areas, Aboriginal women, women with mental health problems, women with substance abuse problems and the approach shelters have developed to assist these women.

**a) Women of Aboriginal Background**

Thirty percent of Project Haven shelters were located specifically to serve Aboriginal women either on-reserve or off reserve and other Project Haven shelters provide shelter and services to a large population of Aboriginal women. One shelter not specifically intended to serve Aboriginal women reported as many as 40 percent of clients being of Aboriginal background. Client data showed that 32 percent of women who stayed at Project Haven shelters were women of Aboriginal backgrounds.

Respondents to the case studies reported that in providing services to Aboriginal women, they integrate features of Aboriginal culture and tradition of Aboriginal women such as respect for differing ways of parenting, allowing extended family visits and special diets. Although efforts are made to meet the needs of Aboriginal women through the provision of culturally appropriated services, respondents to the case studies expressed concerns that many barriers continue to exist for abused Aboriginal women seeking shelter.

**b) Immigrant Women and Women of Multicultural/Visible Minority Backgrounds**

Two of the shelters funded under the Project Haven program were specifically designed to provide services to a large immigrant and multicultural group. The Statistics Canada, Transition Home survey found that over two thirds of Project Haven shelters reported that they provided culturally-sensitive services for ethno-cultural and visible minority women.

In the CMHC sponsor survey, shelter sponsors reported that on average, 32 women with multicultural/visible minority backgrounds visited shelters in a year as well as 6 immigrant women. The number of immigrant women and women of multicultural/visible minority background varies considerable across shelters. Sponsor groups estimated that they provide services and shelter from 0 up to 192 women per year for women with multicultural/visible minority backgrounds and from 0 to 60 for immigrant women. According to the CIS, 7 percent of clients using Project Haven shelters were not born in Canada. Of these, one half were women who had come to Canada since 1980.

In the case studies, shelter staff reported that the low frequency of abuse reported by immigrant women may reflect among other things, differences in cultural backgrounds. Shelter staff indicated that some women live in an environment where it is acceptable for a man to exert his "authority" through the use of physical force or emotional and mental control. In these

circumstances the women may believe that it is acceptable and will not seek help. Respondents to the case studies also indicated that language barriers and fear of being ostracized by the community may prevent women from seeking shelter services.

**c) Women with Physical Disabilities**

The Statistics Canada THS found that 44 percent of shelters in Canada are physically accessible to wheelchairs, 11 percent have TDD for the deaf, and 16 percent have audio or Braille material. According to the CMHC Program Administrative Data, one half of all Project Haven shelters are wheelchair accessible (designed to be used by person in a wheelchair) or provide mobility units (provides space for maneuvering a wheelchair but does not provide special fittings or equipment for women with physical disabilities). Thirteen percent of Project Haven shelters offer TDD service.

The Client Information System data showed that less than 2 per cent of women entering the Project Haven shelters had any form of physical disability. These numbers may indicate that women with disabilities continue to have difficulty accessing the shelters. However, it was noted that attendant case services are generally available only in urban centres which could account for the lower numbers of women with disabilities using shelters in smaller and rural communities. Although the prevalence of abuse towards women with physical disabilities has not been empirically studied, case study respondents estimated that from 50 percent to 90 percent of all women with disabilities experience abuse.

Shelters accommodate women with disabilities by including wheelchair units, wheelchair accessible bathrooms, wider doors, ramps, tub bars, and grab bars. In the CMHC sponsor survey, most shelter staff reported they met the needs of women with disabilities well or very well.

While most shelters try to accommodate women with physical disabilities, physical accessibility was identified by shelter staff as the single most important barrier to shelter access. Efforts to address this issue have advanced in recent years by providing transportation and making the shelters wheelchair accessible. Many shelters, however, are located in inaccessible buildings.

The case studies highlighted psychological and social factors which also contribute to the low shelter utilization by women with disabilities. The abuse suffered by women with disabilities may occur from a number of people: physicians, caregivers, attendants, bus drivers, family members and spouses. According to the special needs study, since the abuser is not always a member of the family, some shelters may not provide services to women as it is not a family abuse situation. Organizations dealing with abused women are working hard to broaden the definition of family violence, but the definition still remains restricted in some shelters to include only the spouse or members of the immediate family. When the abuser is the spouse or partner, the woman may be financially dependence on the partner or spouse and therefore is not willing to leave the spouse or partner. Many women with disabilities are also not aware of the services provided or have difficulty finding transportation to the shelters.

**d) Women in Remote and Rural Areas**

Consistent with the objectives of the program, eleven Project Haven shelters are located in rural areas (defined as communities with less than 2,500 population). Client data showed that 28 percent of women staying at Project Haven shelters were women who were residents of rural areas.

As reported in the case studies, shelters also provide services to large catchment areas and developed alternative approaches to serve outlying communities. One such method involves the establishment of satellite offices in rural areas without shelters which provide all the services available in a shelter except residential services. Another method reported in the case studies involved flying women from remote communities to a community with a shelter. Providing transportation to these women is expensive which may limit the number of women able to access the shelters. In response, some communities have established safe houses to provide immediate shelter for abused women in isolated communities.

Case study respondents noted that it is difficult to provide confidential services to abused women in small rural, remote and on-reserve communities. In small communities, women using shelters and their services may come into contact with other women or shelter staff whom they know. There remains a belief in some communities that family violence is a private matter and women are afraid of the social-stigma associated with family violence. In an attempt to maintain privacy, shelter staff reported that some women may seek shelter services in other communities.

**e) Women With Mental Health Problems**

Women with mental health problems were not considered a specific priority group in the Project Haven Program. However, the study of special needs identified the gaps in shelter services to abused women with mental health problems. The Statistics Canada THS found that only 22 percent of shelters in Canada said they could accommodate women with serious mental health problems.

The majority of Project Haven shelter staff reported in the case studies that they could accommodate women with mental health problems if the women were able to care for themselves and their children and did not endanger the safety of other residents. According to shelter staff, characteristics of women with mental health problems may include disorientation, inability to make decisions, severe adjustment problems, difficult issues relating to their children, risk of suicide and often a history of victimization. Staff members expressed extreme difficulty in providing appropriate services to women with severe mental health problems due to a lack of financial resources and limited staff training in this area.

In the sponsor survey, shelter staff estimated the number of women with mental health problems seeking shelter and services. On average, shelters reported receiving requests for accommodation from 21 women per shelter per year. Almost one half of these women (11 women per shelter per year) were not provided shelter due to lack of space or lack of specialized services to meet their needs.

If a women with mental health problems cannot be provided services within the shelter, she is referred to other health agencies specializing in mental health services. According to the shelter staff in the case studies, women with mental health problems required more supervision and counseling than other women which created difficulties for shelter staff in maintaining a good balance of services to all clients.

Case study respondents reported that the more special needs a women has, the more vulnerable and isolated she is and the more barriers she faces attempting to access shelters.

#### **f) Women With Substance Abuse Problems**

The Statistics Canada THS found that 42 percent of shelters in Canada said they could accommodate women with substance abuse problems. According to the Sponsor Survey, an average of 12 women with substance abuse problems requested services from each Project Haven shelter each year. Most of these women were provided shelter and some shelters reported offering additional programs in-house or within the community for abused women with substance abuse problems.

All six shelters in the case studies prohibited the use of alcohol or drugs by clients while staying at the shelter. Most shelter have policies such that women who are "obviously" addicted are not provided accommodation at the shelter but referred to organizations specialized in assisting persons with alcohol or substance abuse problems. However, two shelters did report that they will accommodate an intoxicated woman for one night and then explain the house rules to her the next day. One shelter reported that women must solve their alcohol or drug problems before they can return to the shelter and another shelter reported that long term counseling on a non-residential basis is not offered unless the clients have first addressed their substance abuse problem. Women entering a shelter may also find the rule of no alcohol or drugs too difficult to adhere to and choose to leave.

Shelter staff in the case studies reported difficulty in providing services to women with alcohol or substance abuse problems particularly when these are associated with a family history of violence or sexual abuse.

#### **2. Services and Access to Shelters for Abused Women With Special Needs**

The results of the case studies suggest that shelters generally cope with the special needs of clients, by helping all women whenever possible with existing services and resources. Shelter staff indicated, however, that gaps in services to women with special needs continue to exist and identified the following suggestions to address their needs:

- improved availability of training for shelter staff;
- increased public education on special needs issues;
- greater inter-agency coordination, and improved related services;

- special facilities for some special needs groups, particularly abused women with mental health problems;
- information targeted at immigrant women, related support services (translation).

The findings suggest that Project Haven shelters are serving the needs of rural and Aboriginal women well. While the needs of women with physical disabilities and immigrant women are being addressed, these client groups may be served by the Project Haven Program less adequately than the other target groups.

These findings are generally consistent with the survey results reported in Chapter III. CMHC staff, other funding agencies and sponsor group respondents all rated the program highly with respect to its ability to meet the needs of Aboriginal women and to a large extent, rural women. However, the program was seen to be less able to address the needs of women living in remote locations and women with disabilities, and least able to serve immigrant women's needs. The case studies also identified two other groups of abused women with special needs, namely, women with substance abuse problems and women with mental health problems, groups that were not specified as priority target groups for the program. To address the needs of these women, staff of some Project Haven shelters report that they have formed close working relationships with other community agencies specialized in working with abused women having these special needs. Often, the shelters refer women with these special needs to community agencies.

## **VII PROGRAM DESIGN AND DELIVERY**

This Chapter assesses issues related to the design and delivery of the Project Haven Program. The design of the Program and its delivery were based on a partnership approach which involved funding by CMHC and by provincial/territorial social services departments and CMHC and Indian and Northern Affairs Canada (INAC) for on-reserve shelters. In addition, delivery of shelter projects involved the shelter sponsor groups which developed the project proposals, developed the shelters, and operate the shelters for clients. Since successful implementation and operation of this Program required collaboration among these funding and delivery partners, program design and delivery issues have to be assessed from the various perspectives of the parties involved in this Program.

Evidence is drawn from three surveys undertaken by CMHC: the survey of Project Haven shelter sponsor groups, the survey of provincial/territorial social services departments (PTSS) and Indian and Northern Affairs (INAC) Regional Offices, and CMHC Regional and Branch Office Survey. Analysis of operating costs and funding sources draws on data compiled from the shelters in the Statistics Canada 1992-1993 Transition Home Survey (THS) which also allows for comparative cost analysis of Project Haven shelters and projects developed under former National Housing Act (NHA) Non-Profit Special Purpose Housing Programs. CMHC administrative data bases provided data on the program delivery costs. Information on building quality, maintenance and repairs was obtained from an on-site CMHC inspection survey of selected Project Haven shelters.

### **A. Funding for Shelter Services**

Funding for Project Haven shelters involved capital funding from the federal program and operating funding from provincial/territorial or INAC and other sources. A prerequisite for selection and approval of Project Haven applications was a commitment of operating funds from these funding partners.

This section includes four main parts: an assessment of the overall program funding approach including the form of capital financing and the ease of obtaining operating funding; the structures of operating funding; operating revenue and expenditure analysis; and the adequacy of operating funding.

#### **1. Program Funding Approach**

Capital financing for Project Haven shelters was provided as a fully-forgivable 15-year loan rather than an outright up-front grant so as to provide a degree of assurance that the shelters developed would continue to be operated as shelters for the intended clientele. One of the objectives identified in the 1988 Order-in-Council authorizing Project Haven was to determine the usefulness of this conditionally, non-repayable financing for development of shelters.

The evaluation considered the appropriateness of this funding approach to develop shelters. Based on the survey of Project Haven Sponsor Groups, most sponsors reported that the Project

Haven funding approach was an effective approach for funding shelters. Sponsors were particularly positive concerning the 15-year forgivable loan approach with over 95 percent expressing the view that this was an effective or very effective method for funding shelters. Over 80 percent of sponsors reported that the amount of capital funding provided for shelters was appropriate, while about 15 percent felt that the capital amounts were not sufficient to cover all the capital costs of their shelters. Surveys of CMHC field offices and provincial/territorial social services (PTSS) and INAC offices involved in program delivery found that over four-fifths of these respondents felt that the funding approach (that is, capital funding with a 15-year forgivable loan) was effective or very effective (Table 7.1). The views of funding agency staff are consistent with those expressed by sponsor groups with respect to operating funding. About two-thirds of CMHC field staff and PTSS respondents felt that the requirements to obtain operating funding from PTSS/INAC were effective or very effective. However, 28 percent of CMHC staff and 25 percent of PTSS respondents felt that this was ineffective or very ineffective. All INAC respondents felt that the operating funding requirements were effective.

**TABLE 7.1**  
**EFFECTIVENESS RATINGS OF PROJECT HAVEN FUNDING APPROACH**  
**(PERCENTAGES EFFECTIVE/VERY EFFECTIVE)**

FUNDING COMPONENTS	CMHC	FUNDING PARTNERS			SPONSORS
		INAC	PTSS	Total	
Capital funding	86	83	88	86	82
15-year forgivable loan	80	83	87	86	92
Operating funding	64	100	63	83	70
<b>SOURCE:</b> Surveys of Sponsor Groups, CMHC Regional and Branch Offices, and PTSS and INAC Regional Offices, CMHC, 1993					

The fully-forgivable capital financing was provided under the terms of 15-year agreements between CMHC and the Project Haven sponsor organizations. A mortgage document, rather than operating agreement was used to ensure that sponsor groups conformed to the terms and conditions of the forgivable loan (except in the case of projects on-reserves which were subject to a CMHC Operating Agreement). The project mortgage agreements specified the responsibilities of the sponsors, including requirements that the sponsor groups maintained its status as a non-profit corporation, continued operation of the project solely as a shelter for women who are victims of family violence and their children, efficient management and maintenance of the project, no sale or disposal of the property without prior CMHC written approval, and annual financial reporting to CMHC. The full amount of the forgivable loan is considered to be earned in fifteen equal amounts, provided the conditions of the agreements have continued to be fulfilled. If a sponsor fails to comply with the conditions in a significant manner, the unearned portion of the forgivable loan will become due and payable.

In order to ensure continued operation as shelters for abused women and their children, Project Haven projects have to obtain continuing operating funding from the respective funding

partner (provincial/territorial social services or INAC department). Projects would, therefore, also have to comply with the terms and conditions of their operating funding agency to enable them to continue to fulfill the requirements of the CMHC agreements (that is, to operate the facilities as shelters for the intended clientele). Since the operating funding provides for maintenance and repair expenses, the onus is on a project sponsor to ensure that sufficient funds are available in order to maintain the projects and comply with the terms of the CMHC agreement.

The terms and conditions of Project Haven financing are similar to conditions for financing under the former NHA Non-Profit Special Purpose capital funding assistance used to develop shelters prior to the Project Haven Program. The non-profit program provided interest rate subsidies on 35-year mortgages in the repayment of principal and interest annually. These mortgage payments were financed through the operating funding provided by the respective funding agency (provincial/territorial social services or INAC department). The federal government provided unilateral interest rate subsidies to reduce the effective interest rate to 2 percent. Therefore, shelters funded under the non-profit program were subject to 35-year CMHC agreements, and CMHC incurred an annual subsidy expense for each project. Administration of these 35-year mortgages involved on-going administrative expenses for CMHC.

The comparative advantages of the Project Haven and non-profit financing approaches are difficult to assess from the sponsor groups' perspectives since only a few of the Project Haven sponsors had previous experience with the Non-Profit Program. Those familiar with the non-profit program expressed a preference for the Project Haven financing because there were no monthly mortgage payments required. CMHC program delivery staff noted that the major strengths of the Project Haven approach were the simplicity and ease of delivery of forgivable loans. There were two limitations identified with the Project Haven funding approach. First, field staff noted that the time period over which the capital financing is subject to CMHC terms and conditions is relatively short and that there is limited on-going monitoring of shelters funded. Secondly, the continuity of shelter services is highly dependent on the availability and levels of operating funding from provincial/territorial or Indian and Northern Affairs Canada sources which provide 80 percent or more of shelter operating funding.

Overall, about one third of sponsor groups said that they had found it easy or very easy, about a third said that it was neither easy nor difficult, and the remaining third said that it was difficult or very difficult for them to obtain operating funding approvals from provincial/territorial/municipal or Indian and Northern Affairs Canada (Table 7.2). The ease of obtaining operating funding approvals varied somewhat among the sources of funding. Among projects obtaining municipal government funding, more than half the sponsors said it had been easy or very easy to obtain municipal approvals compared with 36 percent for provincial government approvals. Sponsors using territorial government and INAC funding reported somewhat more difficulty with about half of these sponsors saying it was difficult or very difficult as compared with 36 percent for provincial government approvals.



**TABLE 7.2  
SPONSOR GROUPS RATINGS OF THE EASE OF OBTAINING  
OPERATING FUNDING APPROVALS (PERCENTAGES)**

<b>SOURCES</b>	<b>VERY EASY</b>	<b>EASY</b>	<b>NEITHER EASY NOR DIFFICULT</b>	<b>DIFFICULT</b>	<b>VERY DIFFICULT</b>
Provincial	12.8	23.1	28.2	12.8	23.1
Territorial	-	-	50.0	50.0	-
Municipal	20.0	33.3	13.3	26.7	6.7
INAC	-	12.5	37.5	37.5	12.5

**SOURCE:** Survey of Project Haven Sponsor Groups, CHMC, Program Evaluation Division, 1993

The ease of operating funding from other levels of government and INAC may be related in part to the consistency of Project Haven proposals with the priorities of the funding partners. The Survey of PTSS and INAC regional offices asked funding partners about the extent to which the program was consistent with their provincial/territorial or communities' needs and priorities. Over 80 percent of respondents said that the program met their priorities well (57 percent) or very well (29 percent). About 17 percent of INAC respondents said it met their priorities neither well nor poorly, and 14 percent of PTSS respondents said that the program met their priorities poorly. CMHC delivery staff suggested that the program delivery mechanism itself ensured that the program was consistent with provincial/territorial and INAC priorities because of the selection methods used where funding partners were involved in selection of projects to be funded. PTSS and INAC respondents were asked how the priorities could have been changed to better address the needs in their jurisdictions and commented that the Project Haven projects funded were considered high priority in the communities where they were located. Other PTSS and INAC respondents noted that considerable needs exist in other communities which could not be addressed within the limited program budget and that more funds are required. Some communities considered to have high priority needs did not come forward with proposals. One PTSS respondent noted that funds should be used for expansion of existing shelters only when shelters are opened in all areas. Another respondent suggested that the program could have been more flexible in addressing the cultural values of Aboriginal communities.

These findings suggest that the requirement for provision of operating funding from PTSS and INAC sources was largely effective. The Program was regarded as meeting the needs and priorities by funding partners. Difficulties reported by some sponsor groups in obtaining operating funding approvals appear to have been more related to fiscal constraints at other levels of government than to conflicting priorities.

The program funding approach for developing shelter services by the forgivable capital funding mechanisms in partnership with operating funding from other funding agencies was viewed as an appropriate mechanism and one which is effective over the longer-term by all parties involved in the Project Haven Program.

## 2. Sources of Operating Funding

Project Haven shelters have a wide variety of funding sources to meet their operating funding requirements. Generally, the shelters receive a large proportion of their operating funds from one of the two primary funding sources, namely, the provincial/territorial social services programs or INAC for on-reserve shelters for Aboriginal women. In most cases, these primary sources are supplemented by funding from one or more other sources including municipal governments in some provinces, fund raising by the shelters themselves, and/or other sources which include donations, federal grants, United Way, lotteries, bingo's and so on. Shelters which are fully funded by provincial/territorial or INAC sources are in the minority.

Data obtained from the CMHC Survey of Project Haven Sponsor Groups (Table 7.3) shows that four-fifths of the Project Haven shelters responding to the survey reported operating funding from provincial or territorial governments, and nearly 14 percent of responding shelters reported funding through INAC. In addition, more than a quarter receive some funding from municipal governments, nearly 60 percent reported fund raising to cover operating costs, and a quarter reported other sources of revenue to cover operating expenses. It should be noted that these data understate the proportion of Project Haven shelters funded through INAC because of lower response rates from Aboriginal shelters in this survey. CMHC program data show that 24 shelters (nearly one-third of shelters funded under Project Haven) were for on-reserve Aboriginal clients.

**TABLE 7.3**  
**SOURCES OF OPERATING FUNDING FOR PROJECT HAVEN SHELTERS, 1993**

SOURCES OF OPERATING FUNDING	PERCENTAGES OF SHELTERS RECEIVING FUNDING
Provincial/Territorial	82.3
Municipal governments	27.5
INAC <sup>1</sup>	13.7
Fund raising	58.8
Other (Donations, grants, etc)	25.5
<b>SOURCE:</b> Survey of Project Haven Sponsor Groups, CMHC, Program Evaluation Division, 1993	
<b>NOTE:</b> <sup>1</sup> The percentage of shelters funded through INAC understates the actual number because of lower response rates from Aboriginal shelters in this survey	

Based on data compiled in the Statistics Canada 1992-1993 Transition Home Survey (THS), the overall funding structure of Project Haven shelters is quite similar to that of the Special Purpose shelters (Table 7.4). Given the number of Aboriginal shelters funded under Project Haven, a higher percentage of Project Haven shelters reported funding from INAC. Comparing the other Project Haven shelters with the Special Purpose shelters reporting in the survey (52 Project Haven and 101 Special Purpose shelters responded to the THS), the percentages reporting income from provincial social services, resident fees and fund raising are

similar. Differences worth noting include the lower percentage of Project Haven shelters receiving municipal government funding, lottery funds and funds from other sources.

**TABLE 7.4**  
**SOURCES OF OPERATING FUNDING, 1992-93**  
**PROJECT HAVEN AND SPECIAL PURPOSE SHELTERS <sup>1</sup>**

SOURCES OF OPERATING FUNDING	PERCENTAGES OF SHELTERS REPORTING FUNDING		
	PROJECT HAVEN		SPECIAL PURPOSE
	TOTAL	NON-ABORIGINAL	
Provincial Social Services	73.1	92.7	91.5
Provincial Housing	7.7	12.9	34.7
Municipal governments	25.0	31.7	42.6
INAC	17.3	0	3.5
Other federal sources <sup>2</sup>	32.7	41.5	33.5
United Way	23.1	29.3	36.5
Indian Bands	3.8	0	2.5
Resident Fees	11.5	14.6	16.5
Lotteries	5.7	7.3	10.5
Donations/Fund-raising	75.0	95.1	88.5
Other Sources (one or more)	34.6	43.9	65.5

**SOURCE:** 1993 Statistics Canada Transition Home Survey  
**NOTE:** <sup>1</sup> Data reported by 52 Project Haven shelters and 101 Special Purpose shelters  
<sup>2</sup> Such as Employment Programs (CEIC), Secretary of State Programs, Health Canada.

The proportion of the shelters' operating budgets received from these various sources varies widely. Most Project Haven shelters received over 75 percent of their operating funding from provincial/territorial governments or from INAC (Table 7.5). Municipal government contributions are provided in only three provinces and one of the territories. In the Yukon and Alberta, the municipal funding contributes less than 5 percent of the shelters' operating funds. In Nova Scotia, municipalities provide between 12 and 15 percent of the operating funding, while in Ontario the municipal contribution varies from 5 to 30 percent of the total operating budgets of shelters.

**TABLE 7.5**  
**PROPORTION OF PROJECT HAVEN SHELTERS' OPERATING BUDGETS**  
**BY SOURCE, 1993 (PERCENTAGES)**

SOURCE OF OPERATING FUNDING	PROPORTIONS OF OPERATING BUDGETS			
	LESS THAN 25%	25-49%	50-74%	75-100%
Provincial	2.5	5.0	10.0	82.5
Territorial	-	-	50.0	50.0
Municipal	85.7	14.3	-	-
INAC	12.5	-	-	87.5
Fund raising	80.0	13.4	3.3	3.3
Other	84.6	15.4	-	-

**SOURCE:** Survey of Project Haven Sponsor Groups, CMHC, Program Evaluation Division, 1993

In provinces where there is no municipal contribution, the difference between the provincial contribution and the total operating budgets are covered through fund raising and other sources (mainly by donations). For example, shelters in New Brunswick cover 20 percent of their operating costs through fund raising or other sources, and in British Columbia some shelters fund raise a quarter of their budgets. In Quebec, some shelters cover a third of their operating budgets by fund raising. In those provinces where municipal contributions are provided, the proportions of operating costs supplied through fund raising are much lower, generally in the order of ten percent. About three-quarters of Project Haven shelters report use of fund raising and other sources of revenue to cover those portions of their operating budgets not met through government funding programs.

The extent of private, non-governmental financial contributions to Project Haven shelters may be assessed from data obtained from the 1993 Statistics Canada Transition Home Survey. Project Haven shelters which reported fund raising and donations in this Survey received an average per shelter of \$26,400 from these sources in 1992-93 accounting for about 9 percent of total project operating costs in that year. For the three-quarters of Project Haven projects receiving income from these sources, the amount of this non-governmental contribution to these Project Haven shelters in 1993 would be approximately \$1.54 million. In addition, 23 percent of Project Haven shelters reported receiving United Way funding averaging \$18,600 and nearly 6 percent reported receiving lottery funding averaging \$25,500. In total, funding from these three sources for Project Haven shelters in 1992-93 is estimated to have provided close to \$2 million for operation of the shelters. Most of this funding is reported for shelters which are funded by provincial social services programs. Aboriginal shelters which are funded through INAC report little income from fund raising, lotteries or United Way sources. Although these revenues represent a small proportion of the total operating costs of the projects (approximately 11 percent per shelter on average), these contributions play an important role in supplementing the project operating funding for other shelters from provincial government sources.

Not only does the proportion of operating funding received from the primary funding source vary among provinces (and in some instances within provinces), but also the form of the operating funding varies. The most common form of funding received from provincial/territorial and INAC sources is core funding based on an annual operating budget for the shelters. Two-thirds of the Project Haven shelters reported that they receive core funding only. In addition, 28 percent of shelters reported receiving some core funding plus a per diem amount based on the numbers of clients served. The remaining 8 percent said they receive per diem funding only. Among those shelters (25 percent of Project Haven shelters) receiving funding from municipalities, nearly 86 percent reported that this funding is in the form of per diem amounts while 14 percent reported receiving some core funding from municipalities. These data suggest that nearly 95 percent of these shelters receive some or all of their operating funding as a fixed, core amount. Nevertheless, nearly a third of them are dependent in whole or in part on variable funding levels from their major funding source that are based on per diem allowances which fluctuate according to the numbers of clients served. Furthermore, a quarter of the shelters also receive municipal funding which is almost exclusively provided on a per diem basis.

These data indicate that some shelters are fully-funded to 100 percent of their operating budgets and receive the funding as core grants to meet operating expenses. Other shelters, however, not only depend on fund raising and other sources of revenue to cover their operating expenses but also receive fluctuating amounts of revenue from government funding sources depending on numbers of clients served. Financial management of facilities, staffing and services to clients are likely to be quite challenging under these financial conditions, and may raise some concerns about the overall funding structure associated with the Project Haven Program. Operating funding amounts vary quite considerably from place to place across Canada which in itself may lead to concerns about the equability and standards of services provided by these shelters in different localities.

### **3. Operating Revenues and Expenditures**

Based on data compiled in the Statistics Canada 1992-1993 Transition Home Survey, the median total annual operating revenue per shelter in 1992-93 for the 52 Project Haven shelters responding and providing financial data was just over \$270,000. The data show a considerable range in annual operating revenues from a low of \$57,000 to a high of \$1.43 million. (These figures do not include the Project Haven capital financing which was provided as a fully-forgivable grant and therefore does not represent annual income to the shelter budgets.)

Several factors may contribute to the variation in project operating revenues and expenditures. Although it might have been expected that larger projects could benefit from economies of scale and show lower per unit operating costs, the data provided from the Transition Home Survey show no consistent relationship between project size and per unit operating costs. Indeed, smaller projects (that is, those with fewer numbers of units, show lower operating costs than larger projects. On a provincial/territorial basis, there are considerable variations in shelter funding levels within each province. Overall, shelters in Ontario receive higher average per unit operating funding than shelters in most other locations. This may reflect higher operating costs in urban locations where more of the Project Haven shelters are located in

Ontario as compared with other provinces where shelters are in smaller centres. In general, project operating budgets may be more a function of the extent and range of services for which the shelters are able to secure funding. Larger shelters may therefore be able to secure more funding to increase staffing levels and to offer a wider range of services including outreach, advocacy and non-residential services compared with small shelters which obtain minimum funding to staff the residential component of the shelters' services.

These data do, however, indicate a difference in funding levels between the Aboriginal and other Project Haven shelters. Overall, other shelters receive higher annual operating revenues than Aboriginal shelters. The median annual operating revenue of other Project Haven shelters (provided through provincial government and other sources) was approximately \$300,000 compared with the median for Aboriginal shelters (funded through INAC) of close to \$235,000. The differential in revenues between these two types of Project Haven shelters are generally accounted for by larger dollar revenues from fund raising and other sources in the case of other shelters.

For comparative purposes, a sample of twenty shelters funded under the Special Purpose Non-Profit Housing Programs was selected to include projects in similar types of areas to Project Haven shelters. Project Haven shelters' operating revenues and expenditures were compared with financial data for the Special Purpose comparison shelters for which data were available. The project financial data obtained from the 1993 THS was supplemented with information from CMHC's program portfolio and monitoring data systems to incorporate missing information in the THS database. The revenue and expenditure analysis showed that Project Haven shelters had considerably lower average revenues and expenditures than the Special Purpose comparison group, both on a project basis and on a per unit basis (Table 7.6).

**TABLE 7.6  
SHELTER OPERATING REVENUES AND EXPENDITURES  
PROJECT HAVEN AND SPECIAL PURPOSE COMPARISON SHELTERS 1992-1993**

	<b>PROJECT HAVEN</b>	<b>SPECIAL PURPOSE COMPARISON GROUP</b>
Number of Shelters Reporting	51	16
<b>PROJECT HAVEN</b>		
Median Total Revenues	270,000	335,000
Range	57,000-1,430,000	162,700-965,200
Median Total Expenditures	264,000	320,000
Range	59,250-1,749,100	178,000-896,400
<b>PER UNIT AVERAGES</b>		
Median Revenues Per Unit	44,800	61,000
Range	19,000-178,835	38,100-181,100
Median Expenditures Per Unit	44,000	60,000
Range	19,700-218,600	35,000-182,000
<b>SOURCES:</b> 1993 Statistics Canada Transition Home Survey and CMHC Program and Portfolio Management Data		
<b>NOTE:</b> Missing data has been incorporated in calculations for the Special Purpose shelters from CMHC program data		

The median revenues for the Special Purpose comparison shelters were \$335,000 compared with \$270,000 for Project Haven shelters. The median expenditure for the Special Purpose comparison group were \$320,000 compared with \$264,000 for Project Haven shelters. The median per unit revenue was \$61,000 for Special Purpose shelters and \$44,800 for Project Haven shelters, while median per unit expenditures were \$60,000 and \$44,000 respectively.

The differences in revenues and expenditures between Project Haven and Special Purpose projects are partly attributable to the inclusion of mortgage principal and interest costs in project expenditures and non-profit housing subsidies in the project revenues. The median principal and interest payments for the Special Purpose shelters was \$18,000 and the median non-profit subsidy was \$15,000. In addition, some of the difference may be attributable to higher maintenance expenses in Special Purpose projects (most of which were developed in the early 1980's compared with most of the Project Haven projects which were developed in the last three years). Also, Special Purpose projects were required under agreements with CMHC to fund capital replacement reserve funds, and about half of these projects reported reserve funds in their expenditures for 1992-93 in the THS. However, even allowing for up to the average amounts shown in the THS data for maintenance (between \$5,000 and 10,000) and reserves (most of which were \$1,000 to \$2,000), the Special Purpose shelters appear from these data to have costs averaging \$10-15,000 higher than Project Haven shelters or an amount equal to 5-10 percent of the average Project Haven shelter budget.

Project Haven shelters operating revenues and expenditures may also be compared with other shelters which were not funded through the Project Haven or Special Purpose Non-Profit

Housing Programs. Data from the 1992-93 Statistics Canada Transition Home Survey shows that the median shelter revenues for these other shelters were \$345,000 which was similar to the revenues for the Special Purpose comparison shelters but higher than the \$270,000 median revenues for the Project Haven shelters. These other shelters reported housing expenses (rent or mortgage expenses) averaging \$13,000 in 1992-93. These data suggest that, on average, the revenue position of both the Project Haven and the Special Purpose Comparison shelters was about one-fifth lower than the revenue position of the other shelters after payment of their housing expenses. It is worth noting that these other shelters reported receiving similar proportions of their operating revenues from provincial government sources (73 percent compared with 75 percent for Project Haven shelters), and from their own fund raising/donations (about 8 percent on average compared with 9 percent for Project Haven shelters). Therefore, while the funding structures of all types of shelters are quite similar, the levels of operating funding appear to be somewhat lower in the Project Haven shelters after allowing for housing expenditures than in other shelters.

As noted above, the amounts of operating funding available affect the range and extent of services the shelters are able to provide. Since Project Haven shelters appear, on average, to have lower operating revenues than other shelters, it might be expected that these shelters are providing fewer services than other shelters. The analysis of services provided (Chapter II, Table 2.7) showed that Project Haven were somewhat less likely to provide certain services (such as educational services, job training/life skills, parenting skills and housing referral). However, Project Haven shelters were more likely than other shelters to provide other services (such as individual long-term counseling, family counseling, addiction programs, legal services, and culturally-sensitive services for Aboriginal women) for their residential, and in some cases, for their non-residential clients. Further research is required to measure the volume of services provided to clients in the different types of shelters in order to assess the impact of differences in operating revenues on the adequacy of services delivered.

#### **4. Adequacy of Operating Funding**

While 31 percent of Project Haven shelters said that they receive 100 percent of their operating budgets from one source (provincial/territorial governments, INAC or their own fund raising/donations), 69 percent reported having multiple sources of funding. Therefore, most shelters are dependent on their own fund raising or other sources and municipal contributions in some provinces to meet their budget requirements.

The adequacy of operating funding to meet the costs of operating the shelters was examined from the perspective of the shelter sponsors. Project Haven sponsors were asked how well the operating funding they receive meets the costs of operating their shelters, and, secondly, the extent to which the operating funding they receive has increased over the past two years to meet their increased costs. As shown in Table 7.7, 36 percent of the shelters said that the amount of operating funding they receive meets their costs well or very well, 24 percent expressed a view that funding meets operating costs adequately, and 40 percent said it meets their costs poorly or very poorly.



**TABLE 7.7**  
**PROJECT HAVEN SPONSOR RATINGS OF THE**  
**ADEQUACY OF OPERATING FUNDING**

<b>FUNDING MEETS OPERATING COSTS</b>	<b>%</b>
Very well	12.0
Well	24.0
Adequately	24.0
Poorly	30.0
Very Poorly	10.0
<b>TOTAL</b>	<b>100.0</b>
<b>SOURCE:</b> Survey of Project Haven Sponsor Groups, CMHC, Program Evaluation Division, 1993	

With respect to increases in operating funding over the past two years to meet costs, 25 percent of shelters said that they had received sufficient increases, 43.8 percent said that they had not received sufficient increases, and 31.2 percent said they did not know. In comments, several shelters noted that their budgets were stretched to the limit, there are no funds for contingencies, and all costs are rising. Other sources of funding (such as fund raising and donations) are becoming more difficult to obtain, and some shelters have to fund raise up to 20 percent of their operating budgets. Many shelters noted that they are facing expanding demand without budget increases, and there are not enough staff or dollars for ongoing staff training and development (particularly to work with children and youths). In some cases, shelters operate with a deficit and then have to cut-back their operating costs in some areas.

As discussed earlier, the requirement for approval of operating funding was viewed as an effective mechanism in the development of shelters. Nevertheless, consideration of operating funding structures and the adequacy of funding amounts raise some concerns about the variability and uncertainty of funding levels among shelters. Even though the federal capital funding allowed for some equitable standard of shelter provision in terms of the physical facility, the levels and form of operating funding provided to the shelters may not be sufficient for service provision in 40 percent of the shelters developed. Most shelters are already dependent on multiple sources of funding and some depend on their own revenue-generating efforts to meet significant portions of their operating expenses. In addition, some shelters expressed the view that operating funding from the major funding sources is not increasing sufficiently to cover rising costs, and that fund raising is becoming more difficult. As shown in the comparative expenditure analysis in the preceding section, it appears that Project Haven shelters may have lower revenues and expenditures than comparable Special Purpose shelters. There may be grounds for some concerns about the financial viability of some of these shelters over the longer term, particularly given the fifteen year terms of the CMHC mortgage agreements with the Project Haven sponsor organizations.

## **B. Capital Cost Control Mechanisms**

In planning for delivery of Project Haven funding, CMHC developed a capital cost guideline of \$45,000 per hostel unit and identified the allowable capital cost items which could be funded under the program. The Evaluation reviewed actual capital costs and the adequacy of the capital cost per unit in projects funded under the program, and other sources of funding for capital cost items not covered under Project Haven funding.

The actual average capital cost per unit of loans under Project Haven was \$42,517. The loan amount includes any Pre-Commitment Loan funding advanced to the sponsor group for proposal development. This amount varied considerably from project to project. Variations in per unit costs reflect a number of factors, including higher land and development costs in some areas (such as Ontario), and higher labour and material costs in other areas (especially in the north where construction costs are considerably higher than the national average).

The adequacy of the capital dollar per unit amount was assessed from both the CMHC field representatives and sponsor groups perspectives. About 15 percent of sponsor groups felt that the capital amounts available for development of shelters were insufficient. The majority of sponsor groups said that the capital funding amounts were effective from their perspective.

The CMHC field staff were somewhat less positive about the adequacy of the capital funding amounts than the sponsor groups. Roughly three-quarters of CMHC staff felt that the capital amount per unit was effective or very effective, while a quarter felt that it was ineffective or very ineffective. In comments, several CMHC respondents suggested that a more realistic capital cost limit would have been over \$50,000. They noted that sponsor groups were placed under pressure to obtain additional capital amounts (typically \$2,000 to \$8,000 per unit) to cover the full capital costs required or projects had to be downsized or cut to the bare bones. Capital amounts were particularly limiting in localities with high land costs, for new construction projects, and did not adequately cover the costs of administrative and counseling space or amenity areas (such as indoor and outdoor play areas). Nevertheless, most CMHC field staff indicated that the \$45,000 capital cost guideline did not limit their ability to develop shelters, that it was adequate for purchasing existing properties or adding units to existing projects. According to CMHC field staff, sponsor groups had to be creative to work within the budget, and groups were said to be very effective in keeping costs down under the capital limits.

CMHC staff were asked if CMHC should have provided additional funding to cover other capital costs which were not eligible under the program. Most (80 percent) said 'no', 12 percent said that they 'don't know', and 8 percent said 'yes'. For those who said 'yes', the items they felt should have been covered were counseling and office spaces, and some suggested that the PCL dollars should have been forgiven for successful applicants.

### **C. Sufficiency of Start-up Funding**

The Project Haven Program was intended to promote the development of shelters in communities which were previously under-served with these services. In recognition of the need to foster the formation of new sponsor groups to develop proposals in communities where no existing groups were providing shelters, the program included the provision of start-up funding which was termed Pre-Commitment Loans (PCL). PCL funding of up to \$2,000 per unit to a maximum of \$50,000 per shelter was available from the Project Haven budget to assist sponsor groups to develop proposals. For those project proposals which were approved for Project Haven capital funding, the amounts of PCL funds advanced to sponsor groups were capitalized into the project loan. Any PCL funds advanced on project proposals that did not proceed were written-off against the overall Project Haven budget.

The PCL mechanism is similar in most respects to the start-up provisions under the NHA for non-profit housing program development which is termed Proposal Development Funding (PDF). PDF funding advanced to groups was capitalized into the mortgage loans for successful applications. However, there was one key difference, namely that, in the case of the PDF funding, CMHC had a separate budget for PDF funding. Consequently, PDF funds which did not lead to project funding could be written-off against the PDF budget rather than against the program financing budget as in Project Haven. The Interim Report on Project Haven noted some concerns among CMHC field staff that the structure of PCL funding in Project Haven may have impeded provision of start-up financing under the program. CMHC field staff reported that PCL funding was generally provided to sponsor groups expected to receive final proposal approval. Experience with start-up funding for Project Haven shows that virtually all PCL funds used in Project Haven were for sponsor group proposals which resulted in actual project approvals and development of shelter projects. Information suggests that only one PCL loan was written-off.

With respect to the sufficiency of start-up funding, the evaluation considered two questions: first, whether there were sufficient non-profit sponsor groups to take up Project Haven funding (particularly whether there was a balance between new and existing sponsor groups funded under the program); and, secondly, whether the dollar amounts of PCL financing were sufficient for the intended purpose of assisting the development of proposals and applications for funds.

#### **1. Sponsor Group Opinions on PCL**

Among respondents to the Sponsor Survey, 43 percent of the groups said that they had received PCL funding to develop their proposals, 37 percent said that they did not receive PCL funds and nearly 20 percent did not know whether their group had received these funds.

Among those who said they had received PCL funds, the majority felt that the amount of PCL funding met their needs well or very well. Nearly 32 percent said it met their needs very well and 45 percent said it met their needs well. About 18 percent said neither well nor poorly, while 4.5 percent said that the PCL amounts met their needs poorly. Comments about PCL

funding included positive views such as "the project would not have been possible without these funds", "enabled us to do a community assessment", and "it gave us the ability to start the project". Other comments suggested that the dollar amounts of PCL funds were not sufficient and one group said that they used \$20,000 from their core budget.

The results of the survey revealed that many sponsor groups used other sources of funds to help them develop proposals. Twenty-seven percent of the respondents said they had used funds from other sources, while 59 percent said they did not use other funds and nearly 14 percent said they did not know if their groups used other funds. There were three main other sources of start-up financing noted, namely, donations, other groups or organizations, and other government agencies.

## **2. New versus Existing Groups**

Data obtained from the CMHC field office survey suggest that about 42 percent of Project Haven proposals came from newly organized and incorporated sponsor groups and 58 percent from pre-established groups. In a few instances, CMHC staff were aware of an effort to fund a balance of new and existing sponsor groups.

Data compiled in the Sponsor Survey suggest that nearly half (44 percent) of the Project Haven sponsor groups that received funding under the program were new groups that were formed since 1988 when the program was launched. Another 20 percent were pre-existing groups which had been operating shelters before 1988 (groups which received Project Haven funded to expand their facilities), and 35 percent were pre-existing groups which had been involved in family violence issues, but did not develop a shelter until after 1988.

Start-up funding requirements could be expected to vary by the type of group involved. For example, existing non-profit groups with existing shelters would likely have the least need for start-up funding if they were already incorporated, did not have to acquire property or pay design fees. Incorporated groups that did not operate a shelter before applying for Project Haven funds would incur the project design and development costs. Newly formed groups would incur incorporation and legal costs, as well as project design and consultant fees, involving higher start-up costs.

## **3. CMHC Field Opinions on PCL**

Responses to the CMHC field office survey suggest that approximately one-third of the groups receiving PCL funding were new groups and two-thirds were existing groups.

CMHC field staff were asked to assess the effectiveness of PCL funding based on their experience. Two-thirds of CMHC field staff felt that the PCL funding mechanism was effective or very effective in providing overall assistance to groups with proposal development. At the same time, the responses suggest that the PCL mechanism was more likely to be effective for existing groups than for new sponsor groups. While about a third of CMHC respondents felt that PCL was effective or very effective for new groups, another third felt that it was ineffective. Although a third of respondents felt that PCL funding was effective in

encouraging proposals for special needs groups (such as Aboriginal women, for women with disabilities, rural women or immigrant women), about a quarter felt that it was ineffective (Table 7.8).

**TABLE 7.8**  
**RATINGS OF PCL EFFECTIVENESS BY CMHC FIELD STAFF (PERCENTAGES)**

Factor	Very Effective	Effective	Ineffective	Very Ineffective	No Opinion	Don't Know
Overall assistance to groups	28	36	12	4	4	16
Developing new groups	16	16	28	8	12	20
Funding existing groups	28	32	12	4	12	12
Special needs groups	12	24	20	4	8	32

**SOURCE:** Survey of CMHC Regional and Branch Offices, CMHC, Program Evaluation Division, 1993

CMHC staff were asked to identify key strengths and limitations of the PCL mechanism and suggest ways that it could have been improved. Several respondents felt that the main strength of the mechanism was that it allowed more comprehensive proposals and better application packages to be developed and that it helped new groups to be established, particularly in remote areas. Some people noted that the funding was easily accessible, quick and efficient, and helped pay for detail work (such as zoning, architects and specialized services, or offers to purchase).

At the same time, the major limitation noted by several respondents was that the dollar amount of PCL's was small for the work required and that there is a limit to what can be expected with the PCL funding. Given the limited funds available for the Program as a whole, some CMHC offices felt that they could not afford to give PCL funding to groups that were not assured of receiving project financing. As well, it was noted that PCL funding in itself cannot generate work from a group if the group does not commit its time to developing a proposal.

Several suggestions for improving the PCL funding mechanism were made. It was suggested that higher, more realistic amounts were needed for some groups and in some areas of the country where development charges are higher (such as in Ontario). Some respondents felt that it should not be necessary to spend PCL funds on consultant fees and that it should be possible to prepare applications without use of consultants. One respondent felt that PCL should be provided to groups that are not guaranteed of project funding and another felt that some potentially viable projects were not pursued because PCL funding was not made available.

#### 4. Conclusions

The effectiveness of PCL funding has to be considered in light of the program activity structure, namely, that about 44 percent of the sponsor groups involved in the program were

'new' sponsor groups. Opinions from CMHC staff were mixed with about a third reporting that the PCL funding was effective, a third reporting it was ineffective, and a third did not provide an assessment. These findings suggest that PCL funding was only partially effective in achieving the objective of promoting the development of new sponsor groups.

With respect to the adequacy of the PCL dollar amounts, most sponsor groups (77 percent) reported the amounts were adequate, compared with two-thirds of CMHC staff. CMHC staff noted that the amounts were less likely to be adequate for new groups or for sponsor groups developing shelters for women with special needs. This may suggest that more flexibility in the amounts may be required depending on the situations and the types of projects involved.

#### **D. Maintenance, Repairs and Replacement Reserves**

Under the terms of CMHC operating agreements with the sponsors, Project Haven sponsor groups are responsible for ensuring that the buildings are adequately maintained and repaired. Building repairs would be financed from the shelters' operating budgets which are provided by the funding partners (provincial/ territorial governments or INAC). Unlike standard CMHC mortgage agreements with non-profit sponsors, the Project Haven operating agreements do not require that sponsors create specific replacement reserve funds to set aside capital funds for major repairs of building systems. Shelters which do not provide adequate regular building maintenance or for longer-term capital replacements may encounter financial difficulties over time. Deteriorating buildings are also likely to impede the efforts of shelters to provide adequate services to clients.

The ability of sponsor groups to maintain buildings over time is likely to vary considerably depending on the age of the building and major systems. Specifically, 51 percent of the Project Haven shelters were newly constructed, purpose-built buildings constructed to current building standards and specifications. It would be quite unlikely that these buildings would deteriorate rapidly, at least within the term of the 15-year CMHC operating agreement. Project Haven also funded shelters in existing buildings (such as to provide additional units, to add units accessible for persons with physical disabilities, and so on) some of which involved renovation or rehabilitation of older structures. Depending on the extent of renovation work completed, the major building systems may be more likely to require capital replacements within the next fifteen years.

Data were compiled in the surveys of sponsor groups, CMHC field offices and funding partners concerning building repairs and replacement funding. In addition, CMHC undertook on-site physical inspections of a sample of Project Haven shelters to assess the current state of building repair and potential replacement costs, and the 1993 THS provides data on maintenance expenditures and reserve funds.

##### **1. Regular Maintenance**

In the CMHC Survey of Project Haven Sponsor Groups, the majority of sponsor groups (87 percent) said that their group was able to cover the cost of regular maintenance of the shelter

building and minor repairs. Only 6.5 percent said that they were not able to cover these costs and 6.5 percent said that they did not know.

Sponsor group opinions are in contrast to the views of funding partners and CMHC field offices concerning the adequacy of building maintenance by sponsor groups. One-third of INAC respondents and half of provincial/territorial respondents felt that buildings were being adequately maintained. Over a third of these respondents said that the shelter buildings were not being adequately maintained, and the remaining respondents said they did not know. About two-thirds of the CMHC field office respondents said that shelter buildings were being adequately maintained, and other CMHC respondents did not know. It was noted that, in some cases, maintenance is part of the operating budget, while in others operating funding is very tight and some emergency repair funding is available (at year end) from provincial/territorial sources. Some groups were reported by CMHC respondents as struggling with very tight operating funding, on a day-to-day basis to meet basic needs, and that fund raising in the community would have to be undertaken to cover these extra costs. Given heavy utilization of shelters and wear-and-tear on the buildings, regular maintenance costs are higher than in other residential buildings, and the ability of shelters to undertake routine repairs affects the useful life of the structures.

The median annual expenditure for maintenance and repair was \$3,400 in Project Haven projects in 1992-93 compared with \$4,800 in the comparison Special Purpose projects based on the 1992-1993 THS data. Although a quarter of the projects reported low maintenance expenses (of under \$1,000 for the year), another quarter of the projects reported maintenance and repair expenditures in excess of \$10,000. CMHC inspections of a sample of 20 Project Haven shelters found that 60 percent of the shelters were in need of repairs, with a total repair cost of \$39,700 for the twelve shelters concerned. Applying these findings to the portfolio of 78 Haven shelters, the total estimated repair costs as of 1993 would be \$156,000, an average of \$3,300 per shelter in need of repair. These current repair needs can probably be met through the annual maintenance budgets.

## **2. Replacement Reserves**

Sponsor groups were asked if they had undertaken any major repairs or replacements since receiving funding under Project Haven. Forty-one percent said they had undertaken major repairs and 57 percent said they had not. When asked about how they financed these repairs, the two most common sources were additional government grants/funds (about 33 percent) and from their operating budgets (28 percent said that they had cut-back operations or staffing). Only 11 percent had used money from reserve funds, and another 11 percent had undertaken fund-raising; 17 percent indicated other sources of funds had been used to cover repairs.

In the CMHC Survey of Project Haven Sponsor Groups, half of the groups reported that they had funds set aside to cover the costs of major repairs and replacements (such as for furnaces, roof or structural problems), and half reported that they had not. Of those shelters who have reserve funds, 30 percent said they thought the amount they were allocating would be adequate; 70 percent of those with reserves did not think the amount would be adequate now or in the future. If only half of the shelters have reserves and 30 percent are adequate, this

would suggest that only 15 percent of the shelters funded under Project Haven have adequate capital replacement funding for major repairs in the future. Data compiled from the 1993 THS show that less than 16 percent of the Project Haven shelters reported reserve funds as items in their 1992-93 expenditure budgets, the median amount being \$2,000. In comparison, nearly half of the Special Purpose comparison shelters reported reserve funds with roughly similar average dollar amounts. Among other shelters not funded under the Project Haven or Special Purpose program, about one-fifth reported reserve funds in their 1992-93 budgets.

Shelters were asked to identify the major sources of funds to cover the costs of major repairs/replacements. Most sponsors identified provincial governments or other funding partners and fund raising or donations as the two major sources of these funds. Sponsor groups which were not setting aside replacement reserves were asked how they plan to cover these costs in the future. Most groups said they would apply for additional funds or grants (from provincial governments or other funding agencies) and undertake fund raising or solicit donations.

Funding partners surveyed were also asked if they thought that sponsor groups were making adequate allocations to replacement reserves. Less than 20 percent of INAC and less than 40 percent of PTSS respondents said that groups were allocating adequate funds to replacement reserves. Twelve percent of PTSS respondents said groups were not allocating adequate replacement reserves, and the remaining respondents from PTSS and INAC said they did not know. Among CMHC field office respondents, only 16 percent felt that groups were accumulating adequate replacement reserves, 20 percent said that groups were not, and 60 percent said they did not know. Some of the CMHC respondents suggested that groups would have to fund raise or approach their operating funding agency to cover these costs when they arise. According to CMHC respondents, only one sponsor group has experienced difficulties to-date funding major repair costs.

These data indicate that shelter sponsor groups appear to be able to undertake on-going maintenance and that a small proportion of groups have made financial provision for future capital replacement costs. However, a major portion of the Project Haven stock (as much as 85 percent) may be at risk should major capital expenditures be required in the future. Sponsor groups appear to be dependent on the availability of obtaining supplementary (special) grants from PTSS/INAC funding agencies and on their own ability to fund-raise or attract donations from their communities. For that portion of the stock which involved newly constructed buildings, potential capital repair problems may not arise for 10 - 20 years when new systems require replacement. However for the projects in existing buildings, financial stress from building problems could arise within the term of the 15-year operating agreements with CMHC. These conditions create a risk in terms of the federal capital investment in these facilities, as well as a risk of loss of the shelters and their services to the clients in their communities.



## **E. Efficiency of CMHC Program Delivery**

CMHC undertook to deliver the Project Haven Program at the request of Health & Welfare Canada. The costs for CMHC program delivery were funded from the program budget allocation of \$22.21 million.

The evaluation considered the efficiency and effectiveness of CMHC delivery of this Program in two ways: first, based on the opinions of sponsor groups and funding partners and secondly, by considering the delivery costs of this Program in comparison with the costs of delivering other CMHC programs.

### **1. Project Haven Sponsor Group Satisfaction with CMHC**

The program delivery processes involved various types of activities from the initial solicitation of proposals to the final inspection and formalizing of mortgage funding agreements based on project costs. The effectiveness of CMHC delivery is considered across the range of functions based on indicators such as the amount of time for submission of proposals, the clarity of program guidelines, the proposal call method to invite proposals, availability of CMHC staff to help with proposals, CMHC staff help with design, construction or rehabilitation, and help from CMHC since the project opened.

The results of the Sponsor Survey showed that more than two-thirds of the sponsor groups said they were very satisfied or satisfied with their experience dealing with CMHC (Table 7.9). A further 17 percent expressed a mixed opinion (neither satisfied nor dissatisfied). About 13 percent expressed dissatisfaction overall, and the main areas of dissatisfaction related to CMHC help with project design, the time allowed to submit proposals and the lack of clear guidelines. The highest rates of satisfaction were expressed on the accessibility of CMHC staff to meet sponsors' needs. On the question of help from CMHC since the project opened, about a third the sponsor groups felt that this was not applicable which implies that they did not expect CMHC help, whereas, another third said they were satisfied with CMHC help since opening.

**TABLE 7.9  
SPONSOR GROUP SATISFACTION WITH CMHC (PERCENTAGES)**

Criteria	Very Satisfied	Satisfied	Mixed	Dissatisfied	Very Dissatisfied	Don't Know
1. Time to submit proposals	13	41	20	13	7	7
2. Clear guidelines	13	46	17	15	2	7
3. Proposal call method	9	44	24	9	2	13
4. CMHC staff accessible	26	37	20	7	4	7
5. CMHC help with design	11	30	26	15	4	13
6. CMHC help with construction/rehabilitation	11	33	37	7	-	13
7. CMHC help since opened	11	24	30	2	2	30
8. Overall experience	17	48	17	11	2	4

**SOURCE:** CMHC Survey of Project Haven Sponsor Groups, 1993

In considering sponsor group opinions on their experience with CMHC under the Project Haven Program, it is worth noting that about three-quarters of the groups said that this was the first shelter their group had developed. Therefore, for most of the sponsor groups, this was their first experience with a CMHC-delivered program, and for many it was their first experience in acquisition, construction or rehabilitation of property for a project. Working with groups inexperienced with housing programs and project development tends to require more input of time and costs for program delivery.

To assess the effectiveness of CMHC delivery in different types of communities, sponsor group satisfaction among Aboriginal and other groups is shown in Table 7.10. As the survey data indicate, Aboriginal sponsor groups were even more satisfied with CMHC on most indicators than other sponsor groups. Three-quarters of Aboriginal groups were satisfied or very satisfied with the overall experience with CMHC compared with two-thirds of the other groups. Only one Aboriginal group responding to the survey was dissatisfied with any aspect of the program delivery (clarity of the program guidelines and the help from CMHC with the design). The lowest satisfaction ratings were recorded for CMHC help with construction or rehabilitation, and in this case the other groups were somewhat more satisfied than the Aboriginal groups (Table 7.10).

**TABLE 7.10  
SATISFACTION RATINGS BY ABORIGINAL AND OTHER SPONSOR GROUPS  
(PERCENTAGES)**

Criteria	Satisfied		Mixed		Dissatisfied		Don't Know	
	Abor-iginal	Other	Abor-iginal	Other	Abor-iginal	Other	Abor-iginal	Other
1. Time to submit proposals	72	53	28	18	-	12	-	7
2. Clear guidelines	73	58	18	18	9	17	-	7
3. Proposals call method	70	49	30	26	-	13	-	12
4. CMHC staff accessible	73	68	27	16	-	13	-	3
5. CMHC help with design	45	41	46	23	9	20	-	16
6. CMHC help with construction/rehabilitation	37	46	54	33	-	8	9	13
7. CMHC help since opened	46	38	54	22	-	5	-	35
8. Overall experience	74	67	18	15	-	15	9	3

**SOURCE:** CMHC Survey of Project Haven Sponsor Groups, 1993

Sponsor Groups were asked to describe any positive experiences they had dealing with CMHC for their projects as well as any difficulties. More than two-thirds of respondents gave positive comments, and over half had two or more positive comments about their experience. Over half stressed how helpful CMHC staff person had been to them, that staff were always available and demonstrated a strong commitment to producing a high quality project. Many individual groups acknowledged special thanks to the specific CMHC staff person that they had worked with on their project, and as one respondent said, it was "a pleasure to work with CMHC through all aspects of the project".

The project delivery processes did encounter some difficulties. Even sponsors who had several positive comments also noted some frustrations in the delivery processes. Most of the difficulties mentioned related to the short time frames, delays in approvals and responses to inquiries, confusing information requests, slow follow-up and inspections, and, in specific localities, a lack of familiarity of some CMHC staff with these types of projects.

## **2. Funding Partner Opinions on CMHC Delivery**

The Survey of PTSS and INAC offices asked respondents to rate the effectiveness of several aspects of the program delivery. Three-quarters of PTSS respondents and two-thirds of INAC respondents said that CMHC's role in delivery of the program was effective or very effective. Other respondents did not provide a response and no respondents reported that CMHC's delivery role was ineffective.

Respondents were also asked to rate the effectiveness of program delivery in remote areas, rural areas and in on-reserve communities. It is difficult to compare the ratings statistically among these areas because not all respondents are familiar with all types of situations and there were high proportions of 'Don't Know' responses. In general, however, INAC field staff felt

that the program was effectively delivered in on-reserve communities and rural areas, but that there may have been more difficulties delivering the program in remote areas. Responses from PTSS were generally lower for all three types of areas than the INAC responses, and one PTSS respondent felt that the program was ineffectively delivered on-reserves.

In commenting on the delivery, several respondents noted the need for more open and more effective communication between CMHC and funding partners. Others mentioned the need for more work to be done locally, and the need for a strategy to encourage all communities with need to apply. One respondent noted the need for less red tape and another felt there was a need for more help with shelter development. It was also suggested that more work should be done on needs in remote, rural and on-reserve locations.

### **3. CMHC Field Staff Assessments of Delivery**

Housing program delivery via non-profit, community organizations involves some degree of lead-time to form groups if none exist, to develop proposals, commit capital funds, undertake construction or repair of buildings and open a facility for clients. One indicator of efficient program delivery is comparison of expected versus actual delivery time to commit the funds available and complete development of projects. Delivery time is only a rough proxy for CMHC delivery cost efficiency. Some of the lag time would have involved sponsor group activities which required limited input of CMHC staff resources. At the same time, delivery time is only one aspect of efficiency. The efficiency of delivery may be higher if the quality of the outputs for the given inputs of time and staff resources is increased.

Many factors impinge on the efficiency of housing program delivery processes. Some of these factors are directly related to the program design. For example, in the Interim Report on Project Haven, most CMHC regional staff reported that the actual delivery time for the program in the years 1988 to 1991 had been longer than expected and attributed this in part to design factors such as the two-step proposal call process and lack of detailed guidelines when the program was launched. At the same time, CMHC staff noted external factors affecting CMHC delivery such as time spent to assist less experienced sponsor groups, and to consult with provincial/territorial agencies after the program was launched. The Final Evaluation reassessed these factors in the light of subsequent experience over the full four-years of program activity. In addition, the impact of key factors on the quality of project proposals was considered to assess overall delivery efficiency.

The Survey of CMHC field staff reported that the two factors most often seen as contributing to increased delivery time were the two-step proposal method (60 percent of respondents) and delays associated with sponsor group development of proposals after start-up financing had been approved (58 percent of respondents) (Table 7.11).

**TABLE 7.11**  
**CMHC FIELD STAFF PERCEPTIONS OF FACTORS INFLUENCING**  
**DELIVERY TIME AND PROPOSAL QUALITY (PERCENTAGES)**

Factors	Delivery Time			Proposal Quality		
	Increase	Decrease	No Effect	Increase	Decrease	No Effect
Provincial funding	35	10	55	47	6	47
Program guidelines	47	21	31	35	6	59
Evaluation criteria	37	26	37	50	5	45
2-step proposal call	60	-	40	29	6	65
Delays in proposal development	58	-	42	37	-	63
Selection time (2nd step)	23	17	60	27	7	66
Time to read proposals (1st step)	53	5	42	19	6	75
Clear CMHC role	29	35	35	43	7	50

**SOURCE:** Survey of CMHC Regional and Field Offices, 1993

Problems during the early stages of program delivery with the lack of workable program guidelines and provincial/territorial funding appeared to have diminished in the subsequent years. For example, although 47 percent of respondents still felt that the lack of workable program guidelines had tended to increase delivery time, 21 percent reported that the clear guidelines developed had decreased delivery time and 31 percent reported that this factor had no impact on their delivery of the program. In commenting on the program strengths and weaknesses, as many respondents identified the program guidelines as a strength of the program as identified this as a weakness.

About a third of respondents identified problems with provincial funding for shelter operating expenses as a factor increasing delivery time whereas 55 percent said that this factor had no impact on delivery time and 10 percent said it decreased delivery time. In comments, some CMHC field offices identified slow approvals from funding partners as a difficulty but equal numbers identified co-operation and assistance from these agencies as a strength of the program.

These findings suggest a varied experience with program delivery which may be related to the variations in timing of program delivery among CMHC field offices. Early difficulties experienced with lack of clear program guidelines and criteria appear to have been remedied in later stages of program delivery.

Several CMHC respondents identified the small program budget as an overall limitation of the program. Although some respondents mentioned the difficulties of working with inexperienced groups, others noted that they had experienced sponsor groups and had been able to choose the best proposals.

CMHC field staff were also asked to assess the impact of these same factors on the quality of the shelter proposals. In all cases, only one respondent felt that the factors identified had negative effects on proposal quality, whereas a quarter to a half of respondents felt that they had increased quality. The factors most often mentioned as contributing to improved quality were provincial priorities for funding shelter services (47 percent) and use of evaluation criteria to select the best proposals (50 percent).

The interaction between increased delivery time and improved quality may be assessed in a general way from the responses from CMHC field staff delivering the program. Factors which appear more often to be associated with increased quality greater than increased delivery time are: provincial funding, evaluation criteria for assessing proposals, 2nd stage selection, and a clear CMHC role. Factors which seem more often to be associated with increased delivery time greater than improved quality are: program guidelines, the two-step proposal call method, delays in proposal development after PCL's approved, and review of first-step proposals.

Assuming that these perceptions accurately reflect the program delivery processes, there would appear to be potential efficiency gains (quality gains greater than increases in delivery time) from involvement of provincial funding parties, having clear evaluation criteria, the time spent in selecting proposals, and having a clearly defined role for CMHC offices. The main potential losses in efficiency (increased delivery time without associated impacts on improved quality) seem to be related to the two-step proposal call method, the time taken to screen submissions in the first step, and delays in sponsor development of proposals after start-up funding was approved. The impact of program guidelines is somewhat ambiguous. Although some respondents (21 percent) felt that having clear guidelines reduced delivery time, only 35 percent felt that they led to improved quality of proposals.

CMHC staff were asked how the delivery process and timing could have been improved without reducing the quality of proposals. There is a clear consensus about the need for prior consultation with funding partners, elimination of the first stage of the two-stage proposal call method, and the need for workable program guidelines and criteria to be in place before the program is launched. Other respondents suggested the need for improved targeting to specific needs or groups, ensuring that there is sufficient funding available, and improvements in the budget allocation processes.

#### **4. CMHC Program Delivery Costs**

Three types of costs were involved in the delivery of the Project Haven Program: first, CMHC administrative costs which were funded from the program budget; secondly, the start-up funding in the form of PCL to selected groups which were funded from the program budget and rolled-into the project financing for successful projects; and thirdly, the costs to sponsor groups in terms of overhead costs, staff and volunteer time to prepare submissions, proposals and undertake project development. This section is concerned with the first of these costs, the direct costs of CMHC program delivery. PCL funding was discussed in Section C above, including some reference to the costs to sponsors of the proposal development stage.

The total CMHC delivery costs over the four years of Project Haven program activity was \$3.58 million. Over 80 percent of these delivery costs were incurred at the CMHC field office level for field staff work with sponsor groups and other funding agencies to develop projects. The remaining 20 percent of the delivery costs were incurred at the CMHC National Office level in the first two years of program delivery for development of program materials and guidelines. The major share of the administrative expenses were in the form of staff salaries and direct costs (such as printing, mailing, travel, and telephone).

The delivery costs for Project Haven were somewhat higher than the costs to deliver some other types of housing programs. Three factors affected the delivery costs for Project Haven. First, the Program was specifically targeted to under-served localities with a particular emphasis on rural, Aboriginal and remote communities. Program delivery in dispersed and isolated locations are normally considerably higher than in central or urban locations. Secondly, there were usually few existing sponsor groups in these types of areas, and project delivery involved intensive CMHC staff time to assist newly-formed organizations with proposals and project development. The Evaluation has found that 44 percent of the Project Haven sponsors were formed after 1988 to develop projects under the Program. In addition, another 35 percent of the sponsor groups were groups which had not operated a shelter before 1988. Therefore, about three-quarters of the sponsor groups funded had no prior experience developing or operating a shelter.

The third factor affecting delivery was the scale of the projects involved. Half the Project Haven projects had five or fewer units which are bedrooms within one building. The relatively small size of Project Haven projects means that there were no economies of scale in project development costs. Many of the CMHC delivery activities are largely independent of the size of projects with the result that the average delivery cost per unit under Project Haven was higher than under a rental housing program where 40-50 rental units are built in a typical project.

The actual average delivery cost per unit under Project Haven was \$7,817. Given the average capital cost per unit of \$42,517, the total cost per unit was \$50,334 with delivery costs averaging 15.5 percent of total cost. The actual delivery costs were 14.6 percent higher than initially expected, reflecting the higher amounts of CMHC staff time involved to assist sponsor groups with project development.

No data were available on the delivery costs of the shelters funded under the Non-Profit Special Purpose Housing Program. One benchmark comparison could be made with the Rural and Native Housing program. The 1989 Rural and Native Housing Program Evaluation found that the average delivery cost of RNH rental projects was \$8,725 per unit, and for RNH home-ownership projects the average was \$11,478 per unit (1989 dollars). Given the large component of the Project Haven Program that was delivered in rural and reserve communities, these figures suggest that the delivery costs for Project Haven were within a reasonable range for the type of activity involved. Other comparisons could be made with the Non-Profit Rental Housing Program, Special Purpose component. However, this program has not been active since the early 1980's and delivery systems and costs have changed substantially over the intervening decade. Available information suggests that the costs for delivery of Project

Haven projects were somewhat higher than those associated with non-profit program delivery in smaller communities.

Experience to date with delivery of the Next Step Program suggests that CMHC delivery costs are considerably lower than those associated with Project Haven. Program delivery staff attribute the lower delivery costs in the current Program to increased targeting of Next Step to more experienced sponsor groups which require less CMHC staff support.

Program delivery assistance by CMHC could also be considered as building community capacity to develop and manage housing. By fostering community-based, non-profit organizations, the Program expanded local infrastructure, and facilitated other initiatives such as the Next Step Program in which certain Project Haven sponsor groups were able to develop second-stage housing.

#### **F. Project Management by Sponsor Groups**

Under the terms of the CMHC Mortgage Agreements with Project Haven sponsors, the sponsors are responsible for ensuring that projects are adequately managed. Management cannot be contracted-out without prior approval of CMHC. On-going financial viability depends in part on the effective management of project resources, operating costs and the physical plant.

The evaluation sought to assess the effectiveness of sponsor management from three perspectives: the sponsors themselves, CMHC field staff and the funding partners in provincial/territorial social services agencies and INAC. Surveys of these three groups asked respondents to rate sponsor project management on six management activities. One difference in the scope of the questions should be noted. Whereas sponsor groups were asked to rate their own management effectiveness on their individual projects (self-assessment), the CMHC and funding partners were asked to rate all the projects in their areas collectively. Although some of the CMHC and funding partner offices have dealt with only one Project Haven project, most have funded several projects. Therefore, the ratings from funding agencies are aggregate assessments and not measures of individual sponsor group's management performance.

The Sponsor Survey showed that almost all sponsor groups rate themselves very positively on the six management activities identified (Table 7.12). More than 90 percent felt they were very effective or effective in financial management, community relations, day-to-day operations and the expertise of staff and volunteers of the shelter. As well, 87 percent felt they were very effective or effective in overall management of the housing and in compliance with CMHC operating agreements.



**TABLE 7.12**  
**SPONSOR GROUP MANAGEMENT EFFECTIVENESS RATINGS (PERCENTAGES)**

MANAGEMENT ACTIVITIES	% VERY EFFECTIVE & EFFECTIVE			
	SPONSORS	CMHC	PTSS	INAC
Overall housing management	87	76	63	50
Staff/volunteer expertise	93	80	75	67
Compliance with CMHC operating agreements	87	52	50	50
Financial management	94	52	75	50
Community relations	93	56	75	67
Day-to-day operation	93	56	63	83

**SOURCE:** Survey of Sponsor Groups, Survey of CMHC Regional and Field Offices, Survey of Provincial/Territorial Social Services (PTSS) and INAC offices, CMHC, Program Evaluation Division, 1993

Only two sponsor groups reported any areas of management ineffectiveness, one with respect to community relations with other agencies and the other dealing with overall housing management.

Ratings from CMHC and funding partners were generally lower than those from the sponsor groups themselves. However, there was only one negative rating (on financial management). In many instances, 20 to 30 percent of respondents in the funding agencies gave no opinion or responded that they did not know.

These findings suggest little evidence of management difficulties for Project Haven sponsor groups at the time of this evaluation. Over the longer term, CMHC has 15 year operating agreements with the sponsor groups and the funding partners provide annual operating funding requiring project budget approvals by provincial or territorial agencies or INAC regional offices. There may be an expectation on the part of CMHC that these funding agencies undertake on-going, annual monitoring of the shelters funded to ensure that the projects meet established guidelines and standards for services. Since the Project Haven Program ended in March 1992, there are no on-going administrative funds for CMHC portfolio management of the shelters funded. However, CMHC could exercise its inspections rights under the terms of the CMHC operating agreements should any difficulties arise with any of the Project Haven projects funded.

### **G. Cost-effectiveness of Financing Mechanisms**

The program delivery and capital financing costs for Project Haven have been discussed in earlier sections of this chapter. This section examines the cost-effectiveness of the Project Haven approach for developing shelters to respond to family violence. Unlike cost-benefit analysis, cost-effectiveness analysis does not attempt to measure and quantify all the costs and benefits of a particular program. Cost-effectiveness analysis focuses on the costs of providing a

defined unit of service or output, and assumes that the investment involved will yield positive returns to society. The main question addressed here is which program mechanism provides a comparable unit of output for the least cost.

With respect to Project Haven, the evaluation identified (but did not attempt to measure quantitatively) numerous benefits to individuals, local communities, and society in general. Shelters not only provide direct services to clients and their communities, but also contribute to community development activities which may yield spill-over benefits in other aspects of community services over the longer-term. Given the timing of the evaluation (immediately following program delivery), it was considered to be premature to seek evidence on issues related to the benefits of the Program, for the clients served and the Program's impact on the reduction of family violence. However, subsequently evaluations could address the direct and indirect benefits of this Program to society.

### **1. Definitions of Costs to Government and Costs to Society**

Assessments of the costs of shelters may include consideration of both the costs to governments and the costs to society of these services. It is considerably more difficult to quantify the total costs to society of these shelters than the costs to government.

The costs of shelters include both capital costs for the buildings and physical facilities and the operating costs to provide services to clients. Operating costs include housing costs to operate the buildings (including utilities, maintenance, mortgage payments and taxes) as well as the staffing, administrative and other expenses to provide services.

The capital and operating costs of shelters are financed from both governmental and non-governmental sources. Most of the capital funding for Project Haven shelters was provided by the federal government. However, some shelter sponsor groups supplemented the Project Haven capital with capital funding from other, non-governmental sources generally to cover capital cost items not covered with the Project Haven loans. Data are not available on the extent of non-governmental capital financing used in Project Haven shelters although estimates suggest that the extent of these contributions may have averaged about 10 percent of the Project Haven capital amounts in some shelters. In addition, many shelters undertake capital work with donations of labour and materials which add to the capital value of the projects as well as enhancing the services provided. No estimates of the extent of these non-governmental contributions are available.

The major part of the operating costs of shelters (to cover both housing and non-housing expenditures) is provided from governmental sources. However, most shelters derive some part of their revenues from non-governmental sources (including donations, fund raising, the United Way and lotteries). Based on data from the Statistics Canada 1992-1993 Transition Home Survey, most Project Haven shelters received from 10 to 20 percent of their operating revenues from these sources. The average amount from donations and fund raising was \$26,454 per shelter in 1993 with additional amounts from the United Way and lotteries in some shelters. These contributions provided approximately \$2.0 million to financing operating costs in Project Haven shelters in 1993. In addition, about 11 percent of Project Haven shelters

reported revenues from 'resident fees' in the Statistics Canada 1992-1993 THS, the average amount being \$6,609 per shelter. For those shelters reporting these fees they accounted for less than 3 percent of the annual operating budgets. Contributions toward costs from resident fees and from fund raising and other sources may reduce the amounts of funding required from provincial and other government sources to operate the shelters and/or increase the level of services offered to clients. Many shelters make use of volunteer labour contributions to assist or extend staffing resources available in providing services to clients. These contributions clearly affect the scope and level of services provided to clients but the dollar value of these contributions are not reflected in the operating costs of the shelters.

Determining the total costs to society of providing shelters would involve consideration of all sources of capital and operating revenues including both governmental and non-governmental contributions (both cash and in-kind). The non-governmental cash contributions to operating costs from users and charitable sources are available and included in project operating revenue and expenditure data compiled in the Statistics Canada 1992-1993 THS. However, neither cash in-kind contributions toward capital items nor the dollar value of in-kind contributions to operating costs are available. Therefore, any estimates of the total costs of the shelters to society would understate the total costs of these services.

It may also be relevant to consider the costs of shelter services separately from the costs of the physical plant or facility. Housing costs include capital and financing costs, maintenance costs and utility costs. In comparing the same shelter in the same location with the same services developed through different financing mechanisms, there would be no prior reasons to expect any differences in maintenance or utility costs. However, comparisons of actual shelters funded through different programs at different times are more problematic. For example, older shelters may reasonably be expected to incur higher repair and maintenance costs than newly constructed buildings. Statistics Canada data showed that the average annual maintenance costs of Project Haven shelters (half of which were newly constructed buildings) in 1993 was \$3,400 compared with \$4,800 for a comparison sample of Special Purpose shelters. The cost differentials shown are relatively small proportions of the total shelter operating expenditures (which averaged over \$270,000 per shelter for Project Haven shelters in 1993). However, the differences have more impact when considering housing costs separately from total operating costs.

The following cost-effectiveness comparisons include consideration of both costs to government and costs to society (to the extent that financial information is available), and both the costs of housing as well as the total costs of services. Three approaches to assessing cost-effectiveness are presented: first, actual cash-flow comparisons of Project Haven shelters and a comparison group of Special Purpose shelters; secondly, present value cost comparisons of Project Haven and Special Purpose comparison shelters; and, thirdly, hypothetical comparisons of financing a typical Project Haven shelter through the Project Haven Program versus through the Special Purpose provisions of Section 95. The final section of this chapter discusses issues associated with estimating the costs of units of service to clients in shelters.

## **2. Actual Cash-Flow Comparisons of Project Haven Shelters and a Comparison Group of Special Purpose Shelters**

Prior to Project Haven, some shelters were developed with financing through the Section 95 Non-Profit Housing Program, Special Purpose provisions. It is possible, therefore, to assess the comparative cost-effectiveness of the Project Haven Program and the Section 95 financing mechanism using actual costs associated with these two mechanisms. A comparison group of twenty Special Purpose shelters were selected for the comparison to include shelters of similar size to Project Haven shelters, in smaller, urban and rural locations in all regions of Canada to approximate the types of shelters funded under Project Haven. These Special Purpose shelters are not representative of all Special Purpose shelters, many of which were in major metropolitan centres. Data from the 1993 Statistics Canada Transition Home Survey supplemented with data from CMHC program management data files were used for this analysis.

On a cash-flow basis, actual unit capital costs and operating costs of Project Haven units were lower than those of than the Special Purpose comparison shelters. Capital cost data include only the capital costs to government as no data are available on non-governmental capital contributions. The average unit capital cost under Project Haven was \$42,517 for projects funded from 1989 to 1992. Most of the Special Purpose comparison projects were funded in the early 1980's and the average capital cost was estimated as \$39,000 in 1984 dollars, approximately \$54,000 in 1992 dollars. These figures suggest that on average a shelter unit funded under Project Haven had a 27 percent lower capital cost than a unit funded under the Special Purpose Non-Profit Program in the 1980's.

These figures do not include CMHC program delivery costs since these are not available for the Special Purpose projects. If the average CMHC delivery cost per unit under Project Haven was included in the unit capital cost, Project Haven units averaging \$50,334 would still have an 8 percent lower capital cost than the Special Purpose units, exclusive of delivery costs for these units. These figures suggest that cost control mechanisms in Project Haven were highly effective, confirming the opinions of CMHC program delivery staff who felt that the Project Haven Program was more cost-effective in terms of capital costs than the earlier program. Therefore, the capital costs to government under Project Haven were lower than in the previous program. The findings suggest that considerable efficiencies were realized in project design to achieve lower unit production costs under Project Haven. It should be noted, however, that the lower capital costs in Project Haven could imply that the levels of services and amenities provided by government capital financing in these shelters were lower than in the Special Purpose projects.

To a large extent, operating funding levels determine the levels of services and operating costs of shelters, particularly with regard to the staffing component which comprises 80 percent or more of total shelter budgets according to data from the Statistics Canada Transition Home Survey. Operating cost data (which include costs financed through non-governmental cash contributions) suggest that Project Haven shelters have lower operating costs on a project and per unit basis than those in the comparison Special Purpose shelters. On average, total project operating costs were \$56,000 lower for Project Haven shelters than for the comparison group.

Even allowing for the mortgage principal and interest expenses for the Special Purpose shelters (averaging \$18,000 per project), and somewhat higher maintenance costs in the older Special Purpose projects, the Special Purpose projects showed higher operating costs. It should be noted that these comparisons assume comparable levels of services between the two types of shelters.

Therefore, on a cash-flow basis, there are several indicators that suggest that Project Haven projects and units are more cost effective (in terms of capital costs to government and total operating costs to society) than shelters developed under the Special Purpose Non-Profit Program.

One key issue in comparing the costs of the Project Haven approach with the former Section 95 Special Purpose Non-Profit Program relates to the on-going administrative costs incurred by CMHC for the Section 95 Program mortgages. Since there is no mortgage administration associated with Project Haven forgivable loans, it may be expected that there would be cost savings to CMHC and the government under this approach as compared with former program financing (assuming no differences in the structures and services provided under both programs). However, it should be noted that some benefits may arise from the on-going CMHC administration and monitoring of projects funded under Section 95 as compared with the forgivable financing mechanism used under Project Haven. Further analysis is required to assess both the administrative costs and benefits from the input of longer-term and CMHC administration under Section 95.

Program cost-effectiveness analysis generally considers the present value of the costs for a given portfolio of units over the life of the funding agreements. Since future costs are discounted they tend to be less costly than up-front grant financing and they become less costly the higher the discount rate assumed. Previous CMHC evaluations have shown that the cost-effectiveness of programs such as Section 95 which involve cash out-flows from the federal government over an extended period of time are greatest the higher the social discount rate assumption adopted. Conversely, programs which involve provision of an up-front forgivable loan or grant with a limited term for forgiveness (for example, fifteen years in the case of Project Haven loans) will be more cost-effective with lower discount rates.

### **3. Comparative Cost-Effectiveness of Project Haven and Section 95 Special Purpose Non-Profit NHA Capital Financing : Present Value Costs of Shelters**

Project Haven and Section 95 involved different financing mechanisms. Project Haven funding involved the provision of an up-front loan of the approved capital amount. Subject to the terms of a CMHC Operating Agreement with the project sponsors, and assuming that the shelter continued to operate as a facility to assist victims of family violence, the loan was fully-forgivable over a fifteen year period (that is, one-fifteenth of the capital amount was to be written-off each year for fifteen years). The initial loan for the full capital amount approved for the project represents an initial cash out-flow to the government in year one. Unless the shelter ceased operation (in which case the outstanding, unforgiving amount would be repayable and provide recoveries as cash in-flow to the government from recoveries from sale of the properties), no payments were required on these initial loans over their fifteen year terms.

Since there are no indications of the likelihood of closure of these facilities, it was assumed for this discussion that all the projects funded would continue to operate for the full fifteen years and that the full amounts of the Project Haven loans would be written-off over that period with no recoveries to the federal government.

Section 95 Non-Profit projects were funded under the terms of 35-year mortgage agreements, generally with mortgages from private lenders at the market rates of interest but with provisions for annual subsidies from government to reduce the interest rate to 2 percent. Under these terms, annual repayments of the principal and interest were required from the projects funded. Therefore, shelter projects funded under the terms of Section 95 of the NHA would be required to make annual mortgage payments of principal and interest from their project operating budgets over the 35-year term of the mortgage. At the same time, the shelters received subsidies under the Non-Profit program which partially offset the mortgage expenses. Since off-reserve projects receive most of their operating funding from the provincial/territorial governments, the balance of annual mortgage payments (net of the subsidy) represents a cash out-flow from these governments. Since user fees or client contributions are minimal in most shelters, the full cost of the mortgage principal and interest payments is covered from government subsidies and operating funding to the shelters.

The present value costs to the federal government of an average unit under the terms of the two forms of financing were calculated using nominal discount rates of 10 and 15 percent (which are equivalent to 5 and 10 percent real discount rates assuming a long-term average rate of inflation of 5 percent). As noted above, lower discount rates will tend to increase the cost-effectiveness of the Project Haven Program relative to Special Purpose Non-Profit Housing Program, and higher discount rates will tend to increase the cost effectiveness of the Section 95 financing approach.

Since Project Haven costs are flowed in the year of project financing, they are treated as a one-time, up-front grant. Therefore, the present value cost of a unit under Project Haven is equal to the actual unit capital cost (\$42,517). The present value of mortgage costs under Section 95 are considered in two ways: first as the total amount of principal and interest expenses (most of which is financed by government programs) and secondly, the Section 95 subsidy costs toward the mortgage payments are calculated separately as the present value costs of the governmental capital financing. All other operating costs (including housing and services costs) are included to determine the total present value cost of the shelter services.

Comparing the present value of actual costs of an average Project Haven unit with an average Section 95 unit in the comparison shelters shows that the present values of Special Purpose unit subsidies were \$24,110 and \$16,541 at the 10 and 15 percent discount rates respectively. The present value of total mortgage costs (over the 35 years) were estimated as \$28,932 and \$19,849 at the 10 and 15 percent discount rates. Therefore, present value costs of financing actual shelter units under Section 95 were lower than the \$42,517 present value cost (equal to the capital cost) of Project Haven units. These calculations include only the capital costs for CMHC financing. Other capital costs are not available. Furthermore, the costs do not include program delivery for either program or the on-going administration costs under Section 95. The total costs to government would be higher under Section 95 if these other costs were

included. These figures suggest that the additional administrative costs would have to be quite substantial (in excess of \$2,000 per unit per annum) to offset the differential between present value costs under the two program mechanisms.

When all operating costs for these shelters are included, Project Haven units have lower total present value costs than the Section 95 shelters because of the higher average unit operating costs of the Special Purpose shelters. At a 10 percent discount rate, the per unit total present value cost of a unit in Project Haven shelters was estimated to be \$466,860 compared with \$578,649 in Section 95 shelters. At a 15 percent discount rate, the present value costs were \$333,647 and \$396,995 (Table 7.13). These estimates include non-governmental sources of cash revenues (though in-kind contributions are not included).

**TABLE 7.13  
PER UNIT PRESENT VALUE COST COMPARISONS PROJECT HAVEN &  
SECTION 95 SPECIAL PURPOSE NON-PROFIT HOUSING PROGRAMS (1992/93 DOLLARS)**

	PROJECT HAVEN per unit average		SECTION 95 per unit average	
<b>Capital &amp; Operating Costs</b>				
Average per Unit Capital Cost	42,517		54,068	
Mortgage Subsidies	0		(2,500)	
Operating Costs:				
Principal & Interest	0		3,000	
Other Operating Expenses	<u>44,000</u>		<u>57,000</u>	
Median per Unit Total Operating Costs	44,000		60,000	
	DISCOUNT RATES		DISCOUNT RATES	
	10%	15%	10%	15%
<b>Present Value (1) Actual Cost Comparison (35 years)</b>				
Capital Costs	42,517	42,517	-	-
Mortgage Subsidies	-	-	(24,110)	(24,110)
P&I Costs	-	-	28,932	28,932
Other Operating Costs	<u>424,343</u>	<u>291,130</u>	<u>549,717</u>	<u>549,717</u>
Total Present Value Cost	466,860	333,647	578,649	578,649
<b>Present Value (2) Hypothetical Cost (35 years)</b>				
Capital	0	-		
Mortgage Subsidies	(29,356)	(20,140)		
P&I Costs	45,173	30,992		
Other Operating Costs	<u>424,343</u>	<u>291,130</u>		
Total Present Value Cost	469,516	322,122		
<b>SOURCE:</b> Program Evaluation Division, CMHC				

**4. Hypothetical Present Value Cost of a Project Haven Unit with Section 95 Funding**

A second approach for comparing the two funding mechanisms is based on the present value costs of the same Project Haven unit under these two programs. The comparison is hypothetical to the extent that the Section 95 funding mechanism was not used for the same shelters in the 1988-92 time period.



The average capital cost of a Project Haven unit was \$42,517 (excluding delivery costs). Assuming that all these costs would have been eligible capital costs under a Section 95 mortgage financed by private lenders at a conservative average interest rate of 11 percent over 35 years, the annual principal and interest payments for the loan would be \$4,684, and the average mortgage subsidies would have been \$3,004. The present value cost of the mortgage payments over 35 years is estimated to be \$45,173, and the subsidy would have a present value of \$29,356 at a 10 percent discount rate. At a 15 percent discount rate, the principal and interest costs have a present value of \$30,992 and the subsidies were \$20,140. Therefore, the present value costs of the mortgages were higher under a Section 95 mechanism than the \$42,517 present value capital costs under Project Haven, although the present value of subsidy costs were lower. At the higher discount rate, both the mortgage and subsidy costs were lower with a Section 95 mechanism than the present value of the capital costs under Project Haven.

These figures represent the present value costs of the capital financing under the two mechanism not including delivery costs or on-going administrative costs under a Section 95 approach. Use of a lower mortgage interest rate assumption would increase the comparative cost-effectiveness of a Section 95 mechanism.

The total present value costs (capital and operating) of the same unit under the two mechanisms would be slightly higher with a Section 95 mechanism at the lower discount rate (\$469,516 compared with \$466,860 ) and lower at the higher discount rate (\$333,647 compared with \$322,122). These figures suggest that there would have been small differences in present value costs of financing Project Haven units with a Section 95 mechanism as compared with the Project Haven mechanism. Higher discount rate and lower mortgage interest rate assumptions would improve the comparative cost-effectiveness of a Section 95 mechanism in terms of both the capital financing cost of the projects to government and the total project operating costs.

## **5. Impacts on Inter-Governmental Fiscal Contributions**

In providing non-repayable capital financing for shelter development, the federal government assumed the full capital costs for provision of these facilities, relieving other funding agencies of contributing to repayment of financing costs for projects as in Section 95 projects.

In the hypothetical example discussed above, financing a typical Project Haven unit with a Section 95 mechanism in 1993 was estimated to involve an annual principal and interest cost of \$4,684 and an annual mortgage subsidy of approximately \$3,044. The remaining \$1,640 per unit would have been financed from operating revenues from provincial government or INAC programs. Compared with the average unit operating cost of Project Haven shelters in 1993 of \$44,000 per unit, this additional expense would have required an increase of 3.7 percent per annum in the average unit operating budget from these other sources. For the 458 Project Haven units developed, the total annual savings in operating funding for these units in 1993 would have been approximately \$0.6 million compared with actual total operating costs of \$20. million in 1993. For projects funded through provincial programs, a portion of the operating funding for shelters is cost-shared by the federal government through the Canada

Assistance Plan. Therefore, the net saving to provincial programs would have been less than 2 percent, under \$0.3 million.

These figures suggest that use of the Project Haven approach for financing these shelters had a very small impact on the financial contributions from provincial governments and on F/P fiscal ratios in shelter financing.

## **6. Costs Per Units of Service to Clients**

The cost analysis in this section has focused on the costs per shelter unit of the 458 units in the 78 shelters funded under Project Haven. The estimation of costs per unit of service to clients is more difficult conceptually and in measurement terms because of the wide range of services provided by shelters. Shelters provide not only residential services to women and their children, but also non-residential services to women (including information, support, and counseling) and community services (including education, liaison with other agencies, and advocacy). Data from both the CMHC CIS and the Statistics Canada THS show that shelters serve many more clients on a non-residential than on a residential basis. Non-residential services constitute significant proportions of shelter services in most case, and it would be quite misleading to attribute total shelter operating expenses to the number of clients who actually stay in the shelters. Respondents in the THS reported that on average roughly one-third of staff time is devoted to providing non-residential services.

Since staffing costs constitute the major portion of shelter operating budgets, it may be possible to derive some estimate of the costs per day for shelter residential and non-residential services and relate these costs to the numbers of residential and non-residential clients served. In the Statistics Canada Transition Home Survey, respondents reported that approximately two-thirds of staff time was allocated to providing services to residential clients, and one-third of staff time for non-residential services.

From the data available, with an average annual operating cost of \$44,000 for a unit in a Project Haven shelter, the average daily operating cost was \$120 per unit in a shelter. If two-thirds of this cost were associated with provided services provided to clients staying in the shelter and one-third to non-residential services, the average daily cost for women (and accompanying children) staying in the shelter would be approximately \$79. Assuming that the average length of stay of a client in a shelter were fourteen days (as shown by both the THS and CMHC Client Information System data), the cost per client stay would be about \$1,100. The remaining \$41 per day would be associated with providing non-residential and other services. The data suggest that shelters typically provide service to three or four times as many non-residential clients as residential clients. On this basis, the average cost per day for non-residential clients would be about \$10 per client.

The actual cost per residential client served in the shelters is also a function of the occupancy levels over a given operating period which in turn are a function of the shelter capacity. As shown in occupancy analysis of CIS data, shelters may accommodate more women and children than their bed capacity for certain periods when clients require a place to stay. Therefore, it would be necessary to consider the actual number of women (and accompanying

children) staying in the shelters related to the cost of the residential service operating costs to derive an actual estimate of the cost per client day or per client stay. In addition, as the CMHC CIS data have shown, some women are repeat users of shelters within a twelve month period. Other clients may make use of the shelters over longer periods of time. The cost of providing residential services to these clients would be the aggregate of all the days that the individual clients stayed in the shelters over a given period. Different cost values would be obtained using cost per client stay at a shelter versus total cost per client.

Annual operating costs in Project Haven shelters do not take account of the capital costs of providing the shelter facilities. Although the funding agreements used in the Program involve a fifteen year period, it could reasonably be expected that shelters funded would operate for much longer periods of time. Shelters funded under the Non-Profit Housing Program are subject to 35-year mortgages, but these shelters might be expected to continue operation beyond the term of the mortgage agreements. In both cases, it is difficult to determine how to attribute the capital or financing costs in calculating the costs of services to clients. For example, it would be misleading to apportion the capital costs of a Project Haven unit to the clients served in the initial 15-year period since the buildings can reasonably be expected to continue to provide services beyond this period.

These kinds of factors need careful consideration in attempting to quantify the costs of services to shelter clients. Further work is needed, in consultation with the shelters themselves, to determine the appropriate measures for assessing client service costs.

## **H. Selection Processes**

Project Haven was delivered by a two-stage proposal call method. The two-stage process was adopted to ensure that potential sponsors in all areas across Canada had the opportunity to participate in the Project Haven Program. The first stage, the Expression of Interest, was open to any group across Canada and invited groups to submit brief applications describing the sponsor group, the proposed project, evidence of need for the project and draft operating budgets. Following the announcement of the Project Haven Program, CMHC responded to over 700 inquiries in September 1989 by mailing out pamphlets and inviting interested groups to submit Expressions of Interest for projects under the Program. CMHC received 154 Expressions of Interest at this stage which included 1,020 shelter units (compared with the 500 shelter unit target under the Program). These initial applications were reviewed by CMHC field offices against the established selection criteria to determine which applications best met the intent of the program. Detailed selection criteria were developed to guide the selection of the most cost-effective proposals. Provincial and territorial social services and local INAC offices were involved in the selection processes. Those groups selected were invited to submit detailed proposals for the second-stage, the proposal call. If required, local CMHC offices could provide Pre-Commitment Loans (PCL's) to assist the groups to prepare proposals.

It is interesting to note that about 30 percent of the initial proposals at the Expression of Interest stage (43 percent of the units) were for Aboriginal groups, 15 percent were rural, 5 percent were for physical accessibility units and 2 percent were for immigrant women. The

remaining 38 percent were for projects in urban areas, including eleven from Montreal, six from Vancouver and four from Toronto. In several provinces, (notably, BC, Quebec, Manitoba and Saskatchewan), the number of units proposed at this initial stage exceeded the budget allocations by as much as two hundred percent. Furthermore, the substantial interest expressed by Aboriginal groups (amounting to close to 400 units), had to be considered in light of the availability of operating funding from INAC for 75 units under the Program.

In the 1992 Interim Report on Project Haven, CMHC regional staff reported that the first phase of the proposal call was unnecessary as it provided little more than could have been accomplished through public advertising, and that, given the limited number of Project Haven units available within the budget, it raised expectations that could not be met by the Program. In some provinces, however, the two-stage process was viewed as helpful in managing the demand. In terms of the selection criteria, it was found that the most significant factor impacting on project selection was the availability of operating support from PTSS or INAC which was required as a pre-condition of CMHC project approval. In most areas, the involvement of PTSS and INAC in project selection and approval was considered helpful as these funding partners had greater familiarity than did CMHC with sponsor groups.

The Final Evaluation reassessed the usefulness of the two-stage proposal call method, the application of the established selection criteria, the effectiveness of the selection approach in choosing the best proposals, and the involvement of funding partners in project selection.

As discussed earlier, most of the sponsor groups funded through Project Haven were generally positive concerning their experience in participating in this Program. They were somewhat less satisfied with the proposal call method, however, than with other aspects of program delivery. Overall, only 9 percent said they were very satisfied and 44 percent said they were satisfied with the proposal call method; 24 percent said they were neither satisfied nor dissatisfied, and 11 percent were dissatisfied. A larger proportion of Aboriginal sponsor groups were more satisfied than other groups with this method.

The Survey of CMHC field offices for the Final Evaluation asked CMHC staff to rate the effectiveness of selection processes and the selection criteria used for project approval. Table 7.14 shows the ratings of five key aspects of the two-step selection processes eliciting proposals from appropriate sponsors, from under-served areas, with appropriate design, through cost-effective process, and providing high quality proposals. Over ninety percent of respondents said that the two-step process of project selection was effective or very effective in eliciting proposals from appropriate sponsor groups. Over 50 percent said that the processes were effective or very effective in eliciting proposals for shelters in under-served areas, nearly 17 percent said the processes were ineffective in this regard and 27 percent did not know. Over 50 percent said that the processes were effective or very effective in eliciting proposals where the physical facilities (size and type of buildings) were appropriate to the program objectives, while 22 percent said the processes were ineffective or very ineffective on this criterion and 22 percent had no opinion or did not know.

**TABLE 7.14  
CMHC FIELD OFFICE EFFECTIVENESS RATINGS OF  
PROJECT HAVEN SELECTION PROCESSES  
(PERCENTAGES)**

<b>Indicators</b>	<b>Very Effective</b>	<b>Effective</b>	<b>Ineffective</b>	<b>Very Ineffective</b>	<b>Don't Know</b>
Eliciting proposals :					
from appropriate sponsors	22.2	66.7	5.6	5.6	-
in under-served areas	22.2	33.3	11.1	5.6	27.0
appropriate design	16.7	38.9	16.7	5.5	22.2
Cost-effective process	11.1	44.4	33.3	5.6	5.6
High quality proposals	5.9	35.3	29.4	5.9	23.5
<b>SOURCE:</b> Survey of CMHC Regional and Branch Offices, CMHC, Program Evaluation Division, 1993					
<b>NOTE:</b> Don't Know includes 'No Opinion' and 'Don't Know' responses. Responses from offices which were not involved in the selection processes are omitted from these ratings					

While most CMHC offices reported that the selection processes were effective in terms of sponsor groups, target areas and design, the processes were not rated as highly with respect to cost-effectiveness or quality of proposals. Although over 50 percent said that the processes were cost-effective, nearly 40 percent said that the processes were not cost-effective. While 40 percent said that the processes were effective in obtaining high quality proposals, 36 percent said that the processes were ineffective in this regard and 23 percent offered no opinion or did not know. CMHC respondents were also asked if they thought the processes used to select projects for funding had resulted in the best shelter projects being selected. Forty-one percent of respondents to this question felt that the best projects had been selected, 12 percent said that they did not think the best projects had been selected, and 47 percent said that they did not know.

### **1. Use of Selection Criteria**

The CMHC program delivery guidelines included detailed criteria for the evaluation of proposals and selection of projects to be funded under the program. The criteria included: eligibility (the sponsor was or proposed to become incorporated as a non-profit organization or was a band council); need and demand for the shelter proposed (need was demonstrated from data or evidence from community agencies such as hospitals, police or social service organizations, and the area was under-served); design (new construction or acquisition, location and lay-out); project feasibility (related to community plans, legal and financial impediments); project viability (availability of operating funding to meet budget); cost-effectiveness (the least expensive shelter with the maximum number of rooms); and special considerations (efforts to meet special needs such as for women with disabilities, rural, Aboriginal or immigrant women).

CMHC field office respondents were asked to rate the importance of these criteria in the selection process and to identify the most important criteria in their experience with project

selection. Table 7.15 shows the ratings of seven selection criteria in project selection. With a few exceptions (related to design, project feasibility and special considerations), all the criteria were viewed as important in project selection by most CMHC field staff. Project viability (that is, the availability of sufficient operating funding) emerges as the criteria which was most often rated as very important by over 80 percent of respondents. Eligibility, evidence of need, and cost-effectiveness were also

considered very important by most CMHC field staff. The criteria which are least often considered very important in proposal section are design, special considerations, and project feasibility.

**TABLE 7.15  
CMHC FIELD OFFICE RATINGS OF THE IMPORTANCE OF  
SELECTION CRITERIA (PERCENTAGES)**

Criteria	Very Important	Important	Mixed	Unimportant	Very Unimportant
Eligibility	55.6	44.4	-	-	-
Need & demand	55.6	38.9	5.6	-	-
Design	16.7	44.4	27.8	11.1	-
Feasibility	33.3	38.9	22.2	5.6	-
Viability	83.3	16.7	-	-	-
Cost-effectiveness	50.0	43.7	6.3	-	-
Special needs	27.8	27.8	27.8	16.7	-

**SOURCE:** Survey of CMHC Regional and Branch Offices, CMHC, Program Evaluation Division, 1993

These findings are confirmed in the rankings of the criteria given by CMHC field staff. Project viability was ranked as the most important criterion in project selection by 40 percent of respondents and among the top three criteria by over 30 percent of respondents. Need and demand for the project was ranked second and project cost-effectiveness was ranked third. These three criteria were ranked as the most important by over 70 percent of respondents. Special considerations was ranked as important by only 6 percent of respondents and design appropriateness was not included in the three most important criteria at all.

In detailed comments, CMHC field staff noted that selection depended on the balancing of these major considerations, but that the willingness of funding partners to provide operating funds was an over-riding consideration in most cases. Design aspects were not considered directly in most cases because cost considerations were given more weight. In commenting on the strengths and weaknesses of the selection processes, many CMHC respondents expressed the view that the processes had the effect of creating a reasonably level playing field for all groups and was an easy process for comparison of projects. At the same time, the process created a broad response which may have raised expectations given the budget available. Some CMHC branches reported that they had limited control in selection and that it was the

funding partners who really selected which projects could be selected since they were dependent on the operating funding approvals. Several CMHC field staff noted the time delays between program announcement and the first proposal call, the lack of detailed program guidelines, and the tendency to favour better organized groups as compared with some groups with high needs which were weak in putting together their proposals. Other groups may have been capable of developing viable proposals if additional operating funding had been available from provinces/territories or INAC for more shelters. Funding partners' knowledge of the groups and communities seems to have played an important role in the selection of the projects.

CMHC field staff provided several suggestions for improving the cost-effectiveness of the selection processes. Many respondents identified the need for close prior consultation with funding partners before launching the program, and the need for detailed delivery guidelines up-front before they begin program delivery. Some respondents felt that the program could be targeted to specific groups and the use of a one-step proposal call method was suggested. The need for speeding up the delivery time by reducing the time between announcement, proposal call, and proposal selection was required so as to more quickly identify acceptable projects.

## **2. Funding Partner Perspectives on Selection Processes**

CMHC field staff have identified the important role in project selection played by funding partners in the provincial/territorial social services and INAC agencies. The Survey of these funding partners sought to assess their perspectives on the selection processes for Project Haven.

PTSS and INAC respondents were asked about their role in project selection and the mechanisms for their involvement. All but one of those surveyed were involved in project selection processes in one or more ways. Respondents from INAC regional offices would appear to have been somewhat more involved in selecting projects for Aboriginal communities than their PTSS counterparts for off-reserve shelters (Table 7.16). More than a third of the PTSS and INAC respondents had been involved in suggesting an initial distribution of projects within their provinces or regions and reviewing applications from the first step of the proposal call process. About half of these respondents were involved in reviewing the applications at the second step of the proposal call. INAC offices appear to have been more involved in providing background information on the applicants than PTSS staff, whereas PTSS staff were more likely to have contacted established groups and encouraged them to apply.

**TABLE 7.16**  
**FUNDING PARTNER ROLES IN PROJECT SELECTION PROCESSES (PERCENTAGES)**

ROLES	INAC	PTSS	AVERAGE
Suggested distribution of projects	50.0	25.0	35.7
Reviewed Step 1 applications	50.0	25.0	35.7
Reviewed Step 2 proposals	50.0	50.0	50.0
Provided information on groups	83.3	25.0	50.0
Contacted existing groups	16.7	25.0	21.4
Provided expertise on shelters	33.3	25.0	28.5
Not involved in selection	-	12.5	7.1
<b>SOURCE:</b> Survey of PTSS and INAC Regional Offices, CMHC, Program Evaluation Division, 1993			

The mechanisms for the involvement of these agencies varied somewhat from region to region. However, two-thirds of all respondents said they were involved through formal meetings with CMHC (Table 7.17). INAC staff indicated much higher levels of formal meetings with CMHC (83 percent compared with 50 percent of PTSS) and in joint selection committees (33 percent compared with 1.25 percent of PTSS staff). PTSS staff indicated a higher level of informal, one-to-one involvement with CMHC staff with nearly two-thirds of them identifying use of this approach.

**TABLE 7.17**  
**MECHANISMS OF FUNDING PARTNER INVOLVEMENT IN PROJECT SELECTION (PERCENTAGES)**

MECHANISMS	INAC	PTSS	TOTAL
Informal one-to-one involvement	50.0	62.5	57.1
Formal meetings	83.0	50.0	64.3
Joint selection committees	33.0	12.5	21.4
Telephone	50.0	62.5	57.1
Correspondence	66.7	50.0	7.1
No involvement	-	12.5	-
<b>SOURCE:</b> Survey of INAC and PTSS, CMHC, Program Evaluation Division, 1993			

Given the importance of operating funding approval to the selection of Project Haven projects, funding agencies were asked what factors contributed to their decisions to approve and to reject operating funding for applicants under Project Haven. Two-thirds of respondents identified an urgent or demonstrated need for the shelter as the key factor affecting their decision to approve operating funding. In addition to need, INAC respondents mentioned the availability of a location on band land for Aboriginal shelters and other respondents noted budget availability and community support. One respondent noted CMHC approval as a factor



in their decision to approve operating funding. Factors most often leading to decisions not to provide operating funding were lack of budget funds, potential duplication with existing shelters, and the proposed location (for example, not on band land which would have increased the cost of the facility, or in a community considered too small).

These respondents were also asked if the selection processes were effective in selecting the best shelter project proposals. Fifty percent of respondents felt that the processes were effective in selecting the best projects, about 20 percent felt that they were not effective, and nearly a third of respondents did not know. In the successful cases, respondents noted that the approach was very effective for certain Aboriginal organizations and where there had been joint selection by CMHC and funding partners. In other cases, respondents noted that the selection was politically influenced, that there had been unclear communications, and there tended to be 'red tape' which got in the way of making the selection.

### 3. Conclusions

The overall ratings of the effectiveness of selection methods in funding the 'best' proposals by funding partners and CMHC field staff are quite similar (Table 7.18). These findings suggest that from the perspectives of all the funding parties involved in Project Haven financing, the methods used to select the projects funded were only partially successful in ensuring that the 'best' proposals were funded. Only 55 percent of CMHC field staff felt that the selection processes themselves were cost-effective and only 40 percent felt that the processes were effective in eliciting high quality proposals.

**TABLE 7.18**  
**RATINGS OF EFFECTIVENESS OF SELECTION METHODS IN**  
**SELECTING THE 'BEST' PROPOSALS (PERCENTAGES)**

	CMHC FIELD STAFF	FUNDING PARTNERS		
		INAC	PTSS	TOTAL
Effective	41	50	50	50
Not effective	12	17	25	21
Don't know	47	33	25	29

**SOURCES:** Survey of CMHC Regional and Branch Offices, and Survey of PTSS and INAC, CMHC, Program Evaluation Division, 1993

The ratings of selection criteria suggest that the over-riding consideration in selection of the Project Haven projects funded was the need and demand for shelters. CMHC staff indicated that the availability of operating funding was the most important criterion affecting proposal selection followed by need for the shelter. PTSS and INAC funding agencies suggested that need for the shelter was most often the factor affecting their decisions to provide operating funds. Since need for the shelter seems to have been the major factor affecting the selection of projects, it would not necessarily follow that the most cost-effective or highest quality proposals would be selected for funding.

**I. Co-ordination in Program Delivery**

The Project Haven program was delivered as a collaborative effort among CMHC, provincial/territorial government social services departments, the regional offices of the federal INAC, and sponsor organizations. The program funding structure itself required the active co-ordination of activities among funding and operating partners. The 1992 Interim Report on Project Haven examined co-ordination in a general way from the perspective of CMHC program delivery staff. Most CMHC staff reported considerable efforts to ensure effective co-ordination with other agencies in program delivery. The Final Evaluation considered this issue in more detail including the perspectives of other funding agencies. This Section consider the consultation and co-ordination among CMHC, provincial/territorial governments, INAC regional offices, and other relevant agencies on overall program design and delivery issues.

The Survey of PTSS and INAC examined the satisfaction of these agencies with the extent of consultation on Project Haven at two stages: first, before the program was launched at the program design stage and secondly, after the program was launched. While most respondents were satisfied with consultation in the second-stage of actual program delivery, a substantial proportion were dissatisfied with the extent of consultation in the first stage, before the program was launched (Table 7.19).

**TABLE 7.19  
FUNDING PARTNER SATISFACTION WITH CONSULTATION  
(PERCENTAGES)**

	INAC		PTSS	
	STAGE 1	STAGE 2	STAGE 1	STAGE 2
Very satisfied	16.7	16.7	-	-
Satisfied	-	50.0	25.0	62.5
Mixed	33.3	-	25.0	12.5
Dissatisfied	33.3	16.7	12.5	25.0
Very dissatisfied	-	-	37.5	-
Don't Know	16.7	16.7	-	-

SOURCE: Survey of PTSS and INAC Regional Offices, CMHC, Program Evaluation Division, 1993

These findings suggest that PTSS and INAC offices regarded the extent of prior consultation of the Project Haven program to be insufficient and furthermore, that they would have preferred more consultation before the program was launched. In comments, some respondents suggested that, although collaboration improved once the program was underway, this was often too late for their suggestions to improve the program to be pursued.

Most respondents offered suggestions for ways to improve consultation and co-ordination among CMHC and other funding partners in any future programs involving family violence

issues. Suggestions included the need to establish working partnerships, set up steering committees of all the parties involved, development of closer partnerships among federal departments and provincial/territorial counterparts, and to recognize provincial/territorial differences in program development. These findings provide a strong message from funding partners that earlier consultation during program development for any future federal initiatives in the family violence area would be highly desirable to potential funding partners.

The Survey of CMHC Regional and Branch Offices sought the views of CMHC program delivery staff concerning the extent of collaboration with other funding agencies in program delivery. The Survey showed that almost all CMHC offices had sought input from provincial/territorial social services departments (88 percent) and 60 percent had sought input from local INAC offices. It should be noted that individual CMHC offices were not necessarily involved in delivering projects for both on-reserve and off-reserve communities, and therefore it would not be expected that all offices would be co-ordinating with both INAC and PTSS agencies. About a third had also sought input from provincial/territorial housing agencies and transition house associations and a fifth had sought input from municipal or regional governments.

The types of input sought from these other agencies varied somewhat according to the types of agencies involved. In most cases, CMHC sought input from PTSS and INAC offices on operating funding, selection of sponsor group proposals, and need and demand issues. Provincial/territorial housing agencies were also consulted on need and demand issues, but also with respect to potential overlaps with Section 95 Special Purpose Non-Profit projects. Transition house associations were consulted for input on sponsor groups, need and demand, and proposal call processes. A few CMHC offices said that they had sought input from the local government on zoning issues, permits, and project feasibility questions.

CMHC field staff were asked to rate the effectiveness of the co-ordination and cooperation among the agencies and organizations involved in delivering the program. Table 7.20 summarizes the responses in three categories of co-ordination; namely, between CMHC and other funding agencies, between the local CMHC office and other agencies, and internally (across different offices).

**TABLE 7.20**  
**EFFECTIVENESS RATINGS OF CO-ORDINATION BY CMHC FIELD OFFICES**  
**(PERCENTAGES)**

	Very Effective	Effective	Ineffective	Very Ineffective	Don't Know
<b>A. CMHC and Funding Partners</b>					
P/T government	23	46	6	6	19
INAC	6	31	6	6	50
<b>B. CMHC Local Office and :</b>					
PTSS	50	45	5	-	-
TSS	33	11	22	-	34
Local INAC office	18	47	6	11	18
Sponsor groups	42	47	6	-	6
Municipal governments	-	46	8	15	31
Transition House Association	8	33	17	17	42
<b>C. Internal CMHC:</b>					
National Office and Field	21	58	10	10	11
Regional Offices & Branches	33	52	5	5	10
Provincial Offices & Branches	11	44	-	-	44
<b>SOURCE:</b> Survey of CMHC Regional and Branch Offices, CMHC, Program Evaluation Division, 1993					
<b>NOTE:</b> 'Not applicable' and 'missing' responses have been eliminated from the percentages					

Based on CMHC field offices' perspectives, these data show high effectiveness ratings for co-ordination between local CMHC offices and provincial/territorial social services departments (95 percent effective or very effective) and with sponsor groups (89 percent effective or very effective). Lower ratings of effectiveness were found for local CMHC office co-ordination with INAC local offices (65 percent) and territorial social services (44 percent effective or very effective). Co-ordination between local CMHC offices and municipal governments was rated as ineffective or very ineffective by 23 percent of respondents. Co-ordination with transition house associations was rated as effective by 41 percent of respondents.

The data suggest that co-ordination between the local CMHC offices and other agencies was more likely to be effective than co-ordination between CMHC nationally and funding partners. Co-ordination by CMHC with provincial/territorial governments was rated as effective or very effective by 69 percent of respondents compared with only 37 percent of respondents for co-ordination with INAC. Internal co-ordination within CMHC (among National office and field offices) was generally rated as effective by about four-fifths of respondents.

The CMHC field offices were asked to identify the types of formal and informal mechanisms used to promote co-operation and co-ordination among the agencies involved in program delivery. Most respondents identified regular, formal meetings with various agencies and groups as the main mechanism for co-ordination. As well, some identified one-to-one

meetings and conference calls and about a fifth identified formal selection committees. Informal mechanisms used most were meetings with groups and technical experts, as well as telephone contacts. A few respondents identified informal liaison committees, efforts to promote co-ordination with community groups, municipalities, and so on.

Respondents were asked how co-ordination might be improved in future projects involving family violence issues. About a third of respondents felt that the mechanisms used had been very effective and some felt it was exceptional. Suggested areas for improvement included more formal efforts to include transition house associations and about a third identified the need for prior consultation with funding partners before the program was launched. Several identified the need for improved co-ordination with INAC, both nationally and locally. Some respondents felt that formal committees of funding agencies and major stakeholders should be established before a proposal call is launched. One respondent suggested the need for regular newsletters to regional stakeholders to keep everyone informed and another felt that more speedy liaison among funding partners would be beneficial.

These findings reflect very considerable efforts to promote co-ordination and co-operation among funding partners and other agencies during the delivery of the program and suggest that the measures used were, for the most part, considered effective by both CMHC and other agencies' staff. Both CMHC and funding partners identified concerns about the lack of prior consultation with provincial and territorial governments before the program was launched. There is a strong message to remedy this approach in any future family violence initiative.

## **VIII THE NEXT STEP PROGRAM**

The Next Step Program (1991-1995) is intended to provide secure, self-contained housing (emergency bedrooms and second-stage units) for women leaving emergency shelters for an interim adjustment period. A minimum of 250 dwelling units are targeted for delivery nationally: 100 emergency bedrooms and 150 second-stage housing units. In general, program targets for second-stage units are urban centres where existing services for family violence victims could be accessed by residents. Although special needs groups are not specifically targeted for the program, projects that made provisions for persons with physical disabilities and addressed the needs of Canada's Aboriginal population were being encouraged. The program is targeted specifically at women and their children who are victims of an abusive domestic situation, who are still at risk and who are referred by emergency shelters.

Mortgages are provided by CMHC, and forgiven at the rate of one-fifteenth of the mortgage amount per year over the fifteen-year period, provided that the sponsor groups continue to operate the facility as a shelter under the terms of the mortgage agreement. While CMHC funds the capital costs of the housing through fully-forgivable mortgages, the operating costs are covered in the case of second-stage housing through modest rents paid by the occupants. The emergency shelter units developed under the Next Step Program require operating funding from either the provincial/territorial governments or INAC.

Following is a summary of program development and activity as well as the financial mechanism used for the Next Step Program. The information was provided by the CMHC branch offices and through discussions with staff in the CMHC Programs Sector.

### **A. Program Development and Delivery**

The CMHC Next Step program was introduced to offer emergency bedrooms and long term, second-stage housing to abused women and their children. The role of CMHC is to provide forgivable loans to non-profit sponsor groups for the capital cost of buying, building or renovating facilities. To promote innovation and flexibility, proposal call materials and applicant guidelines for Next Step were broader than those used in Project Haven. It was observed in Project Haven there was little variety in project design with many of the sponsor groups mistakenly assuming that the sample units in the guidelines were the only ones CMHC would approve.

In order to assist with the development of guidelines for Next Step, input was obtained through workshops with CMHC field office staff. On the basis of CMHC's experience in the delivery of Project Haven, program guidelines and procedures for the Next Step Program were in place prior to the proposal call.

The one step proposal call was used to improve the timeliness of the Next Step program delivery. The field determined which sponsor groups to invite to tender proposals and set the length of the proposal call. The emphasis was on established groups and organizations

involved in the family violence sector. Groups were encouraged to fund raise enabling CMHC to provide a larger number of units through the program budget.

The design and delivery consistencies between the Project Haven Program and the Next Step Program, were believed to enable CMHC staff to easily adapt to implementing the delivery of Next Step with minimal training. It was also felt that delivery time and costs would be reduced in the Next Step Program as fewer and more experienced sponsor groups were involved in the program.

The simplification of the proposal call process (one-versus two-step), the provisions of program guidelines and procedures prior to delivery and prior consultation with the province/territory and INAC should all enhance delivery efficiency.

For the Next Step Program, the provinces/territories and INAC were consulted early in the program delivery process. Discussions were held at a regional/provincial level with provincial counterparts to inform them of the Next Step Program and assess their level of interest in providing operating funding for additional emergency bedrooms. At a national level, INAC was consulted to investigate the number and types of facilities (emergency bedrooms or second-stage units) they would support.

## **B. Allocation of the Next Step Program**

The goal of the Next Step Program is to support the provision of 250 units of which 80 are emergency bedrooms and 170 are second-stage units. These units are provided through new construction or acquisition and conversions of existing housing, in new projects or as expansions of existing shelters.

Second-stage housing is defined as secure accommodation with support (including peer support from other residents) and referral services for women who require a longer stay than that which first-stage shelters are able to offer. There are generally maximum lengths of stay which may be up to a year or more, but the second-stage shelters do not provide permanent housing for the clients. Second-stage housing generally provides self-contained units for residents with more independent living and dining areas than in first-stage facilities.

The extent to which Next Step funding has been utilized to provide additional first and second-stage units across Canada is shown in Table 8.1 by province and territory as of December 31 1993. In total, 53 bedrooms and 36 second-stage units have been completed to date with another 16 bedrooms and 73 units committed but not yet completed. Over 70 per cent of the targeted bedrooms and units are completed or in the process of being completed and \$10.2 million (55 per cent) of the CMHC capital budget has been committed to these projects. An extra 36 emergency bedrooms and 54 second-stage units are being considered for future funding depending on the availability of capital financing in the budget.

**TABLE 8.1**  
**ACTIVITY UNDER NEXT STEP BY PROVINCE/TERRITORY**  
**AS OF DECEMBER 31, 1993**

PROV/ TERR	COMPLETED		COMMITTED UNDER DEVELOPMENT		PROPOSALS UNDER CONSIDERATION		TOTAL TO DATE		CMHC CAPITAL FUNDING TO DATE
	Projects	Bedrooms/ Units	Projects	Bedrooms/ Units	Projects	Bedrooms/ Units	Projects	Bedrooms/ Units	
NFLD	-	-	1	5/-	-	-/2	1	5/-	120,000
PEI	-	-	1	-/2	1	-/5	2	-/4	160,000
NS	-	-	2	4/2	2	-/6	4	4/7	338,000
NB	2	6/6	-	-	1	6/6	3	6/12	577,000
QUE	3	25/-	2	5/6	3	17/5	8	47/12	1,810,589
ONT	2	-/15	4	-/32	2	4/5	8	4/52	4,024,800
MAN	1	-/6	2	-/10	-	-	3	-/16	666,500
SASK	1	-/4	-	-	3	-/7	4	-/11	115,000
ALTA	1	-/4	1	-/4	2	-/10	4	-/18	462,589
NWT	2	11/-	-	-	-	-	2	11/-	427,000
BC	3	11/1	3	-/17	4	15/13	10	26/31	1,453,450
YKN	-	-	1	2/-	-	-	1	2/-	90,000
TOTAL	15	53/36-	17	16/73	19	36/54	51	105/163	10,247,928

**SOURCE:** Program Administration Data, CMHC, 1994  
**NOTE:** For ease of reporting, bedrooms and units are included in the same column and separated by a "/"

Table 8.2 shows the number of Next Step units completed or in the process of development as of December 31, 1993 by province as a function of building type. In total 25 per cent of the commitments (including bedrooms and second-stage units) were provided by new construction, and 75 per cent of the units by conversions/renovations of existing buildings.



**TABLE 8.2  
COMPLETED & UNDER DEVELOPMENT NEXT STEP UNITS/BEDROOMS  
BY PROVINCE & TERRITORY AS A FUNCTION OF BUILDING TYPES  
AS OF DECEMBER 31, 1993**

PROV/ TERR	# OF NEW CONSTRUCTION	# OF RENOVATIONS OF EXISTING BUILDINGS
Prince Edward Island	-	5
Newfoundland	2	-
New Brunswick	-	6
Nova Scotia	-	12
Quebec	-	36
Ontario	28	19
Manitoba	-	16
Saskatchewan	-	4
Alberta	4	4
Northwest Territories	5	6
British Columbia	4	25
Yukon	2	-
Total	45	133

**SOURCE:** CMHC, Program Administration Data, 1993  
**NOTE:** Numbers include second-stage units and emergency bedrooms

**C. Financing Mechanism**

Under the 1991-95, \$136 million Federal initiative, CMHC received an allocation of \$20.6 million for a new program called "Next Step". The main thrust of this program is to provide longer-term, second-stage housing for victims of family violence. Of the \$20.6 million targeted for the Next Step Program, approximately \$4 million is to be used to provide emergency bedrooms for family violence victims.

Federal financing of the Next Step Program is provided in staggered amounts over the four years of the Program. The annual Federal funding allotment will determine the number and types of projects delivered each year. An approximate national figure for the second-stage component of the Next Step Program is \$85,000 per unit.

For the 1991-1992 fiscal year, \$300,000 was advanced to CMHC by the federal government for the Next Step Program. This amount covered costs associated with program start-up, staff time in program delivery, and one four-unit emergency shelter project. Combined, the 1991-1992 and 1992-1993 budget totaled \$5 million and provided 95 bedrooms and second-stage units.

The 1993-1994 budget is \$9.9 million and advances to date on projects totalled \$4.29 million (\$3.791 million capital cost financing and \$.507 million administration expenses) adding 83 bedrooms and units for shelters.

The total capital cost of the Next Step Program is \$18,319,000 and \$2,281,000 for administration costs. As of December 31, 1993, 55 percent of the budget has been committed for 178 bedrooms and units since the start of the Program.

In terms of CMHC's administration of this funding to sponsor groups for the Next Step Program, project cost eligibility is determined on a per unit basis at the local level. On average, the per unit cost nationally was expected to be greater than that of Project Haven due to the program requirement differences in the types and extent of facilities. The maximum capital cost eligibility is determined on a per unit basis at the local level. The maximum capital cost guideline for second-stage unit was set at \$85,000 and that of emergency bedrooms set at \$45,000. On average, the estimated capital contribution per unit to date is \$33,383 per emergency bedrooms and \$69,082 per second-stage units each below the maximum capital cost (Table 8.3).

**TABLE 8.3**  
**CAPITAL COST PER EMERGENCY BEDROOM AND SECOND-STAGE UNITS TO DATE**  
**AS OF DECEMBER 31, 1993**

	CAPITAL COST \$(000'S)	COMMITMENTS (#)	CAPITAL COST/ COMMITMENT TO DATE (\$)
Emergency Bedrooms	2,717	69	33,383
Second-Stage Units	7,530	109	69,082
Total	10,247	178	-
<b>SOURCE:</b> CMHC, Program Administration Data, 1994			
<b>NOTE:</b> Commitments can be emergency bedrooms or second-stage units			

## **IX LESSONS LEARNED, SUCCESSES AND GAPS: PROJECT HAVEN**

The CMHC Interim Report on Project Haven (March 1992) identified specific lessons learned in the implementation of the Project Haven Program and modifications were incorporated in the design and delivery of the Next Step Program based on experience with Project Haven. These have included simplification of the proposal call process to a one-stage process and targeting the proposal call to more experienced sponsor groups. These changes have had the effect of streamlining the delivery process, reducing program delivery time and improving the efficiency of CMHC program delivery. As well, increasing flexibility in time limits for the proposal call phase and in project design guidelines were pursued to increase opportunities for innovation in project proposals and reduce pressures on sponsor groups and CMHC program delivery staff.

The full effects of these types of program design and delivery modifications on the Next Step Program remain to be assessed when program delivery is completed. However, all indications to-date suggest that the overall program delivery in Next Step have streamlined the processes and improved CMHC program delivery efficiency.

Evidence compiled in the Final Evaluation of Project Haven provides further opportunities to identify some of the key successes of the Project Haven Program, and to suggest areas requiring further consideration in regard to service gaps and unmet needs.

The Final Evaluation of Project Haven involved a range of information gathering activities by CMHC which would not have been possible without the outstanding co-operation and participation of the sponsor groups and staff of the shelters funded under Project Haven. Not only did shelter staff in Project Haven shelters compile daily log information on their clients over a twelve month period, but nearly half of the shelters also participated in other activities (such as the case studies, the special needs studies, CMHC site inspections of their shelters, and organizing discussion groups with former shelter residents). These other activities involved visits to the shelters by research staff or inspectors, and the shelters were extremely responsive in their participation in these activities. As well as the Project Haven shelters, twenty of the shelters previously funded under the Non-Profit Special Purpose Housing Program agreed to assist in the evaluation as a comparison group by compiling client data over a twelve month period.

The success of these activities to gather information about shelters funded under Project Haven is, to a considerable extent, attributable to concerns within the shelter sector itself to increase understanding about the needs of women who experience family violence. There is a particularly strong onus on government agencies, therefore, to carefully consider the lessons learned from the program in the development of any future initiatives to respond to these needs.

### **A. Program Success in Addressing Family Violence Issues**

The CMHC Evaluation of Project Haven found that the program was highly successful in providing shelter services in communities with outstanding needs and meeting the needs of women from abusive situations.

Evaluation findings suggest that successful delivery of the Project Haven Program was largely attributable to three factors: first, the responsiveness of communities and organizations to concerns about family violence issues in their communities; secondly, the close collaborative working relationships established by CMHC with funding partners in the provincial and territorial governments and offices of Indian and Northern Affairs Canada; and, thirdly, intensive professional and technical support provided by CMHC field staff to the sponsor organizations at the community level in developing the shelters. Prior CMHC experience in delivery of programs involving other government agencies and non-profit sector groups (including some within the areas of shelters for abused women) provided the basis for developing appropriate, co-operative delivery mechanisms in different regions across the country.

At the same time, CMHC program delivery staff worked closely with the lead federal agency, Health & Welfare Canada and particularly with the Family Violence Prevention Division, to ensure the effective operation of the Project Haven Program within the auspices of the overall federal initiative on family violence. Close working co-ordination was particularly required on consultation with provincial/territorial social services agencies and with provincial transition home associations. CMHC program evaluation staff also co-ordinated consultation on evaluation activities with Health & Welfare Canada to avoid duplication. As well, collaboration of CMHC and Health & Welfare Canada for collection of client information enabled the creation of the first national database on shelter clients in Canada. All of these collaborative efforts on program delivery and evaluation involved inputs of staffing resources beyond those which would normally be associated with a CMHC program. While the benefits of collaboration were considerable, the resourcing requirements need to be more specifically identified and provided for, both at the National Office and field levels of CMHC in any future initiatives of this nature.

With respect to the shelters funded and the services provided to abused women, the evaluation clearly demonstrated the valuable contribution of these projects and the services they provide to clients. The program has significantly increased shelter capacity in Canada to meet the needs of abused women. The shelters have had a direct impact for the women who use the shelters (both for those who stay and the many more who use the advice and support services of shelters on a non-residential basis). Shelters provide women with a choice to staying in abusive situations, assisting many to find alternatives. At the same time, ending abuse has to be recognized as a difficult and sometimes longer-term process, particularly for women without independent financial resources and in communities where the available housing alternatives are limited. The shelters developed under Project Haven are providing the supports required by women to help the women deal with their own problems.

The Evaluation also demonstrates that the Project Haven shelters are having important impacts on community awareness of family violence issues and contributing to changing community attitudes. The long-term impacts of these changes in terms of reducing family violence in Canada may not be evident for quite some time. However, most shelters play an important role in public education and undertake many activities to heighten awareness of this issue in their communities.

A key success of the Program was in achievement of targeting the Program to communities which had been underserved by shelters in the past, notably to smaller rural communities and Aboriginal communities. A significant proportion of the shelters funded and the women served by Project

Haven shelters are meeting the needs of Aboriginal women. Development of shelters in these communities involved considerable effort on the part of the communities themselves since new sponsor groups had to be formed, and in some communities the groups had to deal with resistance from some sectors of the communities. Program delivery is also more time-consuming and resource intensive when sponsor groups have limited experience with developing shelters. Nevertheless, the majority of available program funds were used to develop new services rather than to expand existing shelters in larger urban communities.

The Program was also successful in accommodating a considerable range of approaches to provision of shelter services. As case studies showed, service models and modes of service vary from community to community related to factors such as service philosophies, the levels of community support for the shelters, and the extent of other community services to complement those provided by the shelters. Some shelters have adopted gradualist approaches to changing attitudes in their communities, whereas others are more aggressively seeking to advocate for social change. Some shelters have developed extensive relationships with other agencies in the communities to co-ordinate their services whereas other shelters have limited opportunities to develop service networks where other agencies are limited. Shelters also differ in their approaches to including the abusive partners in their service models. Some shelters have developed treatment programs for batterers while other focus their services on the women, leaving other agencies to provide services to the abusers. Essentially, the shelters have all developed their service approaches within their local community context, and the Program flexibly accommodated many approaches.

## **B. Service Gaps and Unmet Needs**

A number of areas were identified in the Evaluation which require further consideration in the development of any future initiatives to respond to family violence problems. These issues have broader implications for policy and program design beyond the scope of CMHC's responsibilities and would require consideration by other federal agencies, especially Health & Welfare Canada as the lead agency involved.

A clear message emerged from CMHC's evaluation that provincial and other concerned agencies are interested in more intensive and earlier consultation on the development of any future initiatives to address family violence issues. Although considerable consultation has been undertaken in the past, this may suggest that the mechanisms used or the scope of the consultations require further consideration.

While provincial/territorial agencies viewed Project Haven shelters as consistent with their priorities and targeted to communities with outstanding needs for services, many more communities have needs which could not be addressed within the limited program budget. There exists a substantial additional need for services, and provincial agencies expressed the view that more federal capital funding is required. The extent of the potential additional unmet demand is difficult to determine precisely. However, a minimum estimate of the additional shelters required would imply a 100 percent increase in the total shelter capacity in Canada (that is including pre-existing and Project Haven shelters). The potential capital and operating cost requirements to

meet the scale of the problem may suggest that further consideration of policy and program alternatives is required.

The Evaluation also considered the special needs of certain groups of women that are not always being addressed adequately within the current shelter service models. A special needs case study suggested that abused women with other problems related to mental health problems, substance or alcohol abuse, and behavioural problems are difficult to serve and place considerable burdens on the shelters. Multiple personality disorders are a specialized problem identified that cannot be easily dealt with by shelter staff. Concerns were noted that women with these additional problems may tend to be passed from agency to agency, and the shelters are equipped to deal with only the abuse-related problem. Consultation with other agencies involved with these types of problems would be required to identify approaches to meet the needs.

Of particular relevance to CMHC is the issue of housing availability for women leaving shelters. Most of the communities where Project Haven shelters were located did not have second-stage housing, many have limited subsidized, rent geared-to-income housing, and some (particularly in on-reserve and smaller rural communities) have little affordable housing of any kind. Lack of alternative housing has direct impacts for clients and the shelters, including longer stays in the shelters reducing their ability to serve additional clients, repeat use of the shelters by women who have returned home, and extended cycles of abuse. Even though almost all jurisdictions have policies of giving priority for subsidized housing to women leaving shelters, the small number of units and low turnover rates in many communities mean that few units are available for these women. Further study is needed to determine how well priority for subsidized housing meets the housing needs of abused women in larger urban areas where there is a larger supply of this housing. Even where housing is available, women participating in discussion groups noted the lack of financial resources to cover the costs of setting up a home of their own (such as installation costs for utilities, telephone, and furnishings). Further consideration is needed to develop enhanced housing opportunities for women leaving shelters, particularly in smaller communities.

The Evaluation also identified some concerns regarding the on-going monitoring of Project Haven shelters with particular reference to longer-term viability and potential needs for capital repairs and replacements in the buildings. The shelters funded under Project Haven are likely to continue operation beyond the fifteen year period of the CMHC financing agreements. The on-going operating funding provided by provincial and other agencies, though allowing for on-going maintenance of the buildings, does not appear to provide for the longer term capital needs. The shelter sponsors indicated that they depend on their own fund-raising efforts and on one-time funding for major capital cost items. Under these conditions, there may be some concern about the risks of loss of the facilities funded with federal capital. Consideration is required of the need for on-going monitoring of the projects funded and the responsibilities for ensuring that adequate facilities are maintained over the longer-term.

## **X 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.

### **A. 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 44 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 40 percent of these women reported that they had left the abusive situation, the large majority of these women (77 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 30 percent of the women who did not use formal services said they did not know 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 16 percent of abusive spouses have ever received counseling, 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 some 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 80 percent of these are first-stage shelters or transition houses. Of all the shelters in Canada, roughly 30 percent were funded under NHA housing programs and 20 percent received funding under Project Haven.

## **B. 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 12 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 the needs in remote locations, and for immigrant women and women with disabilities.

## **C. 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 60 percent brought their children with them to the shelters. Over 8,000 children stayed in these shelters over the year. Nearly 90 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, 28 percent from rural areas and 17 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, 30 percent of clients were Aboriginal women. Some other shelters serve geographic areas including Aboriginal communities and in some cases 30 to 40 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 7 percent of Project Haven clients were immigrant women. About 7 percent of clients had some type of disability, including 2 percent with mobility disabilities, 1 percent with visual or hearing disabilities and 5 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.

#### **D. 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 85 percent of the women using Project Haven shelters gave one or more forms of abuse as their reasons for staying in the shelters. In total 13 percent of clients used shelters for 'non-abuse' reasons (7 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 20 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 while 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 \$177,126. 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 4 percent moved into subsidized housing when they left the shelters. Only 2 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, 27 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.

#### **E. Program Impacts and Effects**

Project Haven increased the shelter capacity in Canada by about 20 percent but there is substantial potential unmet demand.

Statistics Canada data suggest that less than 12 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 40 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 alternatives 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 abusive situations without using shelters, most of them staying with friends or relatives. Many of these women return home after a short stay elsewhere. CIS data suggest that women who receive support services at shelters and after leaving the shelters are more likely to establish living arrangements away from their abusive partners. Longer term studies are required to assess the relationships between shelter use and the attainment of abuse-free living.

Project Haven sponsor groups identified the need 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 studied 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.

#### **F. 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 44 percent said that their operating funding had not increased sufficiently in the past two years to meet the rising costs. Most shelters derive 10 to 20 percent of their operating revenues from their own fund-raising activities.

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

The \$45,000 unit capital cost guideline was viewed as adequate by 85 percent of the Project Haven sponsor groups whereas 25 percent of CMHC delivery staff felt it was inadequate. Some sponsor groups were able to raise additional capital (of \$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 counseling 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 77 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 replacements.

About 90 percent of Project Haven sponsors said they were able to cover the cost of regular maintenance and minor repairs (which averaged \$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, 41 percent of the sponsor groups had undertaken major repairs financed through additional government grants (33 percent), fund raising or other sources of funds (28 percent) or from cut-backs in their operating budgets (28 percent). Only 11 percent had used monies from reserve funds. Half of the shelters reported that they have reserve funds for major repairs but 70 percent of these felt that the amounts would be inadequate. Less than 20 percent of CMHC and 40 percent of provincial staff felt that groups were accumulating adequate repair funds (but 60 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 17 percent had a mixed experience and 13 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 (87 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, 20 to 30 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 50 percent of provincial and other funding agencies, and by 41 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 projects 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 efficiency 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.

## G. Lessons Learned

Successful delivery of the Project Haven Program 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 need 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 and those 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 provision 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 considerations in the context of the current fiscal realities faced by all governments.

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 be fully addressed by past initiatives.

Abused women who also have other special needs related to mental health problems, substance or alcohol abuse, behavioural 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 need 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 15-year agreements seems warranted.

## BACKGROUND REPORTS

### 1. CANADA MORTGAGE & HOUSING CORPORATION (CMHC), PROGRAM EVALUATION DIVISION REPORTS

- o Project Haven Evaluation Assessment Report, July 1992.
- o Interim Report on Project Haven/Next Step Initiatives, March 1992.
- o "Community Needs and Impacts Study of Project Haven: A Report Focused on Shelters in Non-Aboriginal Communities", by SPR Associates, March 1994
- o "Community Needs and Impacts Study of Project Haven Shelters: A Report Focused on Shelters in Aboriginal Communities" by SPR Associates, March 1994.
- o "A Report on A study of the Special Needs of the Unserved Population of Abused Women", by SPR Associates, March 1994.
- o "Technical Report on the Project Haven Evaluation and the Client Information System : Final Report", by SPR Associates, March 1994.
- o Highlights of the Project Haven Evaluation, May 1994.
- o Draft Final Report on the Evaluation of the Project Haven Program and Update on the Next Step Program Activities, April 1994.
- o First Report, Second Report and Final Report on the Client Information System for Shelters, 1993 and 1994.

### 2. OTHERS BACKGROUND INFORMATION

- o Health and Welfare Canada, Health and Welfare Canada Family Violence Prevention Evaluation Report, April 1994.
- o Health and Welfare Canada, Program Audit and Review Directorate, Program Evaluation Assessment Study of the Family Violence Activities of Health and Welfare Canada, November 1989.
- o Statistics Canada Daily, Catalogue 11-001E, November 1993.
- o Statistics Canada, Violence Against Women Survey Shelf Tables 1-25, November 1993.
- o Statistics Canada, 1992-93 Transition Home Survey Shelf Tables 1-20, May 1994.

## **APPENDICES**

**APPENDIX A  
DEFINITIONS OF  
TYPES OF FACILITIES IN THE  
STATISTICS CANADA 1992-1993 TRANSITION HOME SURVEY**

**Transition Home/Shelter:** Short or moderate-term (1 day to 11 weeks) secure housing for abused women with or without children. Children are defined as dependent males or females 18 years of age and younger.

**Second-Stage Housing:** Long-term (3-12 months) secure housing for abused women with or without children.

**Family Resource Centre:** An Ontario government initiative which provides services that are identical or similar to transition homes. Must at least provide a residential service.

**Safe Home Network:** Subsidiary very short term (1-3 days) housing for abused women with or without children, in private homes.

**Satellite:** Short term (3-5 days) secure respite for abused women with or without children. These shelters are usually linked to a transition home or another agency for administrative purposes.

**Emergency Shelter:** Short-term (1-3 days) respite for a wide population range, not exclusively abused women. May provide accommodation for men as well as women. This type of facility may accommodate residents who are not associated with family violence but are without a home due to an emergency situation (e.g., eviction for non-payment of rent). other than residential (room and board) services, these shelters offer few additional client services.

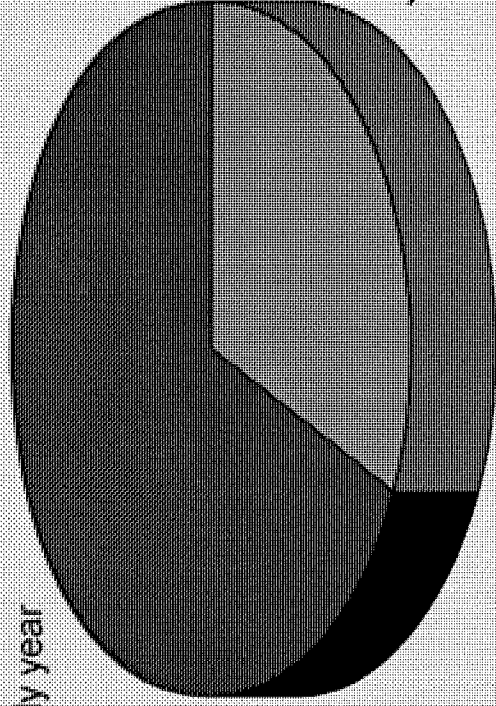
**Other:** Includes all other residential facilities offering services to abused women with or without children. These services may not be exclusive to abused women. Includes Women's Resource Centres (residential only).

**APPENDIX B:**

**Shelter Utilisation Analysis of CMHC Client Information System Data**

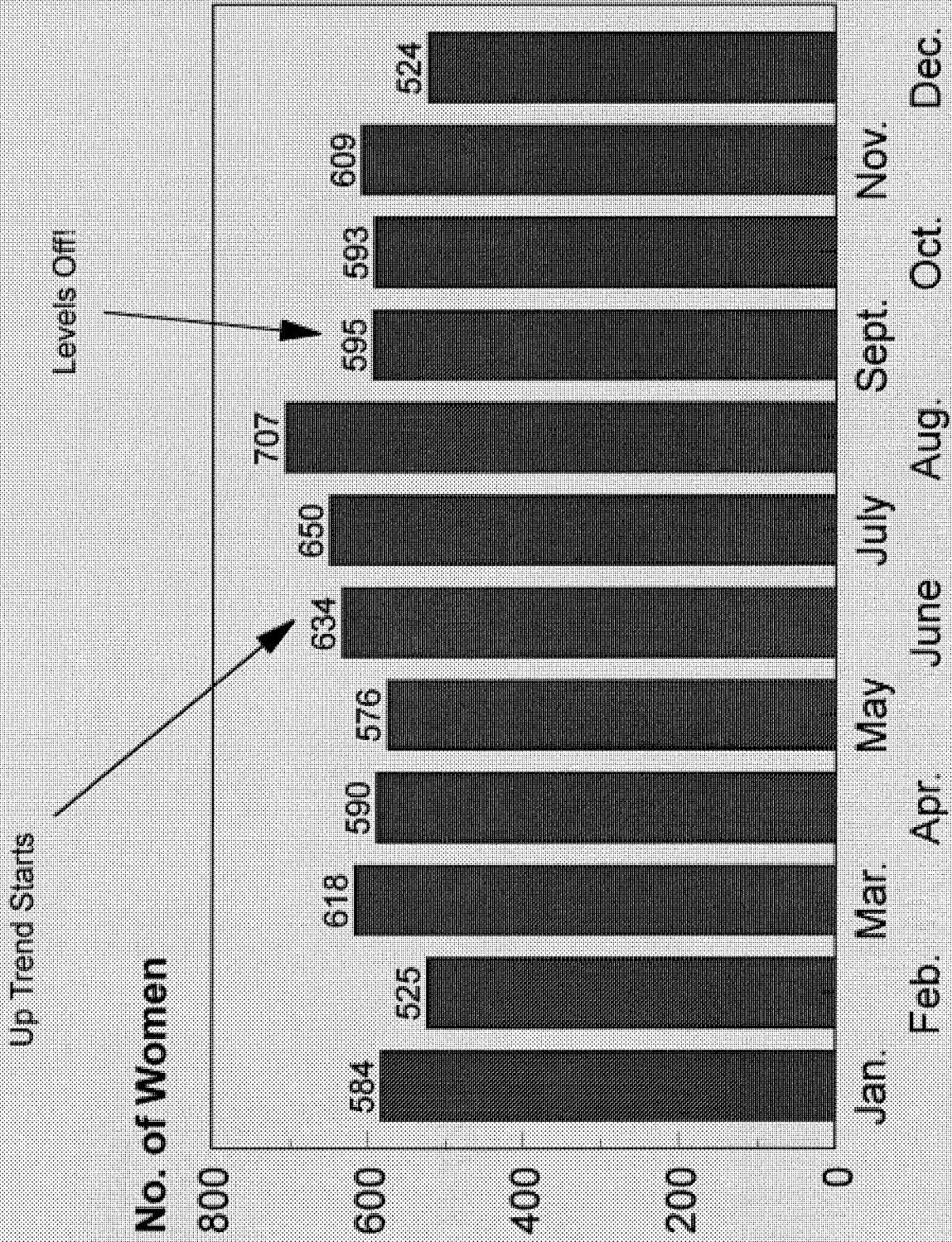
**Display A**  
**Repeat Use**

6483 stays by women who entered shelter only once in study year



3,015 stays by 1391 women who used the shelter 2.2 times each in the study year

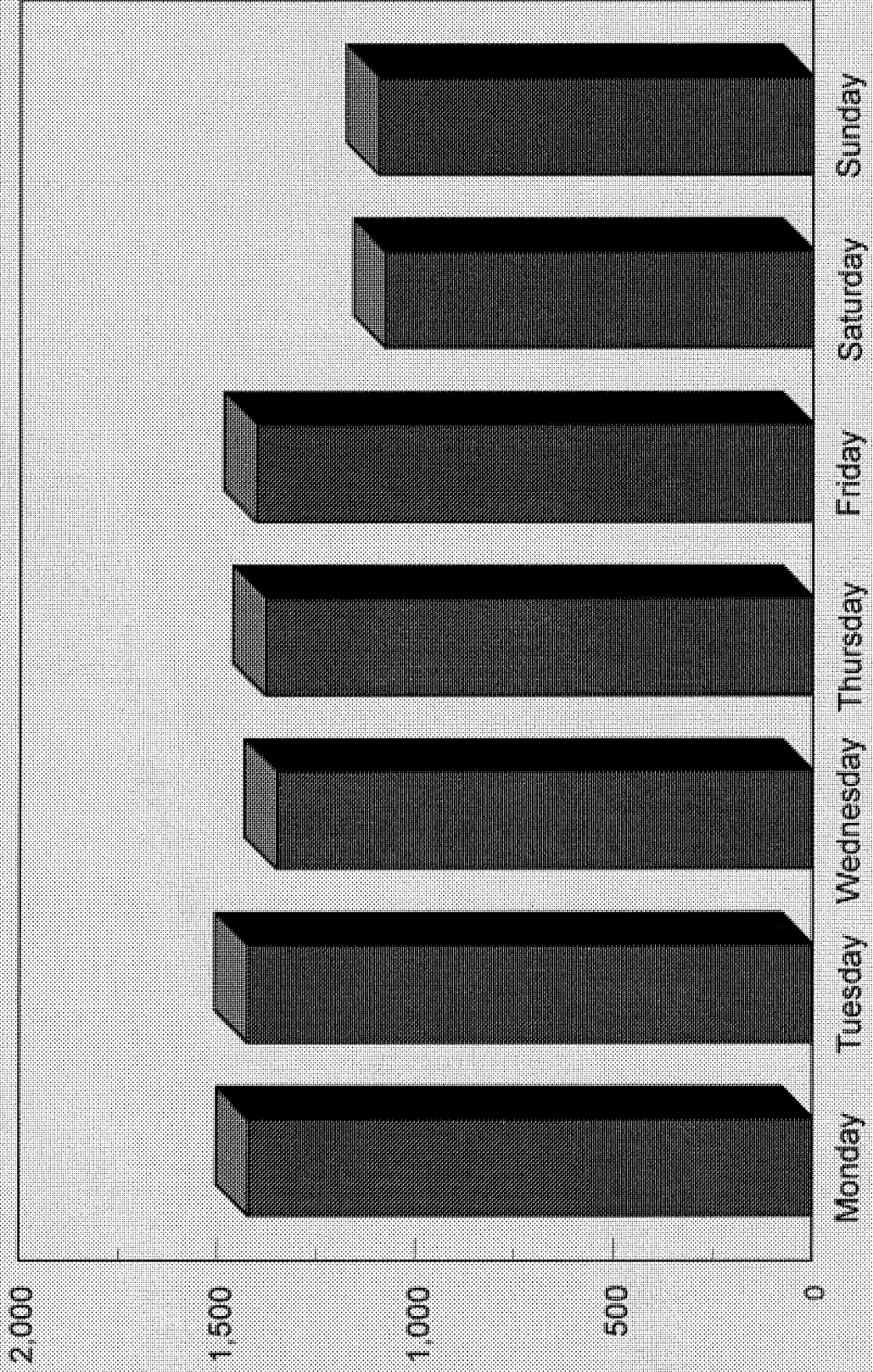
# Display B Entries by Month





# Display C

## Entries by Day of Week



## Display D

### Entries by Days in Month (average entries)

