

ONE NIGHT ONLY

**report of those staying in temporary
accommodation in greater victoria**

FACILITY COUNT 2014



greater victoria
coalition to end
homelessness
hope has found a home



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special thanks to

All the facilities and facility staff that supported the count this year.

introduction

The fourth annual Facility Count occurred on February 5th and 6th, 2014. The 2014 Facility Count used the same methodology for data collection as in previous years¹, and consisted of a point-in-time count of the number of people staying in emergency shelter and temporary accommodations in the Capital Region.² The data is reported in aggregate form by facility grouping. This report includes results of the 2014 count with some high-level, year-over-year comparisons based on data collected through past enumerations.³

While methodologies are improving, it is well documented any point-in-time homelessness count establishes an estimate of the number of individuals experiencing homelessness in a given geographic area on a given day, and is not a census of individuals experiencing homelessness.⁴ Therefore, the results of the facility count presented here must be understood as a point-in-time count that presents a snapshot of the number of people experiencing or at-risk of homelessness in Greater Victoria with a focus on those who are emergency sheltered and provisionally accommodated as per the Canadian Definition of Homelessness.⁵

count summary

On one night February 5, 2014, there were 1,089 individuals enumerated in 87 facilities, and 78 people were turned away from a facility. In total, 1,167 individuals were enumerated. Among those enumerated there were 70 families including 116 children. Of the 87 facilities⁶ enumerated, 56 of these facilities are located in the City of Victoria. The extreme weather facilities and emergency shelters were operating at 90% to 92% capacity on the night of the count.

Table 1

Total Individuals Enumerated in Count by Facility Type, 2014 (sheltered and turnaways)	
	Total
Adult male	657
Adult female	303
Adult other	2
Total adult	962
Youth male	50
Youth female	39
Total youth	89
Child male	64
Child female	52
Total children	116
TOTAL	1,167

¹ Pauly et al (2013); Paul et al (2012)

² Pauly et al (2013); Pauly et al (2012)

³ Ibid.

⁴ Gaetz et al (2013)

⁵ Homelessness is defined by the Canadian Homelessness Research Network as:

- Unsheltered, or absolutely homeless and living on the streets or in places not intended for human habitation;
- Emergency Sheltered, including those staying in overnight shelters for people who are homeless, as well as Violence Against Women shelters;
- Provisionally Accommodated, referring to those whose accommodation is temporary and who do not have their own home or security of tenure;
- Insecurely Housed, referring to people who are 'at-risk' of homelessness, and whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

Those enumerated in emergency shelter, Extreme weather protocol shelters and seasonal shelters would be considered to be emergency sheltered while those in transitional housing, hotels/motels and treatment/rehab would be provisionally accommodated.

⁶ This number includes four hotel/motels and Island Health Facilities that technically participated but did not provide enumeration data.

enumeration results

individuals enumerated

Below we outline the total number of individuals both sheltered and turned away on the night of the count. See Table 2, 3 and 4 as well as Chart 1 for a picture of individuals sheltered in temporary facilities on the night of the count.

Table 2

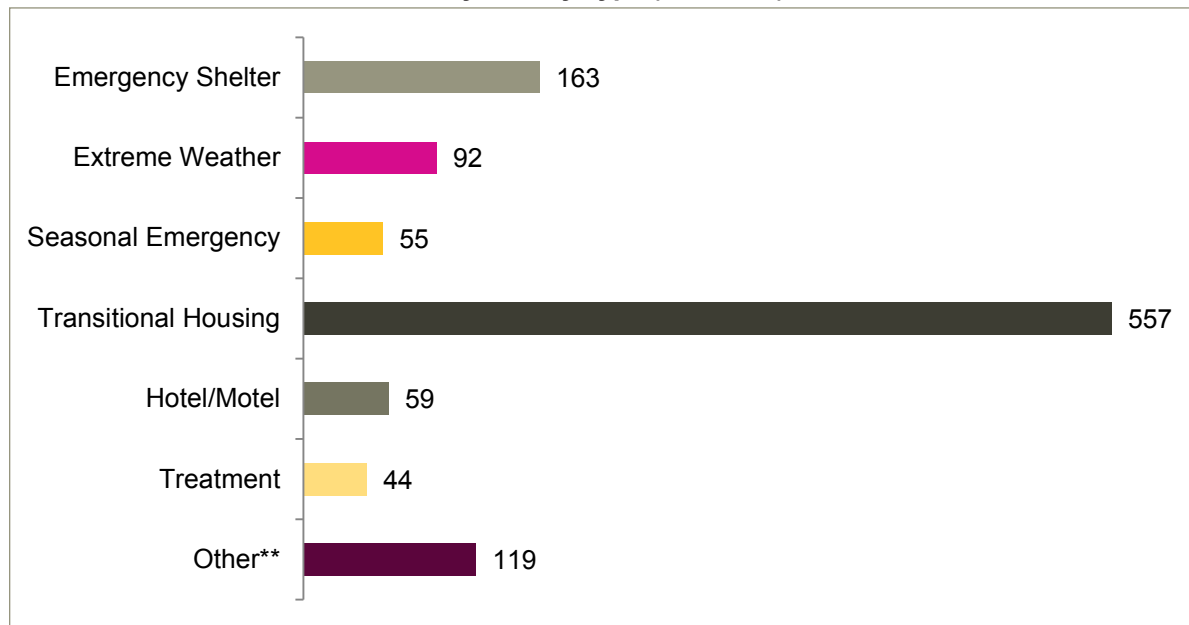
Total Individuals Enumerated (Sheltered and Turned Away) by Age Category and Gender (2014)			
	Sheltered	Turned Away	Total
Adult male	630	27	657
Adult female	264	39	303
Adult other	2	0	2
Total adult	896	66	962
Youth male	49	1	50
Youth female	39	0	39
Total youth	88	1	89
Child male	58	6	64
Child female	47	5	52
Total children	105	11	116
TOTAL	1,089	78	1,167

Table 3

Total Individuals Enumerated in Count by Facility Type (does not include Turn Aways)								
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL
TOTAL	163	92	57	557	59	44	119	1,089

****Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds.**



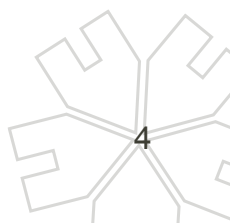
Chart 1**Sheltered Individuals Enumerated by Facility Type (N = 1,089)**

****Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds.**

Table 4

Sheltered Individuals Enumerated by Gender/Age and Facility Type								
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL
Adult male	112	73	29	232	45	24	115	630
Adult female	42	19	4	172	13	13	1	264
Adult other	1	0	0	0	0	1	0	2
Youth male	1	0	19	19	1	6	3	49
Youth female	2	0	3	34	0	0	0	39
Child male	2	0	0	56	0	0	0	58
Child female	3	0	0	44	0	0	0	47
TOTAL	163	92	55	557	59	44	119	1,089

****Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds.**



individuals turned away

Tables 5 and 6 highlight those who were turned away on the night of the count. Seventy-eight (78) people were turned away on the night of the count in 2014, this includes one youth and 11 children.

Table 5

Total Individual Turnaways by Facility Type								
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL
TOTAL	41	0	1	29	4	3	0	78

***Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds*

Table 6

Individual Turnaways by Age/Gender and Facility Type								
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL
Adult male	16	0	1	8	2	0	0	27
Adult female	20	0	0	14	2	3	0	39
Adult other	0	0	0	0	0	0	0	0
Youth male	1	0	0	0	0	0	0	1
Youth female	0	0	0	0	0	0	0	0
Child male	2	0	0	4	0	0	0	6
Child female	2	0	0	3	0	0	0	5
TOTAL	41	0	1	29	4	3	0	78

***Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds*

facility inventory & occupancy

Table 7

Total Number of Facilities 2012 to 2014 ⁷	
Year	Number of Facilities
2014	87
2013	82
2012	73

Table 8

Total Number of Facilities by Facility Type and Geography (2014)								
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL by Region
Central Saanich	0	0	0	1	0	0	2	3
Colwood	0	0	0	1	0	0	0	1
Esquimalt	0	0	0	1	0	0	0	1
Langford	0	0	0	0	0	0	1	1
Saanich	1	1	0	4	1	3	2	12
Salt Spring Island	0	1	0	3	0	0	1	5
Sidney	0	0	0	2	0	0	1	3
Sooke	0	1	0	1	0	0	0	2
Victoria	6	2	3	32	3	5	5	56
View Royal	0	0	0	0	0	0	1	1
Multi-site	0	0	0	2	0	0	0	2
TOTAL	7	5	3	47	4	8	13	87

**Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds

Table 9

Number of Facilities by Facility Type (Totals) 2012-2014								
	Emergency Shelter	Extreme Weather ⁸	Seasonal Emergency	Transitional Housing	Hotel/Motel	Treatment	Other**	TOTAL
2014	7	5	3	47	4	8	13	87
2013	7	4	3	49	N/A	6	13	82
2012	6	5	2	36	14	11	9	83

**Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds

⁷ The count of facilities represents the physical locations and the number of programs that might be at the physical locations. Some physical locations have more than one shelter program.

⁸ The EWP was not activated on the night of the count in 2012 and 2013.

Table 10

Number of beds and units by type								
	Emergency Shelter	Extreme Weather ⁹	Seasonal Emergency ¹⁰	Transitional Housing ¹¹	Hotel/Motel	Treatment	Other**	Total
Beds (2014)	178	100 ¹²	85	376	N/A	136 ¹³	48	998
Beds (2013)	178	130	85	464	N/A	95	45	947
Beds (2012)	160	170	70	337	N/A	115	55	907
Units (2014)	2	N/A	0	146	N/A	0	0	148
Units (2013)	2	N/A	0	143	N/A	0	0	145
Units (2012)	2	N/A	0	82	N/A	0	0	84

**Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds

The decrease in the number of Transitional Housing facilities and beds is due to the closure of two facilities that were categorized as Transitional Housing: the Victoria Native Friendship Centre's Cedar House, and Victoria Human Exchange Society's Nancy Wigen House on Saltspring Island. In addition, five (5) Island Health (formerly Vancouver Island Health Authority) facilities that had participated in previous years, did not participate in 2014. Thus, 75 beds attached to these facilities were removed from the count of beds and for occupancy rates below, which also accounts for the change in inventory from 2013 to 2014.

Table 11

Occupancy by Facility Type – Beds				
	Emergency Shelter	Extreme Weather	Seasonal Emergency	Transitional Housing
Total beds available	178	100	85	376
Total individuals in beds only	161	92	55	311
Occupancy rate of beds	90%	92%	65%	83%

Caution must be used when reviewing/reporting the occupancy rate for transitional housing due to the above mentioned and discrepancies between how such facilities are categorized. While every effort was made to address these discrepancies, caution still is advised because of missing data for some programs.

Table 12

Occupancy by Facility Type – Units ¹⁴				
	Emergency Shelter ¹⁵	Extreme Weather	Seasonal Emergency	Transitional Housing
Total units available	2	N/A	N/A	146
Units full	1	N/A	N/A	127
Occupancy rate of units	50%	N/A	N/A	87%

⁹ This includes all EWP beds for Tier 1 EWP for the Victoria/Saanich and Sooke EWP Regions, and includes the Saltspring Island EWP mats. A two-tiered approach has been enacted to open more shelters with reduced capacity. Victoria Extreme Weather Response Protocol (2014); Victoria Extreme Weather Response Protocol (2014). The EWP was not in effect in 2013 and 2012 although EWP mats were included in the inventory even though they were not available on the nights of the counts.

¹⁰ Seasonal emergency shelter mats include Beacon's Out of the Rain (30 mats), St. John the Divine (40 mats), and overflow mats at Rock Bay Landing (15 mats).

¹¹ There are some inconsistencies with how some units and beds were classified, as transitional housing from year to year therefore year over year comparison must be made with caution. The same categorizations were used for 2014 that were used for 2013 to ensure ease of comparability. However, the issue of categorization still proved challenging for determining occupancy rates. See following page for more details.

¹² The Extreme Weather protocol was called for February 5th, 2014.

¹³ The increase in treatment beds is because of the following: the Island Health facility Tillicum Apartments was included in the inventory this year, adding an additional 30 beds to the treatment category (although occupancy was not counted in the facility count). The Salvation Army Beacon of Hope House facility was open during the enumeration in 2014 which added six (6) beds to the inventory. Four (4) more beds were added to the Island Health facility Seven Oaks. Island Health facility Lilac Place added one bed from 2013. This means an additional 41 treatment beds were inventoried in 2014.

¹⁴ For a breakout of beds in family designated units specifically, see following section.

¹⁵ This includes 2 family designated units at Rock Bay Landing.

families

The number of families enumerated increased slightly by seven (7) in 2014 to 70, compared to 63 in 2013. The increase is in part due to the inclusion of four (4) hotel/motels in the enumeration, although the inclusion of hotel/motels did not contribute a notable increase in the number of families enumerated for this study. There was also a slight increase (4) in transitional housing counts for families from 61 in 2013 to 65 in 2014.¹⁶

Table 13

Number of Families by Facility Type (sheltered), 2014								
	Emergency Shelter ¹⁷	Extreme Weather	Seasonal Emergency	Transitional Housing ¹⁸	Hotel/Motel	Treatment	Other**	TOTAL
TOTAL	3	0	0	65	2	0	0	70

**Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds

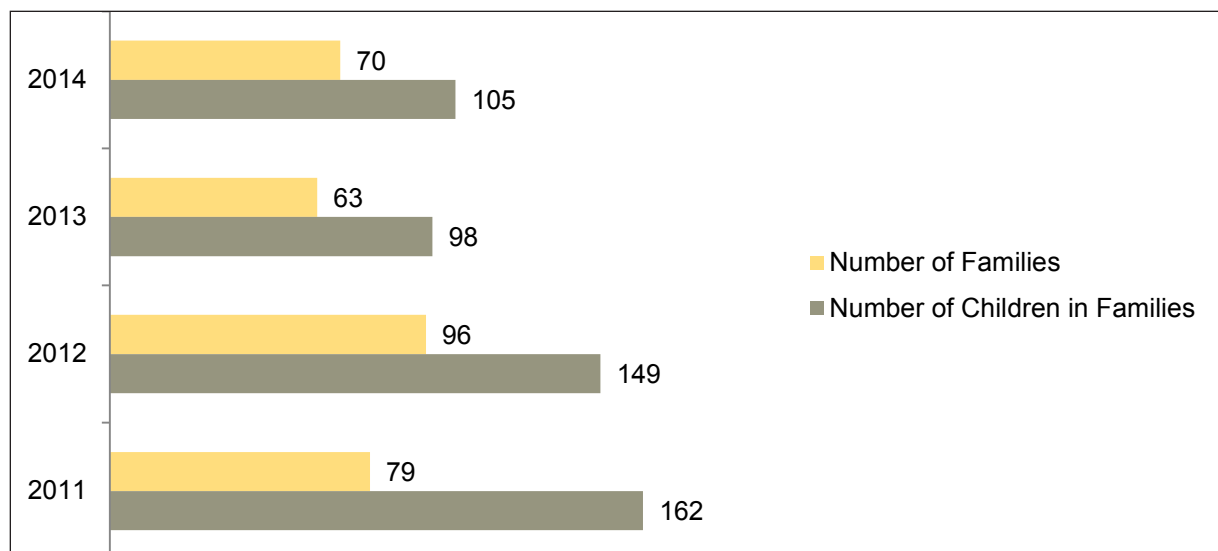
The number of families has fluctuated somewhat from 2011 to 2014 (with the exception of 2012), partly due to the types of facilities enumerated, see Table 14 and Chart 2 below. It is important to note, however, that the drop in the number of families is largely due to the lower number of hotels/motels enumerated in 2013 and 2014. Thus, the number of families is likely under represented due to lack of enumeration in hotels/motels which are commonly used for those families in need of housing.

Table 14

Number of Families and their Children (sheltered) by Year, 2011 to 2014		
	Number of Families	Number of Children in Families
2014	70	105
2013	63	98
2012	96	149
2011	79	162

Chart 2

Number of Families and their Children (sheltered) by Year, 2011 to 2014



¹⁶ Pauly et al (2013)

¹⁷ Emergency Shelters include Rock Bay Landing, and the Cridge Transition House for Women

¹⁸ There are 10 organizations that provide transitional housing for families. These include: Boys and Girls Club of Greater Victoria, Casa Maria Emergency Housing Society, Greater Victoria Women's Shelter Society, Island Women Against Violence, Island Women Against Violence/Abbeyfield Housing Society, Sooke Transition House Society, The Cridge Centre for the Family, Victoria Native Friendship Centre, Victoria Women's Transition House and the YM/YWCA of Greater Victoria. Two (2) out of these 10 shelters are specifically designated for youth parents (Boys and Girls Club, and YM/YWCA of Greater Victoria).

youth

There are nine (9) facilities serving youth in the Capital Region. One of these facilities serves youth from across Vancouver Island, who must receive a medical referral to be eligible for detox treatment.

Table 15

Occupancy in beds and units specifically designated for youth (2014)				
Occupancy in beds specifically designated for youth				
	Emergency Shelter ¹⁹	Seasonal Emergency	Transitional Housing	Treatment ²⁰
Total individuals	2	22	31	9
Total beds available	10	30	38	11
Total individuals in beds only	0	22	31	9
Occupancy rate of beds	20%	73%	82%	82%
Occupancy for units specifically designated for youth				
Total units available	N/A	N/A	15 ²¹	N/A
Units Full	N/A	N/A	14	N/A

- This occupancy table presents youth staying in designated youth facilities only and does not include youth who were staying at non-youth designated facilities. Cedar House, a youth housing program of the Victoria Native Friendship Centre is now closed and not included in the inventory. Cedar House had a capacity of 6 regular beds. Salvation Army, Beacon of Hope facility for male youth was open and included in the 2014 facility count. This is a new facility and accounts for an increase in capacity.
- Threshold Housing Society facility, Holly House, was closed during the facility count because of renovations. It is included in the facility inventory but did not provide enumeration data as the facility was unoccupied at the time of the count.
- The Cridge Centre women's emergency shelter and the Sooke Transition House Society also offer emergency shelter to female youth however these programs are not included in the inventory of designated youth specific facilities.
- The occupancy rates for youth are much higher in 2014 than in 2013. This is discussed in more detail in the section below.

Youth are underrepresented in the enumeration given the small number of facilities specifically dedicated to youth. Attempts to address the undercounting of youth have occurred in other jurisdictions including Metro Vancouver.²² In addition, the low occupancy rate of the emergency shelter and the higher occupancy rate at the seasonal shelter suggest that there is a need for low-barrier youth emergency shelter services.

¹⁹ This does not include the youth enumerated at the Cridge Centre Emergency Shelter for women without children.

²⁰ In order to accurately capture the number of youth designated facilities, the Victoria Youth Empowerment Society Specialized Youth Detox Program, while coded under "other" in the general enumeration count, was recoded as "treatment/rehab" for the purposes of this analysis.

²¹ The transitional housing units for youth are for female youth with their young children/babies or pregnant.

²² Greater Vancouver Regional Steering Committee on Homelessness (2014)

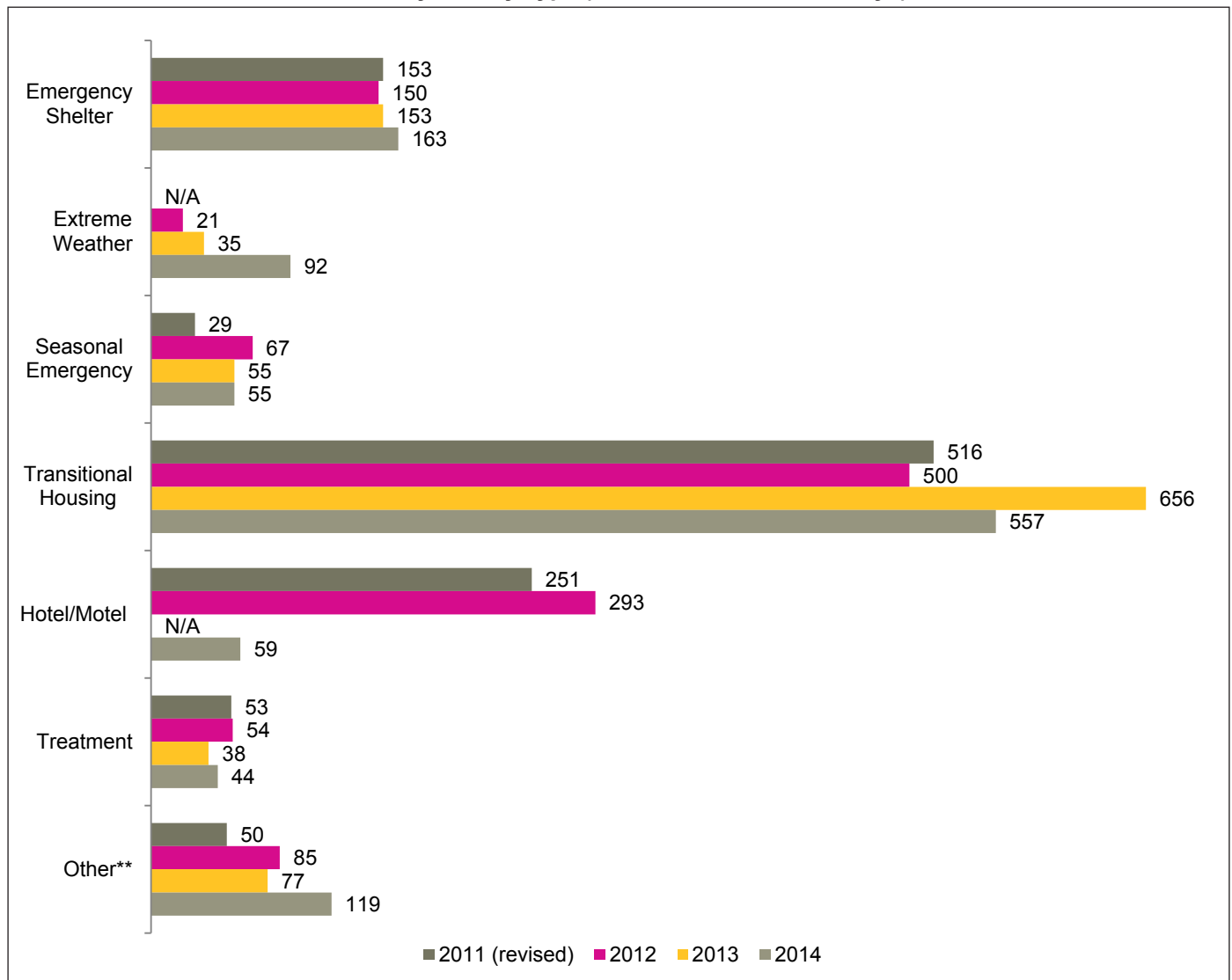
trend analysis 2011 to 2014

Outside of the hotel/motel issue, the year-over-year increase in the number of enumerated individuals between 2013 and 2014 is most likely due to the Extreme Weather Protocol (EWP) being activated, and the addition of new facilities, particularly treatment facilities. As noted previously, 2014 was the first year in which the EWP was called on the night of the count. In prior years, Salvation Army had initiated their additional mats, which is separate from the BC Housing Funded EWP. There are a few fluctuations in the number of emergency shelter beds available and seasonal emergency facilities have been in operation each year. Fluctuations in the number of transitional housing units more likely reflect changes in how facilities are categorized from year to year by the providers although every attempt is made to use standardized definitions for the count.

Chart 3 below presents the trends of sheltered individuals by facility type from 2011 to 2014. Chart 4 presents the year-over-year trends by total enumerated (sheltered and turnaways). The increase in the number of individuals enumerated in facilities categorized as “other” is most likely due to a higher number of individuals enumerated at a correctional facility. Due to changes in definitions, 2011 data is not included in trend analysis of occupancy rates and turnaways.

Chart 3

Number of Individuals Enumerated by Facility Type (does not include turnaways)



****Other category includes correctional facilities, detox beds, police cells, a halfway house, and emergency room beds**

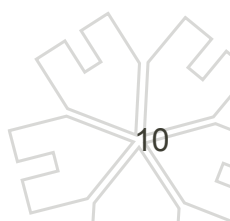
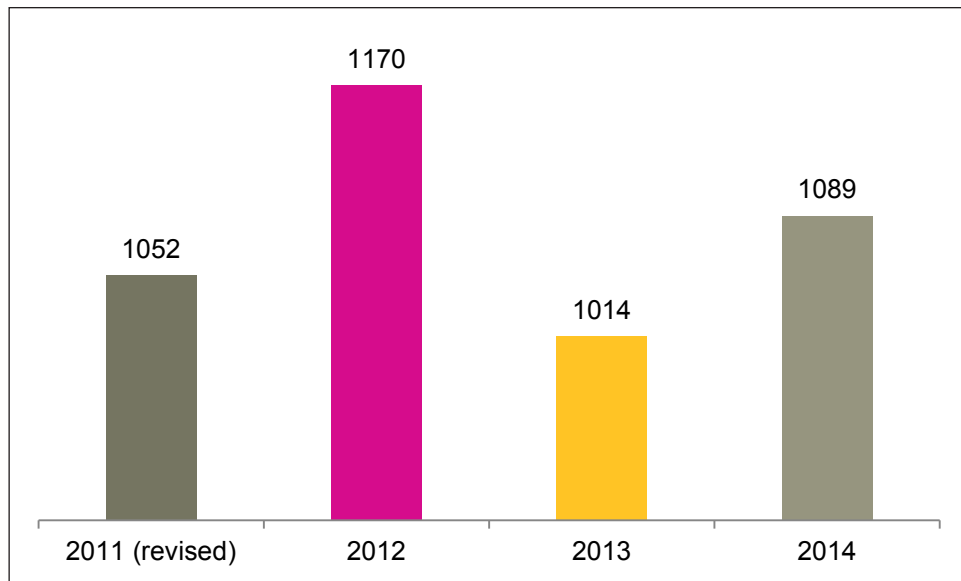


Chart 4

Total Individuals Sheltered



occupancy trends

Table 16

Occupancy by Facility Type for All Facilities including adults and youth – Beds 2012-2014												
	Emergency Shelter			Extreme Weather			Seasonal Emergency			Transitional Housing		
	2012	2013	2014	2012	2013	2014	2012	2013	2014	2012	2013	2014
Total beds available	160	178	178	25	80	100	70	85	85	337	464	376
Total individuals in beds only	148	151	161	21	35	92	67	55	55	312	411	311
Occupancy rate of beds	93%	85%	90%	84%	44%	92%	96%	65%	65%	93%	89%	83%

Consistent with yearly emergency shelter occupancy stats, regular emergency shelter beds were 90% full on the night of the 2014 count. Throughout the year, the emergency shelter operates additional mats on the floor, which, are included as seasonal mats in this report. Yearly emergency shelter occupancy in four of the past five years has been overcapacity because the additional mats in the shelter are included in calculation of yearly occupancy rates (103%, 95%, 111%, 112%, 112%).²³ As well there were turnaways on the night of the count as well throughout the year. The Extreme Weather Protocol was in effect this year, thus reflecting an increase in capacity. Seasonal emergency shelter occupancy on a nightly basis has remained the same this year. Transitional housing occupancy is slightly lower but important to remember that five programs did not report their occupancy on the night of the count.

Table 17

Occupancy in beds and units specifically designated for youth												
	Emergency Shelter ²⁴			Seasonal Emergency			Transitional Housing			Treatment ²⁵		
	2012	2013	2014	2012	2013	2014	2012	2013	2014	2012	2013	2014
Total beds available	10	10	10	30	30	30	42	43	38	11	5	11
Total individuals in beds only	4	3	2	27	18	22	39	37	31	5	3	9
Occupancy rate of beds	40%	30%	20%	90%	60%	73%	93%	86%	82%	45%	60%	82%

The comparison between occupancy rates in the past two years suggest increasing numbers of youth using facilities except for emergency shelter. This may be due to particular policies in effect in the youth emergency shelter that require staff to contact parents of underage youth. Thus, youth may prefer to stay outside, couch surf or use seasonal shelter, as one factor identified in youth homelessness is the presence of family or parental conflict.

²³ Pauly, Cross, et al. (2013)

²⁴ This does not include the youth enumerated at the Cridge Centre Emergency Shelter for women without children.

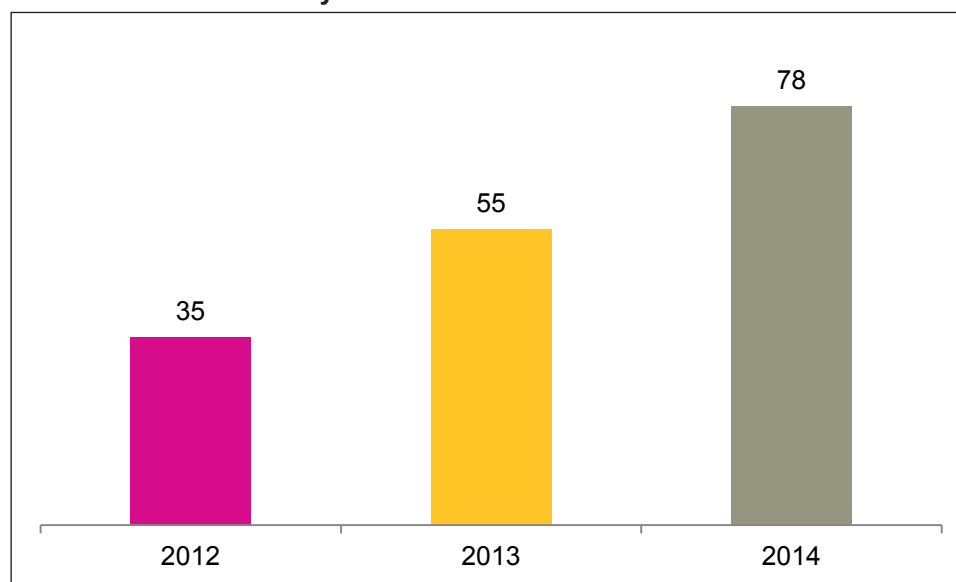
²⁵ In order to accurately capture the number of youth designated facilities, the Victoria Youth Empowerment Society Specialized Youth Detox Program, while coded under "other" in the general enumeration count, was recoded as "treatment/rehab." Thus the total treatment/rehab beds available for youth are 11.

turn away trends

The number of turnaways has more than doubled since 2012 as indicated in Chart 5 below. In 2012 there were 35 turnaways compared to 55 in 2013 and 78 in 2014.

Chart 5

Total Individual Turnaways 2012-2014



In 2014, more women (39) than men (27) were turned away. This is not consistent with the findings from previous years (2012 or 2013).²⁶ In 2012 and 2013, more men than women were turned away.²⁷ One apparent difference for 2014 was that no men were turned away from treatment/rehab facilities but three women were. More women than men were turned away from emergency shelters in 2014, compared to previous years. As well, 1 youth and 11 children were turned away on the night of the count. This suggests that females and female-headed families are among those without access to some form of accommodation.

Table 18

Individual Turnaways, Adult Females and Males, 2012-2014				
		2012	2013	2014
Emergency Shelter	Male	2	22	16
	Female	1	3	20
	Total	3	25	36
Seasonal Emergency	Male	2	0	1
	Female	2	0	0
	Total	4	0	1
Treatment	Male	0	1	0
	Female	0	0	3
	Total	0	1	3
Transitional Housing	Male	6	5	8
	Female	8	12	14
	Total	14	17	22

²⁶ Pauly et al (2013); Pauly et al (2012)

²⁷ Ibid

conclusions

This point-in-time facility count provides an estimation of the number of people who are currently emergency sheltered and provisionally housed on one night on February 5th, 2014. While the overall number of people sheltered in the enumeration has increased from the previous year, this is at least in part a reflection of changing capacity in the number of beds available and facilities enumerated. Year by year the number of people enumerated varies because of changing capacity. However, what is telling is the number of turnaways and changes in occupancy rates in the facilities enumerated. This suggests that while there are relatively consistent numbers of people being enumerated, the increasing number of turnaways particularly of women and female-headed families as well as higher numbers of youth and increased occupancy rates of some youth facilities is a new trend that has not been noted in previous years. This suggests particular areas of need in terms of housing and supports for youth, women and families. In particular, an immediate strategy would be to review the policies in youth emergency shelters that might act as barriers to youth accessing emergency shelters. The number of shelter beds allocated for women as well as gender specific policies and safe places where gender discrimination and violence is addressed could be considered in all programs. As well, partnerships in the development of new family housing are underway and could be prioritized.

important information

The following are some important points to consider when reviewing the results from the 2014 enumeration.

- The enumeration forms were changed to try and capture the actual capacity of family designated units.
- The Emergency Weather Protocol (EWP) was activated on February 5th, 2014 at the Tier 1 Level for the Victoria/Saanich and Sooke EWP regions.²⁸ Tier 1 activation adds 70 mats in Victoria/Saanich and 10 mats in the Sooke Region. The EWP was also in effect on Salt Spring Island, which adds an additional 20 mats. In 2014, there were a total of 100 EWP mats in effect on the night of the enumeration.
- Four hotels/motels participated in the count for 2014. One of the hotels had participated in previous years and the other three were new to the Facility Count. In 2013, no hotels/motels were enumerated.
- Anecdotal evidence from some hotel staff suggested the Ministry of Children and Family Development often used the hotels/motels for families in crisis. While a count of those staying in hotels/motels did occur, it was limited in scope as several managers declined participation and represents an undercount of the number of individuals staying in hotels/motels.
- There was staff changeover at Island Health (formerly Vancouver Island Health Authority), which led to some lack of clarity and confusion among staff around the inclusion of facilities in the enumeration. Five facilities that participated in 2013 did not provide enumeration data in 2014.
- One new facility was added, two were closed and one was under renovation at the time of the enumeration.

²⁸ Victoria Extreme Weather Response Protocol (2014); Victoria Extreme Weather Response Protocol (2014) Accessed online at: www.vewp.net
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recommendations for future enumerations

Facility Engagement

- There are inconsistencies between how facilities were categorized in previous facility counts and how facilities categorized themselves on the enumeration forms. This was raised in the 2013 report as well. This draws attention to the need for more engagement, outreach and follow-up with participating facilities before and after the enumeration is recommended. This will also address knowledge gaps in agencies due to staff changes.

Facility Engagement – Hotels/Motels

- While the above recommendation covers hotels/motels, a more focused, outreach strategy should be developed for this group of facilities. Because these facilities are outside of the community social services sector, which represents the majority of participating facilities, a different kind of educational outreach is required that speaks to the fact that these facilities are businesses, while at the same time providing a much needed source of shelter in the community.

Youth

- Youth are undercounted in this enumeration. Research activities to address this undercount are underway. However, when the street count is implemented, a specific youth strategy will need to be developed. Metro Vancouver developed a specific youth strategy to address the undercounting of youth.²⁹

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²⁹ Greater Vancouver Regional Steering Committee on Homelessness. (2014)