

**Technical Report on the Project Haven Evaluation  
and the Client Information System**

**FINAL REPORT**

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## Executive Summary

### Approach and Objective

**The Client Information System** was implemented in 1992-93, as part of the Evaluation of the Project Haven Program of Canada Mortgage and Housing Corporation. As noted below, the evaluation of this important program involved a number of research components which are reported on here and in related reports.

**Project Haven:** The Project Haven Program, delivered by Canada Mortgage and Housing Corporation (CMHC on behalf of Health and Welfare Canada) was a component of the Federal government's interdepartmental Family Violence Initiatives which provided support to a national approach against family violence. The priority of the Project Haven program was to focus on the needs of those women currently underserved with this type of accommodation such as Aboriginal, rural, visible minority, immigrant and physically-disabled women.

The Project Haven Program provided capital funds in the form of interest-free, non-repayable and fully forgivable financing which was for non-profit community groups and First Nations to create emergency shelters for women and their children who experienced family violence. Mortgages were provided by CMHC and forgiven at a rate of one fifteenth of the mortgage 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. Project operating assistance was not provided under Project Haven. Sponsor groups had to secure an assurance of operating assistance from the responsible federal, provincial, territorial or other agencies prior to CMHC's commitment of funds. In general, most of the operating funding for these shelters was provided by provincial/territorial governments (with Federal cost-sharing under Canada Assistance Plan) and from Indian and Northern Affairs Canada, for shelters located on reserves, and in communities primarily serving aboriginal women. Operating funding was often supplemented by different sources, including municipal government funding, fundraising, donations and grants.

There are seventy-eight shelters for abused women and their children which received funding under the Project Haven Program across Canada. Twenty-four of these shelters are targeted primarily for Aboriginal families. These shelters are part of Canada's larger effort at providing shelters for women and children experiencing family violence -- a "system" including over 400 largely independent shelters.

**Evaluation Background:** In 1992-93, on behalf of the Government of Canada and in consultation with Health and Welfare Canada, Canada Mortgage and Housing Corporation (CMHC) collected basic information for an evaluation of the Project Haven Program.

The overall evaluation was comprised of a number of components occurring as part of CMHC data collection activities. These components included: the development of a Client Information System (CIS) which provided profiles of the types of clients served by the program, their needs for housing assistance and the provision of services to meet client needs; a CMHC Sponsor Survey which obtained sponsor group views on the Project Haven Program, shelter policies, funding issues and short and long-term housing needs of shelter clients; a Community Needs and Impacts Study which provided case study information on the needs of women living in various types of communities including Aboriginal women, rural women and women living in remote northern locations and A Study of the Special Needs of the Unserved Population of Abused Women which examined issues of access to shelter services. Among these evaluation data sources the Client Information System (CIS) was foremost in providing basic statistical and client-oriented data.

## **The Client Information System**

**CIS Start-up:** The Client Information System (CIS) component of the Project Haven Evaluation began with an initial design phase in September, 1992. The CIS was implemented with 78\* Project Haven shelters and 20 Special Purpose shelters in all regions of Canada, to collect detailed data on clients of shelters. The data was collected in two phases: (1) a Pilot Phase beginning in September-October 1992 in English-language shelters across Canada, and in November-December, 1992 in Quebec and New Brunswick; and (2) main data collection, in December 1992-November 1993.

**Twelve-Month Implementation:** Three *quarterly reports* describe the implementation of the project, design and pre-tests, initial contacts with shelters and related activities in the period September 30, 1992 to May 31, 1993. This final report provides a complete 12-month assessment\*\* and captures all key findings of earlier reports.

Generally, the CIS was found to be successful and well received throughout the entire year, with good cooperation provided to CIS Centre staff by shelter staff in submitting monthly reports (the main data collection activity) and in all other areas where contact was made (training, clarification of data, late reports, etc.). Special efforts were also involved and additional activities in which shelters were involved, for a follow-up component (discussion groups and personal interviews with former residents, case studies, special needs studies, and a special survey on non-resident use, conducted in all shelters, for a one-week period in Fall, 1993).\*\*\*

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\* One Project Haven shelter in the original study sample was not open at the start of the study and still not open by Month 11, and was therefore not included.

\*\* References to the "12-month CIS assessment" actually captures the two data collection periods: October 1992- September 1993 in English-speaking shelters; and December 1992 - November 1993 in Quebec and New Brunswick shelters.

\*\*\*Individual reports were completed on many of these study components. See Section 5.

An equal level of success in obtaining shelter reports, and in more general communications with shelters was observed in the fourth quarter of the CIS, so that the entire 12-month study was highly successful. As of December 15, 1993 (data processing cut-off date/*all data referenced within relates to the full twelve-month period*), the CIS resulted in:

- o a 100% participation rate among shelters which had as of December, 1993 submitted all or part of their CIS forms in the 12 months, and an overall completion rate of 90.6% of monthly reports received (1,143 of 1,261 possible reports received);
- o *monthly summary data* on 8,975 women residents in shelters at the start of the CIS year, or entering during the year, and 8,116 women departing shelters in the 12-month period (reports received as of the December data processing cut-off).

Of this total number of client entries, about 68% of shelter users were women who entered the shelter once in the study year. Another 32% of entries were by repeat users (women who entered a shelter, left and re-entered again in the 12-month CIS period). This repeat use was accounted for by about 18% of women using shelters, each repeat user using the shelters an average of 2.16 times; and

- o *departure interviews* providing detailed data for 2,306 residents in the year (as of the data processing cut-off).

Sections within the report address: (1) Introduction: Approach and Conceptual Process; Client Information System (CIS); Initial Steps and Processes; CIS Maintenance; Data Completeness/Quality; (2) The 12-Month CIS Overview: Shelter Participation; Monthly Summary Data; Departure Interview Data; (3) CIS Results, including: (3.1) Monthly Summary Component;; (3.2) Data From the Residential Departure Interview Component; (3.3) Data From Clients After Leaving the Shelter; (3.4) The Non-Residential Component; (4) Other Evaluation Results, including: (4.1) Special Needs; (4.2) Case Studies; (4.3) Technical Analyses.

## Overview of Findings

**Monthly Summary Data:** Some key results from the CIS monthly client log were:

- o women entered shelters primarily for reasons of battering, psychological abuse and other abuse, with only small percentages using shelters for non-abuse related reasons;
- o strong coverage of Aboriginal women -- a key goal of Project Haven was the provision of service to Aboriginal women; this was reflected in the overall clientele (30% of women were Aboriginal women), and also in the number of shelters in the program serving primarily Aboriginal women;

- o the lack of economic power of abused women -- reflected in a very small percentage with independent employment incomes -- only 10% were reported to be employed full-time;
- o use of shelters by women between the ages of 20-39 account for 72% of residents, with over one-half of all residents entering shelters being accompanied by children;
- o 47% of women leaving the shelter return home, with 27% of those reported by shelters to be returning home to an unchanged situation (detailed analyses suggested that about 20% of women were returning to an unchanged abuse/risk situation; and
- o many women enter shelters more than once -- altogether 45% of women entering shelters had used a shelter before, and 32% of all admissions to specific shelters in the 12-month CIS period were women who used the shelter more than once in the 12-month period.

**Resident Departure Interviews on Leaving the Shelter:** CIS data was collected on a wide range of issues and revealed a number of key findings, including some of the following:

- o **wide range of services:** clients reported using a wide range of services in shelters and reported receiving assistance in accessing community services through shelters. For these women, shelters provided both residential and service benefits.

Shelters provided services and material assistance such as: help to find housing; transportation; legal advice/assistance; social service information; consultation and advice, information and group support; household goods and clothing; and child care. Many shelters also assisted clients in accessing the services, accompanying them to meetings with social services or justice agencies, and often accompanying women to their apartments.

- o **high client satisfaction:** was evidenced in positive client ratings of all aspects of shelters, especially: safety and security of the shelter; physical space and common areas; length of time allowed to stay; services used at the shelter; and cultural sensitivity of the shelter.
- o **low client social/economic power:** was evidenced in lack of or low income, low levels of education and lack of employment among abused women using shelters. Only about 2% of these women had completed high school or had any higher education, and only 13% expected to rely on their own income after leaving the shelter.
- o **the difficulty of resolving family violence:** was evidenced by the high incidence of women returning to the abuse situation -- almost half of clients.

- o **lack of housing as an issue:** about 18% of women leaving shelters reported difficulties finding both short and long-term alternative shelter -- often reported as a factor in returning to the unchanged abuse situation.

## **Follow-up Component**

The follow-up component of the CIS involved discussion groups and personal interviews with clients of shelters to obtain retrospective assessments of services, and how shelters might have better assisted them in meeting their needs. Most of these groups/interviews were with women who had used shelters some months before. But in some cases interviews and meetings took place with clients involved in ongoing groups after using the shelter for emergency service. Interviews and meetings were generally arranged by the shelters at their premises, with careful attention to confidentiality and security.

Generally, this component of the research found a high degree of satisfaction on the part of clients with the service received. Clients indicated:

- o A good degree of satisfaction with services provided by shelters, and a strong sense of need for availability of shelters in all communities;
- o An important contribution of the shelter experience to self-confidence, opportunity to evaluate and think about their situation, and make decisions for the future, etc.
- o Significant difficulties finding housing;
- o Retrospective views that it would have been helpful to have:
  - better assistance from social services and justice agencies and better coordination of services;
  - stronger enforcement and support from law enforcement agencies;
  - continued attendance at support groups to share and exchange information and to participate in available counseling on a longer-term basis;
  - more help with locating housing and more time to make housing decisions; and
  - additional start-up funding to become re-established.

Clients also expressed assessments that improved access to suitable and affordable alternative housing and greater assistance from and coordination with social service and justice agencies was much needed, for shelters to provide the best possible assistance to women.



## **Survey on Non-Residential Services**

The survey on non-residential services found that shelters engage in a wide range of services in addition to providing women with emergency shelter. Indeed, these services were found to be much more substantial than anticipated in initial estimates from the Interim Report on Project Haven (1992) -- far more women were found to make use of shelters for counseling, information, support services than previously estimated. Indeed, the survey of non-residential services indicated that the shelters responded to over 130,000 client contacts in the CIS year.

As well, shelters were found to engage in a wide range of public education, community information, and networks of interagency programming. In some communities, satellite offices and off-site counseling services have been established by shelters and their sponsor groups in an attempt to meet the needs of women from rural or remote areas.

## **Twelve-Month Statistical Tables**

Detailed tables (see Appendix C) show selected statistics for entering and departing clients, and for detailed departure interviews completed with a sample of 2,306 residents. Statistics cover only data received in the period September, 1992 to December, 1993,\* and are unweighted and will be finalized for use in the Evaluation Report. All tables combine special purpose and Project Haven shelters to provide an overview of the CIS data base. For these reasons the attached statistical tables should not be quoted or used for any related purpose.

## **Related Findings in Field Studies**

**Special Needs Studies:** A separate component of the research examined needs of women who might have difficulties accessing shelters because of special needs or circumstances as evidenced by studies of specific communities with perspective provided through additional interviews with selected national, provincial, and other specialist agencies. These inquiries included examination of the situation of Aboriginal women, women in visible minorities, immigrant women, and women with problems of disability, mental illness or alcohol/drug/substance addiction through interviews with shelter personnel, sponsor group representatives, and staff of agencies/organizations within the communities providing services and programs to special needs populations.

This research suggested that shelters endeavour to provide a full range of services to such women, but that substantial problems are encountered which particularly require: additional training and resources for shelter staff; and support and service coordination from agencies dealing with these specific target groups and issues.

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\* Reference captures the two data collection periods as previously noted.

**Case Studies:** Thirteen Aboriginal (7) and non-Aboriginal (6) shelters were visited and studied to assess issues related to provisions of shelters in terms of service models, needs for service, and community impacts. Research involved interviews with shelter personnel, board members, community agencies and others (such as Elders, in Aboriginal communities).

The case studies of shelters demonstrated a wide range of innovative and creative service models, important impacts and various levels of community support. Many of the strengths shown and challenges faced by Aboriginal and non-Aboriginal shelters were comparable, but in some cases their approaches were unique. Some specific observations were:

- o **Aboriginal Shelters:** Aboriginal shelters were found to operate in innovative ways in complex communities dealing with very severe family violence problems. Generally these shelters were located in First Nation communities characterized by poor economic conditions and a lack of social and related services. Many of these shelters served a number of scattered communities or settlements, in some cases accessible only by "fly-in" -- also a factor complicating service delivery.

*Needs* were found to be severe, as noted in many popular accounts, with shelter staff and community agencies often citing the incidence of abuse at "80% or higher". Often, the challenge of dealing with these problems was complicated, community respondents indicated, by the lack of housing alternatives, social problems (such as the lack of employment, alcohol and substance problems), and the complexity of community cultural values -- particularly as related to intervention in family concerns.

*Service models* involved a wide range of culturally appropriate and well-developed services and approaches, a strong community orientation, an emphasis on non-residential services. In addition, community values centred on holistic models that reinforce the importance of maintaining the family, aided a focus on treatment and prevention which involves both the family and the community. This, for example, was evidenced not only in whole family programming, but specific programming for men.

Operationally, community outreach activities were found to be very important to most Aboriginal shelters. In one case, an Aboriginal shelter had evolved into a primarily outreach program, reflecting the readiness of their communities to reinvent or modify social programs to meet their communities' unique needs. This model could be extended to other rural/remote communities in ways that consider multi-utilization of existing facilities (e.g. resident service, drop-in centre, peace rooms, counselling centre).

Strengthening the cultural initiatives of shelters was seen as a key program strategy in direct service and also in community education. As well, a wide range of needs were noted for training, improved program resources, and special programs for children, and for abusive men.

- o **Non-Aboriginal Shelters:** Non-Aboriginal shelters were often found to share characteristics of Aboriginal shelters, when social-contextual circumstances were similar. Thus, for example, some of the shelters serving rural areas faced problems similar to those of the Aboriginal shelters in dealing with distances, access, housing problems, and lack of social services.

*Needs:* Non-Aboriginal communities generally reported similar needs and issues as in Aboriginal communities, but not the same high incidence of family violence. Based on the perceptions of community respondents, the incidence of family violence in non-Aboriginal communities was estimated at "10% to 40%" range, as compared to the Aboriginal communities estimations by respondents of "80% to 90%".

Some of the shelters dealing with rural and immigrant communities also faced cultural barriers to utilization and programming similar to those found in Aboriginal communities. Some of the non-Aboriginal shelters also reported a large number of Aboriginal women used the shelters; in some cases up to 40% of clients.

*Service Models:* Non-Aboriginal shelters were highly variable in the types of service models provided. Shelters varied particularly in the extent of community programming, and services beyond simply providing emergency shelter. A number of the shelters studied showed extremely innovative service models, including satellite offices, community support and preventive services (dating violence presentations in schools, etc.), programs for men, children and young adults, community education, and so on.

**Conclusions:** Based on the case studies of communities shelters appeared to represent valuable community initiatives with many positive impacts to assist communities to address family violence.

In comparing the full range of shelter programs studied, a wide range of innovative models and approaches (as described above) were suggested that would bear wider sharing among shelters. Initiatives in these areas to improve training, share information, and to further develop networks of shelters seemed to the researchers to be much needed to assist in developing these important programs.

Needs for improved community services, such as improved access to income security, were seen as priorities for shelters. As well, specific priorities were seen in needs for additional programs.

## Findings From Follow-up Analyses of the CIS Data

Follow-up analyses of the CIS pointed to two important types of findings. First, regarding seasonality and occupancy, shelters were found to experience significant ups and downs in entries depending on the time of the year, and also depending on the phase of the month (start of the month versus end of the month). These variations were seen as connected to the tendency of many shelters to be overcrowded at times.

Analysis of factors related to the decision of women to return to an abuse/risk situation suggested that the woman's income, and access to income support services (among other services), could be important factors enabling the woman's decision.

*Generally, women who were able to access income support services, or women with independent incomes of their own, were more likely to decide not to return to the abuse/risk situation.* This finding was seen as suggesting a need for improved speed in access to income support services for women in shelters, to enable more independent decision-making.

These results seemed to point to important issues in the broader structure of community resources and programs, which should be remedied, if it is a policy premise that no woman should have to return to an abuse/risk situation merely because she lacks any other alternative.

# Résumé

## Démarche et objectif

**Le Système d'information sur la clientèle** a été établi en 1992-1993, dans le cadre de l'Évaluation du programme Opération refuge de la Société canadienne d'hypothèques et de logement. Comme nous l'indiquons plus loin, l'évaluation de cet important programme a comporté un certain nombre de composantes de recherche dont les conclusions sont données dans les présentes et dans des rapports connexes.

**Opération refuge** : Le programme Opération refuge, mis en application par la Société canadienne d'hypothèques et de logement (SCHL) au nom de Santé et Bien-être social Canada, est l'un des éléments de l'Initiative interministérielle fédérale de lutte contre la violence familiale, laquelle offrait un soutien à une démarche nationale visant à contrer la violence familiale. Le programme Opération refuge accordait la priorité aux besoins des femmes actuellement mal desservies par ce genre d'installations, comme les femmes autochtones, les femmes rurales, les femmes membres de minorités visibles, les immigrantes et les femmes souffrant d'un handicap physique.

En application du programme Opération refuge, des fonds d'immobilisation sous forme de prêts sans intérêt susceptibles d'une remise complète étaient accordés à des groupes de parrainage sans but lucratif et à des organismes des premières nations afin qu'ils créent des refuges d'urgence pour les femmes victimes de violence familiale et leurs enfants. Les prêts hypothécaires étaient accordés par la SCHL et faisaient l'objet d'une remise correspondant à un taux de un quinzième du prêt par année, sur une période de quinze ans, à condition que les groupes de parrainage continuent d'exploiter les installations comme des maisons d'hébergement, conformément aux modalités de l'entente hypothécaire. Le programme Opération refuge ne prévoyait pas d'aide aux fonds de fonctionnement. Les groupes de parrainage devaient préalablement s'assurer d'obtenir un engagement de financement des dépenses de fonctionnement de la part de l'organisme responsable, à l'échelle fédérale, provinciale, territoriale ou autre, pour que la SCHL s'engage au financement. En général, le financement des dépenses de fonctionnement provenait en majeure partie des gouvernements provinciaux ou territoriaux (avec partage des coûts de la part du gouvernement fédéral, en application du Régime d'assistance publique du Canada), et d'Affaires indiennes et du Nord Canada, pour les maisons d'hébergement situées dans des réserves et dans des collectivités où les principales clientes étaient autochtones. Diverses sources sont venues suppléer au financement des dépenses de fonctionnement, notamment le financement à l'échelon municipal, les levées de fonds, les dons et les subventions.

À l'échelle du Canada, 78 maisons d'hébergement pour les femmes violentées et leurs enfants ont fait l'objet d'un financement découlant du programme Opération refuge. Vingt-quatre de ces maisons d'hébergement existent essentiellement pour desservir des familles autochtones. Ces maisons d'hébergement font partie des efforts plus globaux que déploie le Canada afin d'offrir aux femmes et aux enfants victimes de violence familiale l'accès à des refuges, soit un «système» qui compte plus de 400 maisons d'hébergement dans une grande mesure indépendantes.

**Antécédents de l'évaluation :** En 1992-1993, au nom du Gouvernement du Canada et de concert avec Santé et Bien-être social Canada, la Société canadienne d'hypothèques et de logement (SCHL) a recueilli des données de base pour évaluer le programme Opération refuge.

L'évaluation, dans son ensemble, englobait un certain nombre de composantes mises en oeuvre dans le cadre des activités de cueillette de données de la SCHL. Ces composantes étaient le Système d'information sur la clientèle (SIC), qui a servi à établir les profils des clientes desservies par le programme, leurs besoins d'aide au logement et le degré de satisfaction par rapport aux besoins de la clientèle; un sondage auprès des groupes de parrainage sans but lucratif, par lequel on a obtenu les points de vue des groupes de parrainage sur le programme Opération refuge, les directives relatives aux maisons d'hébergement, les questions de financement et les besoins de logement à court et à long terme des clientes des maisons d'hébergement; une étude des besoins communautaires et des incidences sur les collectivités, comportant des études de cas qui ont donné lieu à de l'information sur les besoins des femmes qui vivent dans divers types de collectivités, notamment les femmes autochtones, les femmes rurales et les femmes des régions éloignées du nord; et une étude sur les besoins spéciaux des femmes victimes de violence n'ayant pas accès à un refuge, laquelle portait sur les questions d'accès aux services des maisons d'hébergement.

## **Le Système d'information sur la clientèle**

**Lancement du SIC :** Le Système d'information sur la clientèle, une composante de l'Évaluation du programme Opération refuge, a fait l'objet d'une étape initiale de conception en septembre 1992. Le SIC a été mis en application auprès de 78 maisons d'hébergement Opération refuge<sup>1</sup> et de 20 maisons d'hébergement relevant du programme de logement spécial sans but lucratif dans toutes les régions canadiennes, afin de servir à recueillir des données détaillées sur les clientes des maisons d'hébergement. Les données ont été recueillies en deux étapes : (1) une étape pilote a commencé en septembre-octobre 1992 pour les maisons d'hébergement de langue anglaise partout au Canada, puis en novembre-décembre 1992, pour celles du Québec et du Nouveau-Brunswick; (2) l'étape de la cueillette des données, de décembre 1992 à novembre 1993.

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<sup>1</sup> Une maison d'hébergement Opération refuge de l'échantillon initial de l'étude n'était pas ouverte au début de l'étude, et ne l'était toujours pas au onzième mois. Elle a donc été exclue.

**Mise en oeuvre sur douze mois :** Trois *rapports trimestriels* décrivent la mise en oeuvre du projet, sa conception et les essais préliminaires, les rapports initiaux avec les maisons d'hébergement et les activités connexes qui se sont déroulées du 30 septembre 1992 au 31 mai 1993. Le présent rapport final fait une évaluation complète des douze mois<sup>1</sup> et englobe toutes les principales *conclusions des rapports antérieurs*.

En général, on a considéré que le SIC avait été fructueux et bien accueilli tout au cours de l'année; les employés des maisons d'hébergement ont bien coopéré avec le personnel du Centre SIC en soumettant les rapports mensuels demandés (principale activité de cueillette d'information), et pour toutes les autres demandes qui ont été faites (formation, clarification des données, rapports en retard, etc.). Des efforts particuliers ont été déployés pour d'autres activités auxquelles les maisons d'hébergement ont participé aux fins de la composante de suivi (groupes de discussion et entrevues personnelles avec d'anciennes clientes, études de cas, études des besoins spéciaux, et sondage spécial sur les services aux femmes non hébergées, mené dans toutes les maisons d'hébergement pendant une période d'une semaine à l'automne 1993).<sup>2</sup>

On a observé un degré de succès équivalent pour l'obtention des rapports des maisons d'hébergement, et en ce qui concerne les communications plus générales avec les maisons d'hébergement, au cours du quatrième trimestre du SIC, de sorte que l'ensemble de l'étude d'une durée de douze mois a remporté un vif succès. Au 15 décembre 1993 (date de fin de la période de référence pour le traitement des données -- *toutes les données mentionnées dans les présentes font référence à l'ensemble de la période de douze mois*), le SIC avait donné lieu à ce qui suit :

- un taux de participation de 100 p. 100 parmi les maisons d'hébergement qui avaient, en décembre 1993, soumis la totalité ou une partie de leurs formulaires SIC au cours des douze mois, et un taux global d'envoi de rapports mensuels de 90,6 p. 100 (1 143 des 1 261 rapports possibles);
- des *Sommaires mensuels des résidentes* traitant les 8 975 femmes qui résidaient dans des maisons d'hébergement au début de l'année du SIC, ou qui y sont allées au cours de l'année, et des 8 116 femmes qui ont quitté des maisons d'hébergement au cours de la période de douze mois (rapports reçus à la date de fin de la période de référence, en décembre);

De ce nombre total d'admissions, environ 68 p. 100 étaient des femmes qui se sont réfugiées dans une maison d'hébergement une fois au cours de l'année. Le 32 p. 100 restant des admissions correspond aux admissions d'utilisatrices y ayant trouvé refuge plus d'une fois (les femmes qui sont allées à une maison d'hébergement, sont parties, puis sont retournées à l'intérieur des douze mois du SIC). À la proportion des admissions répétées correspond environ 18 p. 100 des femmes ayant utilisé les maisons d'hébergement, chacune d'elle étant retournée en moyenne 2,16 fois;

- des *entrevues de départ* donnant lieu à des données détaillées sur 2 306 résidentes au cours de l'année (jusqu'à la date de fin de la période de référence).

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<sup>1</sup> Les mentions à «l'évaluation du SIC sur douze mois» désignent en réalité les deux périodes de cueillette de données : octobre 1992 à septembre 1993 dans les maisons d'hébergement de langue anglaise, et décembre 1992 à novembre 1993 dans celles du Québec et du Nouveau-Brunswick.

<sup>2</sup> Des rapports individuels ont été préparés pour bon nombre de ces composantes d'étude. Voir la section 5.

Le rapport se présente de la façon suivante : (1) Introduction : démarche et processus de conception; Système d'information sur la clientèle (SIC); étapes initiales et procédés; mise à jour du SIC; intégralité et qualité des données; (2) Vue d'ensemble du SIC sur douze mois : participation des maisons d'hébergement; données des Sommaires mensuels des résidentes; données des entrevues de départ; (3) Résultats du SIC, notamment : (3.1) composante des Sommaires mensuels; (3.2) données de la composante des entrevues de départ des clientes hébergées; (3.3) données obtenues des clients après leur départ; (3.4) composante des services aux femmes non hébergées; (4) Autres résultats de l'évaluation, notamment : (4.1) besoins spéciaux; (4.2) études de cas; (4.3) analyses techniques.

## **Vue d'ensemble des conclusions**

**Sommaires mensuels des résidentes** : Voici certains des principaux résultats qui sont ressortis des données mensuelles sur la clientèle:

- les femmes se réfugiaient dans une maison d'hébergement principalement pour des raisons de violence physique, de violence psychologique et d'autres types de violence, et de petites proportions seulement recouraient aux maisons d'hébergement pour des raisons n'ayant rien à voir avec la violence;
- champ de l'enquête englobant une bonne proportion de femmes autochtones -- l'un des principaux objectifs d'Opération refuge était de fournir des services aux femmes autochtones; ce but se reflétait dans la clientèle générale (30 p. 100 des femmes étaient autochtones), ainsi que dans le nombre de maisons d'hébergement du programme qui desservaient principalement des femmes autochtones;
- absence de pouvoir économique des femmes violentées -- se voit dans la très faible proportion de femmes ayant des revenus d'emploi (10 p. 100 seulement ont indiqué avoir un emploi à plein temps);
- les femmes de 20 à 39 qui recourent aux maisons d'hébergement représentent 72 p. 100 du total des résidentes, et plus de la moitié des femmes qui se réfugient dans des maisons d'hébergement sont accompagnées d'enfants;
- quarante-sept pour cent des femmes qui quittent les maisons d'hébergement retournent à la maison; selon les maisons d'hébergement, 27 p. 100 d'entre elles retournent à une situation inchangée (d'après des analyses détaillées, 20 p. 100 des femmes retourneraient à une situation inchangée de violence, ou présentant des risques);
- de nombreuses femmes sont admises plus d'une fois dans des maisons d'hébergement plus d'une fois -- dans l'ensemble, 45 p. 100 des femmes ayant résidé dans des maisons d'hébergement y étaient déjà allées avant, et 32 p. 100 de toutes les admissions dans les maisons d'hébergement étudiées par le SIC sur douze mois étaient des femmes qui s'étaient réfugiées dans la maison d'hébergement plus d'une fois au cours de la période de douze mois.



**Entrevues de départ avec les résidentes :** Les données recueillies par le SIC couvraient un vaste éventail de sujets et ont donné lieu à un certain nombre de conclusions principales, dont certaines des suivantes :

- **large éventail de services :** les clientes ont indiqué avoir utilisé un large éventail de services dans les maisons d'hébergement, et avoir obtenu de l'aide pour accéder aux services communautaires par l'intermédiaire des maisons d'hébergement. Pour ces femmes, les maisons d'hébergement ont été à la fois des refuges et des sources de services.

Les maisons d'hébergement offraient des services et de l'aide matérielle, par exemple : aide pour trouver un logement; transport; aide ou conseils juridiques; information sur les services sociaux; consultation et conseils, information et soutien de groupe; articles de ménage et vêtements; et services de garde d'enfants. De nombreuses maisons d'hébergement ont aussi aidé leurs clientes à accéder aux services en les accompagnant aux rencontres avec les services sociaux ou juridiques et, souvent, en les raccompagnant à leur appartement.

- **degré de satisfaction élevé des clientes :** les notes accordées par les clientes témoignent du degré de satisfaction élevé en ce qui concerne tous les aspects des maisons d'hébergement, et plus particulièrement : la sécurité de la maison; les lieux et les aires communes; la durée du séjour permis; les services utilisés à la maison d'hébergement et la réceptivité culturelle des maisons d'hébergement.
- **faible pouvoir social ou économique des clientes :** en témoignaient l'absence ou la faible niveau des revenus, les faibles niveaux d'instruction et la proportion de femmes sans emploi parmi les utilisatrices des maisons d'hébergement. Seulement 2 p. 100 environ de ces femmes ont terminé leurs études secondaires ou ont poursuivi des études postsecondaires, et 13 p. 100 seulement s'attendaient à vivre avec leur propre revenu une fois partie de la maison d'hébergement.
- **la difficulté d'enrayer la violence familiale :** la forte proportion de femmes qui retournent à la situation de violence, presque la moitié des clientes, le démontre.
- **l'absence de logements :** environ 18 p. 100 des femmes quittant des maisons d'hébergement ont indiqué qu'elles avaient eu de la difficulté à trouver des logements, que ce soit à court ou à long terme, et ont souvent donné cette situation comme un facteur du retour à la situation inchangée de violence.

## Composante de suivi

La composante de suivi du SIC a comporté des groupes de discussion et des entrevues personnelles avec des clientes de maisons d'hébergement. Cette composante visait à obtenir une évaluation rétrospective des services, ainsi que l'avis des clientes sur ce que les maisons d'hébergement auraient pu faire pour mieux les aider à répondre à leurs besoins. La plupart de ces groupes et entrevues ont été menés avec des clientes qui avaient utilisé des maisons d'hébergement quelques mois plus tôt. Cependant, dans certains cas, les entrevues et les rencontres ont eu lieu avec des clientes devenues membres de groupes permanents après avoir recouru aux services d'urgence de la maison d'hébergement. Les entrevues et les rencontres étaient généralement organisées par les maisons d'hébergement, dans leurs locaux, et une attention particulière était accordée à la confidentialité et à la sécurité.

En général, cette composante de la recherche a révélé un fort degré de satisfaction chez les clientes, concernant le service reçu. Les clientes ont indiqué ce qui suit :

- degré de satisfaction élevé concernant les services fournis par les maisons d'hébergement, et forte conviction de la nécessité d'offrir l'accès à des maisons d'hébergement dans toutes les collectivités;
- contribution importante de l'expérience vécue en maison d'hébergement à l'amélioration de la confiance en soi, à l'occasion d'évaluer la situation et d'y penser, et à la prise de décisions pour l'avenir, etc.
- difficultés considérables à trouver un logement;
- opinions, après coup, sur certaines choses qu'il aurait été bon d'avoir :
  - davantage d'aide de la part des services sociaux et des organismes juridiques, et meilleure coordination des services;
  - plus grande fermeté dans l'application de la loi et le soutien, de la part des autorités policières;
  - participation soutenue à des groupes de soutien permettant d'échanger de l'information et de participer au counselling offert sur une plus longue période;
  - davantage d'aide à trouver un logement, et davantage de temps accordé pour prendre des décisions en matière de logement;
  - fonds de démarrage additionnels permettant aux clientes de se réinstaller.

Les clientes ont aussi indiqué que, pour que les maisons d'hébergement offrent la meilleure aide possible aux femmes, il faut nettement améliorer l'accès à des logements de rechange abordables et convenables, obtenir davantage d'aide de la part des organismes de services sociaux et des organismes juridiques, et coordonner les services des maisons d'hébergement et de ces organismes.

## **Sondage sur les services aux clientes non hébergées**

Le sondage sur les services aux clientes non hébergées a révélé que les maisons d'hébergement offrent un vaste éventail de services, en plus de fournir aux femmes des refuges d'urgence. En fait, ces services se sont révélés nettement plus importants qu'on ne l'avait prévu dans les estimations initiales découlant du rapport provisoire sur Opération refuge (1992). On a constaté que le nombre de femmes utilisant les maisons d'hébergement pour obtenir du counselling, de l'information et des services de soutien est bien plus élevé que les estimations antérieures. En effet, le sondage sur les services aux clientes non hébergées a indiqué que les maisons d'hébergement avaient répondu à plus de 130 000 demandes de clientes au cours de l'année du SIC.

On a aussi trouvé que les maisons d'hébergement s'adonnaient à toute une gamme d'activités d'éducation publique, d'information de la collectivité et d'établissement de programmes de concert avec divers organismes. Dans certaines collectivités, les maisons d'hébergement et leurs groupes de parrainage ont créé des bureaux satellites et des services de counselling à l'extérieur de leurs locaux afin d'essayer de répondre aux besoins des femmes des régions rurales et éloignées.

## **Tableaux statistiques sur douze mois**

Des tableaux détaillés (voir l'Annexe C) donnent des statistiques choisies concernant les clientes qui sont arrivées et celles qui sont parties, et les entrevues de départ détaillées menées avec un échantillon de 2 306 résidentes. Les statistiques ne couvrent que les données reçues au cours de la période de septembre 1992 à décembre 1993<sup>1</sup> et ne sont pas pondérées. Elles seront mises au point pour le rapport d'évaluation. Tous les tableaux englobent les maisons d'hébergement relevant du programme de logement spécial sans but lucratif et d'Opération refuge, donnant ainsi une vue d'ensemble de la base de données du SIC. Par conséquent, les tableaux statistiques ci-joints ne doivent pas être cités ou utilisés à quelque fin connexe que ce soit.

## **Conclusions connexes des études menées sur place**

**Étude sur les besoins spéciaux :** Une composante distincte de la recherche portait sur l'examen des besoins des femmes dont l'accès à des maisons d'hébergement était peut-être compliqué par des circonstances ou des besoins spéciaux. Cela a été démontré par les études de collectivités particulières, auxquelles s'ajoutent les points de vue supplémentaires recueillis au moyen

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<sup>1</sup> Période de référence couvrant les deux périodes de cueillette de données, comme nous l'avons indiqué précédemment.

d'entrevues avec des représentants d'organismes spécialisés choisis, notamment des organismes nationaux et provinciaux. On a examiné la situation des femmes autochtones, des femmes membres de minorités visibles, des immigrantes et des femmes souffrant de handicaps physiques, de maladie mentale, d'alcoolisme ou de toxicomanie. Pour ce faire, des entrevues ont eu lieu avec des employés de maisons d'hébergement, des représentants de groupes de parrainage et des employés d'organismes communautaires fournissant des services et mettant en application des programmes pour les groupes ayant des besoins spéciaux.

Les résultats de cette recherche semblent indiquer que les maisons d'hébergement s'efforcent de fournir un éventail complet de services à ces femmes, mais qu'elles rencontrent des problèmes importants qui exigent plus particulièrement la formation du personnel et des ressources humaines supplémentaires, et la coordination du soutien et des services fournis par les organismes qui s'occupent spécialement de ces groupes et de ces problèmes.

**Études de cas :** Treize maisons d'hébergement autochtones (7) et non autochtones (6) ont fait l'objet de visites et d'un examen visant à évaluer les aspects liés à la création de maisons d'hébergement du point de vue des modèles de services, des besoins en services et des incidences sur la collectivité. La recherche a été menée au moyen d'entrevues avec des employés de maisons d'hébergement, des membres des conseils, des représentants d'organismes communautaires et d'autres organismes (par exemple les aînés, dans les collectivités autochtones).

Les études de cas des maisons d'hébergement ont mis au jour un vaste éventail de modèles de services novateurs et créatifs, des répercussions importantes et divers degrés de soutien communautaire. Une grande part des points forts et des enjeux des maisons d'hébergement autochtones et non autochtones était comparable, mais dans certains cas, leurs démarches étaient uniques. Voici certaines observations particulières :

- **Maisons d'hébergement autochtones :** On a constaté que les maisons d'hébergement autochtones fonctionnaient suivant des méthodes novatrices dans des collectivités complexes où les problèmes de violence familiale étaient très graves. Généralement, ces maisons d'hébergement étaient situées dans des collectivités des premières nations que caractérisaient les conditions économiques médiocres et l'absence de services sociaux et de services connexes. Bon nombre de ces maisons d'hébergement desservaient un certains nombres de collectivités ou d'établissements humains épars dont certains n'étaient accessibles que par avion, autre facteur venant compliquer la prestation du service.

Les *besoins* constatés étaient impérieux comme en témoignent les opinions exprimées par bien des gens. En de nombreuses occasions, les employés des maisons d'hébergement et des organismes communautaires ont estimé la proportion des cas de violence à «au moins 80 p. 100». Aux dires des répondants des collectivités, l'enjeu de traiter ces problèmes a souvent été compliqué par l'absence de choix de logements, par les problèmes sociaux (pénurie d'emploi, problèmes d'alcoolisme et de toxicomanie) et par la complexité des valeurs culturelles communautaires, particulièrement en ce qui concerne l'intervention en matières familiales.

*Les modèles de services* comportaient une diversité de services et de méthodes adaptés à la culture et éprouvés, une attitude axée sur la collectivité et une attention particulière aux services aux clientes non hébergées. De plus, les valeurs communautaires concentrées sur les modèles globaux qui renforcent l'importance du maintien de la famille aidaient à canaliser les efforts de traitement et de prévention qui requéraient la participation de la famille et de la collectivité. On a constaté cet effet dans l'application des programmes à l'intention des familles, mais aussi des programmes conçus spécialement pour les hommes.

De façon concrète, la plupart des maisons d'hébergement autochtones trouvaient les activités de diffusion très importantes. Dans un cas, une maison d'hébergement autochtone avait évolué de manière à appliquer avant tout un programme de diffusion, ce qui démontre à quel point leur collectivité était disposée à réinventer, ou à modifier, les programmes sociaux de sorte qu'ils répondent à leurs besoins propres. Ce modèle pourrait être appliqué à d'autres collectivités rurales ou éloignées compte tenu de la possibilité d'utiliser de diverses façons les installations existantes (services résidentiels, halte-accueil, salle de réconciliation, centre de consultation).

Le renforcement des initiatives culturelles des maisons d'hébergement était considéré comme une stratégie essentielle, tant pour le service direct que pour l'éducation des membres de la collectivité. En outre, une gamme variée de besoins a été soulignée en matière de formation, de ressources améliorées pour les programmes et de programmes spéciaux pour les enfants et pour les hommes violents.

- **Maisons d'hébergement non autochtones :** On a souvent constaté que les maisons d'hébergement non autochtones présentaient des caractéristiques correspondantes à celles des maisons autochtones quand les circonstances sociales et contextuelles étaient semblables. Par exemple, certaines des maisons d'hébergement desservant des régions rurales connaissaient des problèmes similaires à ceux des maisons autochtones pour ce qui était des distances, de l'accès, des problèmes de logement et de l'absence de services sociaux.

*Besoins :* Les collectivités non autochtones ont généralement signalé des besoins et des problèmes semblables aux collectivités autochtones, mais pas le même degré élevé de violence familiale. D'après les perceptions des répondants des collectivités, on estimait que la proportion de la violence familiale dans les collectivités non autochtones se situait entre 10 p. 100 et 40 p. 100, par comparaison aux estimations des répondants des collectivités autochtones, qui le situait entre 80 p. 100 et 90 p. 100.

Certaines des maisons d'hébergement desservant des collectivités rurales et des collectivités ayant une forte proportion d'immigrants ont aussi rencontré des obstacles culturels semblables à ceux qu'on trouve dans les collectivités autochtones et qui entravent l'utilisation et les programmes. Certaines des maisons d'hébergement non autochtones ont aussi signalé qu'une forte proportion de femmes autochtones utilisaient leurs services et que, dans certains cas, elles représentaient jusqu'à 40 p. 100 des clientes.

*Modèles de services :* Les types de modèles de services offerts par les maisons d'hébergement non autochtones variaient nettement de l'une à l'autre, particulièrement en ce qui concernait la portée des programmes communautaires et les services dépassant l'hébergement d'urgence. Un certain nombre des maisons d'hébergement étudiées offraient des modèles de services extrêmement novateurs, notamment les bureaux satellites, les services de soutien et de prévention à la collectivité (présentations sur la violence dans les écoles, etc.), les programmes s'adressant aux hommes, aux enfants et aux jeunes adultes, l'éducation de la collectivité, etc.

**Conclusions :** D'après les études de cas des collectivités, les maisons d'hébergement semblaient constituer des initiatives communautaires précieuses ayant de nombreuses répercussions positives pour ce qui était d'aider les collectivités à s'attaquer à la violence familiale.

La comparaison de la gamme complète des programmes d'hébergement étudiés a donné lieu à la suggestion d'un large éventail de modèles et de démarches novateurs (décrits plus haut) qui aurait pour effet un échange plus général d'information entre les maisons d'hébergement. Il a semblé aux chercheurs qu'il était vivement nécessaire d'adopter des mesures dans ces domaines afin d'améliorer la formation, échanger l'information et étendre davantage les réseaux de maisons d'hébergement de manière à créer ces importants programmes.

Les besoins d'améliorer les services communautaires, par exemple l'accès à la sécurité du revenu, étaient jugés prioritaires par les maisons d'hébergement. D'autres priorités particulières venaient alimenter la nécessité de programmes supplémentaires.

### **Conclusions des analyses de suivi sur les données du SIC**

Les analyses de suivi du SIC ont attiré l'attention sur deux types importants de conclusions. Premièrement, en matière de fluctuations saisonnières et de taux d'occupation, on a constaté que les maisons d'hébergement connaissaient des hauts et des bas considérables en termes d'admissions, selon la période de l'année, et aussi selon les différentes parties du mois (début du mois, par rapport à la fin). Ces irrégularités ont été considérées comme liées à la tendance de nombreuses maisons d'hébergement à être bondées par moments.

L'analyse des facteurs relatifs à la décision des femmes de retourner à une situation de violence, ou présentant des risques, semble indiquer que le revenu de la femme et l'accès à des services de soutien du revenu (entre autres services) pourraient être des facteurs importants dans cette décision.

*En général, les femmes qui étaient capables d'obtenir des services de soutien du revenu et les femmes qui avaient leur revenu propre allaient plus vraisemblablement décider de ne pas retourner à la situation de violence ou présentant un risque.* Cette conclusion a été considérée comme une indication de la nécessité d'améliorer la rapidité de l'accès aux services de soutien du revenu pour les femmes résidant dans des maisons d'hébergement, de sorte qu'elles puissent prendre une décision plus indépendante.

Ces résultats semblent indiquer l'existence de problèmes importants à l'échelle plus étendue de la structure des ressources et des programmes communautaires. Ces problèmes doivent être résolus, si l'on part du principe qu'aucune femme ne devrait se trouver obligée de retourner à une situation de violence, ou présentant des risques, pour la seule raison qu'elle n'a pas d'autre choix.

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# 1. Introduction

## 1.1 APPROACH AND CONCEPTUAL FOCUS

**Project Haven:** The Project Haven Program, delivered by Canada Mortgage and Housing Corporation (CMHC) on behalf of Health and Welfare Canada, was a component of the Federal government's interdepartmental Family Violence Initiatives which provided support to a national approach against family violence. The priority of the Project Haven program was to focus on the needs of those women currently underserved with this type of accommodation such as Aboriginal, rural, visible minority, immigrant and physically-disabled women.

The Project Haven Program provided capital funds in the form of interest-free, non-repayable and fully forgivable financing which was for non-profit community groups and First Nations to create emergency shelters for women and their children who experienced family violence. Mortgages were provided by CMHC and forgiven at a rate of one fifteenth of the mortgage 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. Project operating assistance was not provided under Project Haven. Sponsor groups had to secure an assurance of operating assistance from the responsible federal, provincial, territorial or other agencies prior to CMHC's commitment of funds.

In general, most of the operating funding for these shelters was provided by provincial/territorial governments (with Federal cost-sharing under Canada Assistance Plan) and from Indian and Northern Affairs Canada, for shelters located on reserves, and in communities primarily serving aboriginal women. Operating funding was often supplemented by different sources, including municipal funding, fundraising, donations and grants.

There are seventy-eight shelters for abused women and their children which received funding under the Project Haven Program across Canada. Twenty-four of these shelters are targetted primarily for Aboriginal families. These shelters are part of Canada's larger effort at providing shelters for women and children experiencing family violence -- a "system" including over 400 largely independent shelters.

**Evaluation Background:** In 1992-93, on behalf of the Government of Canada and in consultation with Health and Welfare Canada, Canada Mortgage and Housing Corporation (CMHC) collected basic information for an evaluation of the Project Haven Program.

The evaluation was comprised of a number of components occurring as part of CMHC data collection activities. These components included: the development of a Client Information System (CIS) which provided profiles of the types of clients served by the program, their needs for housing assistance and the provision of services to meet client needs; a CMHC Sponsor Survey which obtained sponsor group views on the Project Haven Program, shelter policies, funding issues and short and long-term housing needs of shelter clients; a Community Needs and Impacts Study which provided case study information on the needs of women living in various types of communities including Aboriginal women, rural women and women living in remote northern locations and A Study of the Special Needs of the Unserved Population of Abused Women which examined issues of access to shelter services. Among these evaluation data sources the Client Information System (CIS) was foremost in providing basic statistical and client-oriented data.



## 1.2 THE CLIENT INFORMATION SYSTEM

The Client Information System (CIS) was designed to collect information from women using the shelters, including client needs, background information, client satisfaction with shelters, service use, housing problems and service gaps. There were three parts to the CIS: the Monthly Resident Summary; the Resident Departure Interview; and the Non-Residential Component.

**Monthly Resident Summary:** Included all women who stayed at the shelter during the 12-month period of the evaluation. It consisted of an entry chart to collect information such as:

- date of entry;
- reason for entry;
- referral source;
- number of children accompanying; and
- previous use of shelter.

When women left the shelter, a departure chart was used for a 1-in-4 sample of women\* to collect information such as:

- date of departure;
- reason for leaving shelter; and
- destination upon leaving shelter.

**Resident Departure Interview:** This interview was conducted by shelter staff with a sample of women (one in four at the beginning of the study, later adjusted to one in three to facilitate shelters with a smaller client base) just before they left the shelter or as close to departure as possible. The Departure Interview gathered information on:

- the abuse situation;
- the shelter experience; and
- leaving the shelter.

**Non-Residential Component:** The non-residential component of the CIS involved a survey of non-residential users of shelter services. This survey included two main components: (1) a log of telephone and walk-in contacts, with information collected on each contact or walk-in (type of contact, crisis or other situation, type of request, information/shelter given, referrals); and (2) a brief summary of community and outreach services offered by shelters.

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\* Or a minimum of 3 women per month per shelter. A sampling guide was built into the monthly summary form in the Departure section.

### 1.3 INITIAL STEPS AND PROCESSES

**Start-up and Phasing:** The Client Information System (CIS) was implemented with 78 Project Haven shelters and 20 Special Purpose shelters in all regions of Canada to collect this detailed data on clients of the shelter. The data was collected in two phases: (1) a Pilot Phase beginning in September-October, 1992 in English language shelters across Canada and in November-December, 1992 in Quebec and New Brunswick; and (2) the Main Data Collection in December, 1992 to November, 1993. Details of the chronology of these two phases during the implementation of the CIS are illustrated in Display 2.1 on page 7.

**Process Overview:** The data collection methodology of the CIS was designed with a plan for extensive telephone liaison with shelter personnel at start-up. Because of the nature of this study, it was perceived to be of the utmost importance that all researchers were trained to project a relaxed, open, friendly and knowledgeable manner and to exercise extreme sensitivity when talking to shelter personnel. Only female members of the research team were engaged in direct contacts with the shelters.

**Training:** Prior to the initial contacts with shelters, training kits were distributed to the researchers which included materials on family violence,\* a Telephone Orientation and Survey Hotline Manual and First Telephone Follow-up forms. Researchers, who had been selected for their knowledge of and sensitivity to these issues were given an initial study period to familiarize themselves with the materials followed by a training conference call, where CMHC evaluation staff outlined the purpose of the study and answered questions and concerns posed by the researchers.

**Initial Contacts:\*\*** The initial contact to shelter personnel established the correct contact person, whether materials had been received, the identification of any problems completing the forms and notification of a second contact to obtain suggestions and comments from the shelters about the materials. Initial reluctance to cooperate from some shelters was encountered at this time, with all such cases referred back to the CIS Centre. A low key but persistent approach obtained cooperation from the majority of these shelters.

**Follow-up Contacts\*\*** were made to all shelters later in October and valuable and useful suggestions and comments were received from shelter staff during this pilot phase of the study with many of the suggestions being incorporated into the materials.

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\* Materials from the National Clearinghouse on Family Violence, Family Violence Prevention Division of Health and Welfare Canada, etc.

\*\* It should be noted that Quebec and New Brunswick shelters joined the evaluation at the end of November with the first two contacts as described above being completed for those shelters at that time.

## 1.4 CIS MAINTENANCE

All of the CIS forms were to be completed by staff at the shelter, and for this reason, every effort was made to minimize demands for staff time. Even so, the CIS called for a good degree of administrative attention and a notable degree of shelters' staff time.\*

Self training was reinforced from the start, as the initial forms sent to the shelters were accompanied by a manual outlining key features and steps in the evaluation. Topics included: general evaluation information, an overview of the forms with instructions on how to complete, an explanation of the initial schedule of the pilot phase incorporating feedback from the shelters, instructions on how to return the forms, possible questions and answers and some definitions.

**Ongoing Training of Shelter Staff** on the CIS forms and procedures continued throughout the study as an ongoing activity, with self-training of staff being a key component (especially where shelters experienced staff turnover).

A considerable amount of one-to-one re-training by telephone was provided throughout the year as shelters telephoned in with problems or SPR staff telephoned shelters to clarify ambiguities or missing data. A considerable amount of one-to-one problem-solving with the individual shelters also continued throughout the year.

**Updates As An Aspect of Training:** As the forms were mailed each subsequent month, accompanying updates concerning the progress of the study and emerging procedural issues were a continuing feature. For example, updates addressed such issues as completeness of forms or sampling procedure. These were sent to each shelter with the subsequent monthly mailings, and outlined problem areas and possible solutions.

A key feature of the monthly updates during the 12 months was to emphasize the importance of obtaining the client viewpoint through completion of the departure interviews. The importance of completing the target number of interviews was also stressed (with an increased maximum of 5 interviews for larger shelters and a modified sampling rate). This emphasis on the green departure interview component was also reinforced during the one-to-one telephone contacts. The very notable rise in the number of departure interviews reported received in the 12 months, leads us to conclude that this strategy had the intended effect.

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\* The high level of cooperation and continuing support by shelter staff throughout the CIS period assisted the study team greatly in all aspects of the research.

## **1.5 FIELD AND OTHER STUDIES**

By early Summer 1993, initial contacts were being made for field visits to selected study shelters planned for June-July, 1993. The purpose of these field visits was: (1) to provide case studies (particularly of Aboriginal communities and shelters); (2) to provide qualitative studies of special needs;\* and (3) to conduct discussion groups to examine views of women after they had used shelters.

Shelters evidenced a high degree of cooperation with field studies with all field research completed by August, 1993. This qualitative research has been reported on in separate reports to CMHC/Program Evaluation Division.

An additional component of the CIS was a survey of non-residential services conducted for a one-week period in Fall, 1993.

Shelters were also asked to participate in other surveys by the Program Evaluation Division and Statistics Canada during the 12-months so that the issue of administrative and paperburden for the evaluation was considerable (see within for discussion of related issues).

## **1.6 COMMUNICATIONS AND FEEDBACK OF RESULTS**

Two reports were prepared by CMHC Program Evaluation and sent to shelters with the May 1993 and the September, 1993 Updates. The reports included selected highlights (some preliminary statistics) from the Monthly Summary forms of the CIS as well as brief descriptions of the study process to each date.

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\* This study focuses on access to shelter services by women whose experience of family violence is compounded by specialized needs. Special needs are defined as including such situations as mental health problems, alcohol, drug or substance abuse, or ethnic/cultural differences, etc.

## 2. Twelve-Month CIS Data Overview

### 2.1 STUDY IMPLEMENTATION

Ongoing work of the CIS proceeded well, with monthly follow-ups and contacts to shelter staff continuing throughout the year. This work was aided by a strong follow-up and support system ("800" hotline, outgoing "check-up" calls to shelters, daily problem-solving, etc.). Details of chronology of the implementation of the CIS are shown in Display 2.1 below.

**DISPLAY 2.1**  
**CHRONOLOGY OF CIS EVENTS**  
**September 1, 1992- November 30, 1993**

Approximate Date	Key Events
<hr/>	
Pilot CIS Phase Begins	
September, 1992	Mailing of September English-language kits (includes forms for residents as of September 30, 1992, and entries and departures in October, 1992 and departure interviews for October).
October	Telephone contacts* with shelters.
November	Mailing of French and bilingual-language kits (includes forms for residents as of November 30, 1992 and entries and departures in December 1992, and departure interviews for December).
Main CIS Begins	
December, 1992 to November, 1993	Monthly mailing of CIS kits. Telephone contacts with shelters. Mail-return of monthly reports and interviews.
June-July	Case studies, special needs studies, focus groups.
September to November	Non-residential services survey.
December 15, 1993	Cut-off date for data processing, 12-month's end.
<hr/>	

\* Telephone contacts with shelters were conducted as needed on a regular basis for problem-solving, clarifications, etc.

## 2.2 SHELTER PARTICIPATION

Throughout the study period (September, 1992 to December, 1993) we continued to experience very good cooperation and participation. Most shelters had agreed to participate right from the start of the study, and were submitting forms on a regular basis throughout the study period.

While a target of 100% participation of shelters was achieved nominally, evidenced by agreement to participate, shelters provided only about 90.6% of the monthly reports requested for the CIS.

This rate of participation was judged excellent, allowing for reliable and valid estimations of utilization, characteristics of shelter users, etc. There were, however, some gaps -- where shelters began late, or where gaps occurred because of internal factors (e.g., changes in shelter staff), or where shelters did not submit a form for a given month.\* In these instances, low-key telephone contacts were made to shelter staff in an attempt to close these "gaps" where possible but with a keen appreciation of any difficulties being faced by the shelter (e.g., change in Executive Directors, shelter staff stretched to the maximum during busy periods, etc.) As a result, participation measured as the percentage of all required reports that were received, was 90.6% as of writing for the 12-month period. Details are shown in Display 2.2.

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\* One Project Haven shelter in the original study sample was not open at the start of the study and still not open by month 11, and was therefore not included.

**DISPLAY 2.2**  
**PARTICIPATION BY SHELTERS IN THE CIS YEAR**  
**SEPTEMBER, 1992-NOVEMBER, 1993**

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON- ABORIGINAL SHELTERS	PROJECT HAVEN	NHA NON-PROFIT SPECIAL PURPOSE
<u>MONTHLY SUMMARY: ENTRIES</u>				
% OF EXPECTED REPORTS SUBMITTED IN 12 MONTHS	89.1%	91.3%	92.1%	80.0%
<u>MONTHLY SUMMARY: DEPARTURES</u>				
% OF EXPECTED REPORTS SUBMITTED IN 12 MONTHS	88.6%	90.0%	88.7%	79.9%
<u>DEPARTURE INTERVIEWS:</u>				
% OF EXPECTED REPORTS SUBMITTED IN 12 MONTHS	88.0%	88.7%	87.2%	77.3%

## 2.3 MONTHLY SUMMARY DATA

Success of the monthly summary form was evidenced by participating shelters reporting data on 8,975 residents who entered shelters in the 12 months. Simultaneously, shelters provided data on 8,116 residents who departed shelters in the same period. (It should be noted that about 18% of these women were repeat users of shelters (where women entered a shelter, left, and re-entered again within the study period)).

By the end of the CIS year, over 9,000 users of the study shelters were in the CIS data base. This data yield substantially exceeded the targets set for this data collection activity as proposed in the *Interim Report on Project Haven (1992)*.

## 2.4 RESIDENT DEPARTURE INTERVIEW DATA

While originally somewhat difficult for shelters, this component of the CIS became easier, and produced more data as the study progressed through the year. This was evidenced by improved rates of returns, and improved data quality. Even so, data yields were behind those targetted at mid-term of the CIS year, so the sampling ratio was increased to 1-in-3, with a minimum of 5 women per month for shelters with sufficient numbers of clients.

As a result, The yield of detailed departure interviews increased significantly during the second, third and fourth quarters because of changes to the sampling procedure, and because of further communications with shelters on the procedure and the importance of this component.\*\* In all, 2,306 departure interview forms were completed by shelter staff in the 12 months and received by the CIS Centre as of the data processing cut-off.

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\* Problems with this form were particularly common in the first two quarters for a variety of reasons, including lack of clients, shelter concern about workload, and operational features of shelters (particularly the tendency of clients to depart unexpectedly or stay for very short periods of time).

\*\* The coding of the "Residents to be Included in Departure Interview" column on the Monthly Summary form was changed so that one in every three residents was to be interviewed instead of one in every four. This was done to clarify selection for shelters having a small number of clients in a month.



## 2.5 SUMMARY: OVERALL DATA YIELD

Overall data yield from the CIS was valid, reliable and of good quality, as suggested by the detailed 12-months statistics provided below. Substantial numbers of cases reported will provide highly reliable statistics for key variables (see Display 2.3).

Analysis of the data files indicate a high level of data completeness overall (there are some cases where shelters miss a month). An indicator of overall completeness is that comparison of entry and departure data for shelters has shown a relatively good match of entry and exit data from the summary forms, with less than 6% of client data unmatched by the researchers' criteria (mis-matches are thought by the CIS team to be the result of gaps in monthly reports or errors in recording individual identification codes). (See next page regarding item data quality.)

**DISPLAY 2.3**  
**AVAILABLE DATA FROM THE 12 MONTHS**  
**REPORTING PERIOD**

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON- ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
<u>MONTHLY SUMMARY:</u> SAMPLE FOR ALL ENTRIES. 12 MONTHS (# OF WOMEN)	1,843	7,132	6,880	2,095
<u>MONTHLY SUMMARY:</u> SAMPLE FOR ALL DEPARTURES. 12 MONTHS (# OF WOMEN)	1,658	6,458	6,228	1,888
<u>DEPARTURE INTERVIEWS:</u> 12 MONTHS (# OF WOMEN)	539	1,767	1,804	502

## 2.6 DATA COMPLETENESS/QUALITY

Overall, data quality for the monthly summary was good. For example, incidence of complete data for key monthly summary variables in the 12 months was:

### DISPLAY 2.4

#### DATA COMPLETENESS IN THE MONTHLY SUMMARY

% Complete Data*	Variable
95.2	Aboriginal Status
98.3	Community Lived In
98.3	Type of Community (urban, rural, etc.)
94.7	Employment Status
98.1	Disability
99.1	Reason for Entry
98.8	Referral Source
90.5	Previous Times Left Abuse Situation
92.9	Previous Use of Shelters
98.7	Departure Destination
98.4	Reason Returning home

\* For variables used throughout the 12 month study period.

Departure interviews showed a somewhat less complete data picture, largely, the researchers concluded, because of interviews completed from files (where women departed unexpectedly, or before an interview could be completed in person), and because of sensitivity of some questions. Data completeness for a sample data file (second and 12 months data combined) for selected questions was:

**DISPLAY 2.5**

**DATA COMPLETENESS IN THE DEPARTURE INTERVIEWS**

<b>% Complete Data</b>	<b>Variable</b>
95.3	Difficulty Getting to Shelter
98.6	Living Situation Before Shelter
82.6	Years Coping with Situation
93.8	Community Services Used
77.4	Overall Helpfulness of Shelter
93.3	Problems Finding Housing
98.1	Marital Status
84.7	Education
96.0	Income Source Before Shelter

### 3. Some CIS Results

#### 3.1 MONTHLY SUMMARY COMPONENT

Some unweighted CIS statistics for the 12 months are provided in the pages immediately following, and in Appendix C of this report. Those in the pages immediately following are taken from the monthly summary data for 8,975 clients entering shelters, and for 8,116 clients who departed shelters in the 12 month study period.

Based on information derived from the monthly summary data, the following key issues emerge:

- o women entered shelters primarily for reasons of battering, psychological abuse and other abuse, with only small percentages using shelters for non-abuse related reasons;
- o strong coverage of Aboriginal women -- a key goal of Project Haven was the provision of service to Aboriginal women; this was reflected in the overall clientele (30% of women were Aboriginal women), and also in the number of Project Haven shelters serving primarily Aboriginal women;
- o the relative lack of economic power of these abused women -- reflected in a very small percentage with independent employment incomes -- only 10% were reported to be employed full-time;
- o women between the ages of 20-39 accounted for 72% of entries to shelters, with over one-half of all residents entering shelters being accompanied by children;
- o 47% of women leaving the shelter return home, with 27% of those reported by shelters to be returning to an unchanged situation; and
- o many women enter shelters more than once -- altogether 45% of women entering shelters had used a shelter before, and 13% of all admissions to the specific shelters in the 12-month CIS period were women who used the shelter more than once.

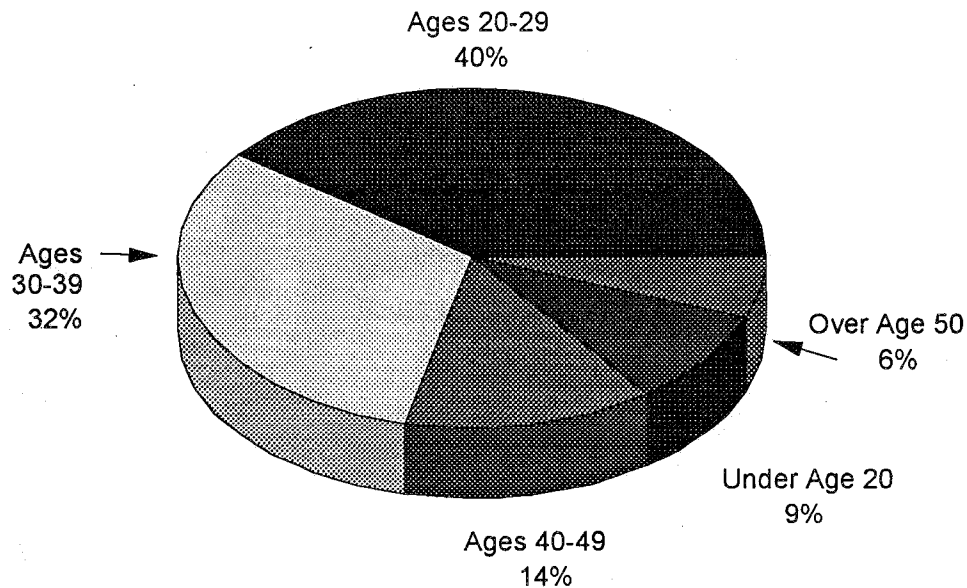
Detailed tables in Appendix C of this report show similar unweighted statistics as well as statistics from detailed departure interviews for Aboriginal and non-Aboriginal shelters and Project Haven versus Special Purpose shelters.

The following data is from the monthly summary forms for the 12-month period of the study. This information indicates the type of data collected through the CIS and illustrates client profiles, referral sources, repeat use of shelters and destinations/situations after leaving the shelter. Selected data from the Resident Departure Interviews administered by shelter staff have been included in some instances to clarify the findings from the monthly summary form.

### 3.1.1 Age of Clients Entering Shelters

Shelter clients tended to be young women in the 20 to 39 year age group, with the shelter primarily serving younger women (40% ages 20 to 29). But shelters also served very young women (9% under age 20), and older women (6% over age 50). Shelters were also found in some cases to shelter non-abuse clients at the request of community agencies. For example, a number of cases were noted of child welfare agencies placing children and infants in Aboriginal shelters for temporary care, apparently on grounds of cultural appropriateness. (Isolated cases of placement of infants and children were also noted in non-Aboriginal shelters, in particular in rural/remote areas.)

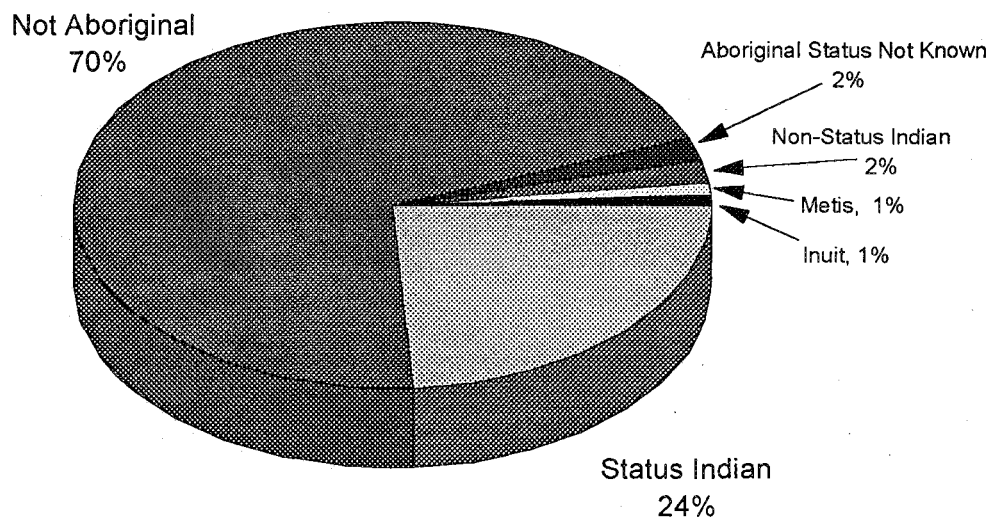
**Display 3.1**  
**Age of Clients Entering Shelters**  
(From CIS Monthly Summary Entry Charts)



### 3.1.2 Aboriginal Status of Clients

Aboriginal and non-Aboriginal shelters served a large proportion of Aboriginal clients. These women were primarily Status Indians (24%), as compared to other Aboriginal groups (6%). This reflects the relatively large number of Aboriginal shelters located in First Nation communities. It should be noted, however that a significant number of non-Aboriginal shelters served geographic areas that included First Nations or other Aboriginal communities, so that some of these shelters had substantial numbers of Aboriginal women as clients. In some non-Aboriginal shelters, 30% to 40% of their clients were Aboriginal women.

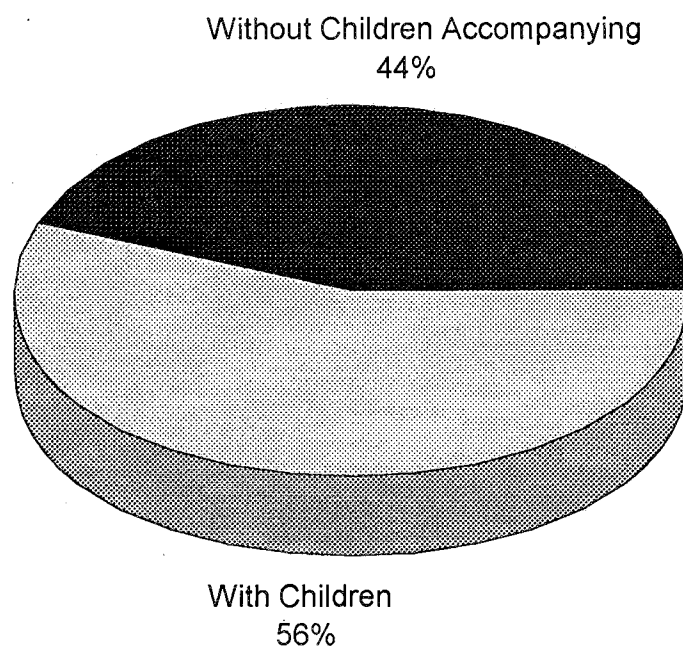
**Display 3.2**  
**Aboriginal Status of Clients**  
(From CIS Monthly Summary Entry Charts)



### 3.2.3 Accompaniment by Children

A majority of women using shelters were found to be accompanied by their children (56% of women using shelters were accompanied by one or more children). According to community respondents, many other women did not bring their children to shelters for reasons of child protection, temporary placement with relatives, custody concerns or other issues.

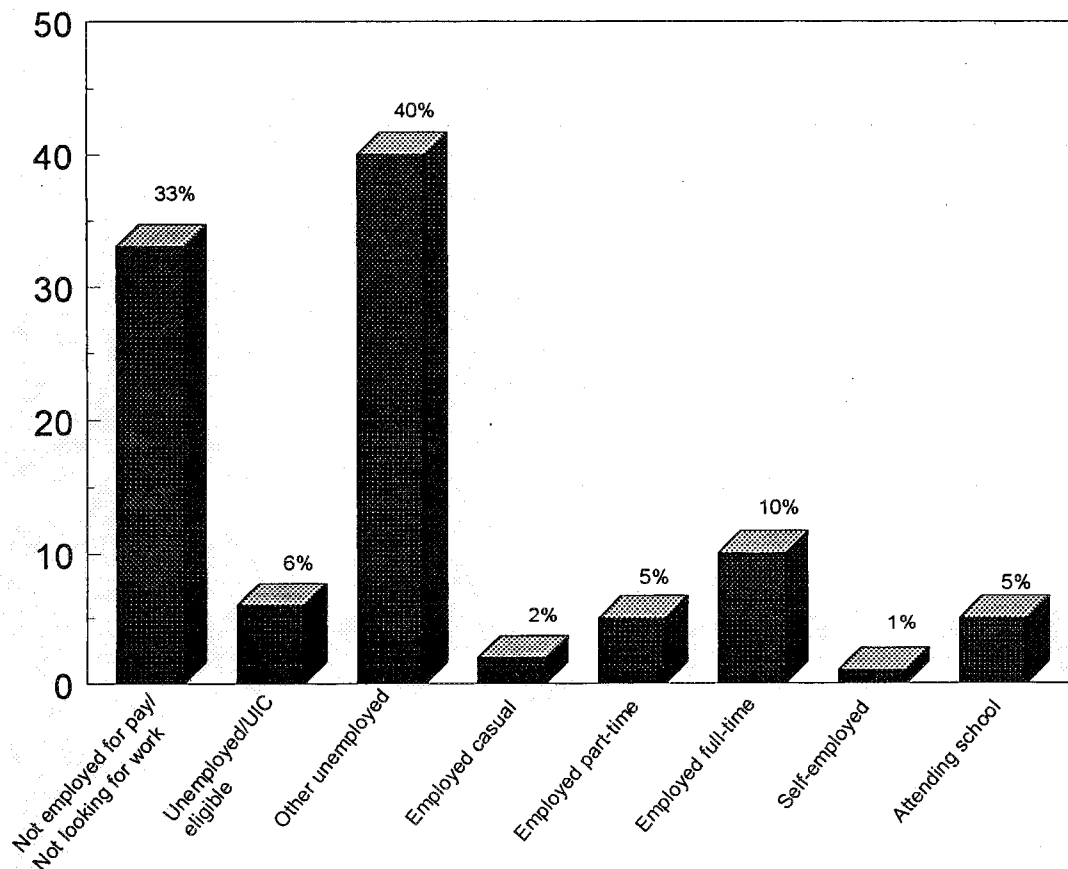
**Display 3.3**  
**Accompaniment by Children**  
(From CIS Monthly Summary Entry Charts)



### 3.1.4 Employment Status of Shelter Clients

The employment status of women using shelters indicates that women using shelters tend to be disempowered or economically disadvantaged. Only 10% of women using shelters were employed full-time, with another 8% reporting other types of employment (part-time, casual, etc.), and 5% were reported to be attending school. Lack of employment, or apparent underemployment (part-time, casual, etc.) appeared to be a characteristic of the women using shelters. Economic dependency was reported by community respondents to be a significant factor in the tendency of women to return to abusive situations.

**Display 3.4**  
**Employment Status of Shelter Clients**  
(From CIS Monthly Summary Entry Charts)

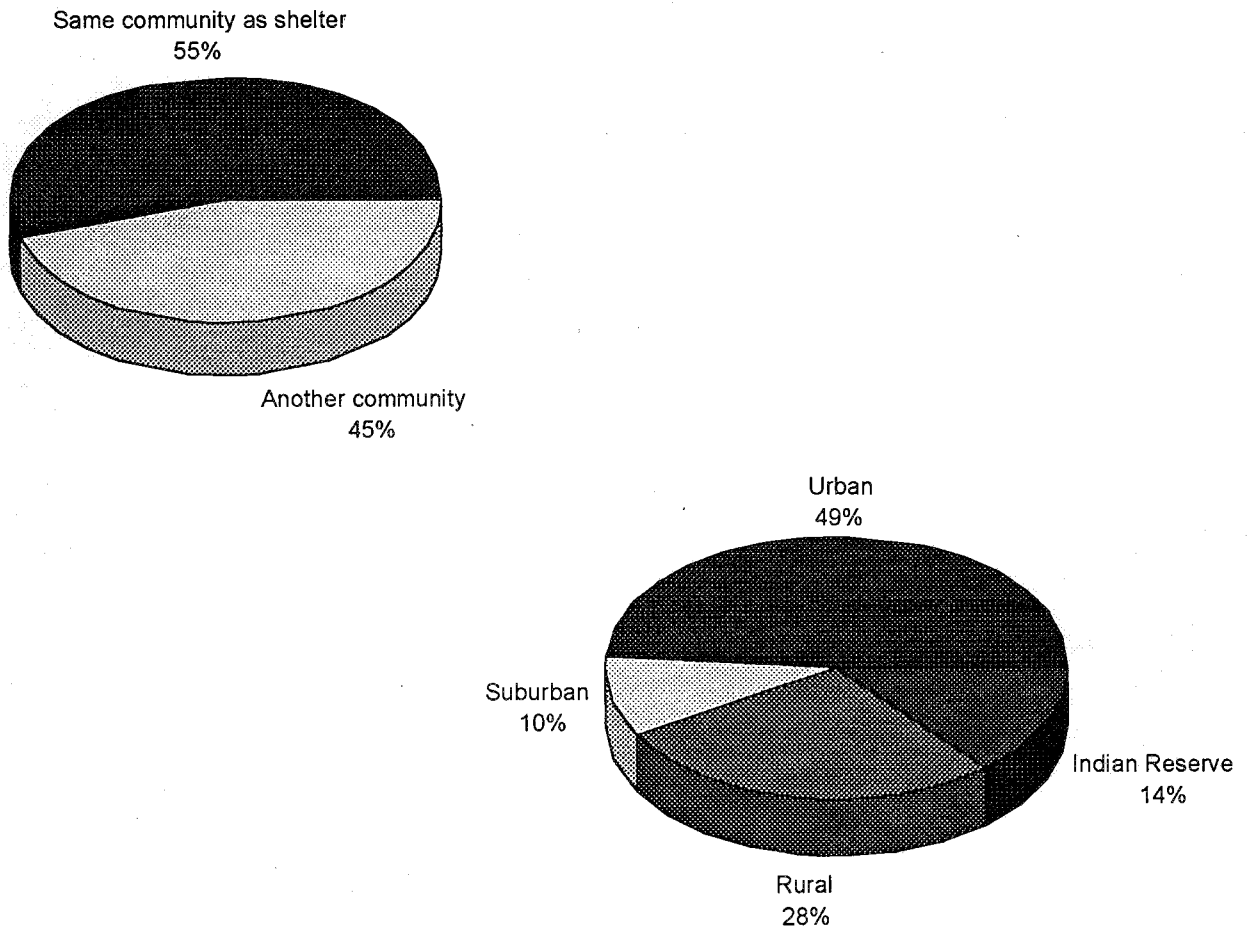




### 3.1.5 Community Characteristics of Shelter Clients

Shelter clients often travelled to another community (55% of all clients) to access shelter services. Possible explanations for this could be unavailability of shelters in their own communities or for reasons of assuring physical safety. Most of the women using the shelters came from urban areas, but substantial numbers came from rural (28%), and suburban communities (10%), and a significant minority (14%) came from Indian reserves.

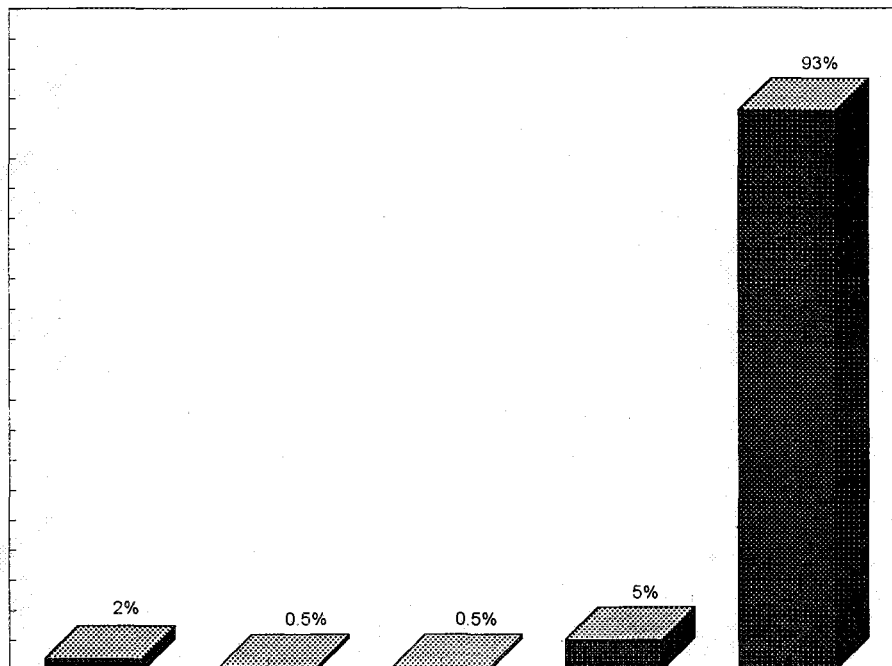
**Display 3.5**  
**Community Characteristics of Shelter Clients**  
(From CIS Monthly Summary Entry Charts)



### 3.1.6 Disability Characteristics of Shelters' Clients

Generally, shelters tended to serve relatively few women with disabilities. Over 90% of clients were indicated to have no disabilities, with small percentages having disabilities involving mobility (2%), visual conditions (.5%), hearing (.5%), or other disabilities (5%). (the "other" category was, on the basis of CIS field reports (i.e. Case Studies, Special Needs Study) thought to be comprised primarily of mental health problems. (Note that these results do not necessarily suggest that few women with disabilities have need of shelters. Based on the data, we do not know if instead, it may reflect difficulties of disabled women accessing shelters.)

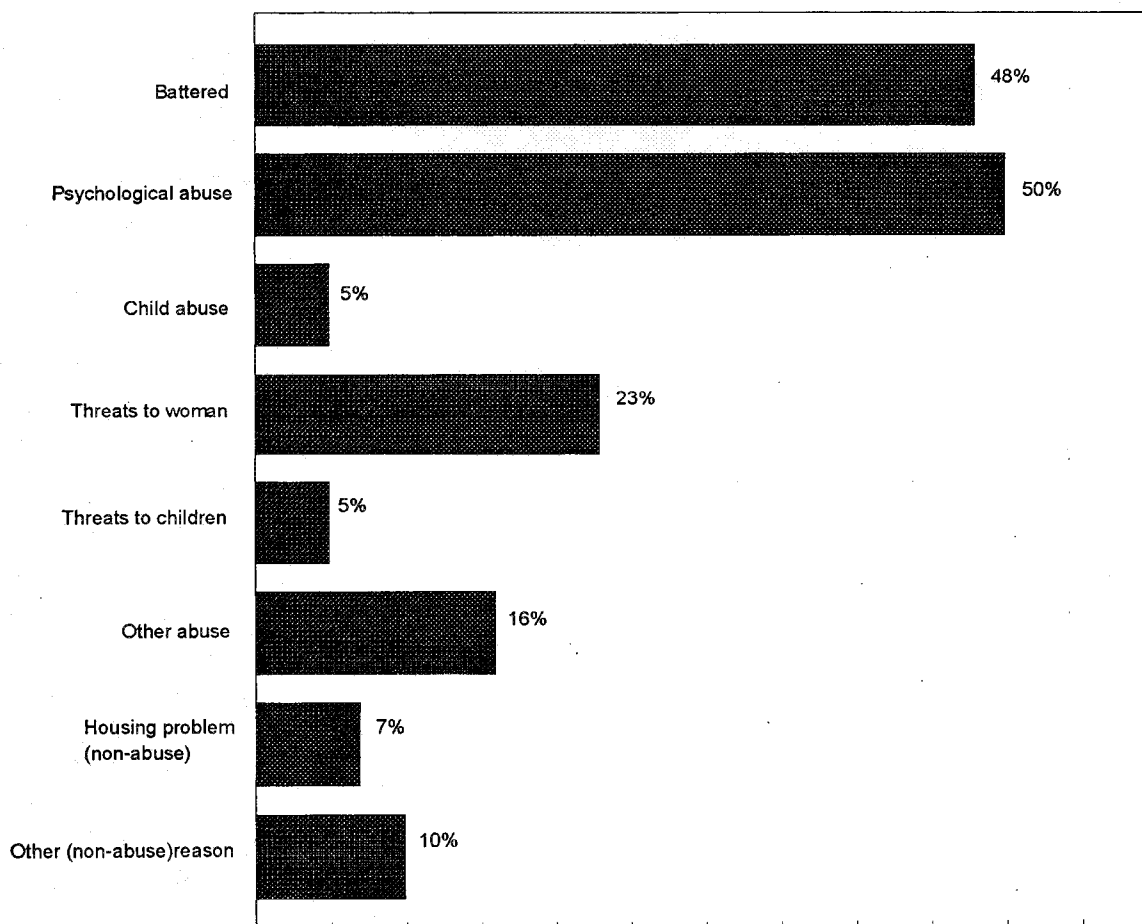
**Display 3.6**  
**Disability Characteristics of Shelter Clients**  
(From CIS Monthly Summary Entry Charts)



### 3.1.7 Reasons for Coming to the Shelter

Reported reasons for women entering shelters most commonly included battering (48%) and psychological abuse (50%). Other reasons were prominent, however, including threats to the woman or her children (28%), child abuse (5%), and other abuse (16%). Non-abuse reasons for accessing shelters were reported for housing (7%) and other reasons (10%). These reasons often overlapped, so that in total, 10% of clients were reported to use shelters for non-abuse reasons, discounting overlap between these two categories. Some of these cases included "community liaison cases" of the type noted earlier (e.g. placements at the request of community agencies). As well, an undetermined number of these cases are reported by shelters to include women who are abused in one of the ways indicated, but who (for reasons of embarrassment or psychological denial) state different reasons for coming when showing up at the shelter.

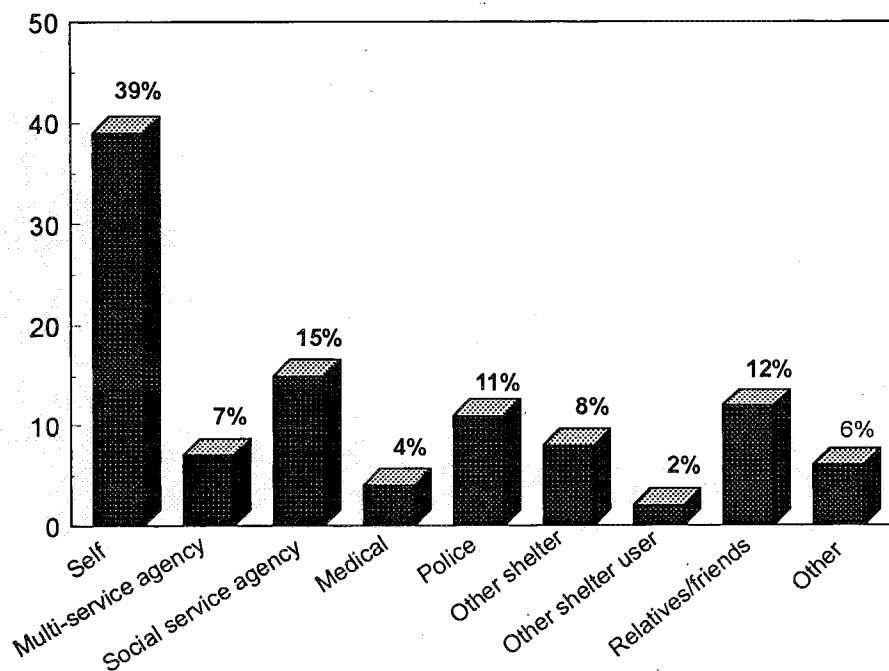
**Display 3.7**  
**Reasons for Coming to the Shelter**  
(From CIS Monthly Summary Entry Charts,  
does not add to 100% because of multiple responses)



### 3.1.8 Referral Source in Coming to the Shelter

By far, the greatest single referral source identified in the CIS is self-referral (39% of all clients). However, repeat use of shelters must be considered for these numbers to be understood clearly (see below). Other referral sources included social service agencies (22%), police (11%), medical (4%), relatives/friends (12%) and others. Repeat use must be controlled to understand the impact of agencies, since repeat use will probably account for a substantial majority of the self-referrals (after having been referred once to a shelter by a social agency or the police, a woman would probably most likely just decide to go back on the basis of her own awareness -- thus many self-referrals).

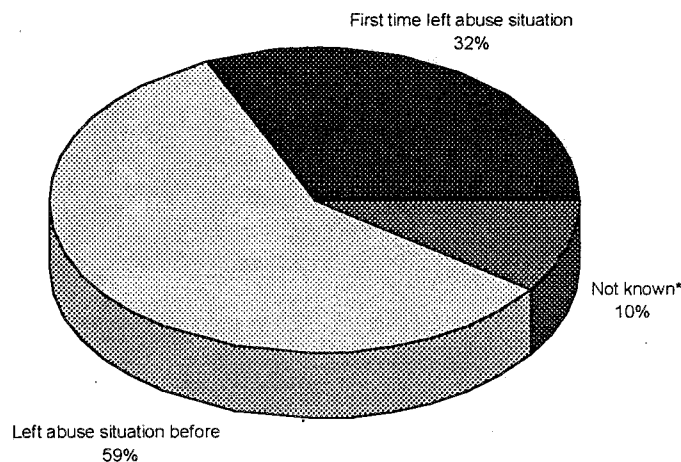
**Display 3.8**  
**Referral Sources in Coming to the Shelter\***  
(From CIS Monthly Summary Entry Charts,  
does not add to 100% because of multiple responses)



### 3.1.9 Previous Times Left Abuse Situation

Findings from the CIS that illustrate the complex process women experience when coping with abuse are the high incidence of women leaving the abuse situation more than once, and repeat use of shelters. In this study, the majority of women using shelters reported leaving the abuse situation before (59% of women). This of course can only occur if women return repeatedly to the abuse situation, a phenomenon clearly indicated by the data for these women.

**Display 3.9**  
**Previous Times Left Abuse Situation**  
(From CIS Monthly Summary Entry Charts,  
does not add to 100% because of multiple responses)



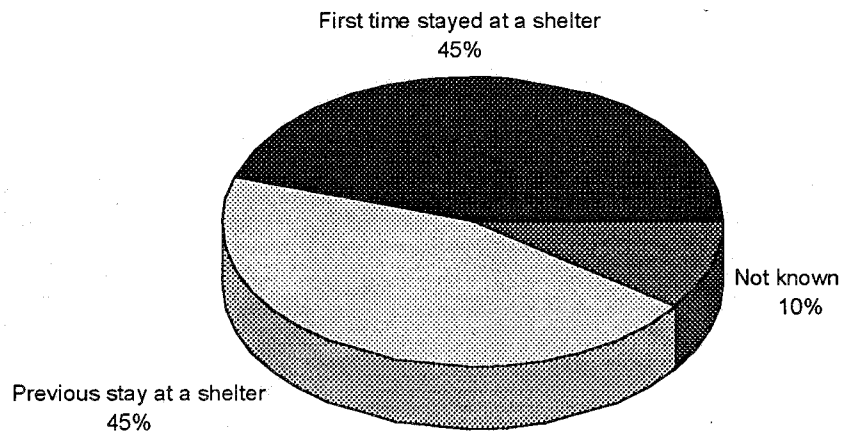
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\* In the pilot phase of the CIS recording year, a significant portion of missing data emerged for this question. In other cases, shelter staff were unable to collect this information.

### 3.1.10 Previous Use of Shelters

Consistent with the findings on leaving the abuse situation, nearly half of the women in the study were reported to have used a shelter previously. Repeat use of specific shelters was found to occur frequently even in the twelve months for which each shelter provided data (about 13% of women are estimated to be repeat users for their specific shelter). In the pilot phase of the CIS recording year, a significant portion of missing data emerged for this question. In other cases, shelter staff were unable to collect this information. This estimate may underestimate repeat use of shelters given that women may go to different shelters in different communities.

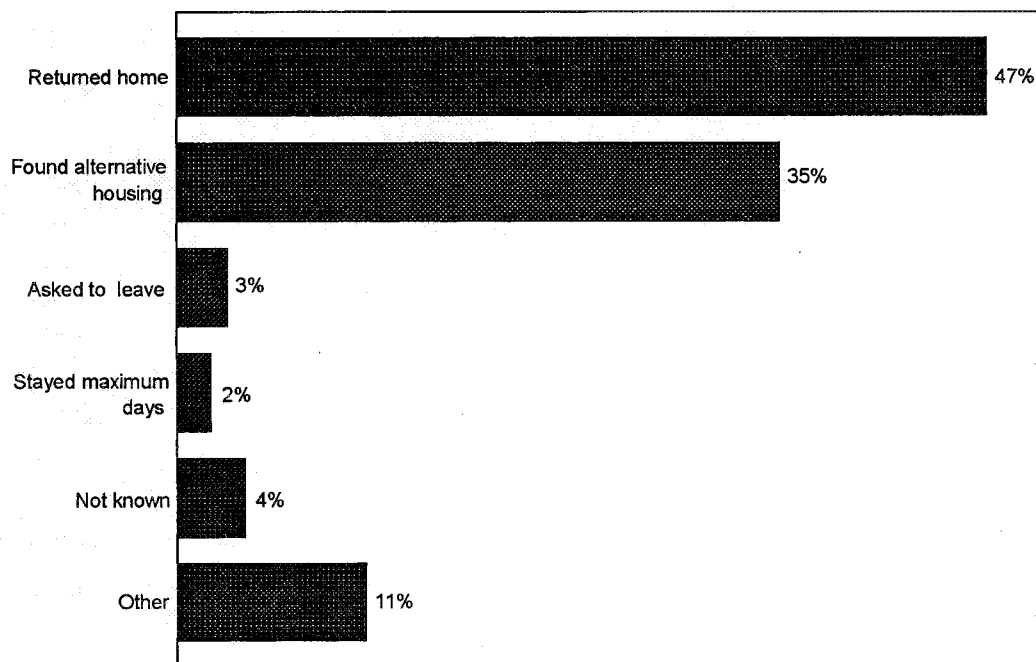
**Display 3.10**  
**Previous Use of Shelters**  
(From CIS Monthly Summary Entry Charts)



### 3.1.11 Reasons for Leaving the Shelter

Most women left the shelter to return home (47%). A second substantial group was reported to have found alternative housing (35%). While many women appeared not to resolve their family violence situation, a substantial minority of shelter clients did leave the shelters to establish independent housing. Qualitative research (e.g., case studies) indicates that some women do return to the abuse situation after establishing independent living because of, for example, inadequate housing, poverty and isolation.

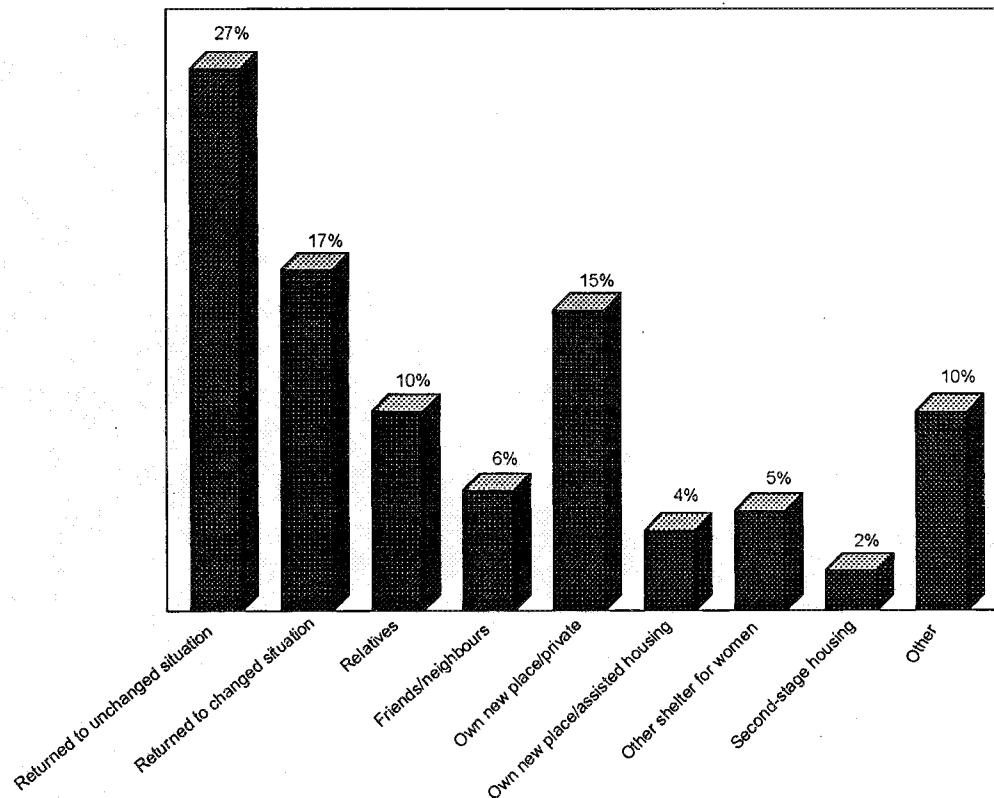
**Display 3.11**  
**Reasons for Leaving the Shelter**  
(From CIS Monthly Summary Entry Charts)



### 3.1.12 Destination/Situation After Leaving Shelter

Actual destinations and situations of the women leaving shelters were more complex, however, as suggested below. In total, shelters reported that 27% were returning to an unchanged situation (separate analysis of the more detailed departure interview data suggest that about 20% of these women are returning to abuse or risk situation with no major change likely to prevent recurrence of the abuse. A number of women (17%) were reported by shelters to be returning to a changed situation (sometimes with social services supports (family counselling) or justice system supports (court orders)). But many women reported to be going to alternative accommodation were moving to accommodation that was likely temporary (relatives/friends/neighbours, 16%; 5% were expected to go to another shelter). Only 19% were reported to be moving to a new place of their own, and only 2% were reported to move into second-stage housing. Technical analyses (see Section 4.3) suggested that among other reasons, these women often returned because of lack of income.

**Display 3.12**  
**Destination/Situation After Leaving the Shelter**  
(From CIS Monthly Summary Entry Charts)





### **3.2 DATA FROM THE RESIDENT DEPARTURE INTERVIEW COMPONENT**

The in-depth interview component of the study suggested a number of important themes, some of which are consistent with data from the monthly summary. Key issues included services, client satisfaction, low client economic status, the difficulty of resolving family violence, and lack of housing as an issue.

#### **3.2.1 Services while at the Shelter**

Clients reported using a wide range of services in shelters and reported receiving assistance in accessing community services through shelters (see Display 3.13). For these women, shelters provided both residential and service benefits.

Shelters provided extensive services and material assistance. Many shelters also assisted clients in accessing the services, accompanying them to meetings with social services or justice agencies, and often accompanying women to get their belongings. Key services included:

- o help to find housing; transportation;
- o legal advice/assistance; social service information;
- o consultation and advice; informal and group support;
- o household goods/clothing; and
- o child care.

**DISPLAY 3.13**  
**SERVICES RECEIVED WHILE AT SHELTER\***

---

	<u>Community Services</u>
46%	Legal advice/assistance
35	Household goods (clothing, toys, etc.)
35	Medical services
34	Income support services
27	Help to find housing
19	Child care
18	Children's counselling
18	Any other supports/services
12	Educational/training information
7	Referral to second-stage housing
4	Employment services
	<u>Services Provided by Shelter</u>
87%	Consultation/advice
63	Informal/group support
48	Transportation
35	Intervention with social services
29	Child care
22	Accompaniment to social services
21	Accompaniment to legal/court
16	Any other supports/services
12	Accompaniment to get belongings
12	Intervention with schools
5	Translation

---

\* From CIS Resident Departure Interview.

### 3.2.2 Client Satisfaction

**High client satisfaction:** was evidenced in positive client ratings of all aspects of shelters, especially: safety and security of the shelter; physical space and common areas; length of time allowed to stay; services used at the shelter; and cultural sensitivity of the shelter.

**DISPLAY 3.14**  
**CLIENT SATISFACTION WITH ASPECTS OF THE SHELTER\***

	Helped a lot	Helped a little	Did not meet my needs
Safety/security of the shelter	91.4%	8.0%	.6%
Overall helpfulness of shelter	86.3	13.2	.5
Length of time you were allowed to stay	85.6	12.3	2.1
Cultural sensitivity of shelter	82.5	15.7	1.8
Suitability to physical disability(ies)	80.6	14.2	5.1
Suitability for your child(ren)	78.5	19.1	2.3
Services you used at shelter	78.4	20.7	.8
Getting to talk to other women	77.1	19.7	3.2
Common areas	76.2	21.7	2.1
Space for living	73.4	22.5	4.1

\* From CIS Resident Departure Interview.

### 3.2.3 Socio-economic Indicators

Low levels of education and lack of employment are clear characteristics among abused women using shelters. Higher income women may experience abuse, but only about 2% of these women had completed high school or had any higher education, and only 13% expected to rely on their own income after leaving the shelter. In subsequent analyses, lack of own income was found to correlate significantly with the woman's decision to return to the abuse/risk situation (see section 4.3). This finding parallels other research (see separate report on Technical Analyses of the CIS).

**DISPLAY 3.15**  
**SOCIAL DEMOGRAPHIC CHARACTERISTICS\***

<b>Highest Level of Education</b>		
18.5%		Grade School
43.5		Some High School
19.8		Completed High School
18.1		Post-Secondary (technical, college, university)
<b>Birth Language</b>		
55.0%		English
23.1		French
21.9		Other
<b>Main Source of Income Before and After Leaving the Shelter</b>		
<u>Before</u>	<u>After</u>	
48.3%	59.8%	Social Assistance
17.6	6.8	Spouse/partner's employment UIC
10.8	4.9	Spouse and own employment/UIC
10.5	13.0	Own employment/UIC
.4	1.2	Support payments from spouse/partner
9.8	9.3	Other
2.7	5.1	Don't know

\*From CIS Resident Departure Interview.

### **3.3.4 Other issues Affirmed by the Departure Interviews**

**The difficulty of resolving family violence** was evidenced by the high incidence of women returning to the abuse situation -- almost half of clients.

**Lack of housing as an issue:** about 18% of women leaving shelters reported difficulties finding both short- and long-term alternative shelter -- often reported as a factor in returning to the unchanged abuse situation.

### **3.3 DATA FROM CLIENTS AFTER LEAVING THE SHELTER**

#### **3.3.1 Method of the Follow-up Study**

Discussions were held with former residential clients of Project Haven shelters during June-September, 1993 in five locations across Canada. The purpose of the discussions was to augment the information obtained directly from the Client Information System (CIS) and to provide important follow-up data.

Assurances of confidentiality for all information was given and that the identity of participating shelters and individual former clients would be protected. Shelter staff and participants were informed that the purpose of the discussions was to receive the views and suggestions of women who have used the shelters over the past year or so, on issues related to their experiences at the shelter, the issues they faced when they left the shelter, and their present needs.

Shelter staff made all arrangements for the conduct of the discussions by contacting former residential clients to ask them to participate, to explain what the discussions involved, to assure them of confidentiality (no names to be revealed), and to discover their preference for individual interviews or group discussions. (Clients took part in one-to-one interviews, in group discussions, and by telephone interview. Supervisory shelter staff were made available to the researchers during the discussions if needed.)

The follow-up component of the Project Haven Evaluation augmented the information from the CIS and provided perspective from former residential clients. Views were obtained on a wide range of topics, including: services provided during stay at shelter from both shelter staff and community agencies or organizations; follow-up services clients needed after leaving the shelter from shelter staff and the community; housing needs and issues upon leaving the shelter; overall impact of the shelter in helping the client deal with an abusive situation; and suggestions to improve services provided by shelters and communities.

### 3.3.2 Assessments of the Shelter Experience

The discussions with former residential clients point to a number of important findings, including the following, regarding such aspects as the shelter stay, community services, housing problems and other issues.

**The Shelter Stay:** The former residents were generally positive about their stay at the shelter which ranged from nine days to six weeks. They reported shelter staff to be caring, helpful and committed people who provided emotional support and a safe, secure environment. Other services received from shelter staff included information, support and assistance accessing community agencies and/or organizations, help with finding housing and referrals where needed.

For those women who had returned to the shelters more than once before beginning life on their own, the shelter staffs' non-judgmental approach was valued. Another appreciated aspect of the women's shelter stay that was mentioned frequently was shelter staff not telling the women "what to do" but helping them to make up their own minds.

Communal living was for many of the former residents a positive experience and they spoke of the benefits of talking with others in the same situation and how the shelter soon seemed like home.

Space, privacy and accommodation at the shelters were viewed by the majority of former residents to be satisfactory. A few clients found the space to be only adequate and would have liked more privacy, especially from resident children.

Some women however found the schedule to be demanding during such a short shelter stay particularly in the area of locating suitable accommodation for themselves and their children.

Former residents at some shelters spoke positively about the facilities for the children and the support and reassurance the children received from shelter staff. At other shelters dissatisfaction was expressed by former residents at the lack of counselling and services for children. Child care was the service most frequently mentioned as needed so that the women could keep appointments or look for housing.

After leaving the shelter the majority of former residents agreed on the importance and benefit, for both themselves and their children, of continued attendance at support groups, opportunities to share and exchange information and the availability of follow-up counselling.

**Community Services Issues:** Advocacy by shelter staff with the judicial/law enforcement agencies was helpful to many former residents. Shelter staff explained family court, interim custody and legal aid and often accompanied them to legal services. Many of the women commented that they received a better reception from agency or organization personnel when accompanied by shelter staff.

Some former residents also felt strongly that social service agency personnel (as well as other agency staff), are not sufficiently helpful or sensitive to women referred by the shelter (both during their stay at the shelter and afterwards). A few former residents had unpleasant experiences with particular law enforcement officers. Other women had very positive experiences with agency or organization staff and law enforcement officers and found them to be helpful and sensitive to their circumstances.

Waiting periods for agency services were problems for many former residents when they left the shelter. Counsellors being overbooked and concerns of the women that if they were not in crisis they would not be given sufficient attention by agency or organizational staff, were other dissatisfactions related.

Dissatisfactions were expressed by some respondents with the legal/judicial system. These included the difficulty of accessing legal aid, the responsiveness of lawyers in regard to legal aid, insensitivity of lawyers and judges to their circumstances, lack of enforcement of restraining orders, lack of information about their rights under the legal system and lack of appropriate penalties for abusers.

**Financial and Family Concerns of Clients:** A key difficulty of starting up on your own, participants observed, was insufficient start-up funding to become re-established. After leaving the shelter, women reported often being faced with severe economic hardship and finding it difficult to cope with necessary expenditures. Many relied on donations from the shelters or community agencies.

Parenting and child care issues were other concerns for women leaving the shelter. Mothers were concerned about custody issues, the safety of their children and school needs. Some former residents were concerned with accessing necessary counselling for their children from the community, especially for those exhibiting behavioral or emotional problems.

**Housing Problems:** The majority of former residents generally had consistent difficulty in finding accommodation when they left the shelter except in the one community providing second-stage housing. The problems caused by lack of housing options resulted in many of the women taking the first place that became available despite often numerous shortcomings. They observed that the short time frame for locating housing and the lack of availability of affordable housing in most communities caused them to make quick and hasty decisions during times of great stress.

Most of the participants reported that there was an acute shortage of affordable short-term and long-term housing in their communities. There is little assisted housing in most of the communities, with units coming on the market infrequently. Not all former residents who were interviewed were familiar with second-stage housing but all viewed it as very desirable for abused women and their children because of the safety it provided and the availability of follow-up counselling.



**Overall Evaluations:** When discussing the overall impact of the shelter in helping them deal with their abusive situation many former residents indicated that the opportunity to stay at the shelter had been important to them in gaining the confidence to break away. Even for those returning home it gave them time to begin healing and to assess their situation.

Shelter staff were spoken of very highly and it was agreed that they (former residents) were helped in many different areas through education of the abuse cycle and their rights, through help with referrals and accompaniment to community services, through help with finding housing and through counselling and emotional support.

### **3.3.3 Suggestions for Improved Shelter or Community Services**

The women participating in this component of the study had many suggestions for improving shelter and related services for women and children: All former residents agreed on how necessary shelters are to a community to provide a safe place for women in abusive situations and would like to see shelters made available to all communities.

Less pressure to make housing decisions quickly and better start-up resources were cited as being desirable as was the provision of resources to move to other accommodation, when the housing arrangements made for leaving the shelter were found to be unsuitable.

Many residents reported that they would like more information to be made available at the shelter on assisted housing and one woman commented she would like to see, in general, a closer relationship between shelters and the housing agencies.

The majority of former residents were emphatic about improvements they would like to see in community services. These included the desirability of agencies working together in a more cooperative fashion, better access to available community services, more sensitivity on the part of police and agency personnel to abused women, less trivialization of circumstances from the judicial system; supervision of custodial visits; job training with provision of child-care; better meeting of needs of Aboriginal and immigrant women, and attention to elder abuse.

All former residents would like to see less denial of family violence issues and more understanding and sensitivity from all the community through public education.

Overall the discussions with former residential clients indicated a high level of satisfaction with shelter services. At the same time the discussions showed a clear need for: improved housing options for clients establishing independent housing; increased sensitivity on the part of some agency and organization personnel to the circumstances of abused women and their children; and a continuing emphasis on follow-up counselling and on public education on family violence issues.

### 3.4 THE NON-RESIDENTIAL COMPONENT OF THE CIS

#### 3.4.1 Method of the Non-Residential Component

The non-residential component of the CIS involved a survey of non-residential users of shelter services and was implemented with all shelters during a one-week period in the Fall of 1993. This survey included two main components: (1) a log of telephone and walk-in contacts, with information collected on each contact or walk-in; and (2) a brief summary of community and outreach services offered by shelters.

Generally, this survey was a success, with reports provided by over 70% of shelters, and data provided on about 2,000 non-residential contacts with clients. This component of the study experienced only one problem other than the "paperburden" effect noted above, which was that some shelters had difficulty bringing their recording on-line in time to meet the original proposed specific week for recording. As a result, a number of shelters had to select an alternative recording week in consultation with CIS staff.

#### 3.4.2 Overview of Results

The non-residential component of the CIS indicated several important results:

- o shelters were found to serve very large numbers of non-residential clients, with total contacts for the study week much more substantial than anticipated in initial estimates from the Interim Report on Project Haven (1992). In total, the shelters were estimated to have made over 130,000 non-residential client contacts in the CIS year;\*
- o many of the non-residential contacts were found to be *re-contacts*, as in the main CIS, pointing to the significant tendency of women in abuse situations to have a need for continued support.
- o most shelters were found to be involved in a wide range of community programs and contacts.

Some of these findings are outlined in more detail in the next several pages.

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\* These estimates were made by factoring in non-response (72 of 97 shelters participated in the non-resident survey, and assuming that the one week studied was generally typical of a 52-week year.

### 3.3.3 Types of Non-Residential Contacts

Shelters had a wide range of non-residential contacts, including many contacts with previous residential clients. (Display 3.16). Many of these contacts were for emotional support, information etc. Only about 15% of these contacts represented requests for shelter. Of these calls, 5% were calls for medical/police intervention (Display 3.17).

Many contacts were from other sources than those from women experiencing family violence, for example, those calling on the woman's behalf, social agencies, calls regarding housing and other matters.

#### DISPLAY 3.16

##### PREVIOUS CONTACTS WITH SHELTERS

(totals may add to more than 100% because of multiple answers)

---

36%	Previous residential client
26	First Contact
24	Previous non-residential client
14	Other contacts
3	Not known

---

#### DISPLAY 3.17

##### TYPE OF CONTACT

(totals may add to more than 100% because of multiple answers)

---

51%	Emotional support
31	Needs general information
15	Needs shelter from abuse
7	Other contacts on woman's behalf
6	Housing Problem
5	Needs medical/police help
5	Social Service contact on woman's behalf
4	Community contact on woman's behalf
19	Other

---

Many of the women calling were experiencing psychological or verbal abuse (36%), while 22% reported that they were battered. Threats, other abuse and child-related threats and abuse accounted for other calls. Of the total number of calls, 38% were other (non-abuse) calls (Display 3.18).

These calls resulted in shelter follow-up 29% of the time, an offer of shelter admission 15% of the time, and admission to the shelter 6% of the time, reflecting perhaps the difficulty of the decision to go to the shelter. (Display 3.19) In 19% of cases, information was provided about community resources.

### DISPLAY 3.18

#### PROBLEM/SITUATION

(totals may add to more than 100% because of multiple answers)

---

36%	Psychological/verbal abuse
22	Battered
14	Threats to woman
13	Other Abuse
06	Housing problems
05	Child abuse
03	Threats to children
07	Uncertain
38	Other (non-abuse)

---

### DISPLAY 3.19

#### OUTCOME OF CONTACT

(totals may add to more than 100% because of multiple answers)

---

29%	Arranged shelter follow-up
25	Woman not admitted
19	Shelter information given
19	Community resource information given
17	Referral
15	Shelter offered admission
06	Admitted to shelter
04	Invited for assessment
24	Other

---

Women were not admitted to the shelters for various reasons (See Display 3.20), including not seeking shelter (57%), shelter full (9%), non-abuse problem (7%), and unable to meet special needs (2%).

Most calls required no referral (44%). However, shelters made many referrals to those calling (Display 3.21), for example, 13% to community services for adults, 8% to justice system, 7% to other shelters, 5% to police, 4% to medical services, 4% to children's services, and 4% to housing agencies.

#### **DISPLAY 3.20**

##### **REASON NOT ADMITTED**

(totals may add to more than 100% because of multiple answers)

---

57%	Not seeking shelter
9	Shelter full
7	Non-abuse problem
2	Unable to meet special needs
20	Other

---

#### **DISPLAY 3.21**

##### **REFERRALS MADE AS A RESULT OF CONTACT**

(totals may add to more than 100% because of multiple answers)

---

44%	No referral
13	Adult community services
8	Justice system
7	Other shelter
5	Police
4	Medical
4	Children's community services
4	Housing agency
22	Other

---

### 3.3.4 Shelter Reports on Other Non-Residential Services

Other than hotline/emergency services shelters were found to engage in a wide range of outreach, liaison and networking with organizations and other community programming. The non-residential data revealed a number of key findings including some of the following types of services being provided: individual support for former residents; non-resident outreach services; services to abusive partners; public education; and service coordination with other social service agencies. Specifically, outreach services provided by shelters were as noted in Display 3.22, for women and their families, and for communities generally.

**Services for Women and Families:** Shelters were found to provide a wide range of services for woman and their families, most importantly, shelters provided a wide range of in-house *services to former shelter residents* and to other women in the community (80% of shelters provided these services). Shelters also provided support to families (about half of shelters).

Shelters also provided *outreach services* to women and their families, supporting former shelter residents, through individual contacts, and support groups (about half of shelters provided one or more of these services). Services were also provided to children (support groups) by about a quarter of shelters, and abusive partners (about 10% of shelters).

**Community Services:** In addition to direct services to women and families, shelters were found to engage in a wide range of community activities aimed at improved responses to family violence.

Nearly all shelters (90%) reported that they engaged in *public education* activities such as speaking appearances, distribution of brochures etc. Many of these shelters ( 81%) reported use of press, radio and similar activities to educate the community about their services and about family violence generally.

The great majority of shelters also engaged in *inter-agency activities* to obtain services for shelter clients (89%), coordinate services to clients (83%), accompany clients to meetings with agencies (75%), and to provide direct services to other agencies, such as training (75%).

Overall, the significant efforts of shelters at providing these services must be considered in light of the absence of these services in some shelters. Since these services represent important parts of the effective shelter effort, gaps in these services should be closely examined and ways found to develop such services in the future for communities where they are lacking.

**DISPLAY 3.22**  
**OUTREACH SERVICES OF SHELTERS**

<b>Percentage of Shelters Offering Service</b>	<b>Types of Services</b>
<hr/>	
	<u>At the Shelter:</u> Non-Resident/Outreach Services to Women and/or Families
82%	Individual support to former shelter residents
79	Individual support to women in the community (other than former residents)
50	Family support to former shelter residents
43	Family support to women in the community (other than former residents)
39	Support groups for former shelter residents
35	Support groups that include women in the community (other than former residents)
26	Children's support groups
8	Services to abusive partners
	<u>Outside the Shelter:</u> Non-Resident/Outreach Services to Women and/or Families
51%	Individual support to former shelter residents
46	Individual support to women in the community (other than former residents)
42	Family support to former shelter residents
39	Family support to women in the community (other than former residents)
33	Support groups for former shelter residents
33	Support groups that include women in the community (other than former residents)
17	Children's support groups
10	Services to abusive partners
	<u>Non-Resident/Outreach to Women and/or Families by Telephone</u>
81%	Support to former shelter residents
81	Support to women from the community (other than former residents)
64	Support to children
<hr/>	

**DISPLAY 3.23**  
**COMMUNITY OUTREACH:**  
**EDUCATION AND INTER-AGENCY ACTIVITIES**

Percentage of Shelters Offering Service	Types of Services
	<u>Public Education and other Outreach to the Community</u>
90%	Public education (e.g. speaking to community or school groups, brochures, etc.)
81	Other prevention outreach activities (e.g. press, radio, booths in malls)
	<u>Co-ordination With Other Agencies</u>
89%	Arranging client services with other agencies/organizations
83	Services coordinated with other agencies/organizations
75	Providing services to other agencies/organizations (e.g. training)
75	Shelter staff accompany non-resident women to other agencies/organizations

\* Family can include all members of a household or family unit (e.g. woman and children; woman, partner and child(ren); woman and partner, etc.).



## **4. Other Evaluation Results**

### **4.1 SPECIAL NEEDS COMPONENT**

A Special Needs component of the Project Haven Evaluation (reported on in a separate report), examined the unique situation of women with special needs in accessing shelter services. Groups examined included women who might have difficulty accessing or using shelters because of Aboriginal status, membership in a visible minority, immigrant women, and women with problems of mental health and/or drug/substance/alcohol addictions.

The study method examined ways in which shelters considered these types of problems, whether women were ever denied service because of these problems, interagency strategies and related issues. This research involved field interviews in six shelter communities in all regions of the country.

Generally, the study of special needs indicated that:

- o shelters generally cope with special needs of clients, as a rule serving all women whenever possible, however important needs were found to be unmet for women with all types of special needs, with needs identified for:
  - improved availability of training on special needs issues for shelter staff;
  - increased public education on special needs issues as they relate to family violence;
  - greater inter-agency coordination, and improved related services (e.g. special services for abused women with mental health and substance abuse problems);
  - special facilities for some special needs groups, particularly women who are experiencing family violence at the same time they have mental health problems;
  - more materials/information targeted at immigrant women, related support services (translation, interpreters, etc.);
  - support groups for those in special needs circumstances.

Overall, these findings pointed as much to the need for improved access to general community services, as a remedy to the needs of these women, as to special services resources for the shelters themselves.

## 4.2 CASE STUDIES COMPONENT

### 4.2.1 Overview

Case studies of Project Haven shelters were conducted for several purposes: particularly to clarify questions regarding the service model and unique operations of shelters in Aboriginal communities, and to provide comparative analysis of similarities and differences to non-Aboriginal shelters in urban and rural areas.

These case studies (reported on elsewhere in two separate reports), were conducted in 13 Aboriginal and non-Aboriginal communities across Canada (some of these communities were the same as those studied in the special needs component).

These studies involved site visits to shelter communities in the Summer, 1993. Site visits usually lasted several days and involved interviews with a wide range of community contacts (particularly community social service and related agencies, justice officials, etc.). in addition to shelter staff. Research also involved interviews with board members, volunteers, community members, past clients of shelters, and others (such as Elders in Aboriginal communities).

Case studies of these shelters demonstrated a wide range of innovative and creative service models, important impacts and community support. Many of the strengths shown and challenges faced by Aboriginal and non-Aboriginal shelters were comparable, but in some cases their approaches were unique. Some specific observations were as noted below:

### 4.2.2 Case Studies of Aboriginal Shelters

Aboriginal shelters were found to operate in innovative ways in complex communities, often dealing with very severe family violence problems.

*Context:* Generally these shelters were located in First Nation communities characterized by poor economic conditions and a lack of social and related services. Many of these shelters served a number of scattered communities or settlements, in some cases accessible only by "fly-in" -- also a factor complicating service delivery. In some case study communities shelters were found to be highly divided regarding the appropriateness of shelters, with male-dominated power structures not always supportive of the shelters.

*Needs* were found to be severe, as noted in many popular accounts, with shelter staff and community social service agencies often citing the incidence of abuse at "80% or higher". Often, the challenges of dealing with these problems was complicated, community respondents indicated by the lack of housing alternatives, social problems (such as the lack of employment, alcohol and substance problems), and the complexity of community cultural values.

*Service models* involved a wide range of culturally appropriate and well-developed services and approaches, a strong community orientation, and a strong emphasis on non-residential services. In addition, community values centred on holistic models that reinforce the importance of maintaining the family, aided a focus on treatment and prevention which involves both the family and the community.

Operationally, community outreach activities were found to be very important to most Aboriginal shelters. In one case, an Aboriginal shelter had evolved into a primarily outreach program, reflecting the readiness of their communities to reinvent or modify social programs to meet their communities' unique needs. This model could be extended to other rural/remote communities in ways that consider multi-utilization of existing facilities (e.g. resident service, drop-in centre, peace rooms, counselling centre).

#### 4.2.3 Case Studies of Non-Aboriginal Shelters

Non-Aboriginal shelters were often found to share characteristics of Aboriginal shelters, when social-contextual circumstances were similar.

*Context:* Thus, for example, some of these shelters serving rural areas faced problems similar to those of the Aboriginal shelters in dealing with distances, access, housing problems, and lack of social services.

*Needs:* non-Aboriginal communities generally reported similar needs and issues as in Aboriginal communities, but not the same high incidence of family violence. Based on the perceptions of community respondents, the incidence of family violence in non-Aboriginal communities was estimated at "10% to 40%" range, as compared to the Aboriginal community estimation by respondents of "80% to 90%".

Some of these shelters dealing with rural and immigrant communities also faced cultural barriers to utilization and programming similar to those found in Aboriginal communities. Some of the non-Aboriginal shelters also reported a large number of Aboriginal women used the shelters, in some cases up to 40% of clients.

*Service Models:* non-Aboriginal shelters were highly variable in the types of service models provided. Shelters varied particularly in the extent of community programming, and services beyond simply providing emergency shelter. Shelters also varied somewhat in philosophy.

A number of the shelters studied showed extremely innovative service models, including satellite offices, community support and preventive services (dating violence presentations in schools etc.), programs for men, children and young adults, community education, and so on.

#### 4.2.4 Issues in the Case Studies

Researchers noted that although common goals towards models and approaches to provide shelter and services to women and children who are victims of family violence were found in all communities studied, successful application of these approaches depended on many factors and circumstances. In the Aboriginal communities, the length of time the shelter has been in operation, the amount of community support, interaction between sponsor groups and shelter personnel and the extent of public education required to foster awareness of family violence as a community problem, all impact on how successfully the shelter has been able to integrate into the social fabric of the community. Not all shelters studied were at the same stage with more positive impacts noted in some communities than others.

Many of these same factors come into play regarding non-Aboriginal communities especially in communities providing services to large populations of immigrant women.

In any case, comparisons among all of the shelter programs studied suggested models and approaches that would bear wider sharing and cross-emulation among shelters. Initiatives in these areas to improve training, share information, and better develop networks of shelters seemed to the researchers to be much needed to assist in developing these important programs. As well, the central importance of cultural issues in Aboriginal communities was seen as a key focus, and one worth additional program development.

### 4.3 TECHNICAL ANALYSES

Two aspects of the CIS data were subjected to additional analysis following conclusion of the CIS year. These were issues of seasonality and occupancy, and an examination of factors impacting on two aspects of shelter outcomes: the decision of the woman to return to the abuse/risk situation, and length of stay in the shelter. These results are outlined in a separate report *Follow-up Technical Analyses of the Project Haven Client Information System*.

#### 4.3.1 Seasonality and Occupancy

To consider the issue of seasonality, the CIS research team examined these questions: does shelter usage vary significantly by month of the year, or day in the month? This analysis focused on entries, and found: that shelter entries varied significantly by month, with increased shelter entries in the summer months, particularly in July and August. This variation was attributed by the researchers to many women deciding to leave the abuse situation at a time when they would more easily be able to rearrange schooling for their children.

Shelter entries also varied substantially by phase in the month, with shelter entries substantially reduced at the end of each month, and substantially increased at the start of each month. Entries were twice as high on the first day of each month, than at the end day of each preceding month. This variation was attributed by the researchers to the likelihood that the woman would be more likely to have cash, or a cheque, at the start of the month, and thus an improved option of leaving the abuse situation either temporarily or permanently.

Analysis of occupancy of shelters suggested that many shelters are *overcrowded* at one time or another. This effect was seen by the researchers as one which is amplified by seasonal and monthly fluctuations in shelter entries.

#### 4.3.2 Decision to return to the Abuse/Risk Situation

Multivariate statistical analysis (multiple regression) of the decision by women to return to an unchanged abuse/risk situation identified two key factors in the decision by women to return. These factors were: low use of community services, and low income/economic status. Results examining length of stay mirrored these results.

The analyses indicated that greater use of community income services, legal advice, and related services was significantly correlated with reduced propensity to return to the abuse situation. *Women who were able to use these services were less likely to return to the abuse risk situation.* The analysis also indicated that *women who were financially independent (main source of income was own wages/UIC) were less likely to return to the abuse situation.* Together, these results were seen as suggesting an important focus for improved support to the woman's decision making process -- in improving access to community services, and in streamlining access to income support services where they are needed by the woman.

## APPENDIX A

### DEFINITIONS USED IN THE CIS

#### Housing and Community Terms

**ABORIGINAL SHELTERS:** Shelters administered by a First Nation or Aboriginal organization and which are operationally funded by the Department of Indian and Northern Affairs.

**ASSISTED HOUSING:** Housing which is subsidized by one or more levels of government, usually providing affordable rents for low and moderate income households. This type of housing is often referred to as "public housing", "rent-geared-to-income housing", "social housing", and would include co-operatives and certain types of housing on Indian reserves.

**COMMUNITY:** The metropolitan area, city, town, village, county or reserve in which a person may reside. Depending upon the region, communities can consist of *combinations* of metropolitan areas, cities, towns, villages, counties or reserves.

**INDIAN RESERVE:** A tract of land which has been set apart for the specific use or benefit of an Indian Band or First Nation. Here the term reserve is meant also to include recognized settlements which Bands have established on Crown Land.

**RURAL:** An area with population centres of less than 2,500 persons, or which mainly includes human settlements such as small villages, farms and isolated houses.

**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.

**SUBURBAN:** In larger metropolitan areas, this includes outer urban areas or adjoining municipalities in an urban region. For example, Pointe-Claire in relation to Montreal, Quebec, or Scarborough in relation to Toronto, Ontario.

**TRANSITION HOME/SHELTER:** Is defined as a physical structure intended to provide safe, secure accommodation and offering support services for abused women. The term "shelter" is taken to be synonymous with the term "refuge". The physical structure may vary from a multi-unit dwelling to a single unit of accommodation (as in a safe home, for example).

**URBAN:** A city, town, or village with a population of 2,500 and over.

#### Employment Terms

**OCCASIONAL EMPLOYMENT:** Casual work including commissioned sales, babysitting, cleaning, bookkeeping, etc.

**PART-TIME EMPLOYMENT:** Consists of persons who usually work less than 30 hours per week. Also includes people who work 49 or less weeks per year with regular hours. Includes seasonal employment.

**FULL-TIME EMPLOYMENT:** Consists of persons who usually work 30 hours or more per week, plus those who usually work less than 30 hours but consider themselves to be employed full-time. This includes persons who work 50 to 52 weeks per year.

**NOT EMPLOYED FOR PAY/NOT LOOKING FOR WORK:** Consists of persons not currently on the labour market (e.g., women maintaining the home and looking after children).

#### Other Terms

**STATUS Indian:** An Indian as recognized under the terms of the Indian Act of Canada, including for purposes of this study, those who have regained status under Bill C.31.

**NON-STATUS Indian:** An Indian who does not have or has lost status under the Indian Act of Canada. This would include persons trying to regain their status under recent legislation.

**ABORIGINAL:** Indigenous peoples of Canada usually including Status Indians, Inuit, Non-Status Indians, and Métis.

**APPENDIX B**  
**STUDY INSTRUMENTS**

NOT AVAILABLE

**APPENDIX C**  
**12-MONTH CIS STATISTICAL TABLES**



DISPLAY 1: (FROM MONTHLY SUMMARY)

REFERRAL & COMMUNITY CHARACTERISTICS OF SHELTER CLIENTS:

In the time period: September, 1992 to November, 1993.

Based on 8,975 clients (6,880 in Project Haven Shelters,  
2,095 in Special Purpose Shelters, 1,843 in Aboriginal  
Shelters, and 7,132 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),  
or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
REFERRED BY: Self	43%	38%	40%	34%
Multi-service agency	6%	7%	6%	6%
Social Services agency	24%	12%	13%	21%
Medical	4%	4%	5%	3%
Police	8%	12%	11%	9%
Other shelter	6%	7%	7%	6%
Other shelter user	1%	3%	2%	3%
Relatives/friends	9%	13%	12%	12%
Provincial Crisis Hotline	0%	1%	1%	1%
Other	4%	7%	6%	8%
COMMUNITY: This community	56%	55%	54%	60%
Another community	44%	45%	46%	40%
Not known	0%	0%	0%	0%
TYPE Urban	34%	53%	47%	58%
Suburban	3%	10%	8%	11%
Rural	13%	32%	29%	26%
Indian Reserve	49%	5%	16%	6%

DISPLAY 2: (FROM MONTHLY SUMMARY)

PERSONAL DEMOGRAPHICS OF SHELTER CLIENTS:

In the time period: September, 1992 to November, 1993.

Based on 8,975 clients (6,880 in Project Haven Shelters,  
2,095 in Special Purpose Shelters, 1,843 in Aboriginal

Shelters, and 7,132 in Non-Aboriginal Shelters).

Some responses are multiple (may total more than 100%),  
or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
ABORIGINAL: Status Indian	74%	10%	24%	20%
Metis	5%	0%	1%	1%
Inuit	1%	1%	2%	0%
Non-Status Indian	2%	2%	2%	2%
Aboriginal, Status Unknown	1%	2%	2%	1%
Not Aboriginal	17%	85%	69%	75%
CHILDREN: No children	38%	45%	42%	49%
One child	21%	23%	23%	20%
Two children	20%	21%	21%	20%
Three children	12%	8%	9%	8%
Four or more children	8%	3%	5%	3%
DISABILITIES: Mobility	2%	2%	2%	1%
Visual	0%	0%	0%	0%
Hearing	0%	1%	1%	0%
Other	3%	5%	5%	4%
None	94%	93%	93%	94%
AGE OF WOMAN:				
Under 19 years	7%	6%	5%	8%
20 thru 29	48%	34%	38%	34%
30 thru 39	29%	37%	36%	35%
40 thru 49	10%	16%	14%	16%
50 years and older	5%	7%	6%	7%

DISPLAY 3: (FROM MONTHLY SUMMARY)

EMPLOYMENT CHARACTERISTICS OF SHELTER CLIENTS:

In the time period: September, 1992 to November, 1993.

Based on 8,975 clients (6,880 in Project Haven Shelters,

2,095 in Special Purpose Shelters, 1,843 in Aboriginal

Shelters, and 7,132 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
EMPLOYMENT: Not employed for pay	29%	34%	32%	36%
Unemployed/UIC eligible	4%	7%	6%	7%
Other unemployed	52%	38%	41%	37%
Employed casual	1%	2%	2%	3%
Employed part-time	3%	6%	5%	5%
Employed full-time	8%	10%	10%	8%
Self-employed	0%	1%	1%	1%
Attending School	5%	5%	5%	5%

DISPLAY 4: (FROM MONTHLY SUMMARY)

ABUSE CHARACTERISTICS OF ENTERING SHELTER CLIENTS:

In the time period: September, 1992 to November, 1993.

Based on 8,975 clients (6,880 in Project Haven Shelters, 2,095 in Special Purpose Shelters, 1,843 in Aboriginal Shelters, and 7,132 in Non-Aboriginal Shelters).

Some responses are multiple (may total more than 100%), or may not total 100% due to missing data or rounding.

OR MAY NOT TOTAL 100% DUE TO MISSING DATA OR ROUNDING.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
ENTRY REASON: Battered	46%	49%	50%	42%
Child abuse	4%	6%	6%	5%
Psychological abuse	39%	47%	45%	45%
Threats to woman	24%	23%	24%	19%
Threats to child(ren)	7%	5%	5%	5%
Other abuse	18%	16%	16%	16%
Housing problem	14%	5%	6%	12%
Other (non-abuse) reasons	15%	8%	9%	12%
PRIOR NEED: First time left situation	28%	33%	32%	33%
Left situation before	61%	58%	59%	57%
Not known	11%	9%	9%	10%
SHELTER USE: First time at a shelter	39%	47%	46%	44%
Previous stay at a shelter	51%	44%	45%	44%
Not known	10%	9%	9%	12%

DISPLAY 5: (FROM MONTHLY SUMMARY)

CHARACTERISTICS OF DEPARTING SHELTER CLIENTS:

In the time period: September, 1992 to November, 1993.  
Based on 8,116 clients (6,228 in Project Haven Shelters,  
1,888 in Special Purpose Shelters, 1,658 in Aboriginal  
Shelters, and 6,458 in Non-Aboriginal Shelters.)  
Some responses are multiple (may total more than 100%),  
or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
REASON LEFT: Returned home	48%	47%	47%	46%
Found other housing	27%	37%	34%	37%
Asked to leave	3%	3%	2%	4%
Stayed maximum days	3%	1%	2%	1%
Didn't like shelter	0%	0%	0%	1%
Not known	6%	3%	4%	4%
Other	16%	10%	11%	9%
DESTINATION: Unchanged home situation	30%	27%	27%	29%
Changed home situation	15%	17%	17%	18%
Relatives	13%	9%	10%	8%
Friends/neighbors	7%	6%	6%	7%
Own new place/private	8%	17%	14%	17%
Own new place assisted	3%	4%	4%	3%
Other shelter for women	6%	5%	5%	6%
Second stage housing	1%	2%	2%	1%
Other	11%	9%	10%	7%

DISPLAY 6: (FROM DEPARTURE INTERVIEWS)

FACTORS AFFECTING CLIENT ENTRY TO SHELTER

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
EASE OF GETTING TO SHELTER				
GETTING TO SHELTER WAS EASY	84%	80%	81%	82%
GETTING TO SHELTER WAS DIFFICULT	9%	9%	9%	12%
NO TRANSPORTATION NEEDED	6%	10%	10%	6%
LIVING ARRANGEMENTS BEFORE SHELTER				
WITH SPOUSE/PARTNER	61%	64%	64%	61%
WITH SPOUSE/PARTNER/EXTENDED FAMILY	11%	9%	10%	10%
HOME WITHOUT SPOUSE/PARTNER	3%	5%	5%	4%
RELATIVES WITHOUT SPOUSE/PARTNER	10%	5%	6%	7%
FRIENDS/NEIGHBOURS	3%	3%	3%	4%
OWN PLACE	6%	8%	7%	7%
OTHER SHELTER	3%	3%	3%	3%
OTHER	3%	3%	3%	2%
REASON CAME TO SHELTER				
BECAUSE ABUSED	44%	54%	53%	50%
AFRAID OF BEING ABUSED	33%	30%	32%	27%
CAME FOR SOME OTHER REASON	21%	14%	15%	21%
YEARS COPING WITH ABUSE SITUATION				
LESS THAN 5 YEARS	65%	60%	61%	61%
FIVE TO TEN YEARS	19%	17%	18%	14%
MORE THAN TEN YEARS	16%	23%	21%	25%

DISPLAY 7: (FROM DEPARTURE INTERVIEWS)

RELATION OF ABUSER TO WOMAN

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
HUSBAND WAS ABUSER	35%	49%	46%	43%
EX-HUSBAND WAS ABUSER	2%	3%	2%	3%
LIVE-IN PARTNER WAS ABUSER	50%	30%	35%	34%
EX-LIVE-IN PARTNER WAS ABUSER	2%	5%	4%	5%
FRIEND WAS ABUSER	4%	5%	5%	4%
EX-FRIEND WAS ABUSER	0%	2%	1%	1%
SON WAS ABUSER	1%	1%	1%	1%
DAUGHTER WAS ABUSER	1%	1%	1%	0%
MOTHER WAS ABUSER	2%	2%	1%	5%
FATHER WAS ABUSER	2%	3%	2%	4%
OTHER RELATIVE WAS ABUSER	4%	2%	2%	4%
OTHER PERSON WAS ABUSER	4%	4%	4%	5%

DISPLAY 8: (FROM DEPARTURE INTERVIEWS)

COMMUNITY SERVICES USED WHILE AT THE SHELTER

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
HELP TO FIND HOUSING	25%	25%	25%	25%
REFERRAL TO SECOND-STAGE HOUSING	5%	6%	6%	6%
LEGAL ADVICE OR ASSISTANCE	32%	46%	41%	49%
MEDICAL SERVICES	37%	31%	32%	32%
EDUCATIONAL/TRAINING INFORMATION	15%	10%	11%	12%
EMPLOYMENT SERVICES	4%	4%	4%	4%
INCOME SUPPORT SERVICES	25%	32%	30%	34%
HOUSEHOLD GOODS	34%	31%	32%	30%
CHILDRENS COUNSELLING SERVICES	14%	18%	17%	17%
CHILD CARE	21%	17%	18%	14%
OTHER COUNSELLING OR ADVICE	16%	17%	15%	24%



DISPLAY 9: (FROM DEPARTURE INTERVIEWS)

COMMUNITY SERVICES NEEDED BUT UNAVAILABLE DURING STAY  
 In the time period: September, 1992 to November, 1993.  
 Based on 2,306 clients (1,804 in Project Haven Shelters,  
 502 in Special Purpose Shelters, 539 in Aboriginal  
 Shelters, and 1,767 in Non-Aboriginal Shelters.)  
 Some responses are multiple (may total more than 100%),  
 or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
HELP TO FIND HOUSING	7%	5%	6%	6%
REFERRAL TO SECOND-STAGE HOUSING	5%	5%	5%	3%
LEGAL ADVICE OR ASSISTANCE	3%	3%	3%	3%
MEDICAL SERVICES	3%	3%	3%	4%
EDUCATIONAL/TRAINING INFORMATION	4%	2%	3%	3%
EMPLOYMENT SERVICES	4%	4%	3%	5%
INCOME SUPPORT SERVICES	3%	2%	3%	3%
HOUSEHOLD GOODS	3%	2%	2%	2%
CHILDRENS COUNSELLING SERVICES	5%	3%	3%	2%
CHILD CARE	3%	4%	4%	4%
OTHER SUPPORTS/SERVICES	2%	3%	2%	5%

DISPLAY 10: (FROM DEPARTURE INTERVIEWS)

SHELTER SERVICES USED WHILE AT THE SHELTER

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
CONSULTATION/ADVICE	66%	78%	76%	75%
INFORMAL/GROUP SUPPORT	45%	57%	54%	56%
TRANSLATION	7%	4%	5%	2%
INTERVENTION WITH SOCIAL SERVICES	30%	31%	30%	35%
CHILD CARE	29%	24%	27%	20%
INTERVENTION WITH SCHOOLS	8%	11%	10%	10%
ACCOMPANIMENT TO SOCIAL SERVICES	21%	19%	18%	24%
ACCOMPANIMENT TO LEGAL/COURT	13%	21%	19%	19%
ACCOMPANIMENT TO GET BELONGINGS	13%	10%	11%	10%
TRANSPORTATION	53%	38%	42%	40%
OTHER SUPPORTS/SERVICES	16%	12%	13%	15%

DISPLAY 11: (FROM DEPARTURE INTERVIEWS)

SHELTER SERVICES NEEDED BUT UNAVAILABLE DURING STAY

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
CONSULTATION/ADVICE	1%	1%	1%	2%
INFORMAL/GROUP SUPPORT	3%	2%	3%	1%
TRANSLATION	1%	1%	1%	0%
INTERVENTION WITH SOCIAL SERVICES	0%	0%	0%	0%
CHILD CARE	5%	8%	8%	6%
INTERVENTION WITH SCHOOLS	0%	0%	0%	1%
ACCOMPANIMENT TO SOCIAL SERVICES	1%	2%	1%	3%
ACCOMPANIMENT TO LEGAL/COURT	1%	2%	1%	2%
ACCOMPANIMENT TO GET BELONGINGS	2%	3%	3%	3%
TRANSPORTATION	5%	5%	5%	5%
OTHER SUPPORTS/SERVICES	5%	4%	4%	6%

DISPLAY 12: (FROM DEPARTURE INTERVIEWS)

RESIDENT SATISFACTION: PHYSICAL ASPECTS OF FACILITY

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
LOCATION				
HELPED ME A LOT	60%	58%	60%	53%
HELPED IN SOME WAYS	17%	18%	17%	22%
DIDNT MEET MY NEEDS	2%	2%	2%	3%
NOT SURE	3%	2%	1%	5%
NOT APPLICABLE	5%	5%	5%	6%
NOT ASKED ( OR NO DATA )	14%	14%	15%	11%
SUITABILITY FOR YOUR CHILD(REN)				
HELPED ME A LOT	52%	45%	48%	42%
HELPED IN SOME WAYS	10%	11%	11%	13%
DIDNT MEET MY NEEDS	2%	1%	1%	2%
NOT SURE	2%	1%	1%	3%
NOT APPLICABLE	17%	24%	22%	25%
NOT ASKED ( OR NO DATA )	18%	17%	18%	15%
SPACE FOR LIVING				
HELPED ME A LOT	70%	59%	63%	55%
HELPED IN SOME WAYS	15%	20%	18%	23%
DIDNT MEET MY NEEDS	1%	4%	3%	7%
NOT SURE	2%	2%	1%	4%
NOT APPLICABLE	1%	1%	1%	1%
NOT ASKED ( OR NO DATA )	10%	14%	14%	11%
COMMON AREAS				
HELPED ME A LOT	69%	61%	65%	57%
HELPED IN SOME WAYS	15%	19%	17%	23%
DIDNT MEET MY NEEDS	1%	2%	1%	3%
NOT SURE	1%	2%	1%	5%
NOT APPLICABLE	1%	1%	1%	1%
NOT ASKED ( OR NO DATA )	13%	15%	15%	12%
SUITABILITY TO PHYSICAL DISABILITY				
HELPED ME A LOT	20%	12%	12%	22%
HELPED IN SOME WAYS	4%	2%	2%	3%
DIDNT MEET MY NEEDS	1%	1%	1%	2%
NOT SURE	2%	1%	1%	2%
NOT APPLICABLE	48%	63%	61%	52%
NOT ASKED ( OR NO DATA )	25%	21%	23%	18%

DISPLAY 13: (FROM DEPARTURE INTERVIEWS)

RESIDENT SATISFACTION: SECURITY AND OTHER ASPECTS

For the period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,  
502 in Special Purpose Shelters, 539 in Aboriginal  
Shelters, and 1,767 in Non-Aboriginal Shelters.).

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
<b>SAFETY AND SECURITY OF THE SHELTER</b>				
HELPED ME A LOT	75%	74%	76%	69%
HELPED IN SOME WAYS	8%	6%	6%	10%
DIDNT MEET MY NEEDS	1%	0%	0%	1%
NOT SURE	1%	1%	1%	3%
NOT APPLICABLE	3%	3%	3%	4%
NOT ASKED ( OR NO DATA )	12%	15%	15%	13%
<b>LENGTH OF TIME ALLOWED TO STAY</b>				
HELPED ME A LOT	67%	65%	66%	62%
HELPED IN SOME WAYS	9%	9%	9%	10%
DIDNT MEET MY NEEDS	1%	2%	1%	4%
NOT SURE	3%	2%	2%	4%
NOT APPLICABLE	5%	6%	6%	6%
NOT ASKED ( OR NO DATA )	14%	16%	16%	14%
<b>CULTURAL SENSITIVITY OF THE SHELTER</b>				
HELPED ME A LOT	61%	37%	42%	46%
HELPED IN SOME WAYS	12%	7%	8%	7%
DIDNT MEET MY NEEDS	1%	1%	0%	3%
NOT SURE	3%	1%	1%	3%
NOT APPLICABLE	8%	37%	31%	28%
NOT ASKED ( OR NO DATA )	15%	17%	17%	14%
<b>SERVICES YOU USED WHILE AT THE SHELTER</b>				
HELPED ME A LOT	60%	62%	63%	57%
HELPED IN SOME WAYS	18%	16%	16%	18%
DIDNT MEET MY NEEDS	0%	1%	0%	2%
NOT SURE	3%	2%	2%	4%
NOT APPLICABLE	5%	4%	4%	6%
NOT ASKED ( OR NO DATA )	14%	15%	15%	14%
<b>GETTING TO TALK TO OTHER ABUSED WOMEN</b>				
HELPED ME A LOT	54%	61%	60%	59%
HELPED IN SOME WAYS	13%	16%	14%	18%
DIDNT MEET MY NEEDS	4%	2%	2%	4%
NOT SURE	5%	2%	3%	3%
NOT APPLICABLE	11%	5%	7%	4%
NOT ASKED ( OR NO DATA )	13%	14%	14%	12%

DISPLAY 14: (FROM DEPARTURE INTERVIEWS)

OVERALL RESIDENT SATISFACTION

For the period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,  
502 in Special Purpose Shelters, 539 in Aboriginal  
Shelters, and 1,767 in Non-Aboriginal Shelters.)

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
OVERALL HELPFULNESS OF SHELTER				
HELPED ME A LOT	61%	67%	66%	65%
HELPED IN SOME WAYS	14%	9%	10%	12%
DIDNT MEET MY NEEDS	0%	0%	0%	1%
NOT SURE	1%	1%	1%	3%
NOT APPLICABLE	1%	1%	1%	0%
NOT ASKED ( OR NO DATA )	24%	22%	23%	20%

DISPLAY 15: (FROM DEPARTURE INTERVIEWS)

SITUATION IF RETURNING HOME

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
NOT RETURNING HOME	45%	51%	50%	47%
SPOUSE/PARTNER HAS LEFT	9%	14%	13%	11%
SPOUSE/PARTNER PROMISED TO CHANGE	17%	14%	15%	15%
SPOUSE/PARTNER RECEIVING COUNSELLING	8%	8%	8%	9%
COURT IS ORDER HIM/HER TO STAY AWAY	5%	6%	5%	6%
WORKING ON PROBLEMS	19%	12%	14%	15%
UNSURE OF INCOME/NO MONEY	3%	4%	4%	4%
LACK OF SUITABLE HOUSING	5%	2%	3%	3%
BETTER FOR CHILD(REN)	14%	9%	10%	8%
SEPARATION/DIVORCE NOT A SOLUTION	5%	3%	4%	3%
DONT LIKE BEING ALONE	7%	4%	5%	5%
WANT TO GIVE RELATIONSHIP ANOTHER TRY	19%	13%	15%	14%
FEARS VIOLENCE IF DOES NOT RETURN	2%	1%	2%	1%
SOCIAL PRESSURE FROM FRIENDS/RELATIVES	5%	3%	3%	4%
NOT CERTAIN	6%	3%	4%	4%
OTHER	14%	9%	10%	12%

DISPLAY 16: (FROM DEPARTURE INTERVIEWS)

OTHER ASPECTS OF LEAVING THE SHELTER

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

Some responses are multiple (may total more than 100%),

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
ANY PROBLEMS FINDING SUITABLE SHELTER				
NO	64%	59%	58%	67%
YES	17%	17%	18%	12%
NOT APPLICABLE	19%	24%	23%	21%
HAVE YOU APPLIED FOR SOCIAL HOUSING				
APPLIED BEFORE COMING TO SHELTER	14%	9%	10%	11%
APPLIED WHILE AT THE SHELTER	10%	19%	17%	15%
DID NOT APPLY FOR SOCIAL HOUSING	65%	66%	65%	69%
LIVED IN SOCIAL HOUSING BEFORE	11%	6%	7%	5%



DISPLAY 17: (FROM DEPARTURE INTERVIEWS)

DEMOGRAPHIC CHARACTERISTICS OF SHELTER RESIDENTS

In the time period: September, 1992 to November, 1993.

Based on 2,306 clients (1,804 in Project Haven Shelters,

502 in Special Purpose Shelters, 539 in Aboriginal

Shelters, and 1,767 in Non-Aboriginal Shelters.)

or may not total 100% due to missing data or rounding.

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
BORN IN CANADA	100%	100%	100%	100%
MARITAL STATUS				
MARRIED, COMMON LAW	70%	62%	65%	59%
SEPARATED OR LIVING APART	12%	14%	13%	16%
DIVORCED	2%	7%	6%	5%
WIDOWED	1%	1%	1%	1%
SINGLE	14%	15%	14%	18%
UNKNOWN	1%	1%	1%	1%
BIRTH LANGUAGE				
ENGLISH	52%	54%	53%	57%
FRENCH	1%	32%	24%	30%
OTHER	46%	14%	24%	12%
NUMBER OF CHILDREN				
NO CHILDREN	32%	28%	27%	36%
ONE CHILD	18%	23%	23%	19%
TWO CHILDREN	22%	27%	26%	28%
THREE CHILDREN	17%	15%	16%	13%
FOUR OR MORE CHILDREN	11%	7%	9%	4%
HAS DISABLED CHILD(REN)	4%	6%	5%	7%
EDUCATION				
GRADE SCHOOL	31%	14%	18%	19%
SOME HIGH SCHOOL	49%	42%	44%	43%
COMPLETED HIGH SCHOOL	9%	23%	20%	22%
ANY POST-SECONDARY	11%	20%	18%	16%

DISPLAY 18 (FROM DEPARTURE INTERVIEWS)

INCOME SOURCES FOR SHELTER RESIDENTS

In the time period: September, 1992 to November, 1993.  
Based on 2,306 clients (1,804 in Project Haven Shelters,  
502 in Special Purpose Shelters, 539 in Aboriginal  
Shelters, and 1,767 in Non-Aboriginal Shelters.)

	ABORIGINAL STATUS OF SHELTERS		TYPE OF CMHC FUNDING	
	ABORIGINAL SHELTERS	NON-ABORIGINAL SHELTERS	PROJECT HAVEN	SPECIAL PURPOSE
MAIN INCOME SOURCE BEFORE SHELTER				
EQUAL WORK INCOME OF SELF/SPOUSE	8%	12%	11%	12%
SPOUSES EMPLOYMENT/UIC INCOME	12%	20%	18%	19%
OWN EMPLOYMENT/UIC INCOME	9%	11%	10%	13%
SOCIAL ASSISTANCE	61%	47%	51%	47%
SUPPORT PAYMENTS FROM SPOUSE	0%	0%	0%	0%
OTHER SOURCE	9%	10%	10%	9%
MAIN INCOME SOURCE AFTER SHELTER				
EQUAL WORK INCOME OF SELF/SPOUSE	5%	5%	5%	5%
SPOUSES EMPLOYMENT/UIC INCOME	6%	8%	7%	9%
OWN EMPLOYMENT/UIC INCOME	13%	14%	14%	14%
SOCIAL ASSISTANCE	68%	62%	64%	58%
SUPPORT PAYMENTS FROM SPOUSE	0%	2%	1%	1%
OTHER SOURCE	9%	10%	9%	12%

## **APPENDIX D**

### **ADMINISTRATIVE RESULTS OF THE CIS**

#### **D.1 A "SPIN-OFF" RESULT**

The CIS project had a number of significant spin-off effects, among which the most interesting was the adaptation of the CIS forms for ongoing administrative use by many of the participating shelters.

Generally these uses included instances of:

- o shelters adapting the CIS forms (most instances were of adaptation of the Monthly Summary form although a few shelters reported they intended to utilize the Non-Resident form and to administer the Departure Interview form on an occasional basis) in their entirety for administrative record-keeping;
- o shelters adapting parts of the CIS forms (specific questions or points of information (from the Monthly Summary, Non-Resident and Departure Interview forms) to existing information systems).

By the end of the study period, about one in four of study shelters polled had indicated some adaptations of the CIS forms to internal processes.

In some cases, shelters also indicates that the type of information gathered had caused them to look more closely at one or more aspects of their programs, or to consider modifications in programming.

#### **D.2 LESSONS LEARNED**

While the CIS operation was highly successful as a data gathering exercise, a number of important lessons were suggested, consideration of which could aid future studies:

- o **Planning:** Need for extensive advance planning and consultation for such studies was illustrated by a number of communications hurdles which had to be overcome in getting some shelters "on-side" for the evaluation.

These problems were particularly manifest in shelters in First Nations and in Quebec. In Quebec, a more highly organized structure of shelter associations was able to provide extensive input to the study design. This process slowed down the original study timetable, as additional meetings were undertaken to obtain input from the Quebec associations.

However this input (in the research team's assessment) greatly aided the clarity of data gathering, and substantially reduced paperburden in the CIS, as the Quebec association representatives argued strongly and successfully for simpler data collection forms.

- o **Paperburden:** Overall, it is possible that the study demanded too much from shelters. Participating shelters had to complete monthly forms (and maintain these day-to-day, to obtain accurate data), sometimes reporting on dozens of clients in a month. They also had to collect additional data from interviews and files, and deal with a number of supplementary data requests (for case study visits, non-residential data, Board surveys, etc., as noted below).

Generally, the research questions posed made the extensive data collection almost unavoidable. This was particularly true because of the relatively small size of Project Haven -- only 78 funded shelters at the start of the study. With only seventy-some shelters to examine, the researchers were denied the opportunity to share the research burden more evenly among different shelters. This problem could occur for any program which generates only a few projects, and should be anticipated in discussions of future planning issues for evaluations.

- o **Use of Comparison Groups:** The study design called for inclusion of a "comparison group" of non-Project Haven shelters, chosen to provide comparative perspective.

From the start of the study, the conceptualization of the study as a study of Project Haven made it extremely difficult to recruit these shelters.