

## Engagement to Inform the City of Victoria Policy Regarding Encampments Engaging People Currently Sheltering Out-of-Doors Final Report (Amended<sup>1</sup>)



Prepared by:

Michelle Vanchu-Orosco, Director of Research and Data Analysis, GVCEH

Janine Theobald, Inclusion and Collaboration Manager, GVCEH

April 20, 2021

Images courtesy of North Park Neighbourhood Association - : Central Park to 940 Caledonia Relocation Report

---

<sup>1</sup> This report was amended to include the final version of the Canadian Red Cross & North Park Neighbourhood Association program evaluation, the final budget, and themed responses to open-ended questions for the North Park Neighbourhood Questionnaire (Appendix X).

## Table of Contents

Executive Summary.....	5
Purpose of the Engagement .....	5
What We Did (Research Process).....	5
Actions Taken .....	6
Collateral Benefits .....	6
Recommendations for Outdoor Sheltering.....	7
Relational Best Practices .....	7
Moving Forward, Moving In .....	7
Purpose of the Engagement .....	9
Background.....	9
Ebb and Flow .....	10
Key Timeline .....	12
What We Did: Participatory Action Research Framework Processes.....	13
Peer Researchers (Who).....	13
Training and Data Collection Tool Development (What) .....	14
In the Community (How and When) .....	15
What We Found (Analysis).....	16
Central Park/940 Caledonia Residents.....	16
Communication .....	23
Safety: Safety Concerns .....	23
Safety: Safety Net .....	23
Basic Supports: Shelter/Warmth.....	23
Basic Supports: Water (drinking & handwashing).....	24
Basic Supports: Food .....	24
Basic Supports: Restroom Facilities 24/7six .....	24
Basic Supports: Shower Access.....	24
Basic Supports: Laundry .....	24
Basic Supports: Winterization .....	24
Basic Supports: Health & Harm Reduction.....	24
Community Supports: Service Providers .....	24
Community Supports: General .....	25
What can I contribute? .....	25
Self-managed Outdoor Sheltering (Encampment).....	25
Authentic Engagement .....	25

Community Feedback.....	25
North Park Community Feedback (online questionnaire) .....	26
Neighbourhood Associations Feedback (focus group).....	28
Actions Taken.....	28
Peer Researchers.....	28
Community Activities .....	28
NPNA, GVCEH Peer Researcher and Central Park Resident Weekly Meeting at RAP .....	28
NPNA & GVCEH Friendship BBQ.....	29
Collateral Benefits.....	29
Outdoor Sheltering Recommendations: The ‘What’, ‘Who’, ‘Where Next’, and Relationships .....	31
Basic Supports: The ‘What’ .....	32
Communication .....	32
Shelter.....	33
Food .....	34
Water (drinking and handwashing) .....	34
Restroom Facilities .....	34
Shower Access .....	34
Health & Harm Reduction .....	35
Winterization .....	35
Community Supports: The ‘Who’ .....	35
Nothing About Us Without Us.....	36
Where Next - The Move: Takeaways .....	38
Relational Best Practices .....	38
Moving Forward, Moving In.....	38
Some Closing Thoughts from the Peer Research Team, March 31, 2020 .....	39
Happy Events .....	39
Appendices.....	41
Appendix A Budget.....	41
Appendix B City Council Outcomes .....	42
Appendix C Peers COVID-19 Sheltering Research.....	43
Appendix D Recommendations based on BC CDC Encampment Best Practices .....	44
Appendix E North Park Neighbourhood Association Canadian Red Cross Grant Evaluation - Application 1067 .....	47
Appendix F Research Meeting Agreements.....	69
Appendix G Outdoor Sheltering Engagement: Interview Consent Form.....	70
Appendix H Outdoor Sheltering Engagement: Interview Protocol.....	72
Appendix I Conducting One-to-One and Focus Group Interviews.....	74
Appendix J Outdoor Sheltering Instructions for Questionnaire .....	76
Appendix K Outdoor Sheltering Engagement Questionnaire .....	77

Appendix L Outdoor Sheltering Engagement: Focus Group Training Agenda .....	82
Appendix M Outdoor Sheltering Engagement: Focus Group Invitation .....	83
Appendix N Outdoor Sheltering Engagement: Focus Group Agenda .....	84
Appendix O Outdoor Sheltering Engagement: Focus Group Consent Form.....	86
Appendix P Outdoor Sheltering Engagement: Focus Group Protocol .....	88
Appendix Q Outdoor Sheltering Engagement: Focus Group Questions Handout .....	90
Appendix R Peer Researcher Debrief Protocol .....	92
Appendix S North Park Neighbourhood Questionnaire.....	95
Appendix T Community Association and Neighbourhood Participants: Focus Group Protocol.....	104
Appendix U Data: Outdoor Sheltering Interview Themes <sup>1</sup> .....	108
Appendix V Data: Outdoor Sheltering Questionnaire.....	110
Appendix W Data: Outdoor Sheltering Engagement - Focus Group Themes.....	113
Appendix X Data: North Park Neighbourhood Questionnaire .....	118
Appendix Y Data: Neighbourhood Associations Themes .....	125
Appendix Z Data: Peer Researcher Debrief Themes .....	127
Appendix AA Focus Group Interview Questions (Scuttled): Persons Sheltering Outdoors/Surrounding Community .....	131
Appendix BB Outdoor Sheltering Engagement Questionnaire (Scuttled): From Central Park to 940 Caledonia.....	133



## Executive Summary

### Purpose of the Engagement

The information collected here can be used to aid with support for self-managed encampments, the development of managed encampments, and moves into indoor shelters of all types.

- These best practices were developed by people sheltering outdoors and the outreach teams supporting them (peer-led and non-peer-based).
- Beyond encampments these practices have application for supporting individuals experiencing homelessness into temporary indoor sheltering locations (e.g., Tiny Homes), supportive housing, and shelter-rate and market-rent housing.
- These learnings will facilitate smoother transitions and reduce the sense of isolation individuals report experiencing upon moving inside.
- As a result, more individuals may be supported to maintain housing, facilitating improved health and wellness outcomes.

I'd like to see this not being repeated. That's what I'd like to see. There's no need for a lot of people here on disability, spend six months on the worst time of the year outside of living in tents. That's not acceptable. We live in a wealthy, industrialized country with resources.

*Interview with a resident of Central Park*

### What We Did (Research Process)

This framework; a participatory, collaborative, and democratic methodology; was employed to conduct the engagement. A participatory action research framework was developed and used by GVCEH in collaboration with persons mobilized as Peer Researchers, along with community members, to respond to the engagement.

#### Peer Researchers (Who)

- 13 individuals, seven were/are sheltering outdoors and 5 had lived experience of homelessness, interviewed, and were invited to participate as Peer Researchers.
- By the end of October 2020 three Peer Researchers signed employment agreements with the GVCEH and five were on stipend-based hours.
- Four unhoused and three housed Peer Researchers stayed on until the end of the project.

#### Training (What)

- Peer Researchers participated, were fully engaged, in several training sessions.
- Training sessions were designed to provide background in
  - General research methods,
  - Ethically conducting data collection,
  - Qualitative interviewing, and
  - Focus group facilitation techniques.
- Opportunities for practice were interspersed throughout the training.

Many of the Peer Researchers expressed appreciation for the learning opportunities.

### In the Community (How and When)

- Week of October 09, 2020: 18 interviews with persons sheltering outdoors in Central Park.
- October 22 - October 26, 2020: 50 questionnaires administered, with support, to persons outdoor sheltering in Central Park.
- Weeks of February 08 & February 15, 2021: Four focus groups with persons sheltering outdoors at 940 Caledonia.
- March 10, 2021: Peer Researcher debrief and focus group.
- March 12 - March 19, 2021: North Park neighbourhood online questionnaire released to the Friends of Central Park email list (n=67), Green Street Residents (n=20), NPNA Board Members (n=10).
- March 18, 2021: Focus group with representatives from two community associations.
- March 31, 2021: All Peer Researchers (a cadre of seven) reviewed and provided suggestions for edits to final report to the City of Victoria.

### Actions Taken

The following three action items were created based on outdoor sheltering interviews and responses to outdoor sheltering questionnaires (see Appendices T [Data: Outdoor Sheltering Interview Themes] and T [Data: Outdoor Sheltering Questionnaire] for more information).

- Food donations action item: need more information on what is provided, provide more outreach.
- Laundry action item: need more information on what laundry services are available.
- Potable water supply is inadequate action item: provide/deliver water to main table.

With Provincial Health orders limiting gatherings, outcomes for these action items were limited to redistribution of information.

Based on a meeting with the Island Health Encampment Outreach Team, the 'Orange Backpacks', proposed action items included:

- 1-page overview/poster of Orange Backpack services/mandate posted at table in Central Park.
- Peer researchers creating/gathering information on ways to respectfully engage with people with living experience of homelessness to provide to service agencies.
- Peer researchers creating/gathering information on what is working well and gaps/barriers specific to the work Orange Backpack service providers are doing.

We look to carry these, and other similar actions, to future collaborations.

### Collateral Benefits

- During the course of the engagement the following community activities and events took place.
- NPNA, GVCEH Peer Researcher and Central Park Resident Weekly Meeting at RAP
- NPNA & GVCEH Friendship BBQ
- North Park Community Engagement
- Fundraiser for Anawim Washer & Dryer
- NPNA Red Cross Grant for Central Park/940 Caledonia supplies, program, and resources
- Community Association Engagement

## *Recommendations for Outdoor Sheltering*

### Communication

- Effective communication is a key priority identified by the Peer Research Team and by community stakeholders.

### Safety

- Provision of security with experience serving persons sheltering outdoors.

### Basic Supports

- Shelter/Warmth: Protection from the elements is key to survival while sheltering outdoors.
- Water (drinking & handwashing): Handwashing stations should be installed with enough stations to adequately serve the number of individuals staying there, provide bottled water/cisterns of drinking water if potable water is not available on site, potable water should be clearly marked as potable.
- Food: Capacity to deliver food to all people sheltering in all locations
- Restroom Facilities: 24-hour access to clean, functioning restrooms at all sheltering locations
- Shower Access: Provide bus tickets to support access to the shower locations, implement a mobile shower service.
- Laundry: Clear communication regarding when and how to access available laundry facilities.
- Health & Harm Reduction: Health and Harm Reduction services are necessary for all sites.
- Winterization: Warming tents, warm food, warm water, items to support individuals to stay warm (e.g., handwarmers).

### Community Supports

- Service Providers: Outreach workers (e.g., Orange Backpacks, AVI, PEERS, etc.) were seen as great supports to those sheltering at both Central Park and 940 Caledonia.
- General: Peers sheltering outdoors often provided conversation, food, and smiles; housed neighbours often provided public support such as donations to those sheltering outdoors.

### What can I contribute?

- Provide opportunities for individuals to contribute skills to the outdoor sheltering community with specific, targeted supports.

### Authentic Engagement

- Provide thoughtful, respectful engagement.
- Provide learning opportunities.
- Provide an opportunity for equitable input/voices to be heard.

### *Relational Best Practices*

- Relationship building takes time and should not be rushed.

### Moving Forward, Moving In

- Continue communication in indoor sheltering locations, led or co-facilitated by site residents.

- Include interested site residents with skills, or training those interested, as partners in service delivery.
- Continue collaboration between people with lived and living experience of homelessness and the City of Victoria in development of communications, policies, and solutions.
- Adhere to best practices for working with people with lived and living experiences.

## Purpose of the Engagement

Outcomes for this engagement include “collaboratively create[d] solutions for community safety and community harm reduction for all Victorians”. Outcomes are expected to:

- “create a shared understanding of peoples’ current lived experience,
- facilitate community-driven stabilization promoting health and wellness, and
- inform future encampment guidelines, designs, and operations”.

It is expected that the information collected through this engagement will be used to inform and supplement the work city staff and community partners are doing in outdoor sheltering locations. Further, the information collected may be used to aide with support for self-managed encampments, as well as to inform the development of managed encampments. Beyond encampments, taking some of the best practices developed by people sheltering outdoors and the outreach teams supporting them (peer-led and non-peer-based), into temporary indoor sheltering locations, supportive housing, and shelter-rate and market-rent housing, will facilitate smoother transitions and reduce the sense of isolation individuals report experiencing upon moving inside. As a result, more individuals may be supported to maintain housing, facilitating improved health and wellness outcomes.

It should be noted that Peer Researchers did not offer suggestions or input regarding “self-governance” during this engagement. Nor did they create any questions regarding “self-governance”. Rather they focused on supporting each other, helping with activities that would benefit the community, and providing community care via a ‘Camp Council’. Topics touched on were security, safety, communication, and community events.

\*\*\* A summary of engagement, prepared for the city manager, is included in this report. \*\*\*

## Background

With the COVID-19 pandemic and emergency orders in BC<sup>2</sup>, sheltering in city parks has become the only option for some of the Victorians experiencing homelessness to adhere to guidelines set out by provincial government agencies. Currently there are people sheltering outdoors, in large and small organically emerging camps, in parks throughout the City. While these outdoor shelters are not a solution to homelessness, they have become a temporary, or transitional, solution as there is literally nowhere else for these Victorians to go. The City of Victoria has been following public health advice during the pandemic in supporting the safety of homeless individuals to shelter in place 24/7, which has caused tension and apprehension in the city. What has become clear, is that there is a desire to provide guidelines for outdoor sheltering that address issues such as distribution (encampments must be in most if not all neighbourhoods in the city), proximity (distance to schools, playgrounds, community gardens), and site size (a maximum number of tents), in addition to other concerns. To this end, the City of Victoria adopted a Motion on September 3, 2020 to engage people currently sheltering in parks, using Participatory Action Research (PAR) methodology, to support identification of barriers

---

<sup>2</sup> March 18, 2020 Emergency Program Act ([https://www.bclaws.gov.bc.ca/civix/document/id/mo/mo/m0094\\_2020](https://www.bclaws.gov.bc.ca/civix/document/id/mo/mo/m0094_2020))

and gaps in systems and services, and identify effective solutions that are already in place prior to establishing any new camping or sheltering guidelines.

In response to the Motion passed by Victoria City Council on September 3, 2020, the Greater Victoria Coalition to End Homelessness (GVCEH), using a collaborative, participatory research process, engaged People with Lived and Living Experiences of Homelessness (PWLLE). Information regarding expected City Council outcomes and meeting those outcomes is located in [Appendix B](#). For a copy of the Project Budget see [Appendix A](#).

We were originally tasked with this work for all parks with outdoor sheltering. Considering the scope of the work, we determined that a Case Study identifying Central Park as the focus for the engagement would be the most effective use of the resources. This allows for an in-depth learning that is applicable to all park encampments.

This report provides information on both positive and negative aspects of the outdoor sheltering at Central Park/940 Caledonia in Victoria, as well as the experiences of PWLLE participating as Peer Researchers in this engagement. For reference, previous work regarding sheltering during the COVID-19 pandemic is included in [Appendix C](#) and [Appendix D](#). For information on the North Park Neighbourhood Association Canadian Red Cross Grant Evaluation see [Appendix E](#).

## Ebb and Flow

At the outset of this engagement, the GVCEH Research Team developed a methodological framework to use to achieve the expected outcomes for this project. Although the engagement framework had been determined, described in more detail in the following section, the content, and context were determined by the Peer Research Team as this is the nature of Participatory Action Research (PAR) Engagement. To that end, it became clear very early on in the project that the initial timeline and scope could not be met. The recruitment of Peer Researchers, introduction to the project, and training required, for its delivery were going to take time, and trust-building.

Further to setting the initial conditions necessary to deliver a robust and ethical research project, continued circumstances, both anticipated and not, provided barriers and opportunities to dive more deeply into the engagement to achieve the desired outcomes of the Motion approved at Victoria City Council, September 3<sup>rd</sup>, 2020, which states:

*“The solutions generated by the unhoused communities could help inform the development of encampment guidelines, and lead to better management of the sites as they are needed for temporary shelter, thus addressing some of the current challenges being experienced by housed and unhoused residents.”*

The emergence of the second wave of COVID-19 resulting in renewed gathering restrictions proved challenging for the team, resulting in delays to the member checking, or validation, activities that were part of the PAR Engagement framework. Weekly talking circles had been put on hold and the weekly NPNA, GVCEH, and Central Park Residents meeting at Royal Athletic Park were no longer taking place. During this time there was a shift in the population at Central Park. While there remained a core of individuals who had been at the site for many months, some since the beginning of the encampment. individuals from different encampments had arrived. With the request from City, Bylaw, and

Neighbourhood to a more 'distributed model' of encampments in City Parks, some of those previously sheltering at Central Park moved to different parks. As a result, some of the momentum of the engagement was lost. In December, the Inclusion & Collaboration Manager of the GVCEH, in collaboration with the Peer Research Team, reestablished the weekly talking circles at Central Park. Circles were attended by the Peer Research Team members, both housed and unhoused, North Park Neighbourhood representatives, and Pacifica/BC Housing Outreach Staff. For many this was an introduction to the project, the GVCEH and Peer Research Team, and, for some, the only formal engagement and information sharing activity they were participating in. Another key connection for individuals sheltering at Central Park was through members of the North Park Neighbourhood Association and service providers such as SOLID Outreach, the Indigenous Harm Reduction Team, (IHRT), Peers Victoria Resource Society, and other service providers and community members who attended the site regularly.

With the November 19, 2020 Provincial Health orders, Peer Researchers were no longer able to gather, creating a plan to facilitate focus groups was proving to be a challenge. This was compounded by the emerging winter weather. Further, many of the individuals who had participated in interviews and the questionnaire activity were no longer at the site, making communicating regularly with them difficult.

What was not expected during this time was an opportunity to explore the concept of a 'managed encampment' in real-time. December 21, 2020 there was serious winter weather including snow and rain, which resulted in the flooding of Central Park. Many sheltering there were in wet and muddy tents, with some in inches of water. Notably, flooding at Central Park is an annual event, thus not unanticipated. Starting December 23, residents of Central Park were evacuated to a nearby parking lot at 940 Caledonia Avenue. Although the encampment was not 'managed' per se, it was a sanctioned location supported by the City with water, portable toilets, fencing, garbage removal and 24/7 security; it was self-managed and supported by Red Cross Funding through the NPNA (see [Appendix E](#)) and City of Victoria maintenance. There were some key differences at this site from other outdoor sheltering locations:

- Only persons who were sheltering at Central Park during the time of the flooding were permitted to shelter in this location.
- No visitors to the site were permitted.
- The site was fenced with two points of entry.
  - At night one entrance was locked to ensure only one point of entry.
- As there were no permanent washroom locations with running water at this site, portable toilets were brought in and a handwashing/drinking water station was set up.
  - The water station was piped out of the nearby Royal Athletic Park facility, allowing for warm water access. This is necessary during winter to ensure pipes do not freeze.
  - It became clear during the engagement that not all people living at 940 Caledonia were aware the water was potable.

- Through Red Cross Funding, and in partnership with Peers Victoria Resource Society, a warming tent erected, which supplied warmth, outreach, food, training opportunities, central donation, night storage, and a COVID-19-safe gathering space.
- Through the same funding stipend-paid site roles, such as camp liaisons, maintenance, food delivery, and site cleaning, were established.

### *Key Timeline*

<b>August 31, 2020</b>	<ul style="list-style-type: none"> <li>• Centennial Square closed to sheltering and many individuals moved to Central Park, greatly increasing the number of tents and shelters</li> </ul>
<b>September 3, 2021</b>	Victoria City Council passes Motion re: Engagement to Inform City of Victoria Policy Re Encampments
<b>November 19, 2020</b>	<ul style="list-style-type: none"> <li>• Provincial Health Orders<sup>3</sup> mandating limits to gatherings</li> </ul>
<b>November 20, 2020</b>	<ul style="list-style-type: none"> <li>• Fences are installed around the perimeter of the playing fields in Central Park reducing the permitted sheltering areas</li> </ul>
<b>December 21, 2020</b>	<p>Flooding at Central Park</p> <ul style="list-style-type: none"> <li>• A single day of heavy rain and snow caused extreme flooding in Central Park</li> <li>• Belongings and tents of the people sheltering in most of the 55 structures are destroyed</li> </ul>
<b>December 22, 2020</b>	<ul style="list-style-type: none"> <li>• City of Victoria and BC Housing announce emergency relocation for individuals who have been sheltering at Central Park to move to 940 Caledonia Avenue (Royal Athletic Park Parking Lot).</li> <li>• Not-for-profit agencies, Neighbourhood Association members, peers, and community members distribute emergency supplies to the individuals at Central Park</li> </ul>
<b>December 23, 2020</b>	Move to 940 Caledonia commences
<b>January 8, 2021</b>	Proposed Tiny Home Village at 940 Caledonia announced
<b>January 12, 2021</b>	Windstorm takes place, blowing over tents and breaking tent poles
<b>January 25, 2021</b>	Death of 940 Caledonia resident
<b>January 28, 2021</b>	A warming tent is installed at 940 Caledonia
	<b>Announcement</b>
	Save on Foods Memorial Arena will reopen as a temporary, 45 bed shelter with wraparound supports and an experienced housing operator by March 1, 2021. The lease runs until May 30, 2021 with possibility of extension
<b>February 12 –15, 2021</b>	Winter Storm and emergency response
<b>March 1-18, 2021</b>	Indoor Sheltering locations become available, and many residents of 940 Caledonia are offered spaces.
<b>March 19, 2021</b>	940 Caledonia site is vacated and closed

---

<sup>3</sup> Joint statement on B.C.'s COVID-19 response, latest updates (<https://news.gov.bc.ca/releases/2020HLTH0061-001949>)  
A Provincial Health Order is in effect from November 19 at midnight until further notice based on direction from the Provincial Health Officer., Fraser Health (<https://www.fraserhealth.ca/health-topics-a-to-z/coronavirus/phoguidance#.YF4T3T9IBhE>)



## What We Did: Participatory Action Research Framework Processes

A participatory action research framework was developed and used by GVCEH in collaboration with persons mobilized as Peer Researchers, along with community members, to respond to the engagement. This framework; a participatory, collaborative, and democratic methodology; was employed to conduct the engagement. It is meant to be:

- educative for both the participants and researchers, raising critical conscious (Friere, 1998),
- designed to promote social change through equal partnerships between researchers and participating members from a variety of different backgrounds and communities,
- supportive of participating members to create a greater awareness of their social realities, resources, and barriers, providing opportunity for active decision making at all steps of the iterative, or circular, research process, and
- used to break the silos between us and them (e.g., participants and researchers; sheltered and unsheltered communities...).

Further, with relationship & community building, using a strengths-based approach so that expertise is harnessed, the engagement focused on doing 'with' not 'for'.

This was a joint citizen-led and community-driven Collaborative Social Development of solutions, with the engagement beginning September 10, 2020 with a solicitation for Peer Researchers.

Due to the Iterative nature of participatory action research, the information gathered during the engagement was designed to be used to create actions to inform change. It should be noted that all actions put forward along the way, while informing change, were not always implemented.

This PAR engagement framework focused efforts on Central Park (where those Peer Researchers sheltering outdoors were living)

### Peer Researchers (Who)

A cadre of 13 individuals, 7 of whom were/are sheltering outdoors and 5 who have lived experience of homelessness (1 as recently as May 2020) interviewed for the City PAR Peer Researcher (Peer Researcher) positions and were invited to participate in the project.

By late October 2020, due to varied personal circumstances, 3 of the Peer Researchers who were sheltering outdoors and 2 of the Peer Researchers who were housed were not able continue their participation in the engagement. Although they no longer formally identified as Peer Researchers, many of them remained active participants through interviews, and/or participating in circles and working group meetings.

Of the remaining group, 3 signed employment agreements with the GVCEH and 5 were on stipend-based hours, the main reason for the latter being a lack of access to identification and a bank account.

At the end of the project, 4 of the individuals doing stipend-based work, and 2 of the individuals signed on through employment agreements remained and were joined by one of the GVCEH's Peer Research team members. Reasons for departing the team included returning to school, other employment, and time commitments.

## Training and Data Collection Tool Development (What)

Peer Researchers participated, and were fully engaged, in several training sessions. These sessions were designed to provide background in general research methods, ethically conducting data collection, and qualitative interviewing and focus group techniques. Opportunities for practice were interspersed throughout the training. Many of the Peer Researchers expressed appreciation for the learning opportunities.

### Recruitment and Training

<b>September 10, 2020</b>	Initial email communication sent to peer-led and grassroots agencies providing outreach and supports to people sheltering outdoors Communication included: <ul style="list-style-type: none"><li>• resources being reviewed in advance of the engagement development,</li><li>• a copy of the Motion, and</li><li>• a request for feedback and further literature for review.</li></ul>
<b>September 15, 2020</b>	Job descriptions created and disseminated to the same groups
<b>September 24, 2020</b>	GVCEH provides 3-hour training on research, participatory action research (PAR) research methods (interviewing and questionnaire design), and ethics to a cadre of 13 individuals (7 who were sheltering outdoors; 5 with lived experience of homelessness)
<b>September 29, 2020</b>	GVCEH provides follow-up training with the same cadre of Peer Researchers Initial Participatory Action Framework developed Interview question ideas generated
<b>November 17, 2020</b>	Peer Researcher Focus Group facilitator training (cadre of 9 individuals)
<b>February 10, 2021</b>	Peer Researcher Focus Group facilitator re-training (cadre of 9 individuals)

Peer researchers lent their expertise in co-developing interview protocols, focus group protocols, and survey questionnaires. As this is a PAR engagement, Peer Researchers were not primed on topics to include when developing the interview questions.

### Data Collection Tool Development

<b>October 5, 2020</b>	GVCEH staff refine interview questions and present to a cadre of 8 Peer Researchers (4 who were sheltering outdoors; 4 with lived experience of homelessness) Peer Researchers <ul style="list-style-type: none"><li>• asked for input into changes to questions</li><li>• received training on interviewing</li><li>• discussed steps to follow for interviews they would be engaging over the following five to six days, including logistics such as getting consent to participate in the engagement, recording, stipend payment, and providing snacks during the interview.</li></ul> <b>Note:</b> There was not enough time to practice interviewing skills.
<b>October 14, 2020</b>	Peer Researchers (a cadre of Peer Researchers) and GVCEH Staff create a set of questions for a questionnaire Suggestions made: <ul style="list-style-type: none"><li>• some based on questions and ideas developed during the meeting on the last week of September</li><li>• some generated from themes that emerged during the individual interviews</li><li>• some based on the lived experience of Peer Researchers living at encampments</li></ul>

### Data Collection Tool Development

<b>November 2 &amp; November 9, 2020</b>	Peer Research Team (a cadre of 8 Peer Researchers) developed questions for Focus Group protocol. <ul style="list-style-type: none"> <li>• Questions focus on (i) community care/self-governance, (ii) communication, (iii) safety, (iv) peer support, and (v) winterization</li> </ul>
<b>Week of March 8, 2021</b>	North Park Neighbour questionnaire <ul style="list-style-type: none"> <li>• GVCEH developed the questions using the Focus Group Protocol Peer Researchers developed November, 2020</li> <li>• Peer Researchers reviewed questions during the Peer Researcher Debrief meeting</li> </ul>
<b>March 8, 2021</b>	Peer Researcher Debrief <ul style="list-style-type: none"> <li>• GVCEH staff developed the protocol (as we were debriefing Peer Researchers it was not appropriate to have Peer Researchers co-develop questions)</li> </ul>
<b>March 16, 2021</b>	Neighbourhood Associations Focus Group <ul style="list-style-type: none"> <li>• Due to time constraints, GVCEH developed this protocol</li> </ul>

### In the Community (How and When)

Working on a strength-based model, Peer Researchers developed capacity to support this engagement, fully participating in, and occasionally leading, the activities associated with the engagement.

<b>Week of October 09, 2020</b>	18 interviews with persons sheltering outdoors in Central Park
<b>October 22 - October 26, 2020</b>	50 questionnaires administered, with support, to persons outdoor sheltering in Central Park
<b>November 19, 2020</b>	Mandatory Provincial Health Orders went into effect. <ul style="list-style-type: none"> <li>• A temporary halt to continuing engagement was called with the stricter measures to slow the spread of the COVID-19 virus in place.</li> <li>• Contact with the Peer Researchers was maintained at this time.</li> </ul>
<b>Weeks of February 08 &amp; February 15, 2021</b>	4 Focus groups (n=15) with persons sheltering outdoors at 940 Caledonia
<b>March 10, 2021</b>	Peer Researcher Debrief and Focus Group
<b>March 12 - March 19, 2021</b>	North Park neighbourhood online questionnaire released to the Friends of Central Park email list (n=67), Green Street Residents (n=20), NPNA Board Members (n=10), 35 respondents
<b>March 18, 2021</b>	Focus group with representatives from two Community Associations (n=4)
<b>March 31, 2021</b>	All Peer Researchers (n=7) were involved in reviewing and providing suggestions for edits to final report to the City of Victoria <ul style="list-style-type: none"> <li>• Sections reviewed included Engagement Purpose, Actions, Collateral Benefits, Recommendations, and Moving Forward/Moving In</li> <li>• All had reviewed analysis information in previous reports and accepted findings</li> <li>• All agreed that sections of report reviewed represented what transpired and the recommendations were true</li> </ul> All Peer Researchers wish to view the GVCEH presentation to City Council

On November 19, 2020 mandatory Provincial Health Orders went into effect with the stricter measures to slow the spread of the COVID-19 virus in place, necessitating a temporary halt the CPP PAR Engagement. This meant that the plan to hold Focus Groups starting November 19 did not take place.

With desired outcomes for the Focus Groups to member check, or validate, the findings from the interviews and survey of Central Park residents, to provide information to co-develop further actions the community would like to take, it became a missed opportunity. Further support of participants to organize and exercise agency in the development of supports and safety strategies where they were living, whether housed nearby, or sheltering in Central Park, as a CPP PAR engagement were put on hold.

In an effort to ensure diverse community voices were included in this engagement, an online survey was distributed to members of the Friends of Central Park Group, Green Street residents, as well as the Board of Directors of the North Park Neighbourhood. Plans to engage these groups more broadly, such as in community meetings or focus groups, were scuttled due to the Provincial Health Orders, November 19, 2020.

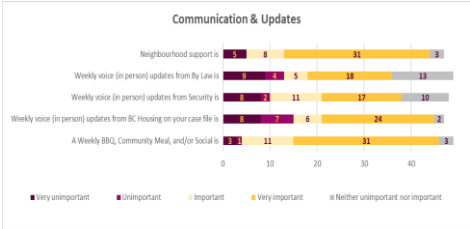
For copies of research meeting agreements used for all research team meetings, consent forms, questionnaires and interview and focus group protocol, as well as focus group invitations and handouts, see the following appendices:

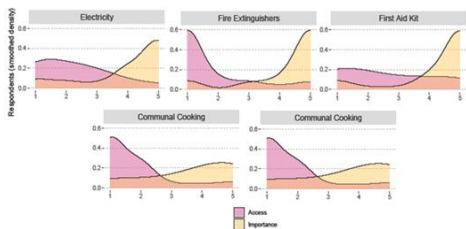

- [Appendix F](#): Research Meeting Agreements
- [Appendix G](#) (Outdoor Sheltering Engagement: Interview Consent Form)
- [Appendix H](#) (Outdoor Sheltering Engagement: Interview Protocol)
- [Appendix I](#) (Conducting One-to-One and Focus Group Interviews)
- [Appendix J](#) (Outdoor Sheltering Instructions for Questionnaire)
- [Appendix K](#) (Outdoor Sheltering Engagement Questionnaire)
- [Appendix L](#) (Outdoor Sheltering Engagement: Focus Group Training Agenda)
- [Appendix M](#) (Outdoor Sheltering Engagement: Focus Group Invitation)
- [Appendix N](#) (Outdoor Sheltering Engagement: Focus Group Agenda)
- [Appendix O](#) (Outdoor Sheltering Engagement: Focus Group Consent Form)
- [Appendix P](#) (Outdoor Sheltering Engagement: Focus Group Protocol)
- [Appendix Q](#) (Outdoor Sheltering Engagement: Focus Group Questions Handout)
- [Appendix R](#) (Peer Researcher Debrief Protocol)
- [Appendix S](#) (North Park Neighbourhood Questionnaire)
- [Appendix T](#) (Community Association and Neighbourhood Participants: Focus Group Protocol)

### What We Found (Analysis)

#### Central Park/940 Caledonia Residents

Results, following, are based on information collected between October 9, 2020 and March 18, 2021. Individuals sheltering outdoors at Central Park were interviewed (18). Almost everyone sheltering at Central Park participated in a survey (49). After the move from Central Park to 940 Caledonia, individuals were asked to participate in focus groups (15). Further, information from Peer Researchers (7) also informed our analysis.

Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)																																					
	n = 18 (week of October 9, 2020)	n = 49 (estimated 51 individuals living at Central Park) (October 22-26, 2020)	Focus Groups (n = 15) (February 8-15, 2021)	Peer Researcher Debrief (n = 7) (March 31, 2021)																																				
Communication	Communication not effective: lack of communication in general Communication not effective: BC Housing lack of communication Communication not effective: need more information on what is provided for persons sheltering outdoors Communication not effective: need information on laundry Services	 <table><caption>Communication &amp; Updates</caption><thead><tr><th>Communication Method</th><th>Very unimportant</th><th>Unimportant</th><th>Important</th><th>Very important</th><th>Neither unimportant nor important</th></tr></thead><tbody><tr><td>Neighbourhood support is</td><td>0</td><td>0</td><td>31</td><td>3</td><td>0</td></tr><tr><td>Weekly voice (in person) updates from By Law is</td><td>0</td><td>0</td><td>5</td><td>18</td><td>13</td></tr><tr><td>Weekly voice (in person) updates from Security is</td><td>0</td><td>0</td><td>11</td><td>17</td><td>10</td></tr><tr><td>Weekly voice (in person) updates from BC Housing on your case file is</td><td>0</td><td>0</td><td>7</td><td>24</td><td>2</td></tr><tr><td>A Weekly BBQ, Community Meal, and/or Social is</td><td>0</td><td>0</td><td>11</td><td>11</td><td>13</td></tr></tbody></table>	Communication Method	Very unimportant	Unimportant	Important	Very important	Neither unimportant nor important	Neighbourhood support is	0	0	31	3	0	Weekly voice (in person) updates from By Law is	0	0	5	18	13	Weekly voice (in person) updates from Security is	0	0	11	17	10	Weekly voice (in person) updates from BC Housing on your case file is	0	0	7	24	2	A Weekly BBQ, Community Meal, and/or Social is	0	0	11	11	13	Specific person act as advocate for securing people housing; point of contact with BCH PWLE input is valuable Focus group input - opportunity to be heard Facebook page (online bulletin board) Suggestion board/physical board (post what you are missing, what needs to be done to make things better) Outline of job description, displayed publicly Satellite phones Designated WIFI Area Need better communication - Communication through community tent Need better communication - More time allowed to communication when meetings are being held	Communication effective: warming tent provided central hub for communication Communication not effective: move from Central Park to 940 Caledonia Communication not effective: single person responsible for communication, stressful trying to find person Communication not effective: got 'scoop' then passed on to others Communication not effective: had to yell to be heard
Communication Method	Very unimportant	Unimportant	Important	Very important	Neither unimportant nor important																																			
Neighbourhood support is	0	0	31	3	0																																			
Weekly voice (in person) updates from By Law is	0	0	5	18	13																																			
Weekly voice (in person) updates from Security is	0	0	11	17	10																																			
Weekly voice (in person) updates from BC Housing on your case file is	0	0	7	24	2																																			
A Weekly BBQ, Community Meal, and/or Social is	0	0	11	11	13																																			
Safety: Safety Concerns	Violence (security guard is useless, more security) Others (severe mental health issues, fighting) Night time issues		More safety with fence (barrier to outside community) Closed gate - discouraging to outsiders (don't belong here) Better because more contained Duality - Feeling more secure BUT feeling more closed in/monitored. Feel safe, less triggered to substance use	Felt safe when: service providers were there Felt safe when: 'Security Person' from Footprints was there Felt safe when (mostly): Bylaw was there Didn't feel safe when: residents I didn't know were there Didn't feel safe when: visitors I didn't know were there Didn't feel safe when: officials I didn't know were there Didn't feel safe: a couple of residents were triggering ("made all hell break loose") Didn't feel safe (housed Peer Researcher): felt like uninvited guest (outsider) Safety issues/police: backlash from																																				

Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)
			residents ("people are worried about 'rats' and who talked to cops")
Safety: Safety Net	Community pods (we eat a lot together, have my back) Safety in numbers (small groups, boyfriend)		Just stuck to ourselves
Basic Supports: Shelter/Warmth	Warming area (tent) Blankets Clothing (warm, waterproof) Clothing +/- (getting clothing, need more of a specific type of clothing)	 <p>Peers Sheltering Outdoors: Supports</p> 	<p>Access to the warming tent during the day</p> <p>Warming tent - Access to electricity</p> <p>Shelter improvements: raised/secured on pallets</p> <p>Better heat for tents</p> <p>Space less restrictive, size should make sense (e.g., if a couple, if have a pet)</p> <p>Weatherproof tents</p> <p>Propane</p> <p>Power cords/power supply</p> <p>Shelter improvements: Porches and stairs made, roofed entrance to tent</p> <p>Shelter issues (leaky tents): Getting wetter (weather) in tent</p> <p>Shelter issues with storage: "Such a pain"/stack inside, need storage, outside tent &amp; threatened to taken away</p>
Basic Supports: Water (drinking & handwashing)	Water (potable is inadequate) –		<p>Changes from night to day (gates are closed at night)</p> <p>Don't always have drinking water in the bottles</p>

Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)
Basic Supports: Food	Food donations (North Park) + Food donations (reduced hours at Mustard Seed)	More access to food More access to hot drinks PEERS provided food Would like more vegetables	Communication about food more consistent (Warming tent hub): helps people to know where things are PEERS (service provider): lunch, coffee Peers support: Offers of food from peers Peer Researcher meetings/training: Food is amazing, good choices
Basic Supports: Restroom Facilities 24/7	Porta potties -	Restrooms are cleaned daily and every morning Closing the gate at night made restroom access worse (gate locked during first few weeks at 940 Caledonia) Bathroom clean-up (stealth managing)	
Basic Supports: Shower Access	Showers - Support because of COVID (harder to access showers at shelters)	Reasonably satisfied barring timing & frequency issues (Would be nice to have more access to showers) Bus tickets are helpful Public pool facilities are closed Timing (no early showers) & frequency issue for all shower sites (Our Place, Anawin, Shower truck) Time constraints; 2 - 3 hour wait, no one comes to the door 20 min (Anawim) Being barred from one of the two showering sites	Lack of communication (showers): Didn't know anything when first got here, took time to find info (e.g., bus tickets from city), crappy Shower access got better: Mobile showers started to come around
Basic Supports: Laundry	Lack of access to laundry facilities	Less room to store laundry Lack of communication about nearby laundry facilities	Laundry access difficult: "Pain in the butt" Laundry access difficult & dampness: Things got moldy, threw out everything (clothing), threw out name brand clothing, wear everything once then throw away
Basic Supports: Winterization		Better heat for tents Space less restrictive, size should make sense (e.g., if a couple, if have a pet) Weatherproof tents	Warming tent welcoming: provided warmth Warming tent welcoming: felt welcome, at ease, at home

Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)
		Propane Power cords/power supply	
Basic Supports: Health & Harm Reduction	Safe supply / harm reduction + Communication Providers need to be aware of individuals, particularly those who relocate	Can access them more during the day More convenient More sites	Communication about harm reduction supplies more consistent (Warming tent hub): helps people to know where things are
Community Supports: Service Providers	Outreach workers + Dissatisfaction with Housing - Support because of COVID (more resources; however more people needing to access resources)		Medication: Orange backpack seeing what meds I need, SAFER team talked to us while delivering meds Good outreach: know all service providers and have good conversations; even when they're not working they come and check on us, became friends; loving comfortable feeling; positive vibes Good outreach (specific organizations): PEERS nice, friendly, respectful; Umbrella Society pretty good sit and chat; Bylaw came and checked on us; Footprints great times, made their day full of fun
Community Supports: General	Public support (North Park, public donations) Mustard Seed, Our Place, drop in +		Peer supports: Communicating needs, conversation, information sharing tips, advice Peer supports (general): Smiles, people welcomed me to circle, gave smokes



Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)																								
What can I contribute	Construction (e.g. carpenter, painter, build things) Personal soft skills (easy to talk to) Survival Skills Clean up	Green team clean-up / Community clean-up Whatever they let us do Supporting community members Woodworking (no opportunity to do this, someone else is doing this) Helping people recognize their skills and talents Community concern with other's well-being Better communication with each other (to get things better advertised and better looked at)	Walked around to make sure everyone had a smile on their face (even if upside down) Move things Just talk Always shared whatever I had and made sure everyone had																								
Self-managed Outdoor Shelter (Encampment)	<div>Self-managed Encampment</div> <table><thead><tr><th>Question</th><th>No</th><th>I don't think so</th><th>Perhaps</th><th>I think so</th><th>Yes</th></tr></thead><tbody><tr><td>Would you want to participate in an "Camp Council"?</td><td>7</td><td>5</td><td>10</td><td>5</td><td>18</td></tr><tr><td>Would you be in favour of a democratically elected "Camp Council" (site specific)?</td><td>7</td><td>2</td><td>13</td><td>11</td><td>13</td></tr><tr><td>If appropriate training and support were provided, would you be willing to provide services</td><td>0</td><td>10</td><td>11</td><td>26</td><td>0</td></tr></tbody></table>		Question	No	I don't think so	Perhaps	I think so	Yes	Would you want to participate in an "Camp Council"?	7	5	10	5	18	Would you be in favour of a democratically elected "Camp Council" (site specific)?	7	2	13	11	13	If appropriate training and support were provided, would you be willing to provide services	0	10	11	26	0	Single point of contact issues: upset about how the roles of 'site manager' were given out at 940 Caledonia, all focus and acknowledgement on one person, one person took on too much, not able to help 'site manager' as " my role was to be a 'resident'"
Question	No	I don't think so	Perhaps	I think so	Yes																						
Would you want to participate in an "Camp Council"?	7	5	10	5	18																						
Would you be in favour of a democratically elected "Camp Council" (site specific)?	7	2	13	11	13																						
If appropriate training and support were provided, would you be willing to provide services	0	10	11	26	0																						
Authentic Engagement	Thank you so much You're welcome. I hope it helps a little bit	Giving voice: Letting us speak, let our voices be heard; love you guys. I know you're out there, listening.	Overall: positive Engagement ethics: Clarity, honesty, openness about what research was; appreciated the way research was done Learning experience: Awesome learning experience, hope to learn more, learned something new, learning about myself, listening skills Community: Meeting a lot of new people, opening up shell, open to meeting new people Giving voice: Every voice was heard Safe environment provided: Impressed by meetings Effective engagement: Good work was done, good work with good																								

Theme	Supporting Information (Interviews)	Supporting Information (Questionnaires)	Member Checking (Validation)
			people, dedication and teamwork, good leadership
For data used to create this table see the following appendices: <a href="#">Appendix U</a> (Data: Outdoor Sheltering Interview Themes), <a href="#">Appendix V</a> (Data: Outdoor Sheltering Questionnaire), and <a href="#">Appendix W</a> (Data: Outdoor Sheltering Engagement - Focus Group Themes)			

Information gathered from each of the qualitative data collection points was themed at each stage. All data from participants sheltering outdoors was aggregated, looking for consistent themes across all data points. From this, and using key areas suggested during data collection tool creation, five overarching themes emerged: Communication, Safety, Basic Supports, Community Supports, and Personal Contribution. One additional theme, Self-managed Outdoor Sheltering (Encampment) created through active solicitation, was created as part of the requirements for the engagement. Further, support for authentic engagement was examined. Themes were further refined and are discussed in the following sections.

### *Communication*

Communication was an ongoing issue at both Central Park and 940 Caledonia, though lines of communication did improve at 940 Caledonia. Residents at both sites desired more communication regarding housing, particularly communication with BC Housing. Initial thoughts focused on a single point of contact for persons sheltering outdoors; however, when tried at 940 Caledonia this did not work well – “stressful trying to find person”. Using the warming tent as a hub for communication appeared to have been a better approach. As well, there were many suggestions for a variety of communication methods (e.g., message boards, Facebook, etc.).

### *Safety: Safety Concerns*

Safety was a major concern at Central Park. Several individuals indicated that this was a major issue at night. There were concerns around violence and ineffectual security provided. While conclusions cannot be drawn, mental health and substance use issues may have played a large part in violence occurring at Central Park.

With the move to 940 Caledonia, many stated that they felt safer with the fence around the perimeter of the location. Further, they felt safer with the presence of Footprints Security, Bylaw, and service providers were present. While those participating in the focus groups and peer debrief did feel safer with the enclosed fencing, the fencing also led to feelings of being “closed in” and “monitored”.

### *Safety: Safety Net*

Community pods and close-knit small groups provided individuals sheltering at Central Park and 940 Caledonia with a safety net. Individuals indicated that they felt safer when someone “ha[d] my back”

### *Basic Supports: Shelter/Warmth*

The major concerns for shelter and warmth were having weatherproof and warm shelter, as well as appropriate clothing for the season. While at Central Park, individuals expressed a need for warm, waterproof clothing, blankets, and a desire for a warming tent. With the move to 940 Caledonia and the installation of a warming tent on January 28, 2021, those participating in the focus groups and peer researcher debrief, indicated general satisfaction with their ability to keep warm during the day and have access to electricity. Although there were improvements made to tents (e.g., raised on pallets, porches and stairs), weatherproof tents, power supply, and warmth during the night were still a concern. Additionally, storage was seen as a concern.

### ***Basic Supports: Water (drinking & handwashing)***

Access to drinking water was seen as an issue at Central Park. This improved with the move to 940 Caledonia. However, residents participating in focus groups pointed to continuing issues with access to water in the evenings.

### ***Basic Supports: Food***

Residents interviewed at Central Park appreciated food donations from their housed neighbours in North Park. They did find that service providers such as Mustard Seed had reduced hours, making it more difficult to obtain food. This issue was greatly reduced with the move to 940 Caledonia. Many responding in the focus groups and peer researcher debrief indicated that they had more access to food and hot beverages. Further, people living at 940 Caledonia would share food with one another.

### ***Basic Supports: Restroom Facilities 24/7six***

There was a major shift in cleanliness of restroom facilities between Central Park and 940 Caledonia. Cleanliness of porta potties at Central Park was a concern, while those sheltering at 940 Caledonia reported that the restroom facilities were cleaned every morning, with some “stealth managing” taking place to ensure cleanliness.

### ***Basic Supports: Shower Access***

Shower access remained an issue throughout the outdoor sheltering at Central Park and 940 Caledonia. Initial reports regarding access, gathered during October 2020, indicated lack of access due to inability to shower at shelters such as Our Place. The situation improved with the shower truck and extended hours at Our Place and Anawim House. Timing and frequency of availability of showers was an ongoing issue.

### ***Basic Supports: Laundry***

Access to laundry was an issue throughout the CPP PAR engagement. Individuals sheltering at Central Park and 940 Caledonia found that access was a "pain in the butt", with no clear communication regarding when and how to access available laundry facilities.

### ***Basic Supports: Winterization***

Winterization was an ongoing issue, with many citing issues with an inability to heat tents and lack of appropriate clothing. This issue was partially resolved with the installation of a warming tent, operated by PEERS, on January 28, 2021.

### ***Basic Supports: Health & Harm Reduction***

Health and harm reduction supports were seen as important. Harm reduction was seen as accessible with good support from service providers at both Central Park and 940 Caledonia. While access to counselling (mental health) and medical practitioners was seen as problematic at both locations, the introduction of the ‘Orange Backpacks’, together with a meeting between Peer Researchers and the Orange Backpack team, provided a better understanding and use of the Orange Backpacks as the ‘go to’ for medical and counseling information.

### ***Community Supports: Service Providers***

Outreach workers (e.g., Orange Backpacks, AVI, PEERS, etc.) were seen as great supports to those sheltering at both Central Park and 940 Caledonia. With the move to 940 Caledonia, many participating

in the CPP PAR engagement felt they had become friends with the outreach workers, citing “loving comfortable feeling[s]” and “positive vibes”. Relationships with representatives for BC Housing were seen in a less positive light.

### *Community Supports: General*

General community supports were provided by peers residing at Central Park and 940 Caledonia. This took the form of sharing conversation, food, and smiles. Further, North Park housed neighbours often provided public support such as donations to those sheltering at Central Park and 940 Caledonia.

### *What can I contribute?*

Individuals participating in the CPP PAR engagement felt they had a variety of skills that could be used; from construction to clean up to being there to support others. With the move to 940 Caledonia, some were able to provide assistance with construction, clean up, and communication. However, some individuals felt ‘left out’ when trying to contribute to the community at 940 Caledonia, as there generally was a single point of contact and no shared responsibility.

### *Self-managed Outdoor Sheltering (Encampment)*

Many living at Central Park indicated a desire to provide services at the encampment, with appropriate training. Further, many indicated that they would support, and possibly participate, in a Camp Council. While not a fully self-managed encampment, 940 Caledonia provided us with an opportunity to see how this might work. Several issues seen at Central Park (e.g., restroom cleanliness, effective communication, etc.) were reduced at 940 Caledonia.

As can be seen from the interview and focus group themes, while those responding did not speak about self-governance, these individuals were highly motivated to support each other. Leveraging the talents and skills of those who were sheltering in Central Park and 940 Caledonia demonstrates that these individuals could be capable of self-support and self-governance, with specific, targeted supports. However, the data demonstrates that this may not be without issues as imbalances in participation and power were not considered to be equitably distributed.

### *Authentic Engagement*

Many participating in the CPP PAR engagement indicated that they were given a voice and felt heard. Peer researchers, especially, indicated that they had a positive experience, learned new things, and appreciated “the way the research was done”. They felt that they were part of a team and that the engagement was effective.

It should be noted that, through the use of a participatory action research engagement, there was both equity in gathering information and equitable input across the unsheltered individuals responding interview, questionnaire, focus group, and debrief data collection processes.

### *Community Feedback*

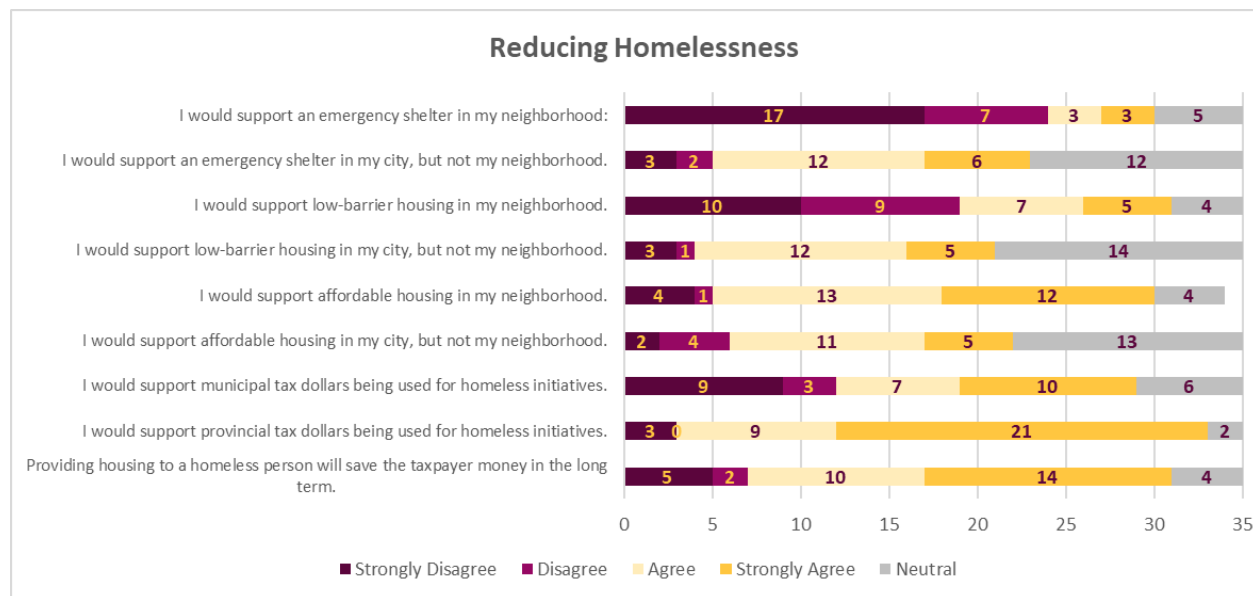
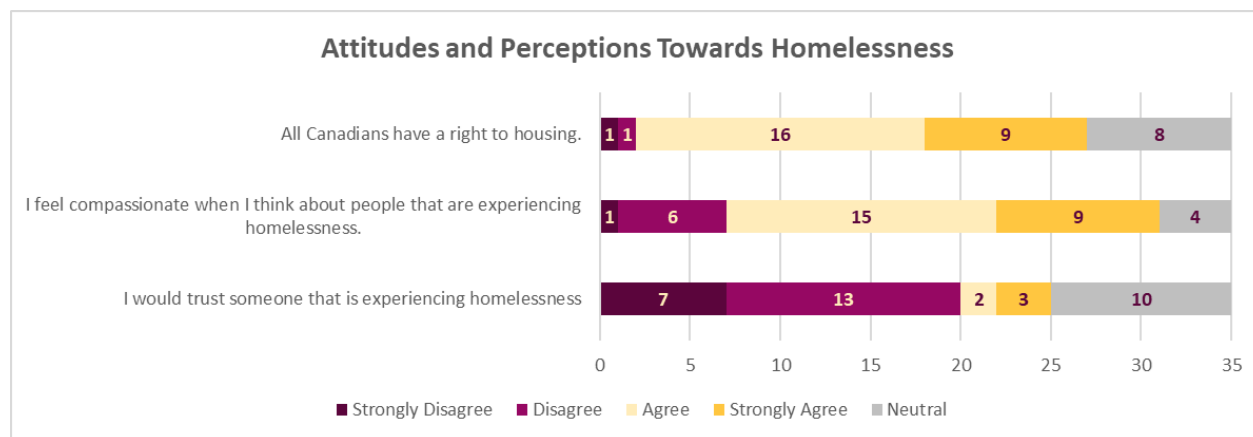
Results, following, are based on information collected from the Friends of Central Park, Green Street residents, and NPNA Board Members responses to an online questionnaire (n=35) administered between March 12, 2021 and March 19, 2021. Further, individuals from two neighbourhood organizations (North Park Neighbour Association, Hillside Quadra and Fairfield-Gonzales) participated in a focus group discussion (n=4) designed to gather feedback on participants’ experiences with

outdoor temporary sheltering and engagement from housed neighbours who are engaged with Neighbourhood and Community Associations.

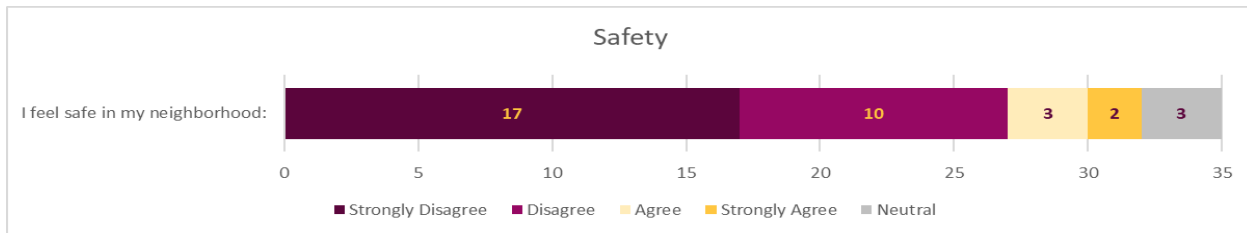
For data used to inform themes for interviews and focus groups, as well as aggregated outdoor sheltering questionnaire see Appendices U (Data: Outdoor Sheltering Interview Themes), V (Data: Outdoor Sheltering Questionnaire), W (Data: Outdoor Sheltering Engagement - Focus Group Themes), and X (Data: Peer Researcher Debrief Themes).

### *North Park Community Feedback (online questionnaire)*

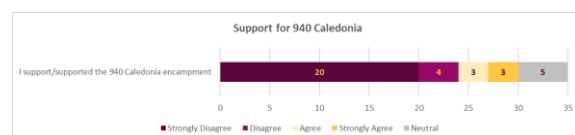
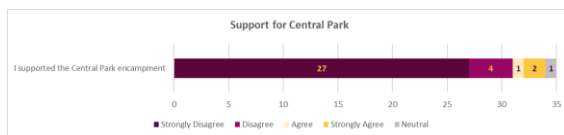
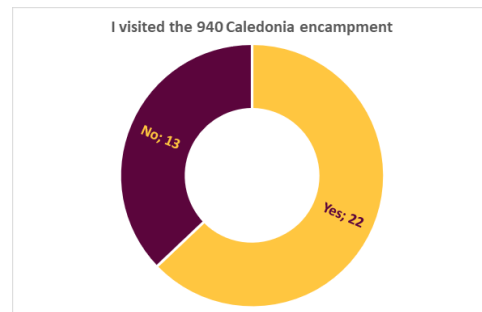
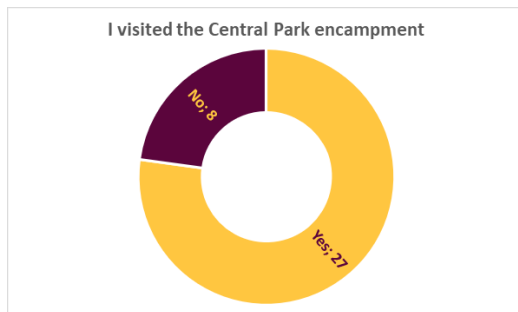
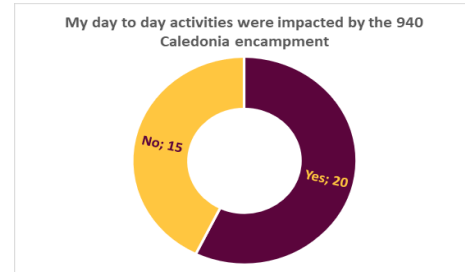
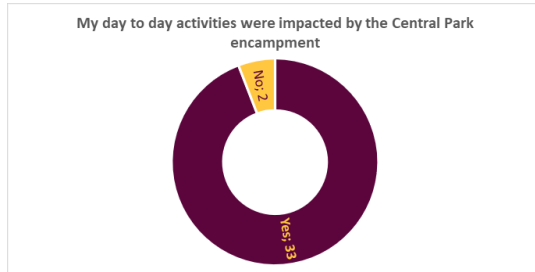
On the whole, those providing feedback felt that all Canadians have a right to housing and support many initiatives to reduce homelessness. The only exceptions related to trusting someone who is experiencing homelessness and supporting emergency and low barrier housing in their neighbourhood.



Safety was a concern shared by almost all residents. Comments provided by those responding to the online questionnaire bore out this concern.

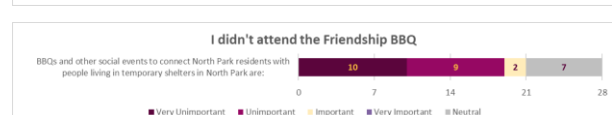
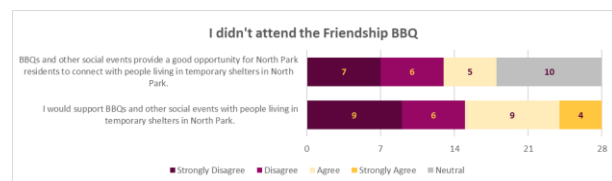
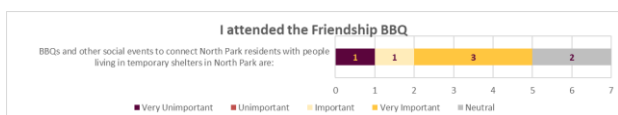
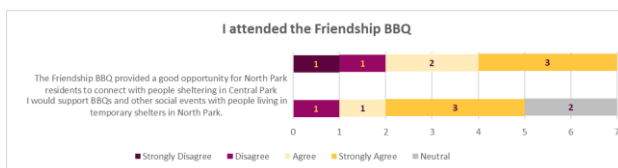


On the whole, the 940 Caledonia outdoor sheltering site was seen as less impactful, having slightly more support and more individuals from the neighbourhood visiting the site.



Talking circles were seen as more effective than NPNA, GVCEH, Central Park Residents meetings.

Only 7 of the 35 individuals attended the Friendship BBQ on October 22, 2020. The opinions regarding the Friendship BBQ differed between those attending the BBQ, with more positive attitudes, than those not attending the BBQ, with less positive attitudes.



See [Appendix X](#) (Data: North Park Neighbourhood Questionnaire) for more information.

### *Neighbourhood Associations Feedback (focus group)*

Individuals participating in the Neighbourhood Association group were, on the whole, more supportive of individuals sheltering outdoors than those responding to the online questionnaire. These participants indicated that creating community and being responsive to the unhoused community were necessary supports for those sheltering outdoors. They indicated that community events that “create bridges” were important to bring the housed and unhoused communities together. See [Appendix Y](#) (Data: Neighbourhood Associations Themes) for more information.

### **Actions Taken**

Actions taken are based on the results of the CPP PAR Engagement, intertwined with the various activities associated with the engagement including Peer Researchers training, data collection, and community collaborations.

#### **Peer Researchers**

In response to initial interviews conducted by Peer Researchers, the following three action items were created.

- Food donations action item: need more information on what is provided, provide more outreach.
- Laundry action item: need more information on what laundry services are available.
- Potable water supply is inadequate action item: provide/deliver water to main table.

With Provincial Health orders limiting gatherings, outcomes for these action items were limited to redistribution of information.

The Peer Research Team had questions regarding the new Island Health Encampment Outreach Team, referred to as the ‘Orange Backpacks’. This led to a meeting on November 5, 2020 to learn more about what the Orange Backpacks do, as well as what ‘Mental Health’ and ‘Addictions’ support include. While further action items were discussed, there was no follow-up due to the November 19, 2020 Provincial Health Orders. The proposed action items included:

- 1-page overview/poster of Orange Backpack services/mandate posted at table in Central Park.
- Peer researchers creating/gathering information on ways to respectfully engage with people with living experience of homelessness to provide to service agencies.
- Peer researchers creating/gathering information on what is working well and gaps/barriers specific to the work Orange Backpack service providers are doing.

We look to carry these, and other similar actions, to future collaborations.

#### **Community Activities**

##### ***NPNA, GVCEH Peer Researcher and Central Park Resident Weekly Meeting at RAP***

The talking circles at Central Park were an opportunity for relationship building, sharing and organizing within the structure of circle go arounds. The Weekly meeting at RAP generally had an Agenda planned by participating groups and was structured to create actionable items and create an accountability and communication loop.



### NPNA & GVCEH Friendship BBQ

The NPNA, GVCEH Peer Researchers, and Central Park residents planned and hosted a 'Friendship BBQ' at the Royal Athletic Park on October 22<sup>nd</sup>, from 4 – to 6 p.m. with COVID 19 safety protocols in place. The event included:

- a COVID-19 friendly boxed meal from Jones' Bar B Que, provided by the NPNA and served by Peer Research Team Members.
- an art mural activity representing communities joining together in 'LOVE & CONNECTION' which was facilitated by an NPNA member.
- a panel discussion about collaborative solutions to, as well as the experience of, homelessness was facilitated.



(Image: screenshot of Twitter feedback for event 10/24/2020)

The panel included 1 Peer Researcher (who lived at Central Park), 1 NPNA Board Director, 1 person sheltering at Central Park, and 1 person who had previously lived at Central Park and moved to another outdoor sheltering site.

A robust, educational, and heartfelt discussion was held.

The event was well received and attended by community members. One of the Central Park residents moved and set up their encampment to within the Royal Athletic Park grounds to demonstrate what living conditions are like for those sheltering outdoors.

As well, talking circles at Central Park continued to be held on Wednesday afternoons at both Central Park and 940 Caledonia.

### Collateral Benefits

Collateral benefits emerged from opportunities created by the structure of the CPP PAR Engagement strategy, as well as from the community coming together at Central Park and 940 Caledonia.

Filmmaker Krista Loughton, with Mindfuel Films and Director of 'Us & Them', a documentary that followed the journeys of individuals experiencing homelessness in the Downtown and North Park Neighbourhoods of Victoria, embarked on a documentary featuring some of the individuals residing at Central Park. As a result, many of the engagement activities in Central Park, Royal Athletic Park, and 940 Caledonia were documented on film.

Individuals sheltering at 940 Caledonia were presented with an opportunity to speak on camera and share their stories. These short films have been released in a series of YouTube videos titled 'Living Outside'. During that engagement, 18 residents of 940 Caledonia were asked to share their thoughts

on the difference between the ‘unregulated’ camping at Central Park and the ‘self-managed & supported’ encampment at 940 Caledonia. Here are some of their thoughts: [LINK TO VIDEO](#)

The GVCEH and Mindfuel Films will be collaborating to produce a short film from the footage taken during this engagement, bringing the learnings to a broader audience, showing the experience in a way that written reports are not able to capture.

#### North Park Community Engagement

Many nearby residents, North Park Neighbourhood Association members, and NPNA Board Directors had been attending Central Park and developing relationships with individuals sheltering there. This engagement began prior the Motion passed by City Council on September 3, 2020.

- Residents of Central Park and Beacon Hill Park/Meegan were invited to participate and share perspectives at the NPNA Community Meetings.
- NPNA members had been preparing and distributing sandwiches and food to Central Park.
- NPNA provided a table and tent to support communication and donation facilitation.

#### Fundraiser for Anawim Washer & Dryer

- <https://ca.gofundme.com/f/anawim-house-new-laundry-equipment>
- Community members residing at 940 Caledonia were able to use the laundry facilities at Anawim House (located ‘kitty-corner’ to 940 Caledonia). They noted the machines were in need of repair, and in the spirit of ‘wanting to give back’ they were supported by a housed community member create a ‘Go Fund Me’ campaign, raising \$2,415 to purchase new machines for Anawim.
- The Executive Director of Anawim House, staff, and residents, regularly visited 940 Caledonia, bringing hot water for tea, coffee and soup; as well as warm and dry clothing from their supplies.
- The Executive Director of Anawim House said the 940 residents were ‘great neighbours’

#### NPNA Red Cross Grant for Central Park/940 Caledonia supplies, program, and resources

- The NPNA was awarded a Red Cross grant to support individuals sheltering in Central Park, with grant funding transferring to 940 Caledonia.
- Key items and needs identified in CPP PAR Engagement activities: circles, group meetings, and surveys were funded by the Red Cross grant the NPNA led. This was a direct result of the Central Park Pilot Participatory Action Research Engagement, as well as the volunteer work and relationship building the NPNA took the time to do. Items and services identified were:
  - The warming tent, rental, operations and supplies (in partnership with Peers Victoria Resource Society).
  - Stipend roles: site liaison, clean team, site maintenance, tent to tent food delivery.
  - Supplies purchased (pallets and plywood used to raise tents off the ground, hand warmers, one-use fire extinguishers, first aid and naloxone signs for tents and more).

## Community Association Engagement

- Stigma and fear were reduced for some North Park Neighbours, and other community members as a result of attending the meetings at RAP and the Friendship BBQ.
- A community member from another neighbourhood, keen to learn about the approach NPNA was taking with the campers at Central Park, at the invitation of an NPNA Board Member, began attending the weekly meetings at Royal Athletic Parking lot and the Friendship BBQ. As a result of this participation, this person began attending sites in Fairfield where people were sheltering, making relationships with the people staying there.
  - This individual became a founding member of the Fairfield Gonzales Support for the Unhoused in the Fall of 2020.
  - Some members of the Fairfield Gonzales Support for the Unhoused have had long term and ongoing relationships with people experiencing homelessness in Greater Victoria.
  - This group has made relationships with people sheltering in Fairfield Gonzales and Beacon Hill Park/Meegan in order to provide person-centred and direct support.
  - Members of this group have been pooling resources to provide supports and system navigation with individuals sheltering outdoors, and have successfully facilitated shelter for at least 2 individuals, see article: <https://www.capitaldaily.ca/news/homes-for-unhoused-refugee-inspired-sponsorship-pilot-program?fbclid=IwAR0OvNkUf-EolO4qwfVZb0OLiqn03wLqNWMNuPDA8jeGOK-xo-UHCGNikVQ>
  - Further, this group has grown to include members from other neighbourhoods beyond Fairfield Gonzales, and people with lived and living experience are participants in the meetings, sharing their wisdom and expertise.
  - This group commits to supporting neighbours who are unsheltered and continue to do as people move into temporary shelters and housing.

Through the project Peer Researchers were able to connect with community resources and learn how to access resources (e.g., Orange Backpacks & Mental Health and Addictions Supports).

- Gaps/barriers were and things that were working well, specific the work that the Orange Backpack service providers, were identified and described.
  - Gaps/barriers identified: Didn't always know when they were coming.
  - Working well: Really good conversations, felt Orange Backpacks cared.
  - Working well: Orange Backpacks were good at de-escalation activities.

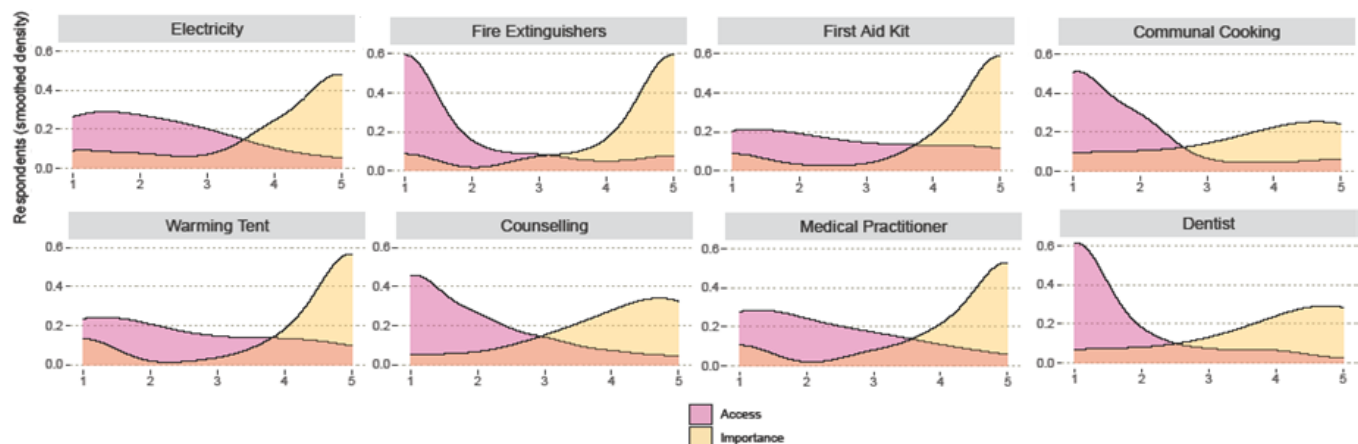
There were opportunities for 'unhoused residents' to engage with the City providing important input that may inform future policy.

- The Peer Researchers have been invited to a City led facilitation re: Placemaking; however, the COVID Health Orders have caused a delay in this engagement.

### Outdoor Sheltering Recommendations: The 'What', 'Who', 'Where Next', and Relationships

To live unsheltered, to be reliant on service providers and organizations for basic supports such as food and hygiene, demands an incredible amount of work, organization, resilience, and collaboration.

Currently in the City of Victoria, there are up to 150 individuals known to be sheltering outdoors. Individuals are sheltering outdoors at varied locations and for many reasons, such as: their safety, to co-locate with their street families/friends, to be near access to work, or other daily needs. To understand what supports are considered necessary, Peer Researchers, together with GVCEH staff, polled residents of Central Park and found the following:



It is recommended all of these items be facilitated for each site.

#### Basic Supports: The 'What'

- Communication
- Shelter/Warmth
- Water (drinking & handwashing)
- Food
- Restroom Facilities 24/7
- Shower Access

#### Communication

Effective communication is a key priority identified by the Peer Research Team and by community stakeholders.

Ensuring regular updates are made to City and service provider websites, and social media is needed, particularly as changes are made to bylaws, or service access. Poverty Kills 2020 and the Indigenous Harm Reduction Team (IHRT) have been maintaining a google document for people accessing or referring people to services<sup>4</sup>. They, and others, provided printed updates and information to people sheltering outdoors.

At any sheltering location site, a communication structure should be set up by or with people sheltering at the site, including, but not limited to:

- Weekly (at minimum) camp meetings in a facilitated circle: ideally an honorarium and nutritional snacks will be provided.

<sup>4</sup> See link: [Street Community Survival in COVID Times](#).

- A message board/calendar: information shared may include contact information for service providers, mealtimes and locations, dates and times services providers will attend the site, lists of required items (waterproof/warm clothing, garbage bags/receptacles, etc.).
- Handbills: many sheltering outdoors do not have access to electricity to charge phones and check messages, nor regular access to the internet. Handbills with upcoming events, contact information or other information, distributed a week/few days in advance of an event, is appreciated. Follow-up the day before or day of the event may be necessary.
- Identifying key people, or processes, for each site will support ensuring relevant information is accurately shared.
- Attendance at, and participation in, site communications activities by City of Victoria representatives, BC Housing and other 'decisionmakers'.

The GVCEH convened a bi-weekly Unsheltered Supports Meeting to support additional communication, opportunities for collaboration and coordination of efforts to support, and work with, community members who were sheltering outdoors, providing information on local and regional plans and resources as they became available.

### *Shelter*

Protection from the elements is key to survival while sheltering outdoors. Due to COVID-19 restrictions indoor sheltering options have been limited, including both overnight sheltering and daytime access to community resources.

Recommendations for shelter include:

- Safely erecting shelters in designated areas.
- Individuals should be able to leave their shelters with the expectation it will be there when they return.
- Individuals should be supplied with adequate materials, that are in good repair, to protect them from cold, wind, rain, and snow.
- If a shelter is deemed to be abandoned, or in excess of number of permitted structures, if at all possible, it should not be removed when it is raining or snowing, or items are wet; this will prohibit Bylaw officers from safely impounding items to be reclaimed by owner due to concerns of mold.
  - Supports to ensure shelter owners are able to confirm their occupation of a shelter should be in place.
- Tents and tarps are not sufficient to protect individuals from more extreme weather events and drops in temperature. People who are sheltering outdoors, and those supporting them, are reporting that the bulk of their time and resources are currently spent repairing and replacing materials to create shelters, due to items being destroyed by weather or lost to theft or impoundment.
- Strategies to create sufficient shelter for individuals to self-isolate and shelter in place in response to Provincial Health Orders, as well surviving winter weather, need to be developed prior to such events.
- There was a community effort underway to build insulated and vented structures, each with a porch, locking door, and a window, for all individuals sheltering outdoors in the Capital Region.

The proposal suggested a service model very similar to the processes and systems demonstrated at 940 Caledonia; however, the proposal was not accepted for funding.

### *Food*

To support individuals to shelter in place, the Red Cedar Café, in partnership with various community groups agencies and individuals with lived and living experience of homelessness, have been delivering over 250 meals a day to locations where people are sheltering.

Capacity to deliver food to all people sheltering in all locations was challenging in both the number of meals needed for all of those sheltering in place and number of individuals to needed to deliver meals.

Several agencies in the city continue to provide sit-down and takeaway meals. While many individuals sheltering outside access these resources, many are unable to leave their shelters (e.g., health and mobility challenges, fear of having belongings stolen or impounded, or living with pets).

Recommendations for food security include:

- Coordinating continued support for food delivery programs, in collaboration with the current providers and people living outdoors and specific to each site
- Resourcing individuals and organizations to deliver food to outdoor sheltering locations.
- Coordinating food delivery to those who are unable to leave their shelters.
- Providing communal cooking areas.

### *Water (drinking and handwashing)*

Recommendations for handwashing water include:

- For designated sheltering locations not located in areas with 24-hour access to restrooms and sinks, handwashing stations should be installed with enough stations to adequately serve the number of individuals staying there.
- Stations need to be regularly cleaned and stocked with soap.

Recommendations for drinking water include:

- Providing bottled water or cisterns of drinking water if potable water is not available on site.
- Potable water stations must be clearly marked as potable, as well as marking the non-potable water sources.

### *Restroom Facilities*

Recommendations for restroom facilities include:

- 24-hour access to clean, functioning restrooms at all sheltering locations.
- Providing portable restrooms if existing facilities are not in place.

### *Shower Access*

Three locations where individuals who are sheltering outdoors can access showers include: Anawim House, Our Place Society and Rock Bay Landing.

Actions implemented (recommendations) for shower access include:



- Implementation of a program providing bus tickets to those sheltering outdoors via outreach agencies and volunteers, to support access to the shower locations such as the program funded by the City of Victoria.
- Implementation of a mobile shower service, using COVID-19 cleaning protocols, to support hygiene access for those sheltering at locations outside of reasonable walking distance or bus routes, and for those for whom even short distance traveling is a challenge.

### *Health & Harm Reduction*

Organizations and agencies are delivering healthcare and providing harm reductions supports and materials to the varied outdoor sheltering locations.

Recommendations for health & harm reduction include:

- Health and Harm Reduction services are necessary for all sites.
- It is imperative to have a communication strategy in place to ensure service providers are aware of where people relocated to if they leave a sheltering location.
- People with lived and living experience (peers) of substance use are very often first, and only, responders to overdoses in encampments. Peers should be resourced and supported to continue to do this life-saving work.

### *Winterization*

In recognizing there was not sufficient supportive, affordable, or market rent housing stock available to house all individuals sheltering outdoors during the length of this engagement, winterization was a top priority for Peer Researchers and those responding to engagement activities.

Recommendations for winterization include:

- Warming tents (Warming tents have been an ongoing topic and community circles at both Central Park and Beacon Hill Park/Meegan).
  - Warming tents may act as a communications hub, a place for signage and message/boards, and a location where service providers can connect with individuals sheltering outdoors.
- Warm food.
- Warm water.
- Items to support individuals to stay warm, such as warm clothing, cold weather sleeping bags, and handwarmers.

### *Community Supports: The ‘Who’*

Individuals sheltering at Central Park and 940 Caledonia had some of their basic needs met in the locations where they were sheltering, such as: food delivery, water and toilet access, harm reduction in-reach supports, and other outreach supports. Until the mobile shower program, run by The Salvation Army, was activated residents of these sites primarily attended Anawim House (at the corner of Caledonia and Vancouver Streets) or Our Place Society for shower access. Laundry services were provided by Anawim House, as well as the Tuesday night free laundry program at Laundrolounge on Cook Street at Yates avenue (a program initiated by Poverty Kills and the Indigenous Harm Reduction Team, now facilitated by the North Park Neighbourhood Association through the end of April 2021).

Although access to laundry and hygiene supports were available, and appreciated, Peer Researchers indicated there were often long waitlists for timeslots for each, especially prior to activation of the mobile shower service.

The relentless and compassionate support from the surrounding housed neighbours cannot be understated.

- Over the winter 2020-21 holiday, when the emergency move from Central Park to 940 Caledonia occurred, a neighbour set up a laundry service, taking wet and dirty clothes from campers in to their home, laundering them, and returning freshly cleaned clothes to campers.
- Housed neighbours volunteered to attend the site daily to facilitate the stipend program,
  - They attended the weekly talking circle and other community meetings,
  - They advocated for the rights and wellness of the residents of Central Park/940 Caledonia,
  - They rushed to support the emergency move to 940 Caledonia, continuing to purchase supplies to maintain structures during adverse weather events, and
  - They developed sincere and respectful relationships with their unhoused neighbours, see [“Lessons Learned”](#) report.

Although volunteer actions were instrumental in supporting the needs, safety, and wellness of the residents at 940 Caledonia, it was not a sustainable solution, from both a fiscal and resource-based perspective, as well as that of scope, capacity, and expertise. Many in the housed community continue to engage, volunteer and support; however, there needs to be an organizing or coordinating body to support and hold responsibility for this kind of work.

### *Nothing About Us Without Us*

One of the desired outcomes of the CPP PAR Engagement process was to determine how to support, supply, and resource people sheltering outdoors to co-organize and co-develop strategies to manage distributed outdoor sheltering sites. Through this research project there have been consistent themes of:

- Peer Support
- Safety
- Security
- Site Maintenance
- Contributing to Community
- Community Events

Many of these functions occurred, and continue to occur, in the outdoor sheltering locations within the City and are part of ‘Street Community’ culture.

When the City of Victoria Parks and Facilities Staff reported to Council there were no service providers available to support opening the shower access at Royal Athletic Park, many individuals sheltering outdoors felt they had the capacity and ability to run a hygiene program. This was brought forward in research activities, community circles, and the weekly NPNA/GVCEH/Central Park meeting. Fifty-five



percent of those responding to the Central Park survey indicated they would be willing to provide services with adequate supports, training, and resources. In fact, two individuals called in to address City Council on Thursday, November 12<sup>th</sup> to offer to be trained to support facilitation of services in outdoor sheltering locations. These addresses to Council can be heard at marker 1:12:30 at video stream link here: [NOVEMBER 12, 2020 VICTORIA CITY COUNCIL MEETING](#)

*Peer Support & Safety:* The GVCEH Peer Housing Support Program was developed on the foundation of lived experience of providing peer support in the unhoused community.

Care for each other and the most vulnerable sheltering outdoors is consistently demonstrated in the parks. Incidents of lateral violence and predatory behaviours also occur in this population. People shelter together to access the former and avoid the later. This has been demonstrated repeatedly in information collected throughout this engagement and in discussions with the Peer Research Team.

*Security:* Lack of nighttime security was an ongoing topic of discussion with the Peer Research Team, as well as a common theme out of the engagement activities. Further, Peer Researchers indicated that they would like to have security and de-escalation training to support safety and security in outdoor sheltering locations. After the relocation to 940 Caledonia, 24/7 security was put in place. Additionally, at night, one of the two points of entry were locked. This was met with mixed reviews, with some people sheltering at 940 Caledonia reported feeling more secure as a result, whilst others reported feeling trapped.

*Site Maintenance:* Individuals indicated they have a desire to maintain clean sites. Many at Central Park undertook these activities, without being funded or resourced to do so. Consistent requests for more garbage receptacles were brought forward at community circles at the outdoor sheltering locations. Cleaning crews were utilized at 940 Caledonia with good results.

Two Site Maintenance positions were created and funded through the Red Cross with funding provided by NPNA at 940 Caledonia. Every shelter was elevated on pallets and were, eventually, secured against the weather. Shelters were regularly maintained and repaired by people in these positions, including during windstorms, rain and snowstorms.

*Contributing to Community:* When asked what skills or talents community members could contribute to the community; answers ranged from skills such as: carpentry, hair styling and cooking, to peer/moral support, making people laugh, and skill sharing. There is a demonstrated desire to contribute to the outdoor sheltering sites, as well as participation in the broader community.

*Community Events:* Although Provincial Health Orders and the COVID-19 Pandemic have been prohibitive for facilitating community events, Peer Researchers have been keen to support ongoing events that welcome all members of the community, whether housed or unhoused. Engagement results buttress this with 42 (86%) of those responding to the survey of individuals sheltering outdoors indicating that a BBQ/Social Event was 'Important' or 'Very Important.' It is recommended these events be planned in consultation and partnership with those sheltering outdoors. Most housed neighbours responding to online questionnaire who had attended the Friendship BBQ agreed it was an important event.

## Where Next - The Move: Takeaways

When asked about participating in a Camp Council, 40% of survey respondents indicated an interest. While processes by which a Camp Council would be created or elected were never explored, the move from Central Park to 940 Caledonia provided an opportunity to both create and explore a “self-managed” outdoor shelter.

Although 940 Caledonia was generally effectively well-run and self-managed with no specific entity or organization ‘in charge’ there were various gaps in organization and accountability that would have provided further structure and clarity for all parties engaged in the site.

## Relational Best Practices

PAR with Peer Researchers takes much relationship building which takes time. Working towards the initial City of Victoria deadlines proved challenging. Even with an extension of the deadlines, the ongoing challenges to convening due to the pandemic, and extreme weather events led to scaling back part of the scope of the engagement. Focus groups meetings, for which the Peer Researchers received facilitator training, had to be postponed due to the BC Health orders announced November 19<sup>th</sup>. These further stymied efforts to meet timelines for this engagement and to implement actions and recommendations.

While the Peer Researchers hoped to engage as many of their outdoor sheltering peers as possible, we (Peer Researchers and GVCEH) jointly decided to focus on Central Park in Victoria (CPP PAR engagement). Outdoor sheltering at this park was relatively recent, with individuals at Central Park working collaboratively with, and supported by, the members of the North Park Neighbourhood Association.

In addition to providing recommendations for best practices for outdoor sheltering, including managed or self-managed, encampments, the findings and activities of this engagement are transferrable to indoor sheltering locations, such as the Save On Foods Memorial Arena and the Caledonia Tiny Homes Village, as well as other temporary and permanent sheltering and housing sites.

## Moving Forward, Moving In

Recommendations to further the engagement directed by the City of Victoria include:

Ongoing communication in indoor sheltering locations, led or co-facilitated by site residents.

- Talking/Healing Circles.
- Residents Advisory Committee Meetings.
- System Improvement meetings with residents and site operators.
- Regular updates from stakeholders and decision makers.
- Messaging boards and other activities to support fact/information and idea sharing.

Include interested site residents with skills, or training those interested, as partners in service delivery.

- Trades
- Peer Support
- Harm Reduction Supports

Continue collaboration between people with lived and living experience of homelessness and the City of Victoria in development of communications, policies, and solutions.

Provide opportunities for training and employment, or stipend-based work.

Adhere to best practices for working with people with lived and living experiences.

- Find out what time of day works best for people (i.e., for some mornings are not accessible as this time is spent attending service providers for basic service needs such as food and hygiene).
- Pay a living wage, or provide stipends or honorariums at that rate, for participation.
- Ensure healthy snacks and water are available.
- Provide transportation support.
- Be culturally considerate of locations of meetings, ensure accessibility for all mobilities.
- Provide clarity of meeting purpose and what to expect in advance of meetings.
- Include time for debrief and support for individuals post engagement.
- Be patient; relationship and trust building takes time.
- Engage and resource Peer Supporters.
- Have all staff attend trainings provided by people with lived and living experience.

I'd like to see this not being repeated. That's what I'd like to see. There's no need for a lot of people here on disability, spend six months on the worst time of the year outside of living in tents. That's not acceptable. We live in a wealthy, industrialized country with resources.

*Interview with a resident of Central Park*

### Some Closing Thoughts from the Peer Research Team, March 31, 2020

“We have been through a lot, done a lot, and learned a lot. It was a good experience.”

At the final meeting to review this report there was discussion that, even with the new indoor sheltering options becoming available, there will likely still be people experiencing homelessness and sheltering outdoors. One Peer Researcher commented in relation to the work of this engagement “this [report] is where we start from. All of this work. We don’t start at the bottom. We have this information here.”

Another Peer Researcher commented that the warming tent at 940 Caledonia, operated by Peer Victoria Resource Society, was a place they could go to feel ‘loved.’

“Sometimes it feels like the solutions were too late, like the permits for the warming tent, or waiting until after Central Park flooded to move people.”

“Who is ultimately responsible when the system fails?”

### Happy Events

During our time collaboratively working on this engagement there were ups and downs, as there are with any relationship building. It is truly wonderful to be able to end this engagement with several happy events.

All the Peer Researchers will be gathering, COVID-19 restrictions permitting, on April 22, 2021 to watch the GVCEH present this report to Victoria City Council.

Two of our Peer Researchers are currently residing in units in a temporary sheltering site and are planning on being married at the end of April 2021.

The other two Peer Researchers are temporarily in an indoor sheltering site; however, have secured permanent housing and are waiting to move in. They will be getting married September 27, 2021 and are expecting a baby on October 18, 2021.

The Team of Peer Researchers who are housed and in temporary shelters wish to remain engaged and we look forward to our continued journey. It has been a true honour and privilege to work with each of them.

It is our fervent wish that all the Peer Researchers engaged in this work will be permanently housed.

## Appendices

### Appendix A Budget

BUDGET- GVCEH Engagement to Inform the CoV Policy Regarding Encampments			
ITEM	EXPENDED Mar 31	BUDGET	DESCRIPTION
3 Peer Research FTEs	\$ 8,901.92	\$ 12,730.50	540 hrs (3 x 30hrs x 6 weeks) @ \$20.50/ hr • 15 % MERCS Surveys/validation, FOCUS Groups, research meetings, etc.
Stipends/Honorariums	\$ 9,000.00	\$ 7,500.00	
<b>SUBTOTAL</b>	<b>\$ 17,901.92</b>	<b>\$ 20,230.50</b>	
Project Management	\$ 5,192.00	\$ 3,942.00	Management & Coordination, Team Training, Data Analysis
<b>SUBTOTAL</b>	<b>\$ 5,192.00</b>	<b>\$ 3,942.00</b>	
Training	\$ 2,000.00	\$ 2,000.00	Up to 4 Peer Support Researchers at \$500 per person Meeting supplies, healthy food & refreshments, PPE
Supplies, Food, PPE	\$ 4,404.63	\$ 8,000.00	
<b>SUBTOTAL</b>	<b>\$ 6,404.63</b>	<b>\$ 10,000.00</b>	
Bus Tickets	\$ 900.00	\$ 1,687.50	1500 Bus Tickets
<b>SUBTOTAL</b>	<b>\$ 900.00</b>	<b>\$ 1,687.50</b>	
Phones	\$ 348.40	\$ 150.00	2 months phone plan or reimbursements Laptop for Peer Research Team
Laptop	\$ 500.00	\$ 500.00	
<b>SUBTOTAL</b>	<b>\$ 848.40</b>	<b>\$ 650.00</b>	
<b>SUBTOTAL</b>	<b>\$ 31,246.95</b>	<b>\$ 36,510.00</b>	
<b>Administration (10 %)</b>	<b>\$ 3,124.70</b>	<b>\$ 3,651.00</b>	
<b>TOTAL</b>	<b>\$ 34,371.65</b>	<b>\$ 40,161.00</b>	
GRANT FUNDING RECEIVED	<b>\$ 40,161.00</b>		
UNEXPENDED FUNDING	<b>\$ 5,789.36</b>		

## Appendix B

### City Council Outcomes

1. Citizen-led and community-driven Collaborative Social Development of solutions
  - a. Relationship & Community Building  
Took the time needed to build relationships with Peer Researchers, persons living at Central Park, persons living at 940 Caledonia  
Circles at Central Park, 940 Caledonia  
Deepened relationships with North Park Neighbourhood Association Members, and other surrounding Community Association Members
  - b. Using a strengths-based approach expertise is harnessed  
Empowered individuals living at Central Park/940 Caledonia by providing tools and support so they could suggest solutions, create actions
  - c. Doing 'with' not 'for'  
Supported housed and unhoused PWLE to engage those sheltering outdoors at Central Park/940 Caledonia – they led the efforts, not us  
Provided supports, not help  
Trainings provided in ethics/basic research techniques/interviewing techniques to empower housed and unhoused PWLE to engage those living at Central Park/940 Caledonia
2. Basic human needs are met  
What we found → Central Park Interviews/Questionnaires  
What we found → 940 Caledonia Focus Groups/Peer Researcher Debrief
3. Person-centred and dignified engagement is modeled  
Use Participatory Action Research model as a Framework
4. Community is empowered and engaged through Social Enterprise  
Social Enterprise – core group collecting information, making decisions, participating in event outside of this engagement to make their voices heard regarding their needs
5. City hears unhoused residents' input to inform future policy  
Via 2 interim reports & final report  
Via [Video presentation](#)  
Via presence at meetings
6. An updated voluntary census of individuals sheltering in parks is taken – those who wish to will be included in the Coordinated Access and Assessment (CAA) process. Data will also inform service needs.  
  
Individuals who were located at Central Park on the date of the flooding and subsequent evacuation were identified to move over to 940 Caledonia. All individuals, who wished to be, were also either confirmed to have an active application with BC Housing and the CAA process, or were added to the list. This was facilitated by BC Housing outreach agencies who visited the site, and Peers Victoria Resource Society.

## Appendix C

### Peers COVID-19 Sheltering Research

Previous collaborative engagements conducted by GVCEH included a survey of residents and staff of the temporary sheltering sites, in partnership Peers Victoria Resources Society (Peers), and supported by Umbrella Society and SOLID Outreach.

The work with Peers, conducted in July 2020, examined a survey of resident and staff feedback regarding temporary housing sites (Save on Foods Memorial Arena, Capital City Centre, Comfort Inn, Howard Johnson, Paul's Motor Inn, and Travelodge) set up in response to the COVID-19 pandemic. Summary findings from the work with Peers indicated that residents were quite satisfied with the support and services provided to that point. Suggestions for improvement included increasing access to basic housing needs, mental health supports, recovery supports, harm reduction services, and safer supply options. As well, finding ways to give the residents more choice, agency, and opportunities to influence decisions at the housing sites was considered both important and necessary for residents' well-being.

Then, in late August 2020, the GVCEH used a collaborative, participatory research process involving Persons with Lived Experience (PWLE) who had spent time at the sanctioned Topaz Park Encampment and the encampment at Pandora Avenue to understand how well outdoor sheltering at the park met BC CDC guidelines for Encampment Best Practices. Eight themes emerged from this engagement: Basic Needs, General Support Services, Mental Health Supports, Harm Reduction, Housing Options, Safety, Communication & Transparency/Information Sharing, and Human Rights. These themes were prioritized by the PWLE on a scale of 1 (very important) to 10 scale (not very important) with averages (median) as follows:

Access to Basic Needs (1.5)

Human Rights (1.5)

Safety (2)

Communication & Transparency/Information Sharing (3.25)

Access to Mental Health Supports (4)

Access to Housing Options (4)

Access to General Support Services (4.5)

Access to Harm Reduction (6.5)

Additional information regarding themes is located in Appendix A.

## Appendix D

### Recommendations based on BC CDC Encampment Best Practices

Recommendations which were modified during the member check/validation focus group meetings are marked with <sup>(1)</sup> and additions to the recommendations are marked with <sup>(2)</sup>.

#### ***Access to Basic Needs***

##### **Washrooms/Hygiene.**

<sup>1</sup> Provide multiple clean, gender-neutral, well-stocked (e.g., soap) public washrooms to decrease wait times

Provide multiple handwashing/sanitizer stations

<sup>2</sup> Provide regular access to private, safe showers

Provide hygiene products (e.g., towels, socks, shampoo, soap)

##### **Tents/Bedding/Tarps.**

Provide Tents, cots, sleeping bags, pillows

Provide nonflammable tarps

Provide battery-powered lanterns

<sup>2</sup> Provide heating

<sup>2</sup> Provide clothing

##### **Food/Water.**

<sup>1</sup> Provide multiple access points to/for drinking water (e.g., drinking water stations, bottled water)

<sup>1</sup> Provide healthy food, with consideration for health requirements (e.g., vegetarian, non-vegetarian, gluten-free options)

Provide snacks

Follow Food Safe guidelines (e.g., food sat out too long)

<sup>2</sup> Provide staff with information regarding food allergies and emergency supplies, as necessary (e.g., epi-pens onsite)

#### ***General Support Services***

Ensure Outreach staff provide equitable support to all persons (e.g., no favouritism)

Ensure Outreach staff are properly trained and have relevant experience

Hire staff with lived experience of homelessness

<sup>2</sup> Ensure staff are easy to identify (e.g., t-shirts, badges, hats)



### ***Access to Mental Health Supports***

Provide timely access to mental health supports with adequate follow-up (e.g., mental health counsellors, psychiatrists)

<sup>2</sup> Provide easy access to prescriptions

### ***Access to Harm Reduction***

Provide 24 x 7 harm reduction services

Provide safe supplies (e.g., safe, alternative drug delivery to tents)

### ***Access to Housing Options***

Ensure housing options processes are transparent

<sup>1</sup> Fair selection process – Provide housing on first come, first-served basis with some criteria (e.g., persons fleeing violence, persons with disabilities)

<sup>2</sup> Provide clearly marked Housing Services booth

## ***Safety***

### **General Safety.**

Provide wellness checks, in addition to safety checks

<sup>2</sup> Create a safety check process (e.g., based on individual needs, if someone is absent from their tent the check in again later)

<sup>2</sup> Create a regularly occurring resident advisory group (e.g., to ensure resident needs are being met)

### **Pandemic Safety.**

Provide information on pandemic (e.g., COVID19) guidelines and information, updated daily

<sup>1</sup> Provide pandemic supplies to residents and staff (e.g., masks, cleaning supplies, room to physical distance)

Provide easy access to testing

<sup>2</sup> Implement safety measures if a resident shows symptoms of illness (e.g., testing, quarantine, etc.)

### **Police/Authority Figures.**

Police entering encampment to self-identify, including jurisdiction and reason for presence

Police/authority figures not to have access to tents without cause

Create operator/police Memorandum of Understanding (e.g., agreement) about how they are going to work effectively together

### ***Communication & Transparency/Information Sharing***

Create open, safe ways to communicate with staff and city workers

<sup>1</sup> Provide clear/transparent communication that is precise and accurate to residents (e.g., about housing applications, about belongings)

Provide an Encampment Information Centre to answer residents' questions (e.g., general questions)

Provide a message board for residents

### ***Human Rights***

Provide for a climate of understanding and mutual respect where all are equal in dignity and rights (e.g., to prevent discrimination)

Ensure individual privacy is protected

<sup>2</sup> Provide human rights education for residents

<sup>2</sup> Post a human rights statement to serve as a guiding principle/mission statement for all residents to see and abide by

<sup>2</sup> Ensure there is a mechanism in place to ensure staff are accountable for maintaining the above described environment

## Appendix E

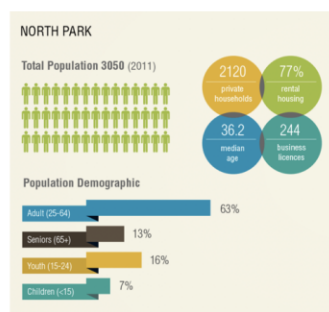
### North Park Neighbourhood Association Canadian Red Cross Grant Evaluation - Application 1067

#### North Park Neighbourhood Association: Canadian Red Cross Grant Evaluation - Application 1067

The North Park Neighbourhood Association (NPNA) is a non-profit society that plays an active role in improving the quality of life of our downtown neighbourhood. The NPNA runs a variety of events and services including a free weekly grocery hamper for low-income seniors and families and a monthly food market featuring diverse local food vendors. It engages in City initiatives such as the ongoing Local Area Plan, and is in the process of establishing an active and engaging community association land use committee (CALUC). The events, programs, and activities by the NPNA are made possible through the support of many wonderful volunteers and community members as well as grant funding from funders such as the City of Victoria, Vancouver Island Health Authority, and the Canadian Red Cross.

#### About the North Park Neighborhood

North Park is a growing neighborhood located to the northeast of Victoria's downtown core. North Park is largely made up of renters and low-income families. Residents in North Park are the most likely in Victoria to be low income and financially vulnerable. 15-30% of North Park residents live in subsidized housing, and nearly a quarter of North Park residents live in poverty. This is even higher for seniors and children (36% and 28% respectively).



North Park is ranked 78 out of 78 for the most financially vulnerable neighbourhood in the CRD according to Prosper Canada's National Financial Health Index, a composite index of household financial health at the neighbourhood level.

Demographics of North Park and surrounding census tracts:

- 77% of residents are renters
- 57% of residents live in 5+ storey apartment buildings (highest in Victoria)
- 28% of households are considered low income (second highest in Victoria)
- 15-30% of households living in subsidized housing (versus less than 15%, City average)
- 21% of households identify as immigrants (3rd highest in Victoria)
- 4% of households are *recent* immigrants
- 5% of households identify as Indigenous
- 28% of children (0-17) live in poverty

## Sheltering in parks: What's happening in North Park?

The statistics above paint a picture of the neighbourhood's housed residents. Since the pandemic began, North Park has been experiencing a high concentration of individuals experiencing homelessness sheltering in the neighbourhood, adding significantly to the vulnerability of North Park. The funding associated with this project was used to address the impacts of COVID-19 on those experiencing homelessness who have faced increased challenges accessing necessities due to community organizations adjusting due to public health regulations.

With the onset of COVID-19 in March 2020, shelters across Victoria closed their doors and/or reduced their capacity significantly. Shelter users quickly found themselves pushed onto the streets with nowhere to go. With few to no indoor sheltering spaces available many unhoused residents were forced to camp in parks and public spaces. In response, the City of Victoria adjusted bylaws allowing for 24/7 sheltering in parks and worked to open indoor motel spaces to house those in need.

In addition to advocating for increased coordination of services and permanent housing, the NPNA has worked to provide support to those sheltering in the North Park neighbourhood's parks. As per the NPNA's [vision and values](#), the organization seeks to be inclusive, operate with a principle of equity and fairness, and to be sensitive to the needs of everyone living and working in the neighborhood. The NPNA is however, not a service provider and has therefore built relationships with established service providers to meet the needs of those sheltering in the park/parking lot. The NPNA continues to advocate for more and better coordination of services for those living outdoors.

Early in the pandemic, (April-May 2020) an encampment was established by the City and the Greater Victoria Coalition to End Homelessness in Topaz Park, a large city park in the Hillside Quadra neighbourhood. However, a provincial order was passed to close down this encampment by the end of May of 2020 due to the overcrowding and increased calls for service to police. By this point, there were nearly 300 individuals sheltering in this one area. This closure resulted in a gradual movement of unhoused residents to Central Park, located in the middle of the North Park neighborhood. From May to August 2020 there were approximately 35 structures in Central Park.

However, on August 31, 2020 the City of Victoria closed a downtown sheltering site - Centennial Square - forcing residents there to again seek alternative shelter. In one week the number of people sheltering in Central Park jumped from 35 to 85. These numbers steadily increased through the fall, reaching a total of 122 structures by mid-October.

From June through December, the NPNA repeatedly wrote to municipal and provincial authorities highlighting community concerns regarding the evolving situation in Central Park and the need for indoor housing. Upon witnessing the lack of coordinated services in Central Park, the North Park Neighbourhood Association applied for a second round of funding to fill the void in support and

services available for those sheltering in North Park. In December 2020 the NPNA received this grant from the Canadian Red Cross to support North Park residents experiencing homelessness.

On December 21, 2020, those sheltering in Central Park faced a further challenge – a winter storm, of heavy rain and snow, flooded the park. Many of the residents' tents were destroyed and their belongings ruined by rain. In response to this emergency situation, the City of Victoria announced that everyone from Central Park would be temporarily relocated a block away, to Royal Athletic Park parking lot (940 Caledonia) on December 23, 2020. North Park neighbours and NPNA board members, volunteered en masse to support this unmanaged relocation effort and continued to provide support and coordination assistance until February 19, 2021.

---

SEE ALSO

- [\*Twitter thread: illustrating the dire circumstances in Central Park on December 21, 2020\*](#)
  - [\*Video: by documentary filmmaker Krista Loughton shot in Central Park on Monday.\*](#)
  - [\*Letter: North Park Neighbourhood Association's Request to Immediately Open Save On Foods Memorial Arena \(SOFMA\) for Indoor Housing\*](#)
- 

Over the course of the 5 days following the relocation, and with the help of roughly 30 neighborhood volunteers, those sheltering in Central Park were moved over to 940 Caledonia. The Victoria Fire Department provided 36 new tents for the site. Utilizing this grant provided by the Canadian Red Cross, the NPNA purchased the supplies needed to establish a new encampment, and equip residents at 940 Caledonia for the elements. For example, 940 Caledonia residents were supplied with essential items such as a tarps, sleeping bags, totes for belongings, rechargeable hand warmer, battery operated LED lantern, laundry bag, a small fire extinguisher, etc. The NPNA also ensured that water was made available and that First Aid and naloxone supplies were present on site.

---

SEE ALSO: [\*"Lessons Learned - Central Park to 940 Caledonia - Relocation Timeline, Volunteer Impact Statements, and Case Studies"\*](#)

---

The relocation from Central Park to 940 Caledonia was supported by the Greater Victoria Coalition to End Homelessness and the Extreme Weather Protocol for one day only - December 23, 2020. Unfortunately, this was an incredibly inadequate response. As a result, at the end of the day on December 23, 2020 only a fraction of the tents were set up, very few had been claimed by Central Park residents, and none of the tents had been secured or prepared for the oncoming rainy and windy weather. The NPNA stepped in to fill a huge void in coordination and support. Between December 24-31, 2020 NPNA, community volunteers, and 940 Caledonia residents set up the encampment. By the end of the day on December 31, 2020 all 36 tents had a pallet and plywood platform, a tent, and a heavy duty tarp - secured and self contained.

After the initial establishment of the encampment at 940 Caledonia, the NPNA worked to coordinate with essential service providers and to support the general functioning of the encampment. For example, through this grant, the NPNA also established roles for park residents to become arms length subcontractors, and in turn contribute to the daily operations at 940 Caledonia. These roles included park liaison, park cleaning team, food delivery, maintenance, and social media. This involved being at 940 Caledonia every day, working with park residents to assign roles, set folks up for the day's work, administer payment, and troubleshoot as problems arose.

In addition, this grant was able to actualize a long standing request of a warming tent. This had been repeatedly requested by the unhoused community since the summer. Those living outdoors anticipated that come winter, they would need a large warming tent to shelter from the elements. After several months of asking the City to look into a warming tent, the NPNA was successful in this request. On December 31, 2020 the City and BC Housing agreed to work together to establish a warming tent. The fact that the NPNA had the ability to immediately staff the warming tent through the \$18,200 allocated in the grant was a significant factor in the success of this request. The NPNA worked with Peers Resource Society who were able to supply the staff to get the warming tent up and running beginning on January 22, 2021.

The NPNA has also attended regular meetings – daily logistical meetings and weekly circle meetings that were also attended by 940 Caledonia residents, Bylaw officers, City staff, housing providers, and by North Park housed neighbours.

The encampment at 940 Caledonia remained until March 19, 2021. On January 8, 2021 a proposal was announced for a tiny home village at the 940 Caledonia site.<sup>1</sup> The proposal promises that 30 shipping container homes, managed through a local housing developer - Our Place - will be opened by March 31, 2021 and will remain on site until September 31, 2022. On March 18, 2021 City of Victoria Council unanimously approved the Temporary Use Proposal following an expedited community consultation process. An updated timeline suggests that the Tiny Home Village will be ready to welcome new residents by the end of April 2021.

---

*SEE ALSO: Letter: [Treatment of current tenants at 940 Caledonia in relation Tiny Home Village](#)  
The NPNA opposed the lack of proactive communication information provided to the tenants at 940 Caledonia. We summarize the procedural issues surrounding the decampment of 940 Caledonia in preparation for the Tiny Home Village, and makes recommendations in the letter above.*

---

On January 27, 2021, BC Housing announced that the Save-On-Foods Memorial Arena will be opened to temporary housing on March 1, 2021. It has been promised that the facility will provide shelter and wrap-around supports for 45 people currently experiencing homelessness<sup>2</sup>. The

---

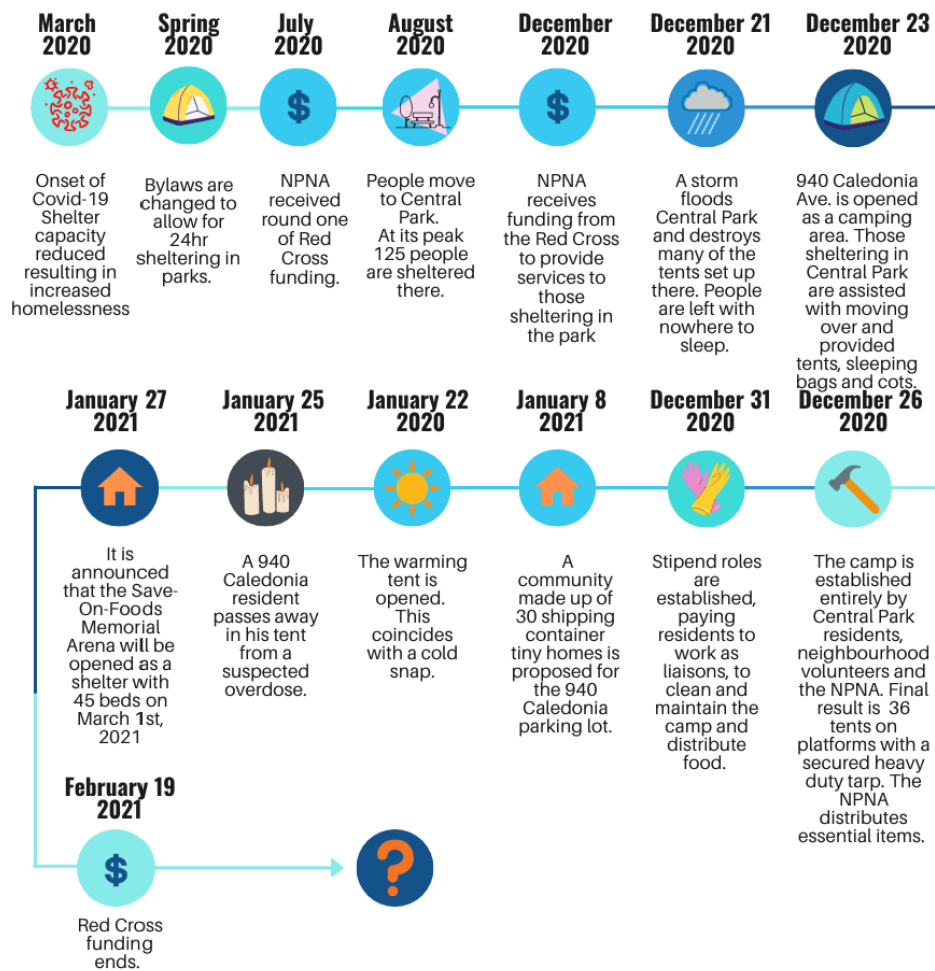
<sup>1</sup> January 8, 2021: <https://npna.ca/wp-content/uploads/2021/01/MakingRoom-NeighbourLetter-Final-2-1.pdf>  
March 1, 2021: <https://npna.ca/wp-content/uploads/2021/04/Tiny-Homes-Village-21-PRINT-1-1.pdf>, project website: <https://victoriahomelessness.ca/tinyhomes/>

<sup>2</sup> <https://www.bchousing.org/news?newsId=1479156755138>

Arena, which was also operated from May-August 2020 was successfully integrated into the community and provided a fast-track pathway to permanent housing for those who accepted this offer of temporary housing.

## NPNA ENGAGEMENT

### Key events related to sheltering in North Park neighbourhood parks



## Who is this report for?

This report is intended to demonstrate to the Canadian Red Cross how funding was employed, the impact of the services provided, and areas of remaining need. We also intend to share this report with BC Housing, City of Victoria staff, City of Victoria Mayor and Council, and Provincial elected leaders (MLAs, MPs, Cabinet Ministers) to provide insights into the impacts that sheltering in parks has had to both housed and unhoused residents of North Park and to highlight the need for longer-term housing solutions, and better coordination of services and on site wraparound supports.

## Evaluation Objectives

This evaluation will examine the implementation and impact of the funding that the NPNA received from the Canadian Red Cross in December 2020. The funding associated with this project was used to address the impacts of COVID-19 on those experiencing homelessness who have faced increased challenges accessing necessities due to community organizations adjusting due to public health regulations.

## This evaluation aims to:

- Evaluate the impact of the services, programs, and support provided by the NPNA from the perspective of both housed and unhoused residents of North Park
- Improve understanding of current service provisions
- Provide a better understanding of the needs of North Park's unhoused residents
- Increase understanding of this complex problem and the systemic barriers which perpetuate and deepen homelessness
- Identify areas for improvement in systems change and processes relating to homelessness prevention and support
- Advocate for increased service provision for the unhoused residents of 940 Caledonia.

## What are we evaluating?

This evaluation explores three key components:

1. The implementation and delivery of services to the residents of 940 Caledonia.
2. The impact of these services to the well-being of the residents of 940 Caledonia and to the housed residents of North Park.
3. The impact of this project on systems change: the self-determination of the residents of 940 Caledonia, shifting relationships and mindsets between the unhoused, housed, service providers, and civil servants and elected officials.

## Evaluation Methodology:



### How did we do the evaluation?

The research methodology and interview questions were collaboratively developed by an arms length subcontractor and members of the NPNA. From February 4 to February 11, 2021 qualitative interviews were conducted between the researcher and relevant parties.

Interviews were conducted with:

- 16 unhoused residents of 940 Caledonia
- 5 North Park housed neighbours
- 1 Service Provider
- Written comments were also provided by the NPNA

The age range of the sixteen unhoused residents interviewed at 940 Caledonia ranged from 22 to 53; ten were male and six female. All identified as experiencing homelessness and living in poverty, six identified as Indigenous. The majority (11) of those participants arrived at 940 Caledonia immediately following the flooding of Central Park. All participants had at one point in time resided in Central Park.

The five housed residents of North Park were interviewed on the street, standing adjacent to the encampment. They ranged in age from 30 to 66; four identified as female, and one as male. None of the housed respondents identified as being low-income, living in poverty, or as a person of colour.

Standardized interview questions were used, with targeted questions developed to address the different concerns and needs of the involved groups. The interviews varied in length from twenty to sixty minutes, with the participant leading the pace of the interview. The responses have been anonymized to protect the identities of those participating in the evaluation.

## Evaluation Results

### How was the funding used?

The grant provided by the Canadian Red Cross allowed the NPNA to deliver a number of direct services to those sheltering at 940 Caledonia and to coordinate the involvement of essential service providers in the park.

Red Cross funds were used to finance the following initiatives, supports, and services:

- **Arms length subcontractors:** The grant funding allowed for roles to be established for clean team, park liaisons, park maintenance, food distribution, and social media. Residents from the 940 Caledonia encampment filled these roles on a daily basis.
- **Speakers Corner “Video Village”:** Included a two day event involving a video village set up with sound production & crew inviting 940 Caledonia residents to tell their story.
- **Warming tent:** staffed during daytime hours with extended hours during extreme weather.
- **Direct aid to 940 Caledonia residents including:**

- o Large 5 gallon bottles of water for drinking, refilled near daily by volunteers with houses nearby.
- o Flashlights, first aid supplies: including headlamps, lanterns, batteries, etc.
- o Hygiene products: clean socks, laundry bags, mold spray for tents, clean team supplies, etc.
- o Winter weather supplies: tarps, pallets and plywood for elevating structures, vapour barrier to insulate tents, maintenance supplies, replacement tents, sleeping bags, toques, gloves, hand warmers, etc.
- o Bus tickets
- o Food for weekly meetings: food also supplied to warming tent (high energy snacks, and hot water based drinks and snacks such as coffee, hot chocolate, oatmeal, noodles, etc.)
- o Food for weekly grocery hamper distribution

## What was the impact?

### A new location – the move from Central Park to 940 Caledonia

It is important to note that when this grant application was submitted on October 30, 2020, we could not have foreseen the devastating flood that caused an emergency evacuation and relocation from Central Park to 940 Caledonia. Not to mention that this would take place just days before the Christmas holidays when City, service provider, and nonprofit staff were running at reduced capacity, or closed altogether. The greatest impact of this funding was that it allowed the NPNA to step in, resolve gaps and deficiencies, and respond immediately to the many needs arising from the flood damage, relocation, and an entirely new encampment set up.

For the majority (60%) of 940 Caledonia residents the new location 940 Caledonia has been overwhelmingly positive. As one resident noted: *"The flood [at Central Park] ruined everything I owned. I was floating in water... I was badly infected all over my body after that. I ended up in the hospital. When I moved to 940, I was connected to medical services. [Being here] helped me get new clothing, new bedding and all of that."*



100% of interview participants received a tent platform made of pallets and plywood, access to a new tent, and the majority received new sleeping bags and cots (others brought their own supplies with them). 940 Caledonia residents noted that the new site was dryer, closer to services downtown, and provided a greater sense of community. The move also meant greater consistency in access to service providers – organizations like Peers Resource Society, were on site daily, and the site was visited on a regular basis by organizations like the SOLID Outreach Society (providing Naloxone, harm reduction), and AIDS Vancouver Island (administering the SAFER program)

For some, the move has also meant increased stability – they have access to a tent and place to sleep every night. It has also meant greater visibility to organizations like BC Housing. As one interviewee stated: *“For five months we basically felt invisible. Until that flood happened ... It took something disastrous to happen to show all the discrepancies and to show the disastrous conditions we were living under.”*

For four respondents the move was not an improvement. At Central Park they enjoyed more space, freedom of movement, and felt less scrutinized by Bylaw officers and neighbours. As one respondent shared, *“I’m also quite concerned by the attitude of the bylaw officers. I get along with them fine. But it feels like we’re being imprisoned by them.”*

A staff member of one of the service providers shared concerns around how the move occurred, *“The move was necessary, but there needs to be acknowledgement of displacement and impact to mental health and their connection to land and community.”* The service provider suggested that a trauma-informed approach should be taken to ensure people who are in a precarious situation are not harmed through unnecessary disruptions or abrupt changes.

The move has brought forward a number of concerns. Several 940 Caledonia residents commented that living in close quarters comes with its challenges – there is a high level of noise at night, interpersonal conflict, and drug use. Many respondents noted that there is a high percentage of the encampment struggles with mental health and addiction issues that can lead to arguments: *“It’s chaotic. Everybody tattles on each other. Everybody’s in it for the drugs. It’s a drug-y place. And everybody’s together trying to be friends, but it’s not going to work ... I want to move but I’m okay, for now. I’m not going to change what I can’t.”*

These concerns were shared by housed North Park residents. All of the housed neighbors that were interviewed expressed concerns about increased noise levels at night, had witnessed arguments, and were concerned about drug use and the presence of drug dealers on their street.

#### **The impact of essential goods and services to the well-being of 940 Caledonia residents:**

All of the 940 Caledonia residents agreed that there are far more services available at 940 Caledonia than were present at Central Park. At Central Park, service providers such as the SOLID Outreach Society, AIDS Vancouver Island, Peers Resource Society, the Ministry, and BC Housing would visit, but to individual tents. Campers felt they did not always know how or when to access services. In August, the NPNA donated a pop up 10x10 tent providing a centralized area for service providers to connect with park residents, and a collection point for donations. However it was removed in November, when the park resident who overlooked the tent moved to another park.

The 940 Caledonia site provides more consistent access to basic goods and services. The site is equipped with 4 port-a-potties (cleaned on a daily basis), running water, and garbage and recycling

Housing would visit, but to individual tents. Campers felt they did not always know how or when to access services. In August, the NPNA donated a pop up 10x10 tent providing a centralized area for service providers to connect with park residents, and a collection point for donations. However it was removed in November, when the camper who overlooked the tent moved to another park.

The 940 Caledonia site provides more consistent access to basic goods and services. The site is equipped with 4 port-a-potties (cleaned on a daily basis), running water, and garbage and recycling disposal. In early February mobile showers, funded by the City of Victoria and organized by the Salvation Army, began visiting the site on a rotating basis, several days per week.

A warming tent was set up on site on January 22, 2020. It is staffed daily by outreach workers. Originally, the tent used 3 propane fueled heaters, however, electricity was finally provided in mid February, and the warming tent is now heated with electric heaters. Electric heat is both safer and more effective, and is a dramatic improvement. The outreach workers at the warming tent distribute snacks (noodles, oatmeal, soup, fruit, high calorie snacks, etc.), warm drinks (coffee, tea, hot chocolate), batteries, harm reduction supplies, and clothing donations sourced from the neighbourhood. The warming tent also stores any leftover meal deliveries ensuring that residents have easy access to food. It also provides a friendly place for residents to socialize in a covid safe environment. All of interviewees used the warming tent on a daily basis, many multiple times a day. For some, having the warming tent made the difference between eating or going without, *"They're doing so much. They're filling a huge gap in terms of food and heat. A lot of times people will miss their meals and so the next step is to come here."*

More than one respondent shared that it's meant they've been able to put on much needed weight for the first time in months. The warming tent staff are always on site when the warming tent is open. They shared that it has been an important space to build relationships and connect with residents. There were however challenges in getting the warming tent up and running - they faced bureaucratic challenges in arranging and meeting permitting requirements with the city. They also shared that there could have been clearer communication with the NPNA to ensure a shared vision for the space. While there have been learnings, the warming tent staff and Peers shared the warming tent has been a very important and successful initiative.

Service providers from organizations such as the SOLID Outreach Society are on site daily providing harm reduction supplies, safe supply, and cigarettes. Other organizations such as AIDS Vancouver Island, the Ministry of Social Development and Poverty Reduction, and BC

Housing visit regularly. The importance of harm reduction supplies was emphasized by more than one of the respondents: *"The harm reduction really helps, we're not re-using our old stuff."*



As outlined above, the Canadian Red Cross grant allowed the NPNA to make the purchase of goods to directly benefit those at 940 Caledonia. This included:

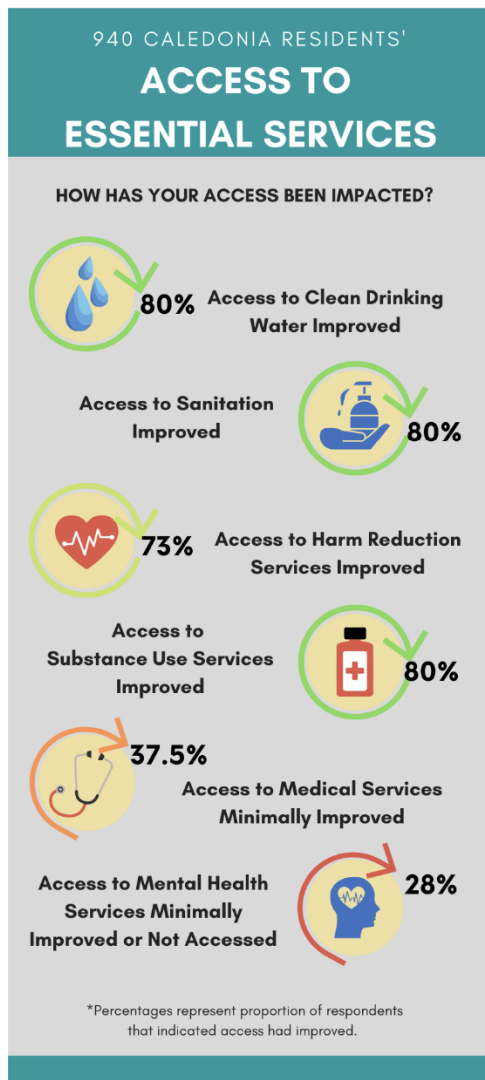
flashlights, first aid supplies: including headlamps, lanterns, batteries, hygiene products such as clean socks, laundry bags, mold spray for tents, clean team supplies, winter weather supplies such as tarps, pallets and plywood for elevating structures, vapour barrier to insulate tents, maintenance supplies, replacement tents, sleeping bags, toques, gloves, hand warmers, bus tickets, and food for weekly meetings and warming tent. As the infographic here shows, a high proportion of 940 Caledonia residents received these items.

Every respondent stated that the impact of having received these basic goods has been tremendously positive. As one respondent noted: *"It's helped tremendously, I don't need to go out and be in places I don't want to be."* Two respondents shared that this has meant they are no longer bottle picking, going onto other peoples properties to finance the purchase of essential goods.

Importantly the move from Central Park to 940 Caledonia has improved access to essential basic services and increased connections to health and mental health care providers. 80% of respondents noted that their access to clean drinking water and

sanitation had been improved by the move to 940 Caledonia. 80% felt that their access to substance use services had been improved. Similarly, 73% felt their access to harm reduction services had been improved, commenting, *"It's really good [harm reduction supplies] are always available. [Downtown] there would always be people going down, and there would be no Naloxone. Here, it's always available."* 93.75% of respondents shared that they had accessed

in Central Park the respondent developed a serious skin infection. The move to 940 Caledonia connected him to supports that ensured he visited the emergency room, where his infection was cleaned and he was provided with antibiotics.



On January 25, 2021 one of the residents at 940 Caledonia was found dead in his tent of a suspected overdose. This had a significant impact on the other residents at 940 Caledonia. This devastating incident demonstrates the gaps that are left when on site wraparound supports are not provided for encampments.

Access to mental health services also appeared quite variable – 28% of respondents said that access had been improved, 57% said that they had not accessed mental health services or that access had remained the same. 14% said that access could be improved. One respondent did share that his time at 940 Caledonia had connected him to trauma services and addictions counselling.

100% of interviewees noted that having these basic supplies and services on hand has freed up time to do other things: residents are looking for housing, working to clean the camp, accessing medical and mental health services, showering more regularly, and one respondent is now accessing addictions counselling.

Overall, there is a sense the 940 Caledonia encampment has reduced worry, enhanced stability, and provided hope for longer-term change: *"Being provided a place where I can stay at night and be warm has a lot of meaning. To not have to worry about where I'm going to stay at night. It means I can actually go out in the day and get things done."*

Another resident noted that: *"It's made me feel there are people out there that are willing to help. For five months we felt invisible. It's given me hope in terms of housing. Lisa Helps said that we should all be housed by March 31<sup>st</sup>. That's the best news I've heard since being here."*



### Access to arms length subcontractor park roles

Following the move from Central Park, when the 940 Caledonia encampment was in place, the NPNA helped residents establish roles for 940 Caledonia residents to support in the maintenance and coordination of the encampment. The roles were clean team (3 per day), park liaisons (2 per day), park maintenance (3 per day), food distribution (2 per day). Residents from the 940 Caledonia encampment filled these roles on a daily basis.

As with all aspects of this project, the NPNA opted for a community led model with the arms length subcontractor park roles. The application submitted in October 2020 included these roles because these were the roles that the residents, while they were living at Central Park, repeatedly requested. We worked with the park residents on developing the guidelines for each role, and invited 940 Caledonia residents to choose when they participated through a daily sign up sheet. Two NPNA volunteers attended 940 Caledonia every single day to sign up the residents for the daily roles. Many conflicts arose throughout the course of this program.

80% of interview respondents had participated in an arms length subcontractor park role. The majority of those had worked on the park clean team or doing food distribution. Feedback on these roles was mixed. Two respondents noted that people were happy to receive food deliveries, and one respondent noted that it felt “good to lead by example”. 45% felt there had been no impact to others at 940 Caledonia, 36% felt that their role was seen negatively. Respondents noted that their efforts to help out went unnoticed by others, that there were inconsistencies in how roles had been assigned, inequities in opportunities to sign up for roles, and some respondents noted that they had received complaints from others in the camp that they had not received meals. One respondent summarized this as follows, “It’s complicated. There’s been funding towards the clean team. But, there’s conflict over how that’s divvied out between people. Sometimes there are people that want to do it more often than others, some that don’t participate at all. Say with the clean team or the food distribution, it seems like there’s a lot of people repeating. Some people are doing it more often than others... That’s starting to sort itself out. But there’s been some squabbling and in-fighting”.

Others noted that there have been issues with the park liaison role – that it has been a stressful position that requires 24/7 work that is compensated with the same wage as tasks that take much less time. Others commented that it was difficult to communicate with the liaisons and challenging to get clear information on how and when to sign up for other park roles. One respondent suggested that the Liaison role be assigned on a rotating basis to different people in the encampment: “I’m unhappy. It’s getting out of hand in terms of who’s in charge or not. I’m getting the run around and not getting answers at all. I don’t care about the stipends. I just want to lend a hand. We should be helping each other, not fighting. But that’s how it’s been seen. Because everyone is getting told to go to the Liaison and they scream that they don’t want to do it anymore, but everyone is still going to them. We need to have a real meeting about the top priorities. Who’s in charge and if possible, to hand it off to one person or 2 people once a week or every other week to give them a break.”

Rotating the liaison role was suggested, but there were no volunteers from the residents at no one volunteered to take on this role.

This portion of the project was the most time consuming and the most difficult and layered in its complexities. While it was in direct response to the requests of the residents, it was difficult to administer as a neighbourhood association who was not on site 24/7. Conflicts arose frequently about an imbalance in the amount of work being accomplished by different park residents. Because we were not able to be on site at all times when the work was being completed, we were unable to comment when disputes over these inequities took place. However, in each circumstance, the park residents were able to arrive at a mutually agreeable solution.

Despite the difficulties associated with the arms length subcontractor park roles, it was overall a successful portion of the project. 940 Caledonia residents were engaged in their community, empowered to take on leadership roles, compensated for their efforts, and had a voice in the coordination and establishment of the community.

There was however clear consensus among residents who participated as a subcontractor that receiving compensation for their work had a positive impact. For some, the honorariums helped them feel recognized for their efforts, *"I felt like I was compensated. You know, that my time is valuable."* For others it meant less financial stress, *"It's hard living from cheque to cheque so it means I can go and purchase some things like food that I need throughout the month."*

Despite the efforts of the park clean team, half of the housed neighbours that were interviewed expressed concerns that there was an increase in garbage in the neighborhood (with one noting that they had found a needle on the street). This indicates that even with the clean team, greater efforts may be needed to keep the area clean.

940 Caledonia residents also shared that there are a few additional roles they'd like to see in the camp. One interviewee suggested a washroom specific clean team. (The NPNA together with park residents did consider this at a weekly meeting, but it was deemed an unsuitable role due to biohazard concerns. Instead, it was decided that if washrooms were in need of attention, the warming tent staff would call the City Parks department.) Others suggested a role specific to tent repairs. This was however, already considered a part of the general Park Maintenance Team but due to the sheer number of tents that required repairs, it was not always performed by the residents in that role. This challenge highlights a suggestion from another resident – that the outcomes and expectations of each role be more clearly articulated to help ensure tasks are completed. Two interviewees suggested that counselling roles could be added to assist with the interpersonal conflict in the encampment, this would however require additional training and resources.

While the arms length contractor park roles had a positive impact on residents' feeling of self-worth and ability to access other goods, there have been clear challenges and many lessons



learned. With the close of Canadian Red Cross funding on February 19th, the management of subcontractor park roles was passed over to Peers Resource Society. This presents an opportunity for the management of role sign up and accessibility to be reviewed.

---

*SEE ALSO: Youtube: [Life Outside video series](#). This series of 18 interviews was filmed by documentary filmmaker, Krista Loughton. These videos were included in this grant (See "Speaker's Corner" grant category).*

---

### Communications

The NPNA helped to establish several avenues of communication at 940 Caledonia and opportunities for residents of 940 Caledonia and housed North Park residents to meet, voice concerns, and to coordinate with service providers and City staff.

Daily logistical meetings were held at 8:30 am attended by park residents, housed neighbours, Bylaw Officers, City staff, the Victoria Police Department, and members of the NPNA. These meetings allow those present to address issues like noise complaints, security concerns, and to check-in with each other. Of those who participated in the evaluation, 60% had participated in the morning meetings. Of those who didn't the majority noted that they were too early for them to attend.

Weekly meetings were also held each Wednesday at 2 pm. These meetings were more widely attended by 940 Caledonia residents. The meetings were facilitated by Janine Theobald (Inclusion & Collaboration Manager with the Greater Victoria Coalition to End Homelessness) and served as a space for residents to share news and information on site initiatives, bring forward concerns, and to problem-solve noted challenges. 73% of respondents had attended these weekly meetings.

In both cases, 940 Caledonia residents felt that these meetings had a positive impact on the camp. As one resident noted, *"It's been really great. It feels like more of a community. It's helpful to know who's around for help and what resources there are."* Another shared, *"It's allowed residents to know what's going on. It's nice to meet [housed] neighbours."*

### Self-Determination of 940 Caledonia Residents

For many of the 940 Caledonia residents expressed that living in the encampment had positively changed how they view other people experiencing homelessness and made them feel a greater sense of connection. As one resident noted, *"I can relate better now. It's not because you want to be out here, but because you have to be out here."* Of those who participated in the evaluation, 80% felt a sense of belonging at 940 Caledonia. Respondents expressed a clear sense of community, connection, and self-worth:



*"It's a good spot here. I'm where I should be. It's made me feel like I'm needed – I'm not a waste of space. I have a voice here."*

That sense of belonging was lower for the broader North Park neighbourhood, with only 65% indicating they felt a sense of belonging in the neighbourhood.

When asked if they felt they could choose where to live, the majority answered no. For some the encampment has provided hope that longer term housing will be made available (through the opening of the Save-On-Food Memorial Arena, the Tiny Homes initiative, and through BC Housing), *"We're going to have options when we leave... We had no options at Central Park. They had nothing to offer us over there"*. Others however, expressed that long-term housing remains the greatest struggle they face, *"I don't know [if I can choose where to live]. That's to be determined based on what happens with BC Housing."*

For some the encampment has provided a greater sense of control over their housing situation. One resident noted, *"Being here makes them realize that I should have been housed years ago. People found me, and they're looking for that perfect place for me."* While others stated simply, *"It's out of my control"*, and *"I don't have access to the choices I would choose due to my limited income."*

The encampment at 940 Caledonia has had a clear impact on residents' sense of belonging, however big challenges lay ahead to ensure they are securely housed and regain a sense of control over their living situation.

## Relationships to Organizations and Community Members

### 940 Caledonia Resident Relationships

As previously noted, the move from Central Park to 940 Caledonia meant that service providers and other agencies have been on site more frequently. Most interviewees noted that their relationships to these organizations were positive. There were no interviewees that suggested they had a negative relationship with any of the organizations listed below. Any responses that were not positive, were neutral or an indication that they had not interacted with the organization.

The SOLID Outreach Society, Peers, the Victoria Policy Department and the Ministry of Social Development and Poverty Reduction received the most enthusiastic responses (with 93%, 88%, 88%, and 88% of respondents indicating a positive relationship). Several respondents noted that they were extremely happy to see outreach workers from SOLID and to have access to harm reduction and safe supplies. While most saw no change in their relationship to those organizations in their time at Central Park and 940 Caledonia, many noted that seeing these organizations more regularly helped to build trust and a sense that they could source necessary services when they needed them, *"It's been nothing but positive. I'm so appreciative of everything they're doing."*

Residents' relationship to other organizations was more mixed. With 78% of respondents

indicating a positive relationship to the BC Ambulance service, 75% positive with Bylaw Officers, 73% positive relationship to AIDS Vancouver Island, 66% positive to the NPNA and 40% to BC



Housing. Respondents noted that they had infrequent interactions with the BC Ambulance service, with only 2 interviewees having accessed their services.

Several respondents shared that their relationship to Bylaw officers had improved over time. As one resident commented, *"It started off not very well, but knowing them and seeing them more often, it's been alright. A lot of them are friendly now that we*

*know each other."* There was a general sense among respondents of growing trust towards and lessened fear of Bylaw Officers. Others, however, noted that Bylaw officers were not doing enough to resolve arguments. Still others felt they were under the constant watch and surveillance of officers, creating a feeling of uneasiness.

66% of respondents noted that their relationship with the NPNA was positive, with some sharing that the organization had become an important part of their life at 940 Caledonia, *"They're very caring... They felt like family right away."* Others had not interacted with the NPNA, except for participating in the camp meetings, or felt their relationship to the NPNA had been challenged by the organization and arguments around the arms length contractor park roles.

Most respondents were clear that their relationship to BC Housing could be improved. While no one indicated that they had had negative interactions, the majority of interviewees suggested that they would like to see BC Housing more often. 80% of interviewees noted that their long term housing situation had improved – they felt more stably housed in tents than sleeping on the streets, or searching for somewhere to set up camp every day. Being at 940 Caledonia also meant that it was easier to connect with BC Housing, *"It's better, Here I'm under the microscope. I'm not just some random person sitting alone in the park. They look at each person here and they know them."* For many this has provided a sense of hope for indoor housing in the near future, *"It's given me the chance to get long-term housing. It's given me a step towards long-term. It's awesome."* Others did however worry about staying in touch with BC Housing workers. It was noted that the agency does visit the encampment, but two interviewees worried that without a fixed address to receive mail, and without power to charge cell phones on a regular basis, they had limited ability to contact BC Housing to check on their file or to make independent searches for housing.

### Relationships between the housed and unhoused

The encampments at both Central Park and 940 Caledonia have brought the housed and unhoused residents of North Park into much closer contact. For those at 940 Caledonia, the impact has been mixed. For housed North Park residents, the impact has been markedly negative.

For over half of the interviewees residing at 940 Caledonia, their time at the encampment has not changed their relationship to housed neighbours. The remaining respondents were evenly split in feeling that their relationships had either improved or had deteriorated, with one commenting, *"They don't approve, and they look down. They're quick to judge, but maybe I am too because I assume they're all like that. It's made me feel shunned by them."* Another commented, *"When we have our meetings and see people from the neighbourhood, it helps me know that we're in touch with the community. More so than when I was living on the street and carrying my tent around every day."*

For housed neighbours, the encampment has caused great concern, and for the majority of respondents negatively impacted how they view their unhoused neighbors. While all the housed neighbours expressed a desire to be compassionate towards the encampment, they expressed repeated concern about the park's impact on neighbourhood safety, *"I do feel badly for them. In other ways, I'm angry because they've made my neighborhood such a crap hole. But in the long run it's not them, it's our government system that's not doing its job."* Another neighbour commented on the impact of the proximity of the encampment, *"Having them that close makes me not want to interact with them at all. When I'm downtown I don't mind giving them [money] ... When you might recognize me, I feel vulnerable. I don't want to have any eye contact. I don't feel safe."* One neighbour suggested that more opportunities to open the area up and to increase interactions with the rest of the neighborhood would help, *"They're not really a part of our community, and we're not really a part of theirs. There's been no integration. If we knew these people, we would be like, 'oh that's just Tom'. They wouldn't be complete strangers."*

### Relationships with City Staff and Elected Officials

For 940 Caledonia residents the encampment has meant many have had greater contact with city staff and elected officials. Some noted that, while the flooding at Central Park was extremely difficult, it brought greater visibility of their needs to elected officials and brought the promise of indoor housing, *"That was the catalyst for us sitting here. Everyone took notice, including the mayor. She gave us her word that she would fight to get us housing. And then the Attorney General stepped up and said, 'I'm on board, I'm going to make sure everyone is housed by March 31<sup>st</sup>, 2021. There have been a lot of bold statements made by people in power."* For others it's increased a sense of trust and connection to city staff, *"I've gotten to talk to some of them... It's nice to know that they come through here and help keep us safe and clean."*

For housed North Park residents the encampment has meant greater contact with city officials, but has not been accompanied by a comparable feeling of being heard. The majority of interviewees noted that they had written to City Council, many on multiple occasions, expressing their concerns. Neighbours expressed feeling ignored, shut out, or even silenced as politicians

sought to advance their own political goals. Neighbours expressed concern that plans for the neighbourhood were being made without their consultation, *"The tiny homes have been in the plans for a while. They had \$300,000 fundraised before I had even heard of it. City council did not tell us what was happening."* One neighbour suggested this might be alleviated by greater consultation and engagement with the neighbourhood, through a liaison to the city, or an open house to discuss proposed housing plans.

### Impact on North Park Housed Neighbours

Neighbours in North Park, and particularly those residing on the street adjacent to 940 Caledonia, have felt a substantial impact. Many shared common concerns. Neighbours commented on the physical impact of the encampments to the neighborhood - an increase in garbage, blocked off park space in Central Park (that is now being rehabilitated), one neighbour noted that they had found a needle on the street while out walking their dog. All of the interviewees also commented on the increased noise and conflict in the area, *"The sirens, the screaming, the buggies going up and down the street, the couples fighting all the time. It's a part of our life now. It's very disturbing."* The encampment has also caused an increase in car traffic on the streets, with neighbours noting that there are more emergency vehicles, and what appear to be drug dealers parked outside their homes. More than half of the housed evaluation participants shared stories of encountering people in distress, people screaming at late hours of the night, or of fights breaking out on their properties.

These incidents have led to a feeling of insecurity, and that a once quiet and friendly neighbourhood street is no longer safe, *"I believe in the project. I want people to be housed. But, it felt closer and closer and it felt kind of scary."* One neighbor shared that she had been threatened while walking her dog through Central Park, *"It scared me ... I didn't feel safe to walk around my neighborhood. I didn't go back to the park again."* The fear of crime has meant that her family members, and two young grandchildren, are no longer willing to visit, *"They would come once a week and stay overnight. They won't come anymore. They don't feel safe... These years are precious, this is our bonding, time ... It's heartbreaking. It was our special time."*

While several neighbors expressed appreciation for the presence of service providers, Police and Bylaw Officers, the majority expressed concern that their presence didn't seem to put a stop to drug use or crime, *"I know there's 24/7 security, but I don't know if they're paid to turn a blind eye. There's a lot of nefarious behaviour"*. One neighbour felt that the presence of harm reduction and substance use services had increased drug use, *"SOLID has been a disaster for North Park, they've brought drug users into our neighbourhood."* As one park resident noted, the presence of substance use services has provided an incentive to stay off people's properties, *"A lot of us have been digging through bins just to get empties, things like that. It's putting us at risk. Handing us out cigarettes it's not enabling, it helps prevent [us from bottle picking]."*

More than one neighbour expressed concerns about how funding is being spent, suggesting that 940 Caledonia residents were being overly accommodated. Some respondents shared concern that low-income housed residents of North Park were not receiving the same treatment, *"There are people living a paycheck or two away from homeless. They can't help but have a bit of resentment."* Others, worried that providing services to the encampment would attract more unhoused people to the neighborhood. On the other hand, a neighbor commented that the services were very necessary, but inadequate, *"We're doing all these good deeds for these people, but they're band-aid solutions."* This sentiment was shared by all interviewees.

The encampments at Central Park and 940 Caledonia have brought neighbours together. Residents on the street adjacent to 940 Caledonia have created a group chat on social media and have hosted several outdoor meetings to share concerns and strategize for how to deal with the challenges they're facing. For some this has meant meeting new neighbors and greater connection to the neighbourhood. That connection is however focussed on the shared stress and unhappiness of neighbours about the encampment. *"My neighbours and I are talking about it all the time. It now consumes my daily life."* There have also been disagreements between neighbors regarding their approach to the encampment.

All the North Park neighbors in this evaluation expressed that the challenges faced by the neighborhood are not due to the ill-will of those living at 940 Caledonia. Neighbours expressed that homelessness is a long-standing systemic issue that has arisen out of years of government underspending and a lack of wrap around services for people experiencing addictions and housing precarity. As one neighbour noted, *"They walked away from mental health services 25 or more years ago, and now we see that neglect on our doorstep."* While North Park neighbours have felt unfairly burdened by the stress and conflict that encampment has brought to their neighborhood, all expressed the desire for a longer term investment in housing and wrap around services. But, that it should be done in consultation with community members and through transparent decision-making processes.

## Conclusions

The initiatives funded by the Canadian Red Cross grant have produced substantial improvements to the material well-being, sense of belonging, and self-worth of those sheltering in North Park. The encampment at 940 Caledonia has provided greater stability and access to service providers for those living there. There have however been a number of challenges in the roll out of initiatives such as the subcontractor park roles program, and there are serious concerns among housed neighbours regarding the impact of the encampment to the safety of neighbourhood and the well-being of those living adjacent to the camp.

This evaluation found that the move of shelterers from Central Park to 940 Caledonia, resulted in increased access to services for the unhoused, but has also meant increased noise, conflict and concern around drug use and drug dealing for both those in the camp and those living nearby. The



organization of the 940 Caledonia encampment has provided its residents with essential goods (e.g. tents, sleeping bags, warm winter gear, etc.) and increased access to food, water, stable access to tenting space, and life-saving harm reduction supplies. For many this has meant they are able to fulfil basic needs that were otherwise being unmet. Residents shared that this has created a greater sense of well-being, and importantly, has freed up time that they are now using to look for housing and employment.

The opportunity to participate as an arms length subcontractor, whereby residents had the opportunity to be compensated for performing tasks such as cleaning the camp, acting as a liaison, or helping to distribute food, has had mixed results. There have been substantial challenges in the coordination of the role signups and this has created conflict in the camp, and subsequently impacted the relationship of some residents to the NPNA. Participants were however in universal agreement that participating improved their feelings of self-worth and ability to buy needed goods.

For both the housed and unhoused, the daily and weekly meetings have been well-received. Both parties expressed thanks to have a space to share their concerns and connect with one another. For the 940 Caledonia residents this space has played an important role in helping to create a sense of connection.

The encampment at 940 Caledonia has had a clear impact on residents' sense of community - 80% of respondents shared that they felt a sense of belonging at the camp, and that it had created a greater sense of empathy for fellow unhoused people. However, there remain important challenges in ensuring they regain a sense of control over their living situation. The majority of respondents shared that they did not feel they could choose where they live. The encampment has brought greater visibility to their housing struggles, but what will come of their long-term living situation depends on the actions of agencies like BC Housing.

The influx of unhoused people to North Park and the initiatives at 940 Caledonia have had a profound impact on relationships among the housed and unhoused. Those at 940 Caledonia shared that their relationships with service providers have increased in positivity and trust. It was however shared that they would like to have more regular contact with BC Housing. The encampments have also shifted the relationships of both the housed and unhoused to city staff and elected officials. 940 Caledonia residents shared that they feel their struggles have increased visibility to elected officials, and that there is greater promise of political action. Housed neighbours have repeatedly written to the city and other elected officials, but feel their concerns have gone unanswered and that housing proposals like the tiny homes initiative are proceeding without community consultation.

Housed neighbours shared that the encampment has caused a great deal of stress. Neighbours complained about an increase in crime, drug dealing, and garbage in the neighbourhood. They worry that funds are being misspent and that there are a lack of sufficient security measures.

Several shared stories of confrontations with park residents, leaving neighbours feeling unsafe in their homes.

Ultimately, both the housed and unhoused residents of North Park were in agreement that the encampment is not a long-term solution. While the initiative at 940 Caledonia have had a clear positive impact on the well-being of unhoused residents, the support offered are a band-aid solution. 940 Caledonia residents have been left outside through the harshest weather and storms of the year. A neighbour summarizes this stance, *"I don't want to see anyone, regardless of where they are, living in a tent. I would like to see proper places for people to get the supports they need."* The residents of 940 Caledonia are in need of longer-term solutions - indoor housing with wrap around supports to ensure their physical and mental health.



## Appendix F

### Research Meeting Agreements

These agreements were used for Peer Research team trainings and meetings, interviews, and focus groups.

#### **Research Community Meetings Agreements**

Our agreements for our meetings are:

1. Mutual respect
2. Judgement-free zone
3. Assume good intentions
4. Maintain confidentiality and privacy
5. Support each other
6. Being okay with being uncomfortable as a learning experience

## Appendix G

### Outdoor Sheltering Engagement: Interview Consent Form



211-611 Discovery Street  
Victoria BC V8T 5G4

#### **Consent to Participate in Outdoor Sheltering Engagement Research**

Dear \_\_\_\_\_:

You are being invited to participate in research on people's experience while Outdoor Sheltering in Greater Victoria.

This research will require about 1.5 hours of your time. During this time, you will be participating in a focus group and asked questions about your experiences with outdoor sheltering in Victoria. The focus group discussion will be tape-recorded.

There are no anticipated risks or discomforts related to this research. In fact, you may find this experience rewarding. The facilitators for the focus group, however, can give you the name and telephone number of some counseling, if you wish this information.

By participating in this engagement, you may also benefit others by supporting development of solutions created by people who have experience of sheltering outdoors.

Several steps will be taken to protect your anonymity and identity. While the focus group discussion will be tape-recorded, the tapes will be destroyed once they have been typed up. The typed interviews will NOT contain any mention of your name, and any identifying information of yourself or others from the focus group discussion will be removed. The typed interviews will also be kept in a locked filing cabinet and electronic files will be kept in a secure, encrypted storage system at the Greater Victoria Coalition to End Homelessness. Only the Research Department (sworn to confidentiality) will

have access to the focus group discussion files. All information will be destroyed after 5 years' time.

Your participation in this engagement is completely voluntary. If you decide to participate, you will receive \$40 cash for your time and trouble. We ask that you participate for at least the first half of the focus group. If you leave prior to the first half of the meeting, you will receive \$20 cash for your participation.

However, you may withdraw from the engagement **at any time for any reason**. If you do this, all information from you will be destroyed, and you will be allowed to keep your honorarium.

The results from this study will be presented to the City of Victoria to help them better understand your experiences and to collaborate on solutions.

If you require any information about this engagement, or your rights as a participant in this engagement, or would like to speak to a member of the Inclusion & Collaboration or Research Departments, please call Janine Theobald at (250) 217-3709 or Michelle Vanchu-Orosco (250) 508-2307 at the Greater Victoria Coalition to End Homelessness.

I have read (or have been read) and understand the above information regarding this engagement on my experiences with outdoor sheltering, and consent to participate in this study.

\_\_\_\_\_ (Printed Name)

\_\_\_\_\_ (Signature)

\_\_\_\_\_ (Date)

**A copy of this letter is provided for your future reference.**

## Appendix H

### Outdoor Sheltering Engagement: Interview Protocol



#### Interview Questions

1. Introduce yourself and the project.
2. Ask if the individual would be willing to speak with you.
3. Have the individual review the consent form.
4. Have the individual sign the consent form.
5. Turn on recording device and have each person identify themselves (as they wish to identify).
6. Begin interview.

##### Interview Question 1(a)

Do you feel safe in your current situation?

Prompts if the respondent says **no**/doesn't say anything else.

- Why don't you feel safe?
- What would make you feel safe?

Prompts if the respondent says **yes**/doesn't say anything else.

- Why do you feel safe?
- What makes you feel safe?

##### Interview Question 1(b)

Do you feel supported in your current situation?

[If no – why don't you feel supported?]

[If no – What would make you feel supported?]

[If yes – why do you feel supported?]

[If yes – What makes you feel supported?]

##### Interview Question 2(a)

What are our local service providers doing to assist you in your everyday survival?

##### Interview Question 2(b)

What services are missing?

Interview Question 2(c)

Do you know where to find information about the services you need for survival?

Interview Question 3

What skills or talents could you contribute to the community?

***Only if time permits***

Interview Question 4

If immediate housing wasn't available for winter, what would make it more comfortable for you and/or your partner?

## Appendix I

### Conducting One-to-One and Focus Group Interviews



#### Conducting Focus Group Facilitations/Interviews

Check in the night before to remind individuals about the upcoming Focus Group facilitation

Plan to meet 15 minutes prior to the Focus Group meetings to get settled in and set up.

Everyone please remember to wear masks.

- We want to make sure people can eat **outside before** territory acknowledgement.
- Please don't forget to ask all the questions!
- When there is only 10 min left, please ask participants if there is anything else (Some of the best information comes after the brain has been thinking)

#### Overview of Steps for Focus Group Facilitations

1. Ensure everyone present is willing to be part of the focus group
2. Read and sign consent – keep one copy and give one copy
3. Press record
4. Conduct interview
  - a. Ask question 1
  - b. Ask question 2
  - c. Ask question 3
  - d. Ask question ...
  - e. Ask if the participants would like to add any more information
5. At end of focus group facilitation
  - a. Have them sign for stipend
  - b. Give \$40 stipend

#### Before Facilitating

- Be prepared (for almost anything!)
- Have two copies of consent forms for each interview, one the interviewee signs and you keep, one to give to the interviewee
- If you have any equipment, check it beforehand to ensure a smooth collaboration/interview
- Create a comfortable environment
- Strive for empathy – let go of your own ideas about the topic and try to understand your participant's unique perspective.

Remember that your job is to **listen**, not to educate, correct, console, advise or share sorrow

And... do not be distracted by a conversation not related to the interview topic started by you or the interviewee

#### Focus Group Interviews

- Focused group discussion on a common topic
- You "facilitate" discussion
- Can encourage more complex ideas than solo interviews
- Efficient for collecting more peoples' views in set time
- Can discourage some (unpopular) opinions

## Conducting Focus Group Facilitations/Interviews

### To Encourage Conversation

- Avoid interrupting or completing participants' sentences
- Can you tell me more?
  - Please tell me more...
- Can you give some examples?
  - Please provide an example...
  - Please provide some examples...
- Could you specify how one follows (thinks about, listens, etc.)
- Please specify how you would (think about, listen, etc.)
- Hmm
- Nodding head
- Make eye-contact, nod, smile
- Give participants time to think and embrace the productive pause, do not move on before participant is finished.

### After the facilitation

- Set aside time after the interview to record your impressions, observations, and other comments to remember

## Appendix J

### Outdoor Sheltering Instructions for Questionnaire



#### Administering the Questionnaires

##### Before administering the questionnaire

- Be prepared (for almost anything!)
- Have a copy of the questionnaire to give to the participant
- Create a comfortable environment
- Strive for empathy – let go of your own ideas about the topic and try to understand your participant’s unique perspective.

##### Administering the questionnaire

- Read the three paragraphs on questionnaire (this is for consent to participate).
  - Read all questions, **word for word**, to the participant if they need help
  - Provide information on words or phrases **only if** participant asks for help
- At end of interview or when person says they want to stop
  - **The participant MUST complete Section 1 to receive the \$10**
- Have them sign the last page of the questionnaire
- Give the participant \$10

##### After administering questionnaires

- Set aside time after administering the questionnaires to record your impressions, observations, and other comments to remember 😊



## Appendix K

### Outdoor Sheltering Engagement Questionnaire



#### Outdoor Sheltering Engagement Questionnaire

We are gathering feedback on experiences with outdoor sheltering in parks.

*All of the questions are voluntary, and we are only asking you to share information you are comfortable sharing.*

The questionnaire is anonymous. The results will be combined with all other questionnaires so your personal information will not be identifiable. We will be sharing this information publicly, including with BC Housing, Island Health and other organizations involved in health and housing. We will not include your individual information.

#### Section 1

	Please rate each item from 1 to 5		Rating
I feel supported.	Strongly disagree; strongly agree. 1-----2-----3-----4-----5		
I would like to stay with my friend/family/peer group.	Strongly disagree;	strongly agree.	
Neighbourhood support is	Very unimportant;	very important.	
The nurses that visit the park been helpful to you.	Strongly disagree;	strongly agree.	
The nurses that visit the park been helpful to your neighbours.	Strongly disagree;	strongly agree.	
Weekly voice (in person) updates from By Law is	Very unimportant;	very important.	
Weekly voice (in person) updates from Security is	Very unimportant;	very important.	
Weekly voice (in person) updates from BC Housing on your case file is	Very unimportant;	very important.	
A weekly BBQ, Community Meal, and/or Social is	Very unimportant;	very important.	
A weekly BBQ, Community Meal, and/or Social is	Very unimportant;	very important.	

## Section 2

Item	I have access to:					Access is:				
	Never	Rarely	Sometimes	Most of the Time	Always	Very Unimportant	Slightly Unimportant	Neither	Slightly Important	Very Important
• electricity										
• a communal cooking area										
• fire extinguishers										
• a first aid kit										
• a warming tent										
• a counsellor										
• a Dentist										
• a Medical Practitioner (e.g., nurse, doctor)										

### Section 3

Question	Please, circle your answer.				
If appropriate training and support were provided, would you be willing to provide services (e.g., COVID-19 cleaning, Administrative support, Food Safety prep, Peer Support)?	NO;	I don't think so;	perhaps;	I think so	YES
Would you be in favour of a democratically elected "Camp Council" (site specific)?	NO;	I don't think so	perhaps;	I think so	YES
Would you want to participate in an "Camp Council"?	NO;	I don't think so	perhaps;	I think so	YES

### Section 4

Which service providers are currently helping you in the park?

Place a tick beside each service provider helping you.

<input checked="" type="checkbox"/>	Name of service provider	How are they helping you?
<input type="checkbox"/>	Aboriginal Coalition to End Homelessness (ACEH)	
<input type="checkbox"/>	AVI Health & Community Services	
<input type="checkbox"/>	Backpack Project	
<input type="checkbox"/>	Dandelion Society (Reverend Al)	
<input type="checkbox"/>	Doctors of the World	
<input type="checkbox"/>	Extreme Weather Protocol	

✓	Name of service provider	How are they helping you?
	Housing Action Response Team (HART)	
	Indigenous Harm Reduction Team (IHRT)	
	Island Health Outreach Team (Orange Backpacks)	
	Island Health Street Nurse	
	Living and Lived Experience of Homelessness Network (LLEOHN)	
	Ministry of Social Development and Poverty Reduction (MSDPR)	
	North Park Neighbourhood Association (NPNA)	
	Peers	
	Poverty Kills	
	SOLID Outreach	

✓	Name of service provider	How are they helping you?
	Youth Empowerment Society (YES)	
	Other: _____	

### Section 5

1. What supports are your peers providing?

---



---



---

2. What could be done (by community/campers/security) to make it feel/be safer at night?

---



---



---

3. What do you need to get out of homelessness?

---



---



---

4. If you were suddenly housed, what would be your next challenges?

---



---



---

The signature on this document indicates agreement to participate in and receipt of stipend for this survey.

Participant's Signature \_\_\_\_\_ Date \_\_\_\_\_

Peer Researchers' Signature \_\_\_\_\_ Date \_\_\_\_\_

## Appendix L

### Outdoor Sheltering Engagement: Focus Group Training Agenda



greater victoria  
coalition to end  
homelessness  
hope has found a home

#### FOCUS GROUP TRAINING

Date, 2021/02/10

Times: 10:30 a.m. to 1:00 p.m.

Salvation Army ARC Chapel

525 Johnson Street, Victoria / Location

#### RESEARCH TRAINING/COLLABORATIVE WORK: AGENDA

	Methods/Research Review	Time	Presenting
1.	Territorial Acknowledgement	10:30 a.m.	Janine
2.	Check-in	10:35 a.m.	Michelle
3.	Review Research Community Meetings Agreements	10:50 a.m.	Janine
4.	Hand Out Packets	11:00 a.m.	Michelle
5.	Review <ul style="list-style-type: none"> <li>a. Focus Group Agenda</li> <li>b. Consent Forms</li> <li>c. Focus Group Questions</li> </ul>	11:10 a.m.	Michelle
6.	Changes to Focus Group Questions	11:25 a.m.	Janine (Michelle scribes)
7.	Practice focus group facilitation: <ul style="list-style-type: none"> <li>• Focus Group 1 asks, Focus Group 2 responds (record the facilitation, Carley scribes, Saf/Michelle add pointers)</li> <li>• Focus Group 3 asks, Focus Group 4 responds (record the facilitation, Malinda scribes, Melissa/Janine add pointers)</li> </ul>	11:45 a.m.	Team
8.	Lunch Break	12:05 p.m.	
9.	Practice focus group facilitation: <ul style="list-style-type: none"> <li>• Focus Group 2 asks, Focus Group 1 responds (record the facilitation, Malinda scribes, Melissa/Janine add pointers)</li> <li>• Focus Group 4 asks, Focus Group 3 responds (record the facilitation, Carley scribes, Saf/Michelle add pointers)</li> </ul>	12:25 p.m.	Team
10.	Discussion <ul style="list-style-type: none"> <li>• Tips on facilitation based on practice focus group facilitation exercises</li> <li>• Tips (2021_02_10 City PAR Focus Group Facilitation.docx)</li> </ul>	12:45 p.m.	Janine/Michelle (Melissa, Saf, Carley, Malinda, Laural)
11.	One-word check-out (scribed)	12:55 p.m.	Janine

A flyer for a focus group invitation. The background is a dark purple color with a faint image of people. In the top right corner, there is a yellow banner with the Greater Victoria Coalition to End Homelessness logo and text. The main title 'Focus Group Invitation' is in large white letters. Below it, there is a list of three bullet points. At the bottom, there are two yellow boxes with icons: one with a person and a heart, and another with hands. To the right of these is a dashed yellow box containing text. The text 'Date:' and 'Time:' is in a white box. The Greater Victoria Coalition to End Homelessness logo is in the bottom left corner.

**Focus Group Invitation**

- Peer Researchers, together with the Greater Victoria Coalition to End Homelessness and the City of Victoria, are working to identify of barriers and gaps in systems and services, and identify effective solutions that are already in place prior to establishing any new camping or sheltering guidelines.
- Peer Researchers are leading the Focus Group meetings.
- We would love your participation!

Date:   
Time:

 **Snacks and Drinks Provided**

 **Honorarium Provided**

Individuals participating will be required to sign-in for COVID-19 purposes

 greater victoria coalition to end homelessness  
hope has found a home

## Appendix N

### Outdoor Sheltering Engagement: Focus Group Agenda



greater victoria  
coalition to end  
homelessness  
hope has found a home

#### FOCUS GROUP AGENDA

Date: 2021/02/10 (Training 2)

TBD (Pod 1)

TBD (Pod 2)

TBD (Pod 3)

TBD (Pod 4)

Times: TBD

940 Caledonia, Victoria / Location

#### FOCUS GROUP INTERVIEWS: AGENDA

##### ***Prior to the meeting***

Meet at the park to 15 minutes before the meeting

Have people sign-in / COVID check in

##### ***At the end of the meeting***

Collect stipends & bus tickets, honorariums

Agenda Item	Presenting
1. <b><i>Territorial Acknowledgement</i></b>  We would like to begin by acknowledging that land on which we gather is on the traditional territory of the Songhees and Esquimalt peoples whose historical relationships with the land continue to this day.	Saf/Melissa/Carley
2. <b><i>Community Agreements</i></b>  Read each community agreement After each community agreement, ask for agreement using "thumbs up/thumbs down"  After last agreement is read and agreement checked Are there any other things you would like to add to these agreements?	
3. <b><i>Check-in</i></b>  What is your name? How are you feeling today?	
4. <b><i>Ice Breaker</i></b>  Using your first name, think of the name of an animal (or... a bird) (or... an automobile)	
5. <b><i>Handout and review the consent forms</i></b>  <ul style="list-style-type: none"> <li>Handout consent forms (form to sign)</li> <li>Review – see yellow highlights in copy of the consent form</li> <li>Have participants sign consent forms (do not have to use their names)</li> </ul>	Saf/Melissa/Carley



	Agenda Item	Presenting
	<ul style="list-style-type: none"> <li>Collect consent forms</li> <li>Provide copy for participants records</li> </ul>	
6.	Focus Group questions	
7.	One-word check-out	
	<b>Before we collect our honorariums, how are you feeling?</b>	
8.	Handout honorariums (then stipends & bus tickets to Peer Researchers)	Saf/Melissa/Carley

\*\*\*\* Text or call Saf if you need any assistance [(604) 202-1148] \*\*\*\*

## Appendix O

### Outdoor Sheltering Engagement: Focus Group Consent Form



211-611 Discovery Street  
Victoria BC V8T 5G4

#### **Consent to Participate in Outdoor Sheltering Engagement Research**

Dear \_\_\_\_\_:

You are being invited to participate in research on people's experience while Outdoor Sheltering in Greater Victoria.

This research will require about 1.5 hours of your time. During this time, you will be participating in a focus group and asked questions about your experiences with outdoor sheltering in Victoria. The focus group discussion will be tape-recorded.

There are no anticipated risks or discomforts related to this research. In fact, you may find this experience rewarding. The facilitators for the focus group, however, can give you the name and telephone number of some counseling, if you wish this information.

By participating in this engagement, you may also benefit others by supporting development of solutions created by people who have experience of sheltering outdoors.

Several steps will be taken to protect your anonymity and identity. While the focus group discussion will be tape-recorded, the tapes will be destroyed once they have been typed up. The typed interviews will NOT contain any mention of your name, and any identifying information of yourself or others from the focus group discussion will be removed. The typed interviews will also be kept in a locked filing cabinet and electronic files will be kept in a secure, encrypted storage system at the Greater Victoria Coalition to End Homelessness. Only the Research Department (sworn to confidentiality) will

have access to the focus group discussion files. All information will be destroyed after 5 years' time.

Your participation in this engagement is completely voluntary. If you decide to participate, you will receive \$40 cash for your time and trouble. We ask that you participate for at least the first half of the focus group. If you leave prior to the first half of the meeting, you will receive \$20 cash for your participation.

However, you may withdraw from the engagement **at any time for any reason**. If you do this, all information from you will be destroyed, and you will be allowed to keep your honorarium.

The results from this study will be presented to the City of Victoria to help them better understand your experiences and to collaborate on solutions.

If you require any information about this engagement, or your rights as a participant in this engagement, or would like to speak to a member of the Inclusion & Collaboration or Research Departments, please call Janine Theobald at (250) 217-3709 or Michelle Vanchu-Orosco (250) 508-2307 at the Greater Victoria Coalition to End Homelessness.

I have read (or have been read) and understand the above information regarding this engagement on my experiences with outdoor sheltering, and consent to participate in this study.

\_\_\_\_\_ (Printed Name)

\_\_\_\_\_ (Signature)

\_\_\_\_\_ (Date)

**A copy of this letter is provided for your future reference.**

## Appendix P

### Outdoor Sheltering Engagement: Focus Group Protocol




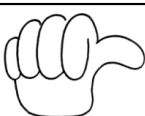

#### Outdoor Sheltering Engagement Questions for Focus Groups

##### Focus Group Questions

1. Since you moved from your previous site (Central Park) has your access to the following things gotten better or worse?

To answer better/worse (i) use thumbs up, thumbs down (ii) ask each person individually

Please indicate if this has gotten better, stayed the same, or gotten worse using thumbs up for better, thumbs neutral for stayed the same or no change, thumbs down if things are worse.

Better	Stayed the same	Worse
		

Shelter/Warmth - Better/Neutral/Worse  
How has this changed?

Water (drinking & handwashing) - Better/Neutral/Worse  
How has this changed?

Food – Better/Neutral/Worse  
How has this changed?

Restroom Facilities 24/7 – Better/ Stayed the same /Worse  
How has this changed?

Laundry – Better/ Stayed the same /Worse  
How has this changed?

Harm Reduction – Better/ Stayed the same /Worse  
How has this changed?

2. What is your experience of accessing showers?

Were the bus tickets provided from the City of Victoria by Service Providers helpful in accessing showers?

Yes / No

What barriers are there in accessing showers?

## Outdoor Sheltering Engagement Questions for Focus Groups

3. Has your feeling of safety changed since you moved from your previous site (Central Park) to 940 Caledonia?

Yes / Stayed the same / No

How has your feeling of safety changed?

### PROMPTS

What would make you feel safer?

What would make you feel safer at night?

What would make you feel safer sleeping?

What about security?

What about police?

4. What might be done to provide consistent communication from service providers working at 940 Caledonia to people at 940 Caledonia?

What about communication with Bylaw?

What about communication with Security?

What about communication about resources such as food, housing?

What about communication with Police?

5. Are peers supporting each other?

Yes / No

How is that happening?

6. What skills or talents have you contributed to the community?

What skills or talents would you like to contribute to the community?

### **Final question**

Is there anything that you would like to add?

### **Additional questions to ask, if time**

7. What do you think of a community event?

### PROMPTS

What types of weekly events would you like?

8. With winter here, what would help to make you and/or your partner more comfortable?

### PROMPTS

What could be done to help you get the supplies you need for the winter?

What do you need for winterization (e.g. clothing, warming tents, wool socks, waterproof, light winter jackets)?

## Appendix Q

### Outdoor Sheltering Engagement: Focus Group Questions Handout



#### Outdoor Sheltering Engagement Focus Group Questions

1. Since you moved from your previous site (Central Park) has your access to the following things gotten better or worse?

Shelter/Warmth - Better/ Stayed the same /Worse  
How has this changed?

Water (drinking & handwashing) - Better/ Stayed the same /Worse  
How has this changed?

Food – Better/Neutral/Worse  
How has this changed?

Restroom Facilities 24/7 – Better/ Stayed the same /Worse  
How has this changed?

Laundry – Better/ Stayed the same /Worse  
How has this changed?

Harm Reduction – Better/ Stayed the same /Worse  
How has this changed?

2. What is your experience of accessing showers?:

Were the bus tickets provided from the City of Victoria by Service Providers helpful in accessing showers?

Yes / No

What barriers are there in accessing showers?

3. Has your feeling of safety changed since you moved from your previous site (Central Park) to 940 Caledonia?

Yes / Stayed the same / No

How has your feeling of safety changed?

4. What might be done to provide consistent communication from service providers working at 940 Caledonia to people at 940 Caledonia?

What about communication with Bylaw?

What about communication with Security?

What about communication about resources such as food, housing?

What about communication with Police?

## **Outdoor Sheltering Engagement Focus Group Questions**

5. Are peers supporting each other?

Yes / No

How is that happening?

6. What skills or talents have you contributed to the community?

What skills or talents would you like to contribute to the community?

Is there anything that you would like to add?

## Appendix R

### Peer Researcher Debrief Protocol



#### Peer Researcher Debrief Protocol

Taking part in this debrief is completely voluntary, and we are only asking you to share information you are comfortable sharing.

Participation will be anonymous.

Any individual identifying information from the transcript of this recording will be removed. Further, any analysis of the information from the recording will be presented in aggregated form.

We will be sharing information from this Debrief in our report to the City of Victoria.

We may share this information publicly, including with BC Housing, Island Health and other organizations involved in health and housing.

Results from this engagement could also be presented in other mediums such as conferences.

#### **Do you agree to being recorded?**

Collect "yes" with initials here:

#### **Do you agree to having information from this debrief shared with the City of Victoria and other organizations?**

Collect "yes" with initials here:



### **Debrief Question 1**

What was your experience as a Peer Researcher for the City of Victoria Participatory Action Research engagement?

PROMPTS – *If conversation is not moving forward, use the following:*

What did you like about being a Peer Researcher?

What did you dislike about being a Peer Researcher?

How did you feel interviewing others?

### **Debrief Question 2**

What are/were our local service providers doing to assist you in your everyday survival?

### **Debrief Question 3**

What might have been/be done to provide consistent communication to people at 940 Caledonia?

PROMPTS – *If conversation is not moving forward, use the following:*

What might have been/be done to provide consistent communication from

- service providers working at 940 Caledonia to people at 940 Caledonia?
- Bylaw to people at 940 Caledonia?
- Security to people in at 940 Caledonia?
- Police to people at 940 Caledonia?

PROMPTS – *If conversation is not moving forward, use the following:*

What might have been/be done to provide consistent communication from

- about resources to people in at 940 Caledonia?
- about food to people in at 940 Caledonia?

### **Debrief Question 4**

Did you attend the talking circles at 940 Caledonia? Y/N

What was your experience with talking circles?

– If conversation is not moving forward, use the following:

Were talking circles effective for communication?

### **Debrief Question 5**

Do/did you feel safe 940 Caledonia??

What would make/would have made you feel safer?

What would make/would have you made feel safer at night?

What would make/would have made you feel safer sleeping?

**PROMPTS** – *If conversation is not moving forward, use the following:*

What about security?

What about police?

### **Debrief Question 6**

How are/were peers supporting each other?

### **Debrief Question 7**

What has been your experience accessing:

- showers?
- storage?
- Laundry?

### **Final question**

Is there anything that you would like to add?

## Appendix S

### North Park Neighbourhood Questionnaire

The questions for the online version of the questionnaire were not numbered.



#### North Park Neighbourhood Outdoor and Temporary Sheltering Engagement Questionnaire

We are gathering feedback on experiences with outdoor and temporary sheltering in the North Park Neighbourhood during the COVID-19 Pandemic.

Your participation will require approximately 10 – 15 minutes of your time, though some participants may need more time. There are no known risks or discomforts associated with this questionnaire. The information obtained from the North Park Neighbourhood will contribute to the ongoing work of the City of Victoria and the Greater Victoria Coalition to End Homelessness (GVCEH) in relation to outdoor and temporary sheltering in the Greater Victoria Region. Obtaining a better understanding of people's attitudes, perceptions, and neighbourhood support could contribute to policy development and implementation that could reduce homelessness.

*Taking part in this study is completely **voluntary**, and we are only asking you to share information you are comfortable sharing.* Participation will be anonymous. All individual identifying information, such as age group, will be presented in aggregated form.

We will be sharing this information publicly, including with BC Housing, Island Health and other organizations involved in health and housing. Results from this engagement could also be presented in other mediums such as conferences.

If you have questions or want a copy or summary of the results for this engagement, please contact:

**Janine Theobald**  
Inclusion & Collaboration Manager,  
GVCEH  
[jtheobald@victoriahomelessness.ca](mailto:jtheobald@victoriahomelessness.ca)

**Michelle Vanchu-Orosco**  
Director, Research & Data Analysis,  
GVCEH  
[mvanchu-orsoco@victoriahomelessness.ca](mailto:mvanchu-orsoco@victoriahomelessness.ca)

## NEW WEBPAGE

### Section 1: Attitudes and Perceptions Towards Homelessness

All answer the following:

For each statement, please circle the answer that shows HOW MUCH you agree or disagree with the statement.

<b>1</b>	<b>All Canadians have a right to housing.</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>2</b>	<b>I feel compassionate when I think about people that are experiencing homelessness.</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>3</b>	<b>I would trust someone that is experiencing homelessness</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

## NEW WEBPAGE

### Section 2: North Park Community

All answer the following:

Did you attend the North Park Neighbourhood Association (NPNA) & GVCEH Friendship BBQ last fall?

☐ Yes

☐ No

## NEW WEBPAGE

If yes, question set (#4 – 6)

If no, question set (#7 – 9)

For each statement, please circle the answer that shows (i) HOW MUCH you agree or disagree with the statement (ii) HOW IMPORTANT the statement is.

<b>4</b>	<b>The Friendship BBQ provided a good opportunity for North Park residents to connect with people sheltering in Central Park.</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>5</b>	<b>I would support BBQs and other social events with people living in temporary shelters in North Park.</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

<b>6</b>	<b>BBQs and other social events</b> to connect North Park residents with people living in temporary shelters in North Park are:				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important

## NEW WEBPAGE

If no, question set (#10 – 15)

For each statement, please circle the answer that shows (i) **HOW MUCH** you agree or disagree with the statement (ii) **HOW IMPORTANT** the statement is.

<b>7</b>	<b>BBQs and other social events</b> provide a good opportunity for North Park residents to connect with people living in temporary shelters in North Park.				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>8</b>	I would support <b>BBQs and other social events</b> with people living in temporary shelters in North Park.				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>9</b>	<b>BBQs and other social events</b> to connect North Park residents with people living in temporary shelters in North Park are:				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important

## NEW WEBPAGE

All answer the following:

For each statement, please circle the answer that shows **HOW IMPORTANT** the statement is.

<b>10</b>	<b>Neighbourhood support</b> for persons experiencing homelessness is				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important
<b>11</b>	Weekly <b>updates from Bylaw</b> are				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important
<b>12</b>	Weekly <b>updates from Security</b> are				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important
<b>13</b>	Weekly <b>updates from BC Housing</b> are				
	Very <b>un</b> important	<b>U</b> nimportant	Neutral	Important	Very important

<b>14</b>	A bi-weekly <b>BBQ, Community Meal, and/or Social</b> is				
	Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important
<b>15</b>	I feel <b>safe</b> in my neighborhood:				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

### NEW WEBPAGE

If neutral/agree/strongly agree, go to Section 3

If strongly disagree/disagree, go to next question

What would make you feel safer?

Character limit 150

### NEW WEBPAGE

## Section 3: Encampment Support

**All answer the following:**

I visited the Central Park encampment

☐ Yes

☐ No

**All answer the following:**

I visited the 940 Caledonia encampment

☐ Yes

☐ No

**For each statement, please circle the answer that shows HOW MUCH you agree or disagree with the statement**

<b>16</b>	I <b>supported</b> the <b>Central Park</b> encampment				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

17	I support/supported the 940 Caledonia encampment				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

#### NEW WEBPAGE

My day to day activities were impacted by the Central Park encampment

☐ Yes

☐ No

#### NEW WEBPAGE

If yes to previous question, next question

If no to previous question, skip this question

Please describe how your day-to-day activities were impacted.

Character limit 150

#### NEW WEBPAGE

My day to day activities were impacted by the 940 Caledonia encampment

☐ Yes

☐ No

#### NEW WEBPAGE

If yes, next question

If no, skip this question

Please describe how your day-to-day activities were impacted.

Character limit 150

## NEW WEBPAGE

### Section 4: Meetings

**All answer the following:**

I attended a talking circle at Central Park and/or 940 Caledonia

☐ Yes

☐ No

## NEW WEBPAGE

**If yes, question set (#18 – 19)**

**If no, next question (I attended an...)**

**For each statement, please circle the answer that shows HOW MUCH you agree or disagree with the statement**

<b>18</b>	The <b>talking circle</b> at Central Park and/or 940 Caledonia was an <b>effective communication tool</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>19</b>	The <b>talking circle</b> at Central Park and/or 940 Caledonia was an <b>effective community building tool</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

## NEW WEBPAGE

**All answer the following:**

I attended an NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park

☐ Yes

☐ No

## NEW WEBPAGE

**If yes, question set (#20 – 21)**

**If no, Section 5**

<b>20</b>	The NPNA, GVCEH, Central Park <b>Residents meeting</b> at Royal Athletic Park was an <b>effective communication tool</b>
-----------	--



	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>21</b>	The NPNA, GVCEH, Central Park <b>Residents meeting</b> at Royal Athletic Park was an effective <b>community building tool</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree

## NEW WEBPAGE

### Section 5: Reducing Homelessness

**All answer the following:**

**For each statement, please circle the answer that shows HOW MUCH you agree or disagree with the statement.**

<b>22</b>	I would <b>support an emergency shelter</b> in my <b>neighborhood</b> :				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>23</b>	I would <b>support an emergency shelter</b> in my <b>city</b> , but not my neighborhood				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>24</b>	I would <b>support low barrier housing</b> in my <b>neighborhood</b> .				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>25</b>	I would <b>support low barrier housing</b> in my <b>city</b> , but not my neighborhood.				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>26</b>	I would <b>support affordable housing</b> in my <b>neighborhood</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>27</b>	I would <b>support affordable housing</b> in my <b>city</b> , but not my neighborhood.				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>28</b>	I would support <b>municipal tax dollars</b> being used for <b>homeless initiatives</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>29</b>	I would support <b>provincial tax dollars</b> being used for <b>homeless initiatives</b>				
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree



What is your age group?

- ☐ 18 – 30
- ☐ 31 – 40
- ☐ 41 – 50
- ☐ 51 – 60
- ☐ 61 – 70
- ☐ 71 – 80
- ☐ 80+
- ☐ Prefer not to answer

How long have you lived in North Park?

- ☐ less than 1 year
- ☐ 1 – 5 years
- ☐ 6 – 10 years
- ☐ 11 – 15 years
- ☐ 16 – 20 years
- ☐ 21+ years
- ☐ Prefer not to answer

**Thank you for taking the time to complete the survey. Your participation is very much appreciated.**

## Appendix T

### Community Association and Neighbourhood Participants: Focus Group Protocol



#### Community Association and Neighbourhood Participants Focus Group Protocol

We are gathering feedback on experiences with outdoor temporary sheltering and engagement in Central Park Pilot Participatory Action Research Engagement Project from housed neighbours who are engaged with the Neighbourhood and Community Associations.

This research will require about 1.5 hours of your time. During this time, you will be participating in a focus group and asked questions about your participation and experiences in the Project.

The information obtained will contribute to the ongoing work of the City of Victoria and the Greater Victoria Coalition to End Homelessness (GVCEH) in relation to outdoor and temporary sheltering in the Greater Victoria Region. Obtaining a better understanding of people's attitudes, perceptions, and neighbourhood support could contribute to policy development and implementation that could reduce homelessness.

The focus group discussion will be tape-recorded.

Several steps will be taken to protect your anonymity and identity. While the focus group discussion will be tape-recorded, the tapes will be destroyed once they have been typed up.

*Taking part in this study is completely **voluntary**, and we are only asking you to share information you are comfortable sharing.* Participation will be anonymous. All individual identifying information, such as age group, will be presented in aggregated form.

We will be sharing this information publicly, including with BC Housing, Island Health and other organizations involved in health and housing. Results from this engagement could also be presented in other mediums such as conferences.

If you have questions or want a copy or summary of the results for this engagement, please contact:

Janine Theobald	Michelle Vanchu-Orosco
Inclusion & Collaboration Manager, GVCEH	Director, Research & Data Analysis, GVCEH
<a href="mailto:jtheobald@victoriahomelessness.ca">jtheobald@victoriahomelessness.ca</a>	<a href="mailto:mvanchu-orsoco@victoriahomelessness.ca">mvanchu-orsoco@victoriahomelessness.ca</a>

## Section 1: Attitudes and Perceptions Towards Homelessness

Prior to your experiences with those sheltering outdoors, what beliefs did you hold regarding

- Homeless individuals
- Outdoor sheltering
- Rights to housing

**Prompts:**

What about compassion?  
What about trust?

Now that you have had experiences with individuals sheltering outdoors, what beliefs do you hold regarding

- Homeless individuals
- Outdoor sheltering
- Rights to housing

**Prompts:**

What about compassion?  
What about trust?

## Section 2: North Park Community

Regarding the North Park Neighbourhood Association (NPNA) & GVCEH Friendship BBQ last fall:

- What opportunities did you see occurring?

**Prompts:**

Connection?

- Was this important to you?
  - If yes, What made this important to you?
  - If no, What made this unimportant to you?

What do you think of future social events?

## Section 3: Neighbourhood Support

What do you think about neighbourhood support for persons experiencing homelessness?

**Prompts:**

Is it important?  
What makes it important? Unimportant?

## Section 4: Safety

Do you feel safe in your neighbourhood?

Please explain.

### Section 5: Outdoor Sheltering Impact

How were your day to day activities were impacted by the

- Central Park encampment?
- 940 Caledonia encampment?

### Section 6: Communications

Did you attend an NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park?

- What opportunities did you see occurring?

**Prompts:**

Communication tool?  
Building community?

Did you attend a talking circle at Central Park and/or 940 Caledonia?

- What opportunities did you see occurring?

**Prompts:**

Communication tool?  
Building community?

What communications should be provided to persons living in the neighbourhood, and from whom?

**Prompts:**

Bylaw  
Park Security  
Police  
BC Housing

### Section 7: Reducing Homelessness

What beliefs do you hold regarding:

- An emergency shelter in my neighborhood, such as outdoor emergency sheltering?
- An emergency shelter in my city, but not my neighborhood?

**Have you completed the survey? IF NO GO TO POLL – IF YES – ASK ANYTHING TO ADD not covered yet?**

**If not...**

**Create Polls for the following:**

I would support low barrier housing in my neighborhood.				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would support low barrier housing in my city, but not my neighborhood.				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would support affordable housing in my neighborhood				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would support affordable housing in my city, but not my neighborhood.				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would support municipal tax dollars being used for homeless initiatives				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would support provincial tax dollars being used for homeless initiatives				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
Providing housing to a homeless person will save the taxpayer money in the long term				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree

## Appendix U

### Data: Outdoor Sheltering Interview Themes<sup>1</sup>

Question	Themes	(n)	Opposite alignment to theme
Interview Question 3: What skills or talents could you contribute to the community?	Construction (e.g. carpenter, painter, build things)	4	
	Personal soft skills (easy to talk to)	3	
	Survival Skills	3	
	Clean up	3	
Interview Question 4: If immediate housing wasn't available for winter, what would make it more comfortable for you and/or your partner?	Warming area (tent)	4	
	Blankets	3	
	Clothing (warm, waterproof)	3	
Interview Question 1(a): Do you feel safe in your current situation?	Violence (security guard is useless, more security) -	10	
	Others (severe mental health issues, fighting, watch out for vulnerable) -	8	
	Community pods (we eat a lot together, have my back) +	4	
	Night time -	3	
	Safety in numbers (small groups, boyfriend) +	3	1 (-)
Interview Question 1(b): Do you feel supported in your current situation?	Outreach workers +	6	
	Dissatisfaction with Housing -	5	
	Public support (North Park, public donations) +	5	
	Support because of COVID (harder to access showers at shelters, more resources however more people needing to access resources) +/-	3	1 (+)
Interview Question 2(a - c) Service Providers	Food donations (North Park) +	8	1 (-)
	Food donations (reduced hours at Mustard Seed)	5	
	(Action: need more information on what is provided, provide more outreach) -		
	Showers -	5	
	Safe supply / harm reduction +	4	2 (-)
	Clothing +/- (getting clothing, need more of a specific type of clothing)	4 (+)	1 (-)



Question	Themes	(n)	Opposite alignment to theme
	Mustard Seed, Our Place, drop in +	4	1 (-)
	Laundry	4	
	( <b>Action:</b> need more information on what is provided) -		
	Porta potties -	3	
	Water (potable is inadequate) –	3	
	( <b>Action:</b> provide/deliver water to main table)		
	BC Housing (e.g. lack of communication...) -	2	1 (+)

<sup>1</sup>Complete data set available in GVCEH COV PAR Engagement InterimReport2 (Final), or upon request.

## Appendix V

### Data: Outdoor Sheltering Questionnaire

	Strongly Agree	Agree	Neither disagree nor agree	Disagree	Strongly Disagree	Missing
<b>I feel supported.</b>	8 (16.33%)	8 (16.33%)	14 (28.57%)	9 (18.37%)	7 (14.29%)	3 (6.12%)
<b>I would like to stay with my friend/family/peer group.</b>	6 (12.24%)	4 (8.16%)	10 (20.41%)	6 (12.24%)	20 (40.82%)	3 (6.12%)
<b>The nurses that visit the park been helpful to you.</b>	3 (6.12%)	3 (6.12%)	8 (16.33%)	8 (16.33%)	26 (53.06%)	1 (2.04%)
<b>The nurses that visit the park been helpful to your neighbours.</b>	4 (8.16%)	2 (4.08%)	8 (16.33%)	10 (20.41%)	21 (42.86%)	4 (8.16%)

	Very unimportant	Unimportant	Neither unimportant nor important	Important	Very important	Missing
<b>Neighbourhood support is:</b>	5 (10.20%)	0 (0.00%)	3 (6.12%)	8 (16.33%)	31 (63.27%)	2 (4.08%)
<b>Weekly voice (in person) updates from By Law is:</b>	9 (18.37%)	4 (8.16%)	13 (26.53%)	5 (10.20%)	18 (36.73%)	0 (0.00%)
<b>Weekly voice (in person) updates from Security is:</b>	8 (16.33%)	2 (4.08%)	10 (20.41%)	11 (22.45%)	17 (34.69%)	1 (2.04%)
<b>Weekly voice (in person) updates from BC Housing on your case file is:</b>	8 (16.33%)	7 (14.29%)	2 (4.08%)	6 (12.24%)	24 (48.98%)	2 (4.08%)
<b>A "Weekly BBQ, Community Meal, and/or Social is":</b>	3 (6.12%)	1 (2.04%)	3 (6.12%)	11 (22.45%)	0 (0.00%)	31 (63.27%)

	Very unimportant	Unimportant	Neither unimportant nor important	Important	Very important	Missing
<b>Electricity</b>	4 (8.16%)	3 (6.12%)	2 (4.08%)	9 (18.37%)	22 (44.90%)	9 (18.37%)
<b>Communal cooking area</b>	7 (14.29%)	2 (4.08%)	5 (10.20%)	8 (16.33%)	18 (36.73%)	9 (18.37%)
<b>Fire extinguishers</b>	4 (8.16%)	0 (0.00%)	3 (6.12%)	4 (8.16%)	27 (55.10%)	11 (22.45%)
<b>First aid kit</b>	4 (8.16%)	1 (2.04%)	1 (2.04%)	6 (12.24%)	27 (55.10%)	10 (20.41%)

	Very unimportant	Unimportant	Neither unimportant nor important	Important	Very important	Missing
<b>Warming tent</b>	6 (12.24%)	0 (0.00%)	1 (2.04%)	5 (10.20%)	25 (51.02%)	12 (24.49%)
<b>Counsellor</b>	3 (6.12%)	1 (2.04%)	6 (12.24%)	10 (20.41%)	19 (38.78%)	10 (20.41%)
<b>Dentist</b>	5 (10.20%)	1 (2.04%)	5 (10.20%)	7 (14.29%)	21 (42.86%)	10 (20.41%)
<b>Medical Practitioner (e.g., nurse, doctor)</b>	5 (10.20%)	0 (0.00%)	3 (6.12%)	7 (14.29%)	24 (48.98%)	10 (20.41%)

	Never	Rarely	Sometimes	Most of the Time	Always	Missing
<b>Electricity</b>	18 (36.73%)	12 (24.49%)	11 (22.45%)	3 (6.12%)	3 (6.12%)	2 (4.08%)
<b>Communal cooking area</b>	26 (53.06%)	13 (26.53%)	2 (4.08%)	2 (4.08%)	3 (6.12%)	3 (6.12%)
<b>Fire extinguishers</b>	32 (65.31%)	5 (10.20%)	4 (8.16%)	2 (4.08%)	4 (8.16%)	2 (4.08%)
<b>First aid kit</b>	20 (40.82%)	5 (10.20%)	7 (14.29%)	4 (8.16%)	10 (20.41%)	3 (6.12%)
<b>Warming tent</b>	20 (40.82%)	7 (14.29%)	4 (8.16%)	8 (16.33%)	5 (10.20%)	5 (10.20%)
<b>Counsellor</b>	23 (46.94%)	11 (22.45%)	6 (12.24%)	3 (6.12%)	2 (4.08%)	4 (8.16%)
<b>Dentist</b>	32 (65.31%)	6 (12.24%)	3 (6.12%)	3 (6.12%)	1 (2.04%)	4 (8.16%)
<b>Medical Practitioner (e.g., nurse, doctor)</b>	21 (42.86%)	8 (16.33%)	9 (18.37%)	4 (8.16%)	3 (6.12%)	4 (8.16%)

	Never	Rarely	Sometimes	Most of the Time	Always	Missing
<b>If appropriate training and support were provided, would you be willing to provide services</b>	1 (2.04%)	10 (20.41%)	0 (0.00%)	11 (22.45%)	26 (53.06%)	1 (2.04%)
<b>Communal cooking area</b>	26 (53.06%)	13 (26.53%)	2 (4.08%)	2 (4.08%)	3 (6.12%)	3 (6.12%)
<b>Would you want to participate in an “Camp Council”?</b>	7 (14.29%)	5 (10.20%)	10 (20.41%)	5 (10.20%)	18 (36.73%)	4 (8.16%)

<b>Which service providers are currently helping you in the park?</b> <sup>1</sup>	
<b>AVI Health &amp; Community Services</b>	31 (63.27%)
<b>SOLID Outreach</b>	30 (61.22%)
<b>Dandelion Society (Reverend AI)</b>	19 (38.78%)
<b>Island Health Outreach Team (Orange Backpacks)</b>	18 (36.73%)
<b>Island Health Street Nurse</b>	18 (36.73%)
<b>Peers</b>	15 (30.61%)
<b>Aboriginal Coalition to End Homelessness (ACEH)</b>	13 (26.53%)
<b>Backpack Project</b>	12 (24.49%)
<b>Ministry of Social Development and Poverty Reduction (MSDPR)</b>	12 (24.49%)
<b>North Park Neighbourhood Association (NPNA)</b>	12 (24.49%)
<b>Indigenous Harm Reduction Team (IHRT)</b>	11 (22.45%)
<b>Extreme Weather Protocol</b>	10 (20.41%)
<b>Doctors of the World</b>	9 (18.37%)
<b>Living and Lived Experience of Homelessness Network (LLEOHN)</b>	9 (18.37%)
<b>Housing Action Response Team (HART)</b>	8 (16.33%)
<b>Poverty Kills</b>	7 (14.29%)
<b>Other</b>	7 (14.29%)
<b>Youth Empowerment Society (YES)</b>	3 (6.12%)

<sup>1</sup> These entries were originally presented in alphabetic order

## Appendix W

### Data: Outdoor Sheltering Engagement - Focus Group Themes

Since you moved from your previous site (Central Park) has your access to the following things gotten better or worse?			
	Better	Stayed the same	Worse
Shelter/Warmth	8	5	2
Water (drinking & handwashing)	10	4	0
Food	11	1	0
Restroom Facilities 24/7	4	10	2
Laundry	11	1	0
Harm Reduction	7	6	2
Were the bus tickets provided from the City of Victoria by Service Providers helpful in accessing showers?			
	Yes	No	
		11	4
Has your feeling of safety changed since you moved from your previous site (Central Park) to 940 Caledonia?			
	Yes	Stayed the same	No
	7	7	0
Are peers supporting each other?			
	Yes	No	
	0	5	0

Themes		Suggestions
Better or same	Need more access	
Since you moved from your previous site (Central Park) has your access to the following things gotten better or worse?		
Shelter/Warmth		
Drier / pallets		
Water (drinking & handwashing)		
More access to sinks	Would be nice to have more access to showers	
Hot water	Changes from night to day (gates are closed at night)	
Better drinking water	Don't always have drinking water in the bottles	

Themes		
Better or same	Need more access	Suggestions
<i>Food</i>		
More access to food More access to hot drinks PEERS provided food	Would like more vegetables	
<i>Restroom Facilities 24/7</i>		
Restrooms are cleaned daily and every morning	Closing the gate at night made restroom access worse (gate locked during first few weeks at 940 Caledonia)	
<i>Laundry</i>		
	Less room to store laundry Lack of communication about nearby laundry facilities	Affordable portable laundry service Laundry truck
<i>Harm Reduction</i>		
Can access them more during the day More convenient More sites		
<i>Warming Tent (additional theme)</i>		
Access to the warming tent during the day Warming tent - Access to electricity	Access to electricity worse at night	
<i>Showers</i>		
<i>What is your experience of accessing showers?</i>		
Reasonably satisfied barring timing & frequency issues Are 1 block closer to Our Place (Central Park to 940 Caledonia) Good showers (Our Place)	Don't know where to access showers ( <b>communication</b> ) No signage	
<i>Were the bus tickets provided from the City of Victoria by Service Providers helpful in accessing showers?</i>		
Bus tickets are helpful Opportunity to get out and explore do more laundry & showers		

Themes		
Better or same	Need more access	Suggestions
<i>What barriers are there in accessing showers?</i>		
	Public pool facilities are closed Timing (no early showers) & frequency issue for all shower sites (Our Place, Annawin, Shower truck) Time constraints; 2 - 3 hour wait, no one comes to the door 20 min (Annawim) Being barred from one of the two showering sites	
<b>Safety</b>		
<i>Has your feeling of safety changed since you moved from your previous site (Central Park) to 940 Caledonia?</i>		
<i>How has your feeling of safety changed?</i>		
More safety with fence (barrier to outside community) Closed gate - discouraging to outsiders (don't belong here) Better because more contained Duality - Feeling more secure BUT feeling more closed in/monitored. Feel safe, less triggered to substance use	Locked gate: cornered, uncomfortable, gate doesn't need to be locked	Should always be two entrances and exits in case of emergency
<i>What would make you feel safer?</i>		
<i>What about security?</i>		
Feeling Safe with Security. More worried about others.		Provide clarity - security responsibilities are unclear (often acted as support and not security) Boundaries with Security: Two designated spots to watch over community; No access to walking into peoples tents, unless there is a reason
<i>What about police?</i>		
		Don't have bylaw and police together ("not in favour")

Themes		
Better or same	Need more access	Suggestions
<i>Communication</i>		
<i>What might be done to provide consistent communication from service providers working at 940 Caledonia to people at 940 Caledonia?</i>		
	Accessibility to forms Help with the taxes No access to online tools (no phone, no computer) Still lack of confidence in communication (better communication still needed)	Specific person act as advocate for securing people housing; point of contact with BCH PWLE input is valuable Focus group input - opportunity to be heard Facebook page (online bulletin board) Suggestion board/physical board (post what you are missing, what needs to be done to make things better) Outline of job description, displayed publicly Satellite phones Designated WIFI Area More Communication - Communication through community tent More Communication - More allowance of knowing when a meeting is being held
<i>What about communication with Bylaw and Security?</i>		
Communication did improve (Bylaw) More respect towards residents (Bylaw)		
<i>What about communication about resources such as food, housing?</i>		
Existing pamphlets - a good start	Lack of communication about housing (e.g. BC Housing) Not enough information about showers and laundry (timing/frequency more options) Communication - Housing: Are we going to get housing? Communication - Housing: What options are available? Communication - Housing: Do we have a choice? Communication - Housing: How to get housing? Communication - Housing: Information about BC Housing subsidy	Resources - displayed publicly Daily updates - housing, including forms to be available Housing postings - additional sources (in addition to BC Housing)
<i>What about communication with Police?</i>		
		Facebook page



Better or same	Themes	Suggestions
<i>Peers Supporting Each Other</i>		
<i>Are peers supporting each other? How is this happening?</i>		
Warming tent (i) used to get together (ii) central meeting place Connected More cohesive Peaceful, mostly Having more communication - focus groups, circles, with peers	Need more clarity on jobs How to better communicate with one another	
<i>Winterization</i>		
<i>With winter here, what would help to make you and/or your partner more comfortable?</i>		
	Physical and handwritten communications - board to share what they need Method to dry things (everything is damp/wet, mold is an issue, clothes absorb moisture)	Better heat for tents Space less restrictive, size should make sense (e.g., if a couple, if have a pet) Weatherproof tents Propane Power cords/power supply

## Appendix X

### Data: North Park Neighbourhood Questionnaire

Section 1: Attitudes and Perceptions Towards Homelessness					
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
All Canadians have a right to housing.	1 (2.86%)	1 (2.86%)	8 (22.86%)	16 (45.71%)	9 (25.71%)
I feel compassionate when I think about people that are experiencing homelessness.	1 (2.86%)	6 (17.14%)	4 (11.43%)	15 (42.86%)	9 (25.71%)
I would trust someone that is experiencing homelessness	7 (20.00%)	13 (37.14%)	10 (28.57%)	2 (5.71%)	3 (8.57%)

Section 2: North Park Community		
	Yes	No
Did you attend the North Park Neighbourhood Association (NPNA) & GVCEH Friendship BBQ last fall?	7 (20.00%)	28 (80.00%)

Yes, I attended the Friendship BBQ (n = 7)					
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The Friendship BBQ provided a good opportunity for North Park residents to connect with people sheltering in Central Park	1 (14.29%)	1 (14.29%)	0 (0.00%)	2 (28.57%)	3 (42.86%)
	Very Unimportant	Unimportant	Neutral	Important	Very Important
BBQs and other social events to connect North Park residents with people living in temporary shelters in North Park are:	1 (14.29%)	0 (0.00%)	2 (28.57%)	1 (14.29%)	3 (42.86%)

No, I did not attend the Friendship BBQ (n = 28)					
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
BBQs and other social events provide a good opportunity for North Park residents to connect with people living in temporary shelters in North Park.	7 (25.00%)	6 (21.43%)	10 (35.71%)	5 (17.86%)	0 (0.00%)
I would support BBQs and other social events with people living in temporary shelters in North Park.	9 (32.14%)	6 (21.43%)	9 (32.14%)	4 (14.29%)	0 (0.00%)

	Very Unimportant	Unimportant	Neutral	Important	Very Important
BBQs and other social events to connect North Park residents with people living in temporary shelters in North Park are:	10 (35.71%)	9 (32.14%)	7 (25.00%)	2 (7.14%)	0 (0.00%)
Neighbourhood support for persons experiencing homelessness is	4 (11.76%)	2 (5.88%)	13 (38.24%)	8 (23.53%)	7 (20.59%)
Weekly updates from Bylaw are	0 (0.00%)	0 (0.00%)	2 (5.71%)	7 (20.00%)	26 (74.29%)
Weekly updates from BC Housing are	0 (0.00%)	0 (0.00%)	2 (5.71%)	12 (34.29%)	21 (60.00%)
A bi-weekly BBQ, Community Meal, and/or Social is	7 (20.00%)	14 (40.00%)	8 (22.86%)	5 (14.29%)	1 (2.86%)

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
BBQs and other social events to connect North Park residents with people living in temporary shelters in North Park are:	10 (35.71%)	9 (32.14%)	7 (25.00%)	2 (7.14%)	0 (0.00%)

Section 3: Encampment Support		
	Yes	No
I visited the Central Park encampment	27 (77.14%)	8 (22.86%)
I visited the 940 Caledonia encampment	22 (62.86%)	13 (37.14%)

Yes, I visited...	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
I supported the Central Park encampment	27 (77.14%)	4 (11.43%)	1 (2.86%)	1 (2.86%)	2 (5.71%)
I support/supported the 940 Caledonia encampment	20 (57.14%)	4 (11.43%)	5 (14.29%)	3 (8.57%)	3 (8.57%)

	Yes	No
My day to day activities were impacted by the Central Park encampment	33 (94.29%)	2 (5.71%)
My day to day activities were impacted by the 940 Caledonia encampment	20 (57.14%)	15 (42.86%)

Section 4: Meetings		
	Yes	No
I attended a talking circle at Central Park and/or 940 Caledonia	7 (20.00%)	28 (80.00%)

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The talking circle at Central Park and/or 940 Caledonia was an effective communication tool	0 (0.00%)	2 (28.57%)	1 (14.29%)	3 (42.86%)	1 (14.29%)

	Yes	No
I attended an NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park	26 (74.29%)	9 (25.71%)

Yes, I attended the NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park (n = 26)	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park was an effective communication tool	9 (34.62%)	6 (23.08%)	2 (7.69%)	7 (26.92%)	2 (7.69%)
The NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park was an effective community building tool	10 (38.46%)	5 (19.23%)	2 (7.69%)	7 (26.92%)	2 (7.69%)

Section 5: Reducing Homelessness					
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
BBQs and other social events to connect North Park residents with people living in temporary shelters in North Park are:	10 (35.71%)	9 (32.14%)	7 (25.00%)	2 (7.14%)	0 (0.00%)
Neighbourhood support for persons experiencing homelessness is	4 (11.76%)	2 (5.88%)	13 (38.24%)	8 (23.53%)	7 (20.59%)
I would support low-barrier housing in my neighborhood.	10 (28.57%)	9 (25.71%)	4 (11.43%)	7 (20.00%)	5 (14.29%)
I would support low-barrier housing in my city, but not my neighborhood.	3 (8.57%)	1 (2.86%)	14 (40.00%)	12 (34.29%)	5 (14.29%)
BBQs and other social events to connect North Park residents with people living in temporary shelters in North Park are:	10 (35.71%)	9 (32.14%)	7 (25.00%)	2 (7.14%)	0 (0.00%)

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<b>Neighbourhood support for persons experiencing homelessness is</b>	4 (11.76%)	2 (5.88%)	13 (38.24%)	8 (23.53%)	7 (20.59%)
<b>I would support municipal tax dollars being used for homeless initiatives.</b>	9 (25.71%)	3 (8.57%)	6 (17.14%)	7 (20.00%)	10 (28.57%)
<b>I would support provincial tax dollars being used for homeless initiatives.</b>	3 (8.57%)	0 (0.00%)	2 (5.71%)	9 (25.71%)	21 (60.00%)
<b>Providing housing to a homeless person will save the taxpayer money in the long term.</b>	5 (14.29%)	2 (5.71%)	4 (11.43%)	10 (28.57%)	14 (40.00%)

	Yes	No
<b>I know what Housing First is</b>	23 (65.71%)	12 (34.29%)

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<b>I would support Housing First initiatives.</b>	1 (4.35%)	1 (4.35%)	6 (26.09%)	8 (34.78%)	7 (30.43%)

Demographic Information		
What is your gender?	n	Percent
Male	12	34.29%
Female	21	60.00%
Other	0	0.00%
Prefer not to answer	2	5.71%
Do you self identify as Indigenous?		
Yes	2	5.71%
No	28	80.00%
Prefer not to answer	5	14.29%
What is your age?		
18 – 30	0	0.00%
31 – 40	7	20.00%
41 – 50	8	22.86%
51 – 60	11	31.43%
71 – 80	3	8.57%
80+	0	0.00%
Prefer not to answer	6	17.14%

How long have you lived in North Park?		
less than 1 year	0	0.00%
1 – 5 years	9	25.71%
6 – 10 years	8	22.86%
11 – 15 years	9	25.71%
16 – 20 years	4	11.43%
21+ years	5	14.29%
Prefer not to answer	0	0.00%

Open-ended Responses	
I feel safe in my neighbourhood.	<b>Strongly Disagree (17) Disagree (10) Neutral (3) Agree (3) Strongly Agree (2)</b>
<i>What would make you feel safer?</i>	
Sheltering Outdoors/Camping	Limitation of camping to suitable locations Limit on numbers Camping on designated hardscape lots with full enclosure; access controlled; 24-hour security; oversight from a reputable operator Use resources to help people struggling with addiction and mental health issues as priority Greater enforcement of bylaws and security/police presence in the neighbourhood, increase police funding Ban sheltering in parks from 7am to 7pm
<b>Additional Themes</b>	
The Neighbourhood	Lack of support from city when encampment established "It is not a neighborhood's role to solve homelessness." Those sheltering outdoors "are not my neighbours" "Getting to know the homeless people" as *not* a solution → irrelevance of social events i.e. BBQ Prioritization of unhoused vs permanent residents Family trauma, emotional toll on neighbours Decided to move
Safety	Thefts, break-ins, trespassing onto residential properties, expensive security precautions Safety of children Noise at night, aggression, yelling, threatening behaviour General criminal activity, presence of weapons Need for enforcement of laws relating to drug trafficking and criminal activity Garbage, dangerous waste, used needles
Parks	Belong to the public, for public recreation, not living accommodation

My day to day activities were impacted by the Central Park encampment. <b>Yes (20) No (15)</b>	
<i>Please describe how your day-to-day activities were impacted (Central Park).</i>	
Safety	<p>Fighting, conflict, yelling, aggression, threats, intimidation, threatening stares</p> <p>Constant police presence</p> <p>Safety of children/avoidance of park</p> <p>Trespassers, theft, property loss, drug use, urination and littering in yard</p> <p>Rat infestation, human feces, garbage in the park</p> <p>Feeling unsafe at home and in neighbourhood at night</p> <p>Poor sanitation, inadequate toilets and washing areas</p> <p>Fire risk</p>
Health and Harm Reduction	<p>Daily drug deals, open drug use and drug paraphernalia</p> <p>Personal wellness and relationships impact of investment towards encampments and rights for unhoused</p> <p>Prostitution and women being taken advantage of</p> <p>People living in shipping containers: not an answer to people who need support</p>
Interactions with persons sheltering outdoors	<p>Fear of invading tenters' space and privacy</p> <p>Toll of seeing "sadness of people on the street"</p> <p>Not feeling welcomed by campers</p>
<i>Additional Themes</i>	
The Neighbourhood	<p>North Park as marginalized community, inability of single/low income/racialized/immigrant families to leave</p> <p>Sleeplessness due to noise</p> <p>Uncomfortable using outdoor park facilities during time when COVID made indoor activities difficult</p> <p>Difficult selling home and moving to safer neighbourhood</p>
Parks	<p>"Why would you not use the regular campground? Government campgrounds are all over British Columbia."</p>

My day to day activities were impacted by the 940 Caledonia encampment. <b>Yes (20) No (15)</b>	
<i>Please describe how your day-to-day activities were impacted (940 Caledonia).</i>	
Interactions with persons sheltering outdoors	40ish new neighbours- not a bad thing! Since the encampment moved to the RAP parking lot feel safer, back to using Central Park (helpful having fewer shelters properly spaced out)
Safety	Vandalism Ongoing drug deals at the corner of Vancouver and Pembroke Stopped walking in the dark
The Neighbourhood	Unable to access Vancouver Street Increase in car traffic down Green street from visitors to encampment, parking in residential permit only along Green street
Personal Health	Impact of sleeplessness (due to disturbances) on daily activities Exhaustion and emotional toll
<i>Anything to add?</i>	
Homelessness	Housing = provincial mandate, many shelters and low barrier options already exist “Housing first” does not mean stop there, emergency shelters as a band-aid Effort on part of public to pressure governments to house homeless people
The Neighbourhood	NPNA doesn't represent majority of neighbourhood, neighbours not given input North Park neighborhood = already low income, with barriers to affordable housing, “Only putting encampments in poor neighbourhoods is not fair” Against the Tiny Home community proposed at 940 Caledonia Ave
Health and Harm Reduction	Prioritize and fund meaningful treatment programs, fund low-barrier housing Access to safe injection sites and addictions support
Sheltering Outdoors/Camping	If camping is going to continue, need zoning and rules Parks = need to be free of encampments, people count on public space for outdoor activities
Safety	Response to crime/ mandating treatment for individuals unable to follow laws
Supports for Persons Sheltering Outdoors	Teaching of real life skills e.g. carpentry, sewing, computer skills



## Appendix Y

### Data: Neighbourhood Associations Themes

Attitudes and Perceptions Towards Homelessness	
<i>Prior to your experiences with those sheltering outdoors, what beliefs did you hold regarding</i>	
<ul style="list-style-type: none"> <li>• Homeless individuals</li> <li>• Outdoor sheltering</li> <li>• Rights to housing</li> </ul>	
Community building	Building community and bridges, bridging gaps between housed/unhoused
Homeless individuals	Media vs. realistic representations
COVID-19	Impact of COVID-19 on opportunities for community involvement
Support organizations/services	Connecting unhoused support model to other outreach work
North Park Community	
<i>Regarding the North Park Neighbourhood Association (NPNA) &amp; GVCEH Friendship BBQ last fall:</i>	
<ul style="list-style-type: none"> <li>• What opportunities did you see occurring?</li> <li>• Was this important to you?</li> </ul>	
Homeless individuals	Creating *more* bridges between unhoused and hesitant housed community members Panel = great, spotlighting unhoused voices
COVID-19 & events	Hard with COVID-19
Events	Event was important Regular event possibilities
<i>What do you think of future social events?</i>	
Goals	What's the event's goal? I.e. People who know each other vs. not
Event planning	Neighbourhood association help Location logistics Activities/ things to focus on Services support e.g. BC Housing
Neighbourhood Support	
<i>What do you think about neighbourhood support for persons experiencing homelessness?</i>	
Role of neighbourhood association	Credibility (with housed and unhoused) Encouraging whole community involvement Bringing different communities together Centralized guide to outreach: roles, etc. Limited capacity of neighbourhood associations, e.g. harm reduction
Community building (guidance)	Responsiveness vs reactivity
Safety	
<i>Do you feel safe in your neighbourhood? Please explain.</i>	
Creating community	Safety in community Connection Familiarity
<i>How were your day to day activities impacted?</i>	
Creating community	Healing circles: valuable entry-point Neighbourhood associations and individuals taking on more due to gaps
Personal impacts	Created personal boundaries

Communications	
<i>Did you attend an NPNA, GVCEH, Central Park Residents meeting at Royal Athletic Park?</i> • What opportunities did you see occurring?	
Creating community	Inspiration, confidence, and courage Openness/ accessibility to everyone
<i>Did you attend a talking circle at Central Park and/or 940 Caledonia?</i> • What opportunities did you see occurring?	
Creating community	Connecting people with service providers and identifying people's needs to then implement Importance of weekly communication updates Opportunities for collaboration Trying to address too many needs at once Possibility of some circles with only residents
Event planning	Timing Consistency Location importance
Communication - City of Victoria	Frustration with lack of city communication
<i>What communications should be provided to persons living in the neighbourhood, and from whom?</i>	
Communication - City of Victoria	City/ decision makers need to communicate directly: with tenters, service providers, neighbours
Communication - Neighbourhood Associations	Good communication
Centralize information	Information from Community Association on website Centralized location for info Create handbook
Reducing Homelessness	
<i>What beliefs do you hold regarding:</i> • An emergency shelter in my neighborhood, such as outdoor emergency sheltering?	
Perceptions	Lack of trust, trust loss after Topaz Public perception: "We don't want this stuff down in the south"
City of Victoria response	Inability of city to respond to crisis
Support for persons living in poverty	Support needed for housed folks living in poverty
Locating sheltering	There are buildings unused by city Location is key, NOT Central Park People need access to green space
Additions?	
<i>Anything to add that we haven't covered??</i>	
Mental health	Mental health supports needed
System failure (general)	System has failed people

## Appendix Z

### Data: Peer Researcher Debrief Themes

What was your experience as a Peer Researcher for the City of Victoria Participatory Action Research engagement?
Overall positive
Unfortunate to not participate in focus groups
Awesome learning experience
Learning - hope to learn more
Good work was done
Met some great people
Meeting a lot of new people
Opening up shell, open to meeting new people, learning about myself, not being shy
Learned something new
Things to be listening for → in daily activities
Was exciting to do focus groups
Ask questions and get others' thoughts on life out there
Feel bad for missing focus group
Impressed by meetings → safe environment
Every voice was heard
Dedication and teamwork
Good work with good people
Food is amazing, good choices
Leadership was good
Disliked being socially awkward
Standing in front of people and have so much to say and then gone → took me a long time to get out and let my voice be heard
Mixed. In a way, it seemed the options were limited to such a narrow set of possibilities
<b>(Facilitator) This has changed quite a bit in this group</b>
The timing → I am lazy
Time frame to do more research
Negativity people who we're trying to help have for peer researchers
Jealous → we get to come here
A lot of negativity right now in general, and us getting to come here and get paid for the work
In beginning not for \$ but for the experience → they thought we were in it for \$ but we are here for experience and getting out there
What were/are our local service providers doing to assist you in your everyday survival?
Just being there and showing up
They are our family now
The warming tent is actually a warming tent and we feel welcome and at ease and at home
PEERS nice, friendly, respectful
You are involved → get involved with you in conversations
Peer support → heartwarming to hear laughs – “that’s what wakes you up”
Started getting our meds delivered
SAFER team got out back – talk to us while delivering our meds
Joints, cigarettes
Orange backpack → friendly, asking if you need harm reduction supplies, smokes, always willing to talk and start a conversation
We know all service providers and have good conversations with them
Even when they're not working they come and check on us, we became friends
Loving comfortable feeling around them all the time

<b>What were/are our local service providers doing to assist you in your everyday survival?</b>
Positive vibes
Bringing breakfast
PEERS: lunch, coffee, smokes, good laughs
Orange backpack → seeing what meds I need
Umbrella Society → pretty good sit and chat
Bylaw → came and checked to make sure I was still alive (every 3 days)
Footprints → great times, made their day full of fun
<b>What might have been done/ what could be done to provide consistent communication to people at 940 Caledonia?</b>
For me it's been good → daily/ weekly/ monthly updates
More consistent with warming tent being open everyday
I.e. food and harm reduction supplies → helps people to know where things are
I agree with above
We were the first tents at Central Park → was kind of upset when the move happened and how the roles of "site manager" were given out → should have had a meeting with first tents at Central
Hectic move → who is the boss? Who is going to be asking our questions? Who will answer? I wanted a part in helping in that way. It looked stressful for 'Person'
Still boggles my mind → we were all talking about it before it happened → all focus on one person and acknowledgement
We were there too → felt shoved aside → "THIS IS NOW"
Acknowledgement and help we gave → it was too much for one person → told to go to 'Person' → I wanted to help
Took on too much → my role was to be a "resident" → get the scoop
Get the scoop then spread the word like COVID
Being heard one minute (in front of mayor) then pushed out
I used my voice and am a good yeller → sometimes needed to push to be heard → WE HAD TO YELL → I grew up with that: pushed aside, I've had enough with that → had people listen → felt talked over → it was too much
In-person information sessions with a representative from each service provider/group
Twitter account/subscription text alert list to provide notifications
<b>Did you attend talking circles at 940 Caledonia?</b>
Yes: 6
No: 1
<b>What was your experience with talking circles?</b>
At first hot and sunny
Was a place to hear what was wanted at the camp and to make it happen, what kind of camp we wanted, people stepped in → good to have people from outside → they offered support too
A lot of things said at meeting were positive and the outcome was confusing because the way the meeting closed people didn't pay attention and people weren't being heard → I wasn't heard and then I walked away
I wanted my questions to be answered
Very frustrating
I felt frustrated and wanted to be heard about what wasn't being addressed/ argued about
Didn't want to be a part of the camp → things being argued about
You need to listen as a non-resident researcher
Gap between research/ circles was difficult
As a non-resident didn't want to be heard and want to be a sounding board and gather research
"Do you feel like anything is happening?"
People are confused between not being heard and not having their problems solved
Exactly!
Being bold to go and talk to someone else
Couldn't hear sometimes: wind, traffic, masks, discomfort with loud voices, no one can hear
I never spoke, I just listened → I got a tiny bit of knowledge – learning every meeting

<b>What was your experience with talking circles?</b>
Haven't had courage to speak
Long way to go for short amount of time (shared on break)
<b>Did you feel safe at 940 Caledonia?</b>
Sometimes
Not really
I tried calling the police a few times/ nothing
Cops show up when people are dumb
Security will watch and not call the police → even when someone was bleeding
Hiding in tent fearful for life
A couple of people made all hell break loose and triggered everyone → arguing, fighting, yelling
½ residents of 940, ½ non residents
Hard knowing if it was residents involved
When cops get involved they go to housed residents/ neighbours
Then goes negative on 940
Made me feel embarrassed at times when it got out of hand
Then cops come and people are worried about "rats" and who talked to cops → just stuck to ourselves
Did feel safe: when workers were there, 'Security Person' from Footprints, bylaw (sometimes yes, sometimes no)
Didn't feel safe: residents and officials I didn't know
Being a non-resident, didn't feel like belonged there without protection → might think we had stipends
Echo (person agreed) not being a resident → being outsider, uninvited guest
Not universal: some residents made us feel welcome, other didn't engage, or didn't know why we were there
No experience of any hostility
One person was very psychologically unstable
<b>How were/ are peers supporting each other?</b>
Didn't see any negative
Communicating needs
Walked around to make sure everyone had a smile on their face (even if upside down)
Conversation
Just talk
Smile
Always shared whatever I had and made sure everyone had
Gave smoke
Offers of food from peers
People welcomed me to circle
Information sharing tips
Move things
Working
Sharing substances → help with withdrawal, to not be dope sick → very hard to go through alone
People feel ashamed and try to hide it
I feel better about this
Porches and stairs made
Advice

**What has been your experience accessing:**

**1. Showers?**

**2. Storage?**

**3. Laundry?**

**1. Showers**

Didn't know anything when first got here

Took time to find info → about bus tickets from city

Access was good

Mobile showers started to come around

Crappy → didn't find out for a long time

Portable → heard about last minute

Something would come and then I would end up moving

Same

**2. Storage**

Such a pain → we just stack up inside

Then outside tent → then threatened to be taken away

Full storage → need storage for storage

Everything hidden

Made my own

Pile neatly → cover it

Roofed entrance to tent

Wear everything once throw away

**3. Laundry**

Pain in the butt

Want to throw clothes away but love them

Name brand

I love clothes and collect them

Threw out everything

Things got moldy

Getting wetter (weather) in tent

**Is there anything else you would like to add?**

What is happening at the next meeting?

What can we bring to the next meeting?

In hindsight, how much did our work change things?

Amplify voices

Shelter rate?

Tiny homes: "so will residents have to be asking MSDPR for shelter rate"\*

Red tape issue → remove roadblocks

Does engagement work when hands are tied?

Honest, open, and clear about what research was → appreciated the way research was done

We were well prepared → no misleading information

Made clear when things were being recorded

BC Housing: offering additional supplement → individual living

BC Housing offer → gap between offer and use → see @ hotels

Could Ready to Rent (Rentsmart) be offered?

## Appendix AA

### Focus Group Interview Questions (Scuttled): Persons Sheltering Outdoors/Surrounding Community



#### **Outdoor Sheltering Engagement Questions for Focus Groups (persons sheltering outdoors & housed persons)**

##### **Focus Group Questions**

1. What might be done to provide consistent communication from service providers working in Central Park to people in Central Park?

What might be done to provide consistent communication from service providers to people in Central Park?

What might be done to provide consistent communication from Bylaw to people in Central Park?

What might be done to provide consistent communication from Security to people in Central Park?

What might be done to provide consistent communication about resources to people in Central Park?

What might be done to provide consistent communication from food to people in Central Park?

What might be done to provide consistent communication from Police to people in Central Park?

2. What would make you feel safer?

What would make you feel safer at night?

What would make you feel safer sleeping?

What could you do?

##### PROMPTS

What about security?

What about police?

3. How are you being supported?

4. What do you think of a community event?

PROMPTS

What types of weekly events would you like?

**Final question**

Is there anything that you would like to add?



## Appendix BB

### Outdoor Sheltering Engagement Questionnaire (Scuttled): From Central Park to 940 Caledonia



#### Outdoor Sheltering Engagement Questionnaire From Central Park to 940 Caledonia

We are gathering feedback on experiences with outdoor sheltering in parks.

*All of the questions are **voluntary**, and we are only asking you to share information you are comfortable sharing.*

Your participation will require approximately fifteen minutes, though some participants may need more time. There are no known risks or discomforts associated with this questionnaire. Obtaining a better understanding of people's attitudes and perceptions could contribute to policy development and implementation that could influence outdoor shelters and outdoor sheltering policies. Taking part in this outdoor sheltering engagement is completely voluntary.

The questionnaire is anonymous. The results will be combined with all other questionnaires so your personal information will not be identifiable. If you choose not to participate you may hand in a blank questionnaire. If you choose to withdraw part way through, you may hand in an incomplete questionnaire. Once you submit a completed questionnaire, you cannot withdraw your questionnaire.

We will be sharing this information publicly, including with BC Housing, Island Health and other organizations involved in health and housing. We will not include your individual information.

If you have questions or want a copy or summary of this study's results, please contact Janine Theobald at (250) 217-3709 or Michelle Vanchu-Orosco (250) 508-2307 at the Greater Victoria Coalition to End Homelessness.

## Section 1

For each statement, please circle the answer that shows (i) **HOW MUCH** you agree or disagree (ii) **HOW IMPORTANT** with the statement.

I feel <b>supported</b> .				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I would like to stay with my <b>friend/family/peer group</b> .				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
<b>Neighbourhood support is</b>				
Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important
The <b>nurses</b> that visit the park been <b>helpful</b> to you.				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
The <b>nurses</b> that visit the park been <b>helpful</b> to your <b>neighbours</b> .				
Strongly disagree	Disagree	Neutral	Agree	Strongly agree
Weekly voice (in person) <b>updates from By Law</b> is				
Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important
Weekly voice (in person) <b>updates from Security</b> is				
Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important
Weekly voice (in person) <b>updates from BC Housing</b> on your case file is				
Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important
A weekly <b>BBQ, Community Meal, and/or Social</b> is				
Very <b>unimportant</b>	<b>Unimportant</b>	Neutral	Important	Very important

### Section 3

#### Which service providers are currently helping you in the park?

Place a tick beside each service provider helping you.

✓	Name of service provider	How are they helping you?
	Aboriginal Coalition to End Homelessness (ACEH)	
	AVI Health & Community Services	
	Backpack Project	
	Dandelion Society (Reverend AI)	
	Doctors of the World	
	Extreme Weather Protocol	
	Housing Action Response Team (HART)	
	Indigenous Harm Reduction Team (IHRT)	

✓	Name of service provider	How are they helping you?
	Island Health Outreach Team (Orange Backpacks)	
	Island Health Street Nurse	
	Living and Lived Experience of Homelessness Network (LLEOHN)	
	Ministry of Social Development and Poverty Reduction (MSDPR)	
	North Park Neighbourhood Association (NPNA)	
	Peers	
	Poverty Kills	
	SOLID Outreach	
	Youth Empowerment Society (YES)	

✓	Name of service provider	How are they helping you?
	Other: _____	

#### Section 4

**1. What could be done (by community/campers/security) to make it feel/be safer at night?**

---



---



---

**2. Is there anything that you would like to add?**

#### Section 5

What is your gender? \_\_\_\_\_

What is your gender?

- ☐ Male  
☐ Female  
☐ Other

Do you self identify as Indigenous?

- ☐ Yes  
☐ No



What is your age? \_\_\_\_\_

What is your age group?

Thank you for taking the time to complete the survey. Your participation is very much appreciated.

The signature on this document indicates agreement to participate in and receipt of stipend for this survey.

_____	_____
Participant's Signature	Date

_____	_____
Peer Researchers' Signature	Date