

TO:	CHAIR AND MEMBERS COMMUNITY AND PROTECTIVE SERVICES COMMITTEE MEETING ON OCTOBER 18, 2016
FROM:	LYNNE LIVINGSTONE MANAGING DIRECTOR NEIGHBOURHOOD, CHILDREN AND FIRE SERVICES
SUBJECT:	LONDON'S HOMELESS PREVENTION SYSTEM ENUMERATION RESULTS AND LONDON'S EMERGENCY SHELTERS PROGRESS REPORT: 2011-2015

RECOMMENDATION

That, on the recommendation of the Managing Director of Neighbourhood, Children and Fire Services, this report **BE RECEIVED** as information.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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- London's Homeless Prevention System Progress Report and Update (CPSC: September 22, 2015)
- London's Homeless Prevention System: Presentation (CPSC: January 20, 2015)
- A Homeless Prevention System for London, A Three Year Implementation Plan (CPSC: April 22, 2013)

BACKGROUND

The City of London's Homeless Prevention System Implementation Plan is a coordinated and integrated Housing First approach. This approach is outcome focused and designed to address, reduce, and prevent homelessness in London. Approved by all orders of government, this Implementation Plan concentrates on delivering actionable and measurable solutions, community-level results, consistent service delivery, and coordinated information management.

This report provides a summary of two reports related to our efforts to solving homelessness together in London.

1. Solving Homelessness Together: London's 2015-2016 Enumeration Results
Solving Homelessness Together: London's 2015-2016 Enumeration Results (attached as Appendix A) provides a snapshot of homelessness in London. The data in this report was collected during Registry Week held in October 2015, and the Point-in-Time Count held in April 2016.

Registry Week and the Point-in-Time Count are referred to as enumeration events. Enumeration events are relatively new in Canada and many communities are examining and piloting various practices. These events are not intended to be used as a measure of how many homeless individuals and families there are in London, or across Canada. Their purpose is to provide a snapshot of homelessness in a community and, when used over a number of years, can assist in measuring progress in reducing homelessness.

Both Governments of Canada and Ontario are introducing mandatory requirements requiring designated communities to conduct local enumeration of individuals and families experiencing homelessness.

London's Registry Week launched our participation in the Canadian Alliance to End Homelessness (CAEH) 20,000 Homes Campaign. The goal of the Campaign is to permanently house 20,000 Canadian individuals and families experiencing homelessness by July 1, 2018.

London's Registry Week was held October 20-23, 2015. Over the three days, 75 volunteers at 14 locations surveyed 263 individuals experiencing homelessness to gather demographic and housing needs information.

A Point-in-Time Count has two primary purposes: to count the number of individuals experiencing homelessness at a specific point in time; and, to survey the homeless population to better understand demographics and service needs. London’s Point-in-Time Count took place on April 20, 2016. During this day, 52 volunteers at 15 locations surveyed 249 individuals experiencing homelessness to gather demographic and housing needs information.

Aggregate data from London’s events will be released to add London’s information to both CAEH and the Government of Canada’s dissemination.

Highlights

	Registry Week	Point-in-Time Count
Total number of Individuals Surveyed	263	249
Average Age	40	42
Gender Identity	66% - Male 29% - Female 5% - Other	69% - Male 30% - Female 1% - Other
Indigenous or Indigenous Ancestry	23%	24%
New to London	26%	25%
Military Service	5%	6%

Annual enumeration events, such as Registry Week and Point-in-Time Count, offer an opportunity for London to measure, track progress over time toward solving homelessness, and shape the community’s response to current or emerging trends.

2. London’s Emergency Shelters Progress Report: 2011 - 2015

London’s Emergency Shelters Progress Report: 2011 – 2015 (attached as Appendix B) provides an overview of the use of London’s emergency shelters between 2011 and 2015. The analysis of billing data, from 2011 to 2015, provided an opportunity to consider the trends in emergency shelter use in London. The data in the Progress Report provides information regarding the overall demographics of emergency shelter users, including details of who has been accessing emergency shelters, how many individuals have been accessing emergency shelters, and how long individuals have been staying in emergency shelters. The results will help inform the development of solutions to address, reduce and prevent homelessness in London.

Emergency shelters provide a role in the continuum of services available to individuals and families experiencing homelessness. An emergency shelter is intended to provide immediate, short-term accommodation and basic needs for individuals and families experiencing a housing crisis.

Violence Against Women (VAW) emergency shelters in London, including Women’s Community House and At Lohsa Zhaawanong Shelter, do not report on emergency shelter use directly to the City of London, and their data, is therefore, not included in this analysis.

The following is a brief overview of some of the highlights from the report for the period January 1, 2011 to December 31, 2015:

- In total 9,552 unique individuals accessed London’s emergency shelters during this five year period. This number includes both adults and dependent children and youth.
- The number of unique individuals accessing emergency shelter decreased each year. There were 730 fewer individuals accessing emergency shelter in London in 2015 (2,670 individuals) as compared to 2011 (3,400 individuals), representing a decrease of 21%.
- The age distribution of individuals accessing emergency shelter has remained fairly consistent. Overall, the number of younger individuals accessing emergency shelter increased between 2011 and 2015, while the number of older individuals decreased.
- The distribution of adults and children accessing emergency shelter has generally remained the same. Approximately three times as many adult males accessed emergency shelter when compared to adult females. One-tenth of individuals who accessed emergency shelter were dependent children and youth.
- The percentage of adult males compared to adult females accessing emergency shelter has remained consistent, with adult males making up approximately three-quarters of emergency shelter residents and adult females represent approximately one-quarter of emergency shelter residents.

- The percentage of unique individuals who visited an emergency shelter one time has decreased each year from about half of all visits to one-third of all visits. Between 2011 and 2015, the percentage of individuals who used emergency shelter three times or less has also decreased each year. Conversely, the number of individuals accessing emergency shelter more than 10 times has nearly tripled since 2011, increasing from 4% (144 individuals) in 2011 to 15% (411 individuals) in 2015.
- Between 2011 and 2015, approximately one-third of emergency shelter users stayed between 1 and 5 nights. Another one-third stayed between 6 and 25 nights. The remaining one-third of shelter users stayed between 26 and 365 nights.

Results from this report provide an opportunity for London to measure and track progress over time, guide future decision-making, and revise strategies focused on diversion and solutions to persistent and chronic homelessness. One such strategy, approved by City Council, is a dedicated emergency shelter for youth.

CONCLUSION

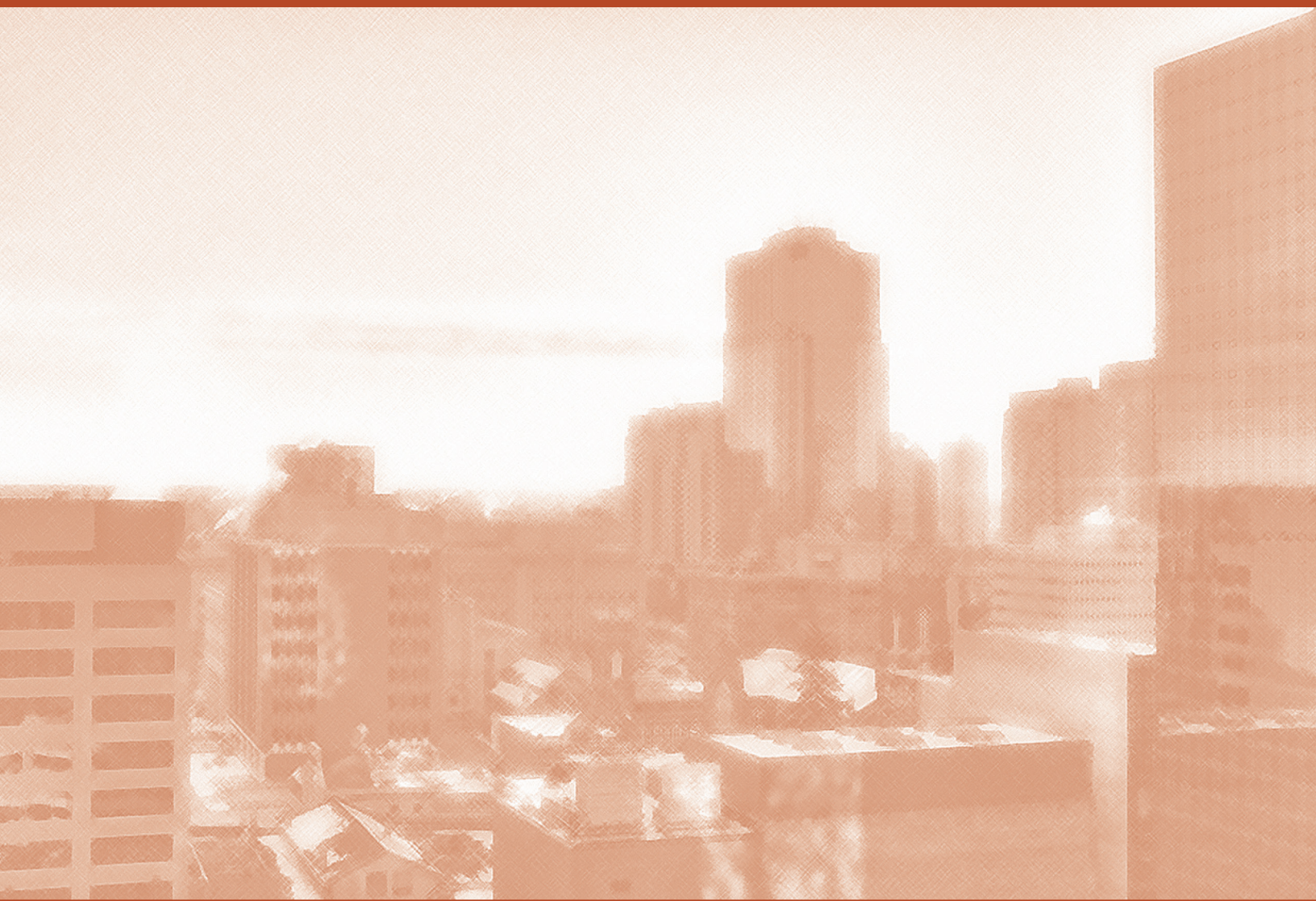
Solving Homelessness Together: London’s 2015-2016 Enumeration Results and *London’s Emergency Shelters Progress Report: 2011 – 2015* contribute to a number of Council’s strategic priorities and plans. The information and data gathered from these reports assists in understanding our community and solving homelessness together in London.

SUBMITTED BY:	RECOMMENDED BY:
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Appendix A
Enumeration Results

SOLVING HOMELESSNESS TOGETHER

London's 2015-2016 Enumeration Results



Prepared by:
Homeless Prevention
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City of London
October 2016

ACKNOWLEDGEMENTS

The City of London would like to thank all of the volunteers for their enthusiasm and commitment, without which London's enumeration events would not have been a success. We would like to specifically acknowledge the following organizations for their support:

- At^lohsq Native Family Healing Services Inc.
- Canadian Mental Health Association, Middlesex - London Coffee House, My Sisters' Place
- London CArES
- London Homeless Coalition
- London InterCommunity Health Centre
- London Public Library
- Mission Services of London - Community Mental Health Program, Men's Mission and Rehabilitation Centre, Rotholme Women's and Family Shelter
- Regional HIV/AIDS Connection
- Sanctuary London
- The Salvation Army Centre of Hope
- Unity Project for Relief of Homelessness in London
- Women's Community House
- Youth Opportunities Unlimited

The City of London would also like to thank those who completed a survey during London's enumeration events for sharing their experiences and contributing to London's efforts to solve homelessness together in our community.

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INTRODUCTION

1.1 THE PURPOSE OF THIS REPORT

Solving Homelessness Together: London's 2015-2016 Enumeration Results provides a point-in-time snapshot of homelessness in London.

This report includes a count of individuals experiencing absolute homelessness at specific points in time in London, Ontario. The data in this report was collected during Registry Week, held in October 2015, and the Point-in-Time Count, which occurred six months later, in April 2016.

Registry Week and the Point-in-Time Count are referred to as “enumeration events” throughout this document. Enumeration events are relatively new in Canada and many communities are examining and piloting various strategies. London's enumeration events had a similar intent of testing strategies to learn how to best enumerate homelessness in our community.

Baseline data assists in efforts to address homelessness in London. While an enumeration event has limitations, it provides a starting point for measurement in London. Over time, results can be used to track progress in solving homelessness.

1.2 SOLVING HOMELESSNESS ACROSS CANADA

The Homelessness Partnering Strategy, through the Government of Canada, is a community-based program aimed at preventing and reducing homelessness by providing funding to communities across Canada.

1.3 SOLVING HOMELESSNESS IN ONTARIO

Solving homelessness is an important issue. Understanding homelessness in Ontario is limited due to the lack of comparable data across communities. In 2016, the Government of Ontario released *Ontario's Long-Term Affordable Housing Strategy Update*, which included next steps in ending homelessness in Ontario. Legislative amendments requiring Service Managers to conduct local enumeration of the homeless population was identified as a key step in understanding homelessness in Ontario and tracking trends over time.

1.4 LONDON'S HOMELESS PREVENTION SYSTEM

The City of London's Homeless Prevention System is a coordinated and integrated Housing First approach, centred on both individuals and families experiencing homelessness. This approach is outcome focused and designed to address, reduce, and prevent homelessness in London.

Since 2013, London's efforts to solve homelessness have been guided by London's Homeless Prevention System Implementation Plan. Approved by all orders of government, the City of London's Homeless Prevention System Implementation Plan concentrates on delivering actionable and measurable solutions, community-level results, consistent service delivery, and information management. Actions are organized into five areas of focus: Securing Housing, Housing with Support, Housing Stability, Shelter Diversion, and Strategy, Competency, and Capacity.

London receives funding to assist in preventing and reducing homelessness under the Government of Canada's Homelessness Partnering Strategy (HPS), the province of Ontario's Community Homelessness Prevention Initiative, and the multi-year budget for the City of London. London was asked to participate in two enumeration events, Registry Week and Point-in-Time Count. Enumeration events result in communities using a common approach to data collection, allowing for comparable data and a better understanding of homelessness in Canada.

1.5 LONDON'S REGISTRY WEEK

London's Registry Week launched the community's participation in the 20,000 Homes Campaign. The Campaign is an initiative of the Canadian Alliance to End Homelessness (CAEH). The goal of the Campaign is to permanently house 20,000 Canadian individuals and families experiencing homelessness by July 1, 2018.

London's Registry Week was held from October 20-23, 2015. During Registry Week, 75 volunteers at 14 locations surveyed 263 individuals experiencing homelessness to gather demographic and housing needs information.

In future years, Registry Week will be London's preferred enumeration strategy.

1.6 LONDON'S POINT-IN-TIME COUNT

A Point-in-Time Count is a strategy with two primary purposes: to count the number of individuals experiencing homelessness at a specific point in time, and to survey the homeless population to better understand demographics and service needs. It provides a snapshot of homelessness in a community and, when used over a number of years, can assist communities in measuring progress in reducing homelessness.

London's Point-in-Time Count was held on Wednesday, April 20, 2016. During this event, 52 volunteers at 15 locations, surveyed 249 individuals experiencing homelessness.

The information collected from London's Point-in-Time Count will be used to help understand homelessness in a local context, measure progress in preventing and reducing homelessness, and support the community's effort to solve homelessness together.

1.7 THE STRUCTURE OF THIS REPORT

This report is divided into six sections. Section 1.0 provides context for this report, outlining information about London's response to homelessness, London's Homeless Prevention System, and an overview of London's Registry Week in 2015 and Point-in-Time Count in 2016.

Section 2.0 describes the methods used to collect data during London's enumeration events, as well as information about the data entry, cleaning, and analysis processes.

Section 3.0 provides a snapshot of results, illustrating the key information collected during London's enumeration events.

Section 4.0 presents the detailed results of London's enumeration events and describes key findings from the results.

Section 5.0 outlines key learnings that resulted from conducting the enumeration events and provides recommendations for future enumeration events.

Section 6.0 offers a conclusion to the report, including an explanation of how the data captured in this report will be used to inform future enumeration events and efforts to solve homelessness in London.

METHODOLOGY

The table below provides an overview of how London’s enumeration events were conducted and how they compare.

	Registry Week	Point-in-Time Count
Purpose	To know every individual experiencing homelessness by name and collect information that will help move them into housing.	To count the number of individuals experiencing homelessness at a specific point in time and determine their needs.
Date	October 20-23, 2015	April 20, 2016
Number of Individuals Surveyed	263	249
Number of Volunteers	75	52
Number of Locations	14	15
Survey Used	VI-SPDAT	HPS Core Questions + VI-SPDAT
Why Conducted	Part of the 20,000 Homes Campaign	Part of the HPS Coordinated Canadian Point-in-Time Count

2.1 DATA COLLECTION

During London’s Registry Week, 75 trained volunteers surveyed 263 individuals experiencing homelessness from October 20-23, 2015. Trained volunteers were at 14 locations, including emergency shelters, drop-in services, and outreach routes.

During London’s Point-in-Time Count, 52 trained volunteers surveyed 249 individuals on April 20, 2016. Similar to Registry Week, volunteers were at 15 locations, including emergency shelters, drop-in services, and outreach routes.

All volunteers were trained to complete the surveys, which included important health and safety considerations and confidentiality requirements. As part of the process, all volunteers signed confidentiality and photo release forms. Volunteers came from a variety of backgrounds and represented non-profits, businesses, funders and donors, faith groups, politicians, students, and interested members of the public.

Both enumeration events used the Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) as the survey tool.¹ This survey required ten minutes to complete. In addition, twelve “core questions” developed by the Government of Canada’s Homelessness Partnering Strategy, which were required to be asked by every community participating in a Point-in-Time Count, and one local question developed by City of London Homeless Prevention, were used in the Point-in-Time Count. The full survey took 20 minutes to complete.

The survey tool, for both enumeration events, also included four screening questions to determine an individual’s eligibility to complete the survey. Eligible individuals received a gift card for their participation. To be eligible to participate in a survey, individuals must:

1. Have not already completed a survey;
2. Be willing to participate in the survey;
3. Indicate that they do not have a permanent residence to return to that night;
4. Be staying at an emergency shelter, domestic violence shelter, transitional shelter, or an unsheltered location; and
5. Sign a consent form.

For the Point-in-Time Count, in addition to the survey, each volunteer was also provided with a tally sheet to track the number of individuals who declined or were not eligible to participate in a survey. In total, 60 individuals were recorded on the tally sheets.

Once collected, Registry Week data was entered into a database developed specifically for this enumeration event. On the first day of Registry Week, gender was not included in the data collection. To address this issue, the gender of each individual was entered manually in the database, where possible.

Point-in-Time Count data underwent an additional organization and analysis process based on reporting requirements. Each location canvassed during the Point-in-Time Count was assigned a four-digit code to indicate the location where the survey was completed and the survey number. Non-identifying data collected during the Point-in-Time Count was entered into the Point-in-Time Count Module of the Government of Canada’s Homeless Individuals and Families Information System (HIFIS) database, version 3.8, and submitted to help create a national data set.

¹ The VI-SPDAT is a 28 question triage tool used to assign each individual an acuity score based on their level of need.

Identifying information was retained locally, where informed consent was provided, to assist in follow-up with individuals and families experiencing homelessness. When issues arose in data entry, the guidelines provided by HPS² were followed. Data cleaning and quality checks were conducted to ensure data from the hard copy surveys was entered correctly and completely.

2.2 DATA ANALYSIS

Survey responses from London's enumeration events were analyzed independently at the total, aggregate level. "Declined to answer," "refused to answer," and non-responses were removed from the final results. The statistics presented in this report, therefore, include only the responses received for each question.

Where possible, results from the enumeration events were grouped together by question; however, this was not always possible due to the use of different surveys. Tables have been created to show baseline data from each event. Results are not meant to be compared at this time. Moving forward, a common, consistent methodology will be used in enumeration events to explore trends across multiple years.

For both Registry Week and Point-in-Time Count results, percentages were rounded to equal 100%. In some cases, even though one survey response is reported, the percentage may still show as 0% due to rounding.

² The Homeless Hub. (2016). Facilitating Data Entry in the HIFIS PiT Count Module. Retrieved from https://homelesshub.igloocommunities.com/pitcounts/resources/hps__spli/hps_english/facilitatingdataentryinthehifispitcountmodule

2.3 DATA LIMITATIONS

There were several limitations to London's enumeration events. Limitations include:

Undercount. London's Registry Week and Point-in-Time Count used a form of point-in-time enumeration methodology. A limitation with point-in-time enumeration methodology is that it is only intended to provide a snapshot of homelessness, and as such, can only provide an estimate of the minimum number of individuals experiencing homelessness at a specific point in time. Point-in-time enumeration methodology is also limited in that it does not enumerate "hidden homelessness," such as those who are couch surfing. For this reason, the number of individuals experiencing homelessness in a community will be undercounted. The statistics provided in this report, therefore, should be considered estimates.

Self-Reported Data. Point-in-time enumeration methodology relies on self-reported information, which may impact the accuracy of the data received. Individuals experiencing homelessness are a vulnerable population and may provide responses they think the interviewer wants to hear. Furthermore, some questions asked in the survey address serious issues such as mental health, substance use, and various forms of abuse, and individuals may not want to share these experiences with the interviewer.

Underrepresented Populations. A limitation specific to London was that there were two locations that did not have any survey responses. Individuals accessing those locations may not have been included in the Point-in-Time Count, further limiting the Point-in-Time Count's ability to provide a complete picture of homelessness in London.

Inconsistent Data Recording. A fourth limitation is the inconsistency with which the data was recorded on the surveys. A number of surveys were missing information, had multiple responses checked, or were incorrectly completed. This made the data entry process challenging, as the HIFIS database only allows for certain response options to be entered. As such, some responses had to be removed from the analysis and are not included in this report.

SNAPSHOT OF KEY FINDINGS

Results

Average Age

Registry Week

40

Point-in-Time Count

42

Average age of individuals surveyed.

Gender Identity

Registry Week

66%

Male

29%

Female

5%

Other

Point-in-Time Count

69%

Male

30%

Female

1%

Other

Indigenous or Indigenous Ancestry

Registry Week

23%

Point-in-Time Count

24%

Identified as Indigenous or had Indigenous Ancestry.

New to London

Registry Week

26%

Point-in-Time Count

25%

Had moved to London in the last year.

Most Frequent Sleeping Location

Registry Week

60%

Point-in-Time Count

64%

Reported emergency shelters as the place they slept most frequently.

Chronic Homelessness

Registry Week

59%

Point-in-Time Count

52%

Experienced chronic homelessness.

Homelessness Caused by Relationships

Registry Week

60%

Point-in-Time Count

53%

Homelessness was caused by relationship breakdown or unhealthy relationship.

Homelessness Caused by Abuse or Trauma

Registry Week

55%

Point-in-Time Count

47%

Homelessness was caused by an experience of abuse or trauma.

Homelessness Caused by Substance Use

Registry Week

42%

Point-in-Time Count

37%

Drinking or drug use resulted in housing loss.

Chronic Health Issues

Registry Week

42%

Point-in-Time Count

38%

Had chronic health issues with their liver, kidneys, stomach, lungs, or heart.

Military Service

Registry Week

5%

Point-in-Time Count

6%

Served in the Canadian Military or RCMP.

RESULTS

This section presents the results from London’s enumeration events in table format. For those questions that were not asked in the Registry Week survey, only responses from the Point-in-Time Count are reported.

For both Registry Week and Point-in-Time Count results, percentages were rounded to equal 100%. In some cases, even though one survey response is reported, the percentage may still show as 0% due to rounding.

4.1 NUMBER OF INDIVIDUALS EXPERIENCING HOMELESSNESS

The following tables describe the number of individuals and families experiencing homelessness, including the number of individuals surveyed, where they are staying, the number of individuals counted in shelter night counts, and the number of individuals experiencing homelessness that were not surveyed.

Total Number of Individuals Surveyed

In London’s Point-in-Time Count, 249 individuals were surveyed and 263 individuals were surveyed during London’s Registry Week.

Total number of individuals surveyed		
	Registry Week #	Point-in-Time Count #
Number of Individuals Surveyed	263	249

Locations Where Individuals Were Surveyed

In total, 14 locations participated in Registry Week and 15 locations participated in the Point-in-Time Count.

Number of individuals surveyed by location		
	Registry Week #	Point-in-Time Count #
The Salvation Army Centre of Hope	78	96
Mission Services of London – Men’s Mission and Rehabilitation Centre	46	37
London CARES	18	18
Mission Services of London – Crash Beds	1	17
Unity Project for Relief of Homelessness in London	49	17
Youth Opportunities Unlimited	12	16
Sanctuary London	N/A	15
London InterCommunity Health Centre	7	8
Women’s Community House – Wellington Road	0	8
Canadian Mental Health Association, Middlesex – My Sisters’ Place	11	7
Canadian Mental Health Association, Middlesex – London Coffee House	1	4
Regional HIV/AIDS Connection	15	4
Mission Services of London – Rotholme Women’s and Family Centre	6	2
Women’s Community House – Clarke Road	9	0
Unknown*	8	N/A
At’lohsg Native Family Healing Services	2	0

* Unknown represents survey responses that did not have a location identified. It does not represent an additional location.

Permanent Residence

In London's Point-in-Time Count, individuals experiencing homelessness were asked if they had a permanent residence they could return to that night. In total, 91% of individuals indicated that they did not have a permanent residence to return to that night.

Do you have a permanent residence that you can return to tonight? *		
	Point-in-Time Count #	Point-in-Time Count %
Yes	18	9%
No	186	91%
Don't Know	1	0%

*Not collected during Registry Week.

Place to Stay for the Night

The majority of individuals surveyed indicated that they were staying in a sheltered location, such as an emergency shelter or transitional housing, rather than an unsheltered location.

Where are you staying tonight? *		
	Point-in-Time Count #	Point-in-Time Count %
Emergency Shelter, Domestic Violence Shelter	167	68%
Transitional Housing	29	12%
Someone Else's Place (Friend or Family)	24	10%
Public Space (E.g. Sidewalks, Squares, Parks, Forests, Bus Shelters)	10	4%
Respondent Doesn't Know (Likely Homeless)	8	3.5%
Motel/Hotel	3	1.5%
Makeshift Shelter, Tent, or Shack	2	1%
Vehicle (Car, Van, RV, Truck)	1	0%

Table continued on next page.

Where are you staying tonight? *		
	Point-in-Time Count #	Point-in-Time Count %
Other Unsheltered Location Unfit for Human Habitation	1	0%
Hospital, Jail, Prison, Remand Centre	1	0%
Own Apartment/House	0	0%
Abandoned/Vacant Building	0	0%

*Not collected during Registry Week.

4.2 WHO IS EXPERIENCING HOMELESSNESS

This section presents demographic information about the family structure, gender, and age of individuals experiencing homelessness.

Household Structure

In the Point-in-Time Count survey, individuals were asked what family members were with them. The majority of individuals (90%) did not have a family member with them.

What family members are with you? *		
	Point-in-Time Count #	Point-in-Time Count %
None (Single Adult)	224	90%
Other Adult	11	4%
Partner	7	3%
Child(ren)/Dependent(s)	7	3%

*Not collected during Registry Week.

Pregnant Women

Female respondents were asked if they were pregnant. In both enumeration events, only one woman indicated she was pregnant.

Are you currently pregnant? *				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	1	1%	1	1%
No	73	99%	66	99%

* Asked of female respondents only.

Gender Identity

During the Point-in-Time Count, when asked to indicate the gender they identify with, 69% of individuals identified as male, 30% identified as female, and 1% identified as transgender. These results are similar to those from London's Registry Week.

What gender do you identify with?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Male	173	66%	172	69%
Female	77	29%	75	30%
Transgender/ Other*	13	5%	1	1%

*The 2015 survey offered "Other" as a response option, while the 2016 survey offered both "Transgender" and "Other" as response options. In 2016, no respondents selected the "Other" response option.

Gender of Children

Individuals who were with their child(ren) were asked to identify the gender of their child(ren). Of the nine children, five were male and four were female.

Number of children by gender*		
	Point-in-Time Count #	Point-in-Time Count %
Male Children	5	56%
Female Children	4	44%

*Not collected during Registry Week.

Age

The average age of individuals surveyed in London's Point-in-Time Count was 42 years old, with the youngest individual surveyed being 17 years old, and the oldest individual being 76 years old. Registry Week results were similar, with 40 years old being the average age of surveyed individuals, 15 years old being the youngest, and 73 years old being the oldest individual.

How old are you?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
19 or Younger	11	4%	11	4%
20-29	73	28%	49	20%
30-39	47	18%	45	18%
40-49	47	18%	54	22%
50-59	63	24%	61	25%
60 or Older	22	8%	27	11%

Age of Children

Individuals who were with their child(ren) during the Point-in-Time Count were asked to identify the age of their child(ren). Of the nine children, approximately two-thirds were under ten years of age.

Number of children by age *		
	Point-in-Time Count #	Point-in-Time Count %
0-4	2	22%
5-9	4	45%
10-14	2	22%
15-17	1	11%

* Not collected during Registry Week

LGBTQ

In the Point-in-Time Count survey, individuals were asked if they identified as being a member of the LGBTQ community, with 10% of individuals indicating they did.

Do you identify as a member of the LGBTQ community? *		
	Point-in-Time Count #	Point-in-Time Count %
Yes	23	10%
No	214	90%

* Not collected during Registry Week.

Indigenous Status

In both enumeration events, approximately one-quarter of individuals identified as Indigenous or having Indigenous ancestry.

Do you identify as Indigenous or do you have Indigenous ancestry?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
No	123	69%	181	74%
First Nations	21	12%	35	14%
Non-Status/ Have Indigenous Ancestry	17	9%	22	9%
Don't Know	14	8%	6	2%
Métis	1	1%	3	1%
Inuit	1	1%	0	0%

Military Service

Individuals who served in the Canadian Military or RCMP comprised between 5%-6% of the overall survey responses in both enumeration events.

Have you ever had any service in the Canadian Military or RCMP?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes*	9	5%	14	6%
No	151	90%	233	94%
Don't Know	9	5%	1	0%

*This includes those who answered "Yes" to the 2015 survey and "Yes, Military" and "Yes, RCMP" to the 2016 survey.

Foster Care

Registry Week results indicated one-fifth of individuals had been in foster care, while Point-in-Time Count results indicated approximately one-quarter of individuals had been in foster care.

Have you ever been in foster care?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	34	20%	68	27%
No	126	74%	177	72%
Don't Know	10	6%	2	1%

Moved to London in the Past Year

Registry Week results demonstrated that 69% of individuals surveyed resided in London for at least one year, which is similar to Point-in-Time Count results, at 75%.

Did you move to London in the past year?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	46	26%	61	25%
No	119	69%	188	75%
Don't Know	8	5%	0	0%

Moved to Canada in the Past Five Years

The majority of individuals surveyed in both Registry Week (94%) and the Point-in-Time Count (99%) have lived in Canada for more than five years.

Did you come to Canada as an immigrant or refugee within the past 5 years?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	2	1%	1	1%
No	161	94%	248	99%
Don't Know	8	5%	0	0%

Source of Income

During London's Point-in-Time Count, individuals experiencing homelessness were asked to indicate their source of income, reporting as many sources as were applicable. The most commonly reported sources of income were Ontario Works and disability benefits.

Where do you get your money from? *		
	Point-in-Time Count #	Point-in-Time Count %
Ontario Works/Income Assistance	109	44%
Disability Benefits	94	38%
Seniors Benefits	23	9%
No Income	14	6%
Employment	9	4%
Informal/Self-Employment	7	3%
Child and Family Tax Benefits	5	2%
Money from Family/Friends	4	2%
Employment Insurance	2	1%
Other	2	1%

*Not collected during Registry Week.

4.3 HOW LONG INDIVIDUALS HAVE EXPERIENCED HOMELESSNESS

This section presents data on the amount of time and the number of times individuals have been homeless.

Duration of Homelessness in the Last Year

When asked how much time they have been homeless for in the past year, over half of individuals, in both enumeration events, reported being homeless for more than six months.

Over the past year, how much of the time have you been homeless?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
0-5 Months	65	37%	115	47%
6 or More Months*	104	59%	125	52%
Don't Know	7	4%	2	1%

*Individuals are chronically homeless if they have been homeless six months or more in the past year.

Episodes of Homelessness

When asked how many different times they have been homeless in the past year, over 60% of individuals, in both enumeration events, indicated they were homeless one time. However, this does not mean it is their first episode of homelessness, but rather they have not experienced multiple episodes of homelessness and housing in the past year.

Over the past year, how many different times have you experienced homelessness?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
1 Time	166	68%	154	63%
2 Times	42	17%	25	10%
3 or More Times*	33	13%	63	26%
Don't Know	4	2%	3	1%

*Individuals are episodically homeless if they have been homeless three or more times in the past year.

Duration of Homelessness

In both enumeration events, the average amount of time an individual had not lived in permanent, stable housing was two years.

How long has it been since you lived in permanent, stable housing?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
0-3 Months	62	24%	67	30%
4-6 Months	37	15%	25	11%
7-12 Months	58	23%	48	21%
13-24 Months (1-2 Years)	31	12%	35	16%
25-60 Months (3-5 Years)	52	20%	30	13%
61+ Months (5+ Years)	15	6%	20	9%

4.4 WHERE INDIVIDUALS ARE STAYING

The information in this section describes where individuals experiencing homelessness are staying, including emergency shelter use and most frequent sleeping location.

Emergency Shelter Use

Of the individuals surveyed during the Point-in-Time Count, 79% indicated they had stayed at an emergency shelter in the past year.

Have you stayed in an emergency shelter in the past year? *		
	Point-in-Time Count #	Point-in-Time Count %
Yes	195	79%
No	53	21%

*Not collected during Registry Week.

Most Frequent Sleeping Location

When asked where they sleep most frequently, shelters was the most commonly reported location in both enumeration events.

Where do you sleep most frequently?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Shelters	152	60%	154	64%
Couch Surfing	53	21%	38	16%
Other	19	8%	29	12%
Outdoors	28	11%	19	8%

4.5 EXPERIENCE OF HOUSING

This section presents information related to the reasons individuals experiencing homelessness have lost their housing, as well as their experiences in maintaining housing.

Housing Loss

Individuals surveyed during the Point-in-Time Count were asked to describe how they most recently lost their housing. If applicable, they were to select more than one response. The most commonly reported reasons for housing loss were eviction and family conflict.

What happened that caused you to lose your housing most recently? *		
	Point-in-Time Count #	Point-in-Time Count %
Evicted	64	26%
Family Conflict	45	18%
Addiction or Substance Use	33	14%
Unsafe Housing Conditions	30	12%
Other	23	9%

Table continued on next page.

What happened that caused you to lose your housing most recently? *

	Point-in-Time Count #	Point-in-Time Count %
Illness or Medical Condition	18	7%
Domestic Abuse	18	7%
Job Loss	17	7%
Incarcerated (Jail or Prison)	12	5%
Hospitalization or Treatment Program	8	3%
Don't Know	5	2%
Left Care (Child Protection)/ (Prov. Term)	1	0%

*Not collected during Registry Week

Homelessness Caused by Relationships

Over half of individuals surveyed in both enumeration events indicated their current homelessness was caused by a relationship breakdown, an unhealthy or abusive relationship, or because their family or friends caused them to be evicted.

Is your current homelessness in any way caused by a relationship that broke down, an unhealthy or abusive relationship, or because family or friends caused you to be evicted?

	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	157	60%	131	53%
No	105	40%	116	47%

Homelessness Caused by Physical Health

Approximately one-quarter of individuals surveyed during Registry Week and one-fifth of individuals surveyed during the Point-in-Time Count indicated they have had to leave their housing due to their physical health.

Have you ever had to leave an apartment, shelter program, or other place you were staying because of your physical health?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	63	24%	49	20%
No	200	76%	198	80%

Homelessness Caused by Abuse or Trauma

Just over half of individuals surveyed during Registry Week reported their current period of homelessness was the result of abuse or trauma, while just fewer than half of individuals surveyed during the Point-in-Time Count reported this was their situation.

Has your current period of homelessness been caused by an experience of emotional, physical, psychological, sexual, or other type of abuse or trauma?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	142	55%	115	47%
No	117	45%	129	53%

Physical Disabilities and Housing Type

The majority of individuals surveyed in both Registry Week (78%) and the Point-in-Time Count (82%) indicated they did not have any physical disabilities that would limit the type of housing they could access or make it difficult to live independently.

Do you have any physical disabilities that would limit the type of housing you could access, or would make it hard to live independently because you would need help?

	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	56	22%	44	18%
No	204	78%	200	82%

Homelessness Caused by Substance Use

In both enumeration events, approximately 40% of individuals surveyed indicated that they have been kicked out of housing due to their substance use.

Has your drinking or drug use led you to being kicked out of an apartment or program where you were staying in the past?

	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	110	42%	92	37%
No	151	58%	154	63%

Experience of Maintaining Housing Due to Substance Use

As reported by 79% of individuals surveyed during Registry Week, and 85% of individuals surveyed during the Point-in-Time Count, drinking or drug use would not make it difficult for them to stay housed or afford housing.

Will drinking or drug use make it difficult for you to stay housed or afford your housing?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	54	21%	36	15%
No	206	79%	210	85%

Experience of Maintaining Housing due to Mental Health

Most individuals surveyed in both enumeration events indicated they have never had trouble maintaining housing due to a mental health issue, past head injury, learning disability, developmental disability, or any other impairment. Of those that have had trouble maintaining their housing, the numbers were comparable in both years.

Have you ever had trouble maintaining your housing, or been kicked out of an apartment, shelter program, or other place you were staying because of...				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
A mental health issue or concern?				
Yes	69	26%	60	24%
No	192	74%	188	76%
A past head injury?				
Yes	51	20%	39	16%
No	209	80%	208	84%
A learning disability, developmental disability, or other impairment?				
Yes	64	25%	55	22%
No	196	75%	193	78%

4.6 EMERGENCY AND CRISIS SERVICE ACCESS

In both enumeration events, individuals were asked about their use of emergency services. Results were generally similar in both years.

In the past 6 months, how many times have you...				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Received health care at an emergency department/room?				
0	120	45%	122	49%
1-5	128	49%	110	45%
6-10	8	3%	9	4%
More than 10	7	3%	5	2%
Taken an ambulance to the hospital?				
0	149	56%	161	65%
1-5	105	40%	82	33%
6-10	7	3%	3	1%
More than 10	2	1%	1	1%
Used a crisis service?				
0	202	77%	195	80%
1-5	46	17%	33	14%
6-10	10	4%	9	4%
More than 10	5	2%	5	2%
Talked to police?				
0	154	58%	155	67%
1-5	82	31%	59	25%
6-10	12	5%	11	5%
More than 10	15	6%	6	3%

Table continued on next page.

In the past 6 months, how many times have you...				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Stayed one or more nights in a holding cell, jail, or prison?				
0	163	62%	196	83%
1-5	83	32%	40	17%
6-10	9	3%	0	0%
More than 10	7	3%	0	0%

4.7 HEALTH AND WELLNESS

This section presents information about the health and wellness issues experienced by individuals surveyed.

Chronic Health Issues

In London's Point-in-Time Count, fewer individuals had a chronic health issue than individuals who participated in Registry Week.

Do you have any chronic health issues with your liver, kidneys, stomach, lungs, or heart?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	109	42%	93	38%
No	153	58%	153	62%

Mental Health Issue or Brain Injury

Approximately one-quarter of individuals surveyed during Registry Week and approximately one-fifth of individuals surveyed in the Point-in-Time Count had a mental health issue or brain injury that would make it hard for them to live independently.

Do you have any mental health issues or brain injuries that would make it hard for you to live independently because you would need help?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	68	26%	44	18%
No	192	74%	201	82%

Basic Needs

The majority of individuals surveyed in both enumeration events were able to take care of their own basic needs.

Are you currently able to take care of basic needs like bathing, changing clothes, using a restroom, and getting food and clean water?				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Yes	232	88%	231	95%
No	31	12%	13	5%

4.8 VI-SPDAT ACUITY SCORES

About the VI-SPDAT

The Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) is a triage tool that service providers can use to assess and prioritize individuals experiencing homelessness and identify whom to treat first based on the acuity of their needs. After completing a series of questions, the scores for each question are added together and result in an acuity score, which indicates the level of housing intervention the individual requires.

A score between zero and three means the individual requires little housing support or may be able to exit homelessness without a housing intervention. A score between four and seven means the individual is recommended for an assessment for rapid re-housing. A score of eight or greater means the individual is recommended for an assessment for permanent supportive housing or Housing First.

Acuity Scores

Approximately two-thirds of individuals surveyed during Registry Week had a high acuity score, suggesting that most individuals required intensive supports, such as Housing First case management. Just over half of individuals surveyed during the Point-in-Time Count had a mid-range acuity score, suggesting that they would benefit most from rapid re-housing supports.

Number of individuals in each VI-SPDAT score category				
	Registry Week #	Registry Week %	Point-in-Time Count #	Point-in-Time Count %
Housing Support (0-3 score)	15	6%	51	20%
Rapid Re-housing (4-7 score)	87	33%	136	55%
Housing First Case Management (8+ score)	161	61%	61	25%

KEY LEARNINGS

Registry Week and the Point-in-Time Count are relatively new practices to estimate the number of individuals and families experiencing homelessness in a community. In London, Registry Week and the Point-in-Time Count provided an opportunity to explore, test, and learn how to best mobilize the community to enumerate homelessness in London. London will build on the successes of these enumeration events to ensure the community can:

- More closely estimate the total size of the homeless population living in London;
- Understand the demographics of those experiencing homelessness in London;
- Use enumeration events as an opportunity to connect individuals and families experiencing homelessness to Housing First programs; and
- Measure the community's progress toward ending homelessness.

The following will be considered for future enumeration events:

- **Expanded Timeframe** – In future enumeration events, surveys will be conducted over a five-day period. Partner organizations will conduct surveys at least three times during that period to connect with as many individuals as possible. Expanding the data collection timeframe will allow for more individuals and families to be surveyed, resulting in a closer estimate of the extent of homelessness in London.
- **Mandatory, Comprehensive Volunteer Training and Support** – Volunteer support during the enumeration events demonstrated the community's commitment to addressing homelessness in London. All volunteers completed mandatory training. In the next enumeration event, additional training will be provided on the administration of the enumeration survey. Enhanced training will improve accurate data collection and ensure the enumeration event experience is positive for volunteers and survey participants.
- **Improved Data Collection** – Inconsistencies in how data was recorded, along with missing data, made it difficult to evaluate some of the responses. Moving forward, training will include opportunities for volunteers to practice entering data into the survey to ensure consistency in data collection. Further, the team responsible for data analysis will conduct periodic reviews of the survey to address any data recording issues during an enumeration event.
- **Connection to Housing First Programs** – In future enumeration events, individuals experiencing homelessness, who have a high acuity, will receive a rapid referral into a Housing First program that has the capacity to immediately work with them to secure housing.

CONCLUSION

London's Homeless Prevention System is based on an individualized, coordinated, and integrated response to homelessness. As a result of the two enumeration events, London has established a baseline of the unique circumstances of individuals and families experiencing homelessness in the community. Together, London's Registry Week and London's Point-in-Time Count enumeration events have offered a snapshot of absolute homelessness in the London community.

Annual enumeration events such as Registry Week and the Point-in-Time Count offer an opportunity for London to measure and track progress over time toward solving homelessness together and to use the results to shape the community's response to current or emerging trends.

Additionally, these enumeration events provide Londoners with an opportunity to participate and assist in solving homelessness in their own community, building interest and understanding of the issues those experiencing homelessness face.

London plans to continue conducting annual enumeration events. The next enumeration event is planned for 2017, where results will be used to track progress toward reducing homelessness in London and provide the supports individuals experiencing homelessness require.

GLOSSARY

The definitions presented in this glossary are derived directly from their sources.

Canadian Alliance to End Homelessness (CAEH) – Leads a national movement of individuals, organizations, and communities working together to end homelessness in Canada. ³

Chronic Homelessness – Refers to individuals, often with disabling conditions (e.g. chronic physical or mental illness, substance abuse problems), who are currently homeless and have been homeless for six months or more in the past year (i.e. have spent more than 180 cumulative nights in a shelter or place not fit for habitation). ⁴

Episodic Homelessness – Refers to individuals, often with disabling conditions, who are currently homeless and have experienced three or more episodes of homelessness in the past year (of note, episodes are defined as periods when a person would be in a shelter or place not fit for human habitation, and after at least 30 days, would be back in the shelter or inhabitable location). ⁵

Homeless Individuals and Families Information System (HIFIS) – An electronic records management system built for, and in consultation with, community stakeholders. It is provided free-of-charge as a means to: 1. assist in daily operations such as booking clients in and out, and reporting on shelter use, and 2. collect statistics about the population accessing the services that are provided. ⁶

Homelessness – Homelessness describes the situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means, and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental, cognitive, behavioural, or physical challenges, and/or racism and discrimination. ⁷

Homelessness Partnering Strategy (HPS) – A community-based program aimed at preventing and reducing homelessness by providing direct support and funding to 61 designated communities and organizations that address Aboriginal homelessness across Canada. ⁸

³ Canadian Alliance to End Homelessness. (2016). About CAEH. Retrieved from <http://caeh.ca/about-caeh/>

⁴ Employment and Social Development Canada. (2016). Homelessness Partnering Strategy Directives 2014-2019. Retrieved from <http://www.esdc.gc.ca/eng/communities/homelessness/funding/directives.shtml#fn1>

⁵ Employment and Social Development Canada. (2016). Homelessness Partnering Strategy Directives 2014-2019. Retrieved from <http://www.esdc.gc.ca/eng/communities/homelessness/funding/directives.shtml#fn1>

⁶ Employment and Social Development Canada. (2015). HIFIS 3 Software. Retrieved from <http://www.esdc.gc.ca/eng/communities/homelessness/nhis/hifis/index.shtml>

⁷ Canadian Observatory on Homelessness. (2015). Canadian Definition of Homelessness. Retrieved from <http://homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf>

⁸ Employment and Social Development Canada. (2016). Homelessness Strategy. Retrieved from <http://www.esdc.gc.ca/eng/communities/homelessness/index.shtml>

Point-in-Time (PiT) Count – A method used to measure sheltered and unsheltered homelessness. It aims to enumerate individuals in a community who are, at a given time, staying in shelters or “sleeping rough” (e.g. on the street, in parks), providing a “snapshot” of homelessness in a community.⁹

Registry Week – A week long community effort to learn every individual experiencing homelessness by name. It is a mechanism to collect actionable data about individuals experiencing homelessness and plan for moving them into permanent housing.¹⁰

Sheltered Homelessness – This refers to individuals who, because they cannot secure permanent housing, are accessing emergency shelter and system supports, generally provided at no cost or minimal cost to the user. Such accommodation represents a stop-gap institutional response to homelessness provided by government, non-profit, faith-based organizations and/or volunteers.¹¹

Unsheltered Homelessness – This includes individuals who lack housing and are not accessing emergency shelters or accommodation, except during extreme weather conditions. In most cases, individuals are staying in places that are not designed for or fit for human habitation.¹²

Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) – The result of a combination of two tools: the Vulnerability Index (VI) survey created by Community Solutions for use in street outreach, which helps to determine the chronicity and medical vulnerability of homeless persons, and the Service Prioritization Decision Assistance Tool (SPDAT) created by OrgCode as an intake and case management tool.¹³

⁹ Employment and Social Development Canada. (2016). Homelessness Partnering Strategy Point-in-Time Count. Retrieved from http://www.esdc.gc.ca/eng/communities/homelessness/point_in_time.shtml

¹⁰ Canadian Alliance to End Homelessness. (nd). Registry Week 101. Retrieved from http://www.caeh.ca/wp-content/uploads/2015/12/CAEH-Conference_RW101.pdf

¹¹ Canadian Observatory on Homelessness. (2015). Canadian Definition of Homelessness. Retrieved from <http://homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf>

¹² Canadian Observatory on Homelessness. (2015). Canadian Definition of Homelessness. Retrieved from <http://homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf>

¹³ Community Solutions & OrgCode Consulting Inc. (2014). The Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT). Retrieved from <http://www.orgcode.com/wordpress/wp-content/uploads/2014/08/VI-SPDAT-Manual-2014-v1.pdf>

**To learn more about London's Homeless
Prevention System, please go to:
www.london.ca/residents/homeless-prevention**



Prepared by:
Homeless Prevention
Neighbourhood, Children, and Fire Services
City of London
October 2016

SOLVING HOMELESSNESS TOGETHER

London's 2015-2016 Enumeration Results

Appendix B
London’s Emergency Shelters Progress Report: 2011 - 2015



OCTOBER 2016

London's EMERGENCY SHELTERS

PROGRESS REPORT: 2011 – 2015

PREPARED BY: HOMELESS PREVENTION | NEIGHBOURHOOD, CHILDREN, AND FIRE SERVICES | CITY OF LONDON

London's Emergency Shelters Progress Report: 2011 – 2015

Prepared by:

Homeless Prevention
Neighbourhood, Children, and Fire Services
City of London

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INTRODUCTION

PURPOSE OF THE REPORT

London's Emergency Shelters Progress Report: 2011-2015 explores the use of London's emergency shelters between 2011 and 2015. The analysis of billing data, from 2011 to 2015, provided an opportunity to learn about trends in emergency shelter use in London. The results will help inform the development of solutions to address, reduce, and prevent homelessness in London.

LONDON'S HOMELESS PREVENTION SYSTEM

The City of London's Homeless Prevention System is a coordinated and integrated Housing First approach, centred on both individuals and families. This approach is outcome focused and designed to address, reduce, and prevent homelessness in London.

Under London's Homeless Prevention System, emergency shelters contribute to solving homelessness through prevention, diversion, and rapid re-housing. The focus is on moving out of shelter versus moving in, reducing the number of individuals relying on emergency shelters, and implementing an integrated homeless management information system. Through these efforts, and the integration of the other elements of the System, it is anticipated there will be a reduction in the length of emergency shelter stays and a reduction of year-over-year emergency shelter use.

EMERGENCY SHELTERS: A DEFINITION AND OVERVIEW

Emergency shelters play an important role in the continuum of services available to individuals and families experiencing homelessness. An emergency shelter is intended to provide immediate, short-term accommodation and basic needs for individuals and families experiencing a housing crisis.

In London, emergency shelters provide a bed, basic needs, and some support to individuals and/or families who are experiencing homelessness, and are aimed at meeting immediate, short-term needs. Mission Services of London, The Salvation Army Centre of Hope, and Unity Project for Relief of Homelessness in London receive funding through the City of London to operate emergency shelter beds for individuals and families experiencing a housing crisis.

At the time of this report, the funding to emergency shelters was based on a per diem model for individuals and families staying in shelter.

METHODOLOGY

APPROACH TO DATA COLLECTION AND ANALYSIS

Data was collected through the invoices submitted for emergency shelter beds funded by the City of London between 2011 and 2015. Data from the following four emergency shelters was used to complete this report:

- Men's Mission and Rehabilitation Centre, Mission Services of London
- Rotholme Women's and Family Shelter, Mission Services of London
- The Salvation Army Centre of Hope
- Unity Project for Relief of Homelessness in London

Violence Against Women (VAW) emergency shelters, including Women's Community House and Zhaawanong Shelter, do not receive funding from the City of London Homeless Prevention. VAW shelters, therefore, do not report on emergency shelter use directly to the City of London.

Crash bed data is also not included in this report. While partially funded by the City of London, the nature of crash beds is different than that of emergency shelters.

Information from emergency shelter bed invoices was compiled into a database and examined to identify unique individuals. Data was then analyzed at the total, aggregate level for each year of billing information. Statistics were compared across each year from 2011 to 2015 to understand trends in the data.

The results include both families and single adults. It was found that some adults accessed Rotholme Women's and Family Shelter as a family and other emergency shelters as a single adult. Therefore, all adults were included in the results regardless of the emergency shelters they accessed.

DATA LIMITATIONS

Billing data from emergency shelters was used to prepare this report. Billing data provided sufficient data to conduct a trend analysis. However, it is not without some limitations, such as:

Data Quality. Data recording inconsistencies, such as inconsistent spelling of an individual's name, different birth dates recorded for the same individual, and inconsistent formatting of how dates were recorded were found in the original data set. Data omissions, such as a missing health card number, Social Insurance Number, or gender, also provided a challenge to the data analysis process. A thorough data cleaning process was conducted to prepare a complete data set for analysis where possible.

Double Booking. According to the billing data, there were a few individuals registered in two different emergency shelters on the same night, meaning their number of visits and number of nights stayed were overcounted. As a result of this double booking, some individuals were reported as staying at an emergency shelter more than 365 days in the year. To better understand long-term shelter use and the extent of double booking, data was analyzed to identify the number of individuals who stayed in shelter more than 11 months (over 335 days), exactly 365 days, and over 365 days.

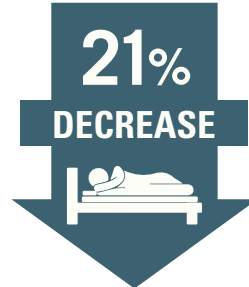
Data Source. The source of the invoices used to create the data set for the report only included emergency shelters in London and did not include VAW emergency shelters. Between 2014 and 2015, Women's Community House served 715 unique individuals, representing 513 women and 202 children.¹ Some women and children who stay at VAW emergency shelters may also access the other emergency shelters in London, and therefore may be included in the report analysis. However, those who only accessed VAW emergency shelters are not included in this report. Therefore, the report is limited in being able to provide a complete picture of homelessness in London, particularly for women and children experiencing homelessness.

¹ Women's Community House. (2015). 2014/15 Annual Report. Retrieved from <http://shelterlondon.org/wp-content/uploads/2015/10/2014-5-WCH-Annual-Report-WEB.pdf>

A Snapshot OF THE DATA



9,552
UNIQUE INDIVIDUALS²
ACCESSED LONDON'S
EMERGENCY SHELTERS
FROM JANUARY 1, 2011 TO DECEMBER 31, 2015.



21%
DECREASE

21% DECREASE IN THE
NUMBER OF **UNIQUE**
INDIVIDUALS ACCESSING
EMERGENCY SHELTER,
FROM 3,400 IN 2011
TO 2,670 IN 2015.

DECREASE IN THE
YOUNGEST AGE OF
INDEPENDENT
YOUTH ACCESSING
EMERGENCY SHELTER.



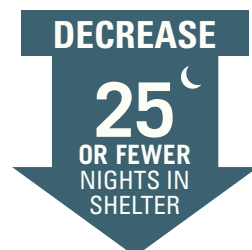
39
YEARS OLD
THE **AVERAGE AGE**
OF EMERGENCY
SHELTER RESIDENTS.³



50%
OF EMERGENCY SHELTER
RESIDENTS WERE BETWEEN
18 – 39 YEARS OLD.



77% OF EMERGENCY SHELTER
RESIDENTS **WERE MALE** AND
23% WERE FEMALE.⁴



DECREASE IN SHELTER RESIDENTS STAYING
25 OR FEWER NIGHTS AND AN **INCREASE** IN
SHELTER RESIDENTS STAYING **26+ NIGHTS.**



MALES, ON AVERAGE, STAYED
IN EMERGENCY SHELTER FOR
ABOUT TWICE AS MANY
NIGHTS AS FEMALES.



21% INCREASE IN
THE AVERAGE NUMBER
OF NIGHTS STAYED IN
EMERGENCY SHELTER,
FROM 34 NIGHTS IN 2011
TO 41 NIGHTS IN 2015.

² Includes dependent children and youth.

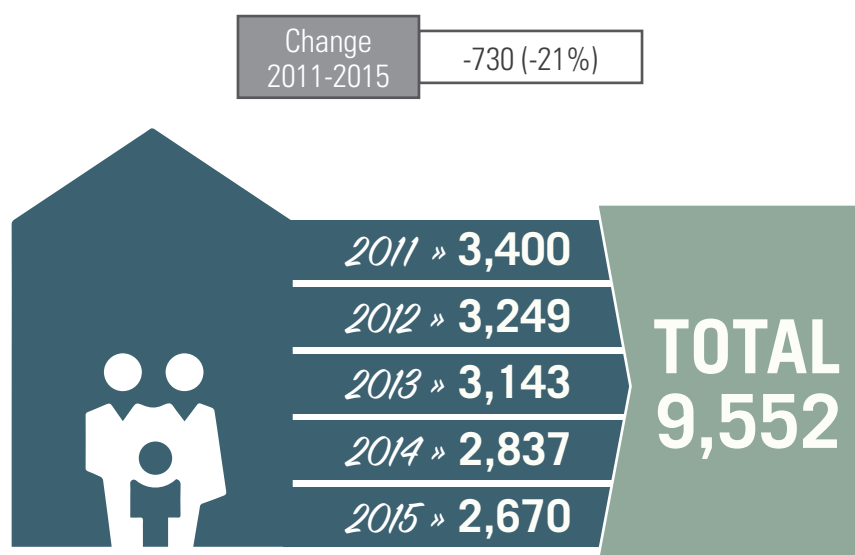
³ Excludes dependent children and youth.

⁴ Where gender was reported.

WHO IS USING LONDON'S EMERGENCY SHELTERS?

NUMBER OF INDIVIDUALS WHO ACCESSED EMERGENCY SHELTERS

From January 1st, 2011 to December 31st, 2015, 9,552 unique individuals accessed London's emergency shelters. This number includes both adults and dependent children and youth.⁵



Between 2011 and 2015, the number of unique individuals accessing emergency shelter decreased each year. There were 730 fewer individuals accessing emergency shelter in London in 2015 (2,670 individuals) than in 2011 (3,400 individuals), representing a decrease of 21%.

Although the number of individuals accessing emergency shelter has decreased overall since 2011, the number of dependent children and youth accessing emergency shelter has remained constant.

⁵9,552 represents the total number of unique individuals who accessed emergency shelter over a five-year period from 2011-2015. The yearly totals are also representative of unique individuals, but only for the specific reporting year. Some individuals accessed emergency shelters in multiple years. Therefore, the sum of individuals accessing emergency shelters in 2011 (3,400 individuals), 2012 (3,249 individuals), 2013 (3,143 individuals), 2014 (2,837 individuals), and 2015 (2,670 individuals) is higher than the five-year total of 9,552.

PERCENTAGE OF ADULTS AND CHILDREN ACCESSING EMERGENCY SHELTERS

Between 2011 and 2015, the distribution of adults and children accessing emergency shelter has generally remained the same.

Approximately three times as many adult males accessed emergency shelter, compared to adult females. One-tenth of individuals who accessed emergency shelter were dependent children and youth.



67%
WERE ADULT MALES



21%
WERE ADULT FEMALES



10%
WERE DEPENDENT
CHILDREN AND YOUTH

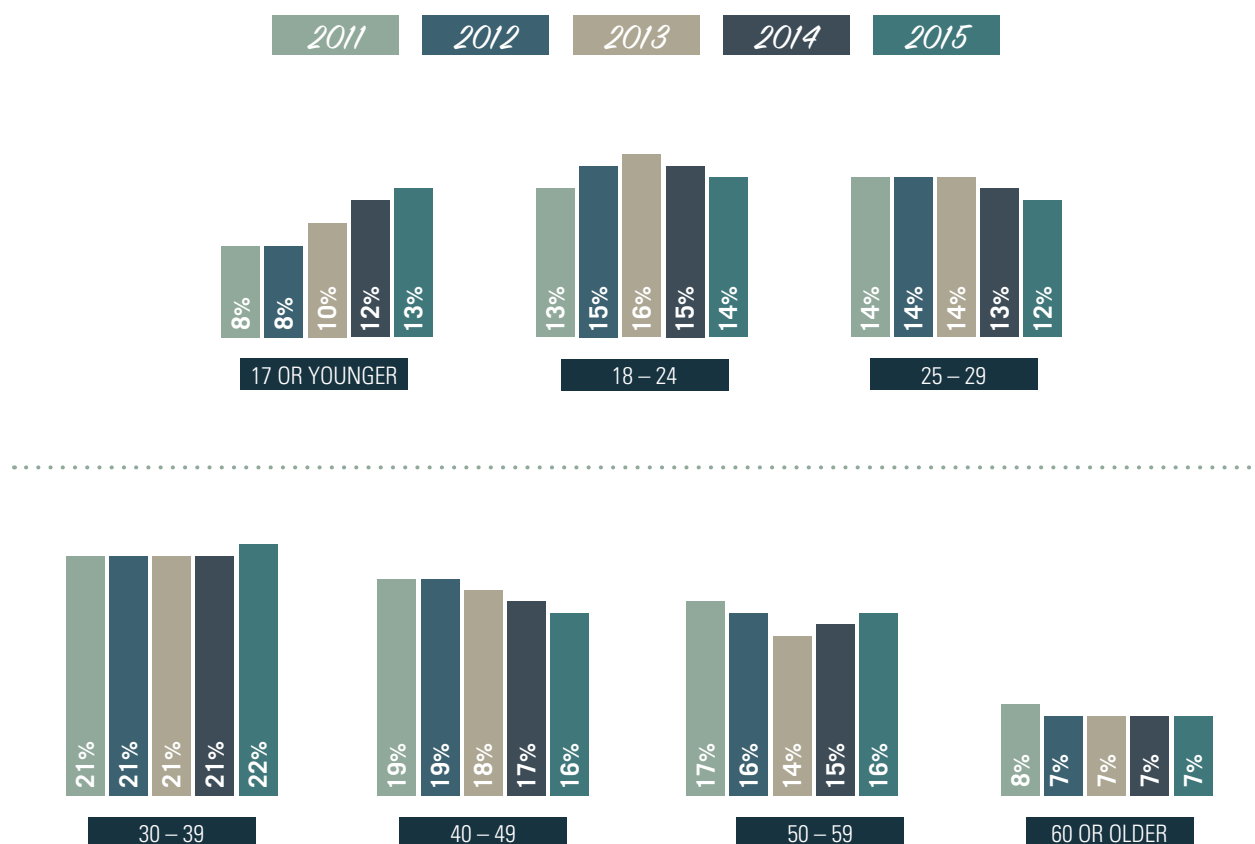


2%
DID NOT REPORT THEIR GENDER

AGE

AGE DISTRIBUTION OF EMERGENCY SHELTER RESIDENTS

Between 2011 and 2015, the age distribution of individuals accessing emergency shelter has remained fairly consistent. Overall, the number of younger individuals accessing emergency shelter increased between 2011 and 2015, while the number of older individuals decreased.



The age category with the greatest increase since 2011 was individuals 17 years old or younger,⁶ which increased from 8% in 2011 to 13% in 2015, representing 46 more individuals aged 17 and under accessing emergency shelter in 2015 than in 2011.

The age category with the greatest decrease in shelter use was the 40-49 age category, decreasing from 19% in 2011 to 16% in 2015. The 60 years and over age category has consistently represented the smallest number of individuals, with individuals in this age category comprising approximately 7% of all emergency shelter residents since 2011.

⁶ Includes dependent children and youth.

AGE RANGE AND AVERAGE AGE

YEAR	YOUNGEST AGE	AVERAGE AGE	OLDEST AGE
2011	18	39	96
2012	17	38	84
2013	16	39	87
2014	15	39	95
2015	16	39	82

Since 2011, the age of the youngest independent individual to access emergency shelter has decreased from 18 years old in 2011 to 16 years old in 2015, with the youngest individual to access emergency shelter being 15 years of age in 2014.

The age of the oldest individual has varied each year, from 96 years old in 2011 to 82 years old in 2015. The average age of emergency shelter users has generally remained consistent since 2011 at 39 years of age.

GENDER

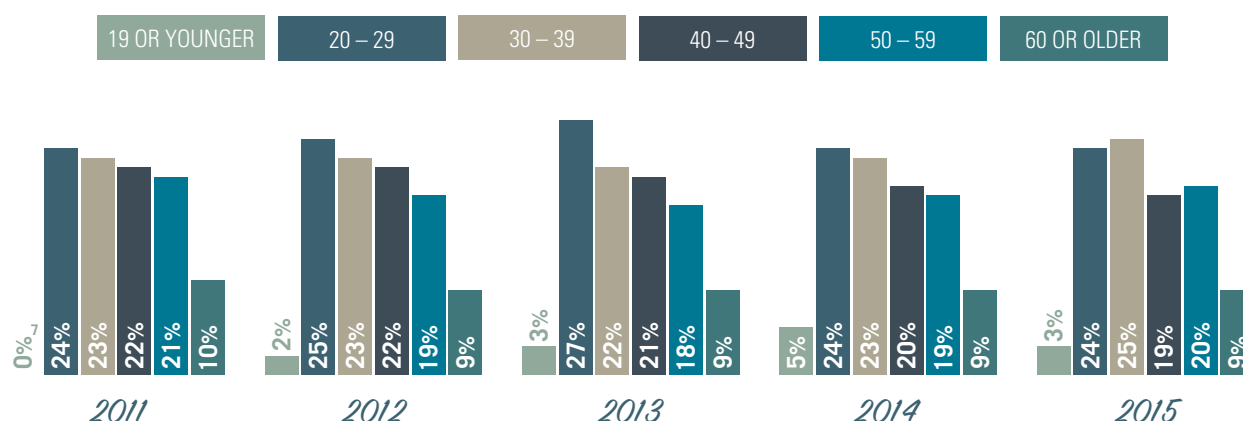
GENDER OF ADULTS ACCESSING EMERGENCY SHELTER

Since 2011, the percentage of adult males, compared to adult females, accessing emergency shelter has remained consistent, with adult males comprising approximately three-quarters of emergency shelter residents and adult females comprising approximately one-quarter of emergency shelter residents. Since 2013, the percentage of adult males and adult females accessing emergency shelter has remained unchanged.

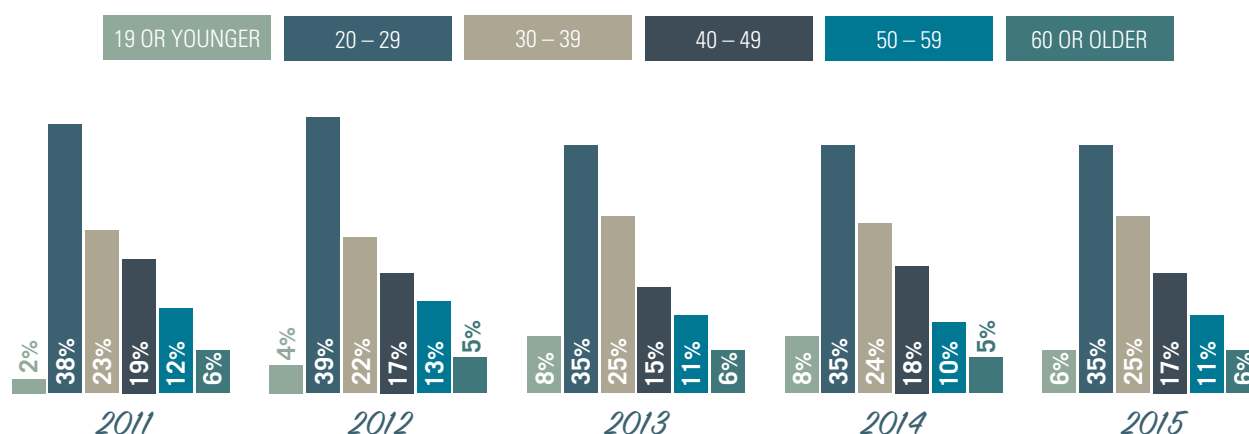


GENDER AND AGE DISTRIBUTION

AGE DISTRIBUTION OF INDEPENDENT ADULT MALES





AGE DISTRIBUTION OF INDEPENDENT ADULT FEMALES



Between 2011 and 2015, the distribution of adult males and females across each age category of emergency shelter users has generally remained the same. When comparing male and female populations, females under 30 years of age constituted a greater percentage of female emergency shelter users compared to males of the same age category. Further, younger individuals, both male and female, have consistently represented a greater percentage of the total number of emergency shelter users compared to older individuals.

⁷ A total of eight adult males were aged 19 years or younger, however due to rounding, this shows as 0%.

GENDER, AGE RANGE, AND AVERAGE AGE

	MALE	YOUNGEST	AVERAGE	OLDEST
	2011	18	41	96
	2012	17	41	84
	2013	17	49	87
	2014	15	40	95
	2015	16	40	82
	FEMALE	YOUNGEST	AVERAGE	OLDEST
	2011	18	36	82
	2012	17	36	81
	2013	16	35	84
	2014	17	35	79
	2015	16	36	80

Overall, the youngest age of independent males and females has decreased by two years between 2011 and 2015. Since 2011, the oldest age of independent individuals accessing emergency shelter has decreased for both males and females. The oldest age decreased by 14 years for males and by two years for females between 2011 and 2015.

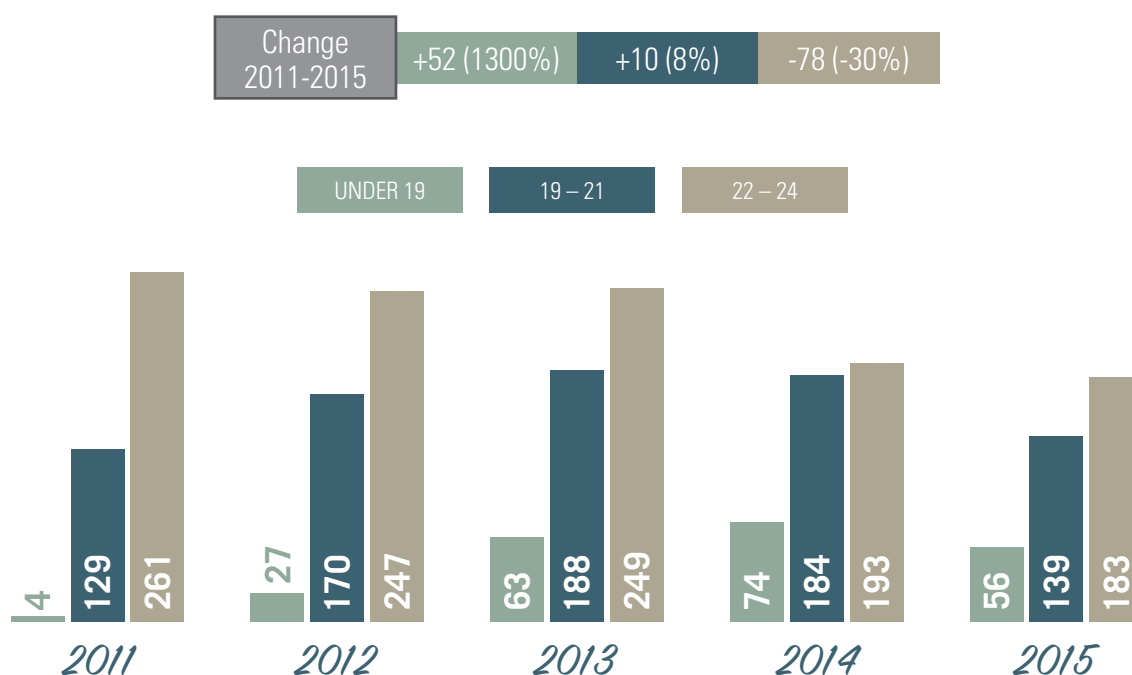
The average age for both independent males and females has remained relatively consistent since 2011, with the exception of the average age for independent males, which increased to 49 years in 2013.

Between 2011 and 2015, the average age of independent males accessing emergency shelter has remained consistently higher than the average age of female shelter users.

EMERGENCY SHELTER USE BY INDIVIDUALS UNDER THE AGE OF 25

When comparing 2011 and 2015 data, although the total number of unique individuals accessing emergency shelter has decreased, the number of young shelter users has increased.

NUMBER OF INDEPENDENT YOUTH, UNDER 25, WHO ACCESSED EMERGENCY SHELTER



Between 2011 and 2015, the number of independent youth under 19 years of age accessing emergency shelter has increased each year, except for 2015. The number of independent youth increased from 4 individuals in 2011 to 74 individuals in 2014, before decreasing by a quarter in 2015 to 56 individuals.

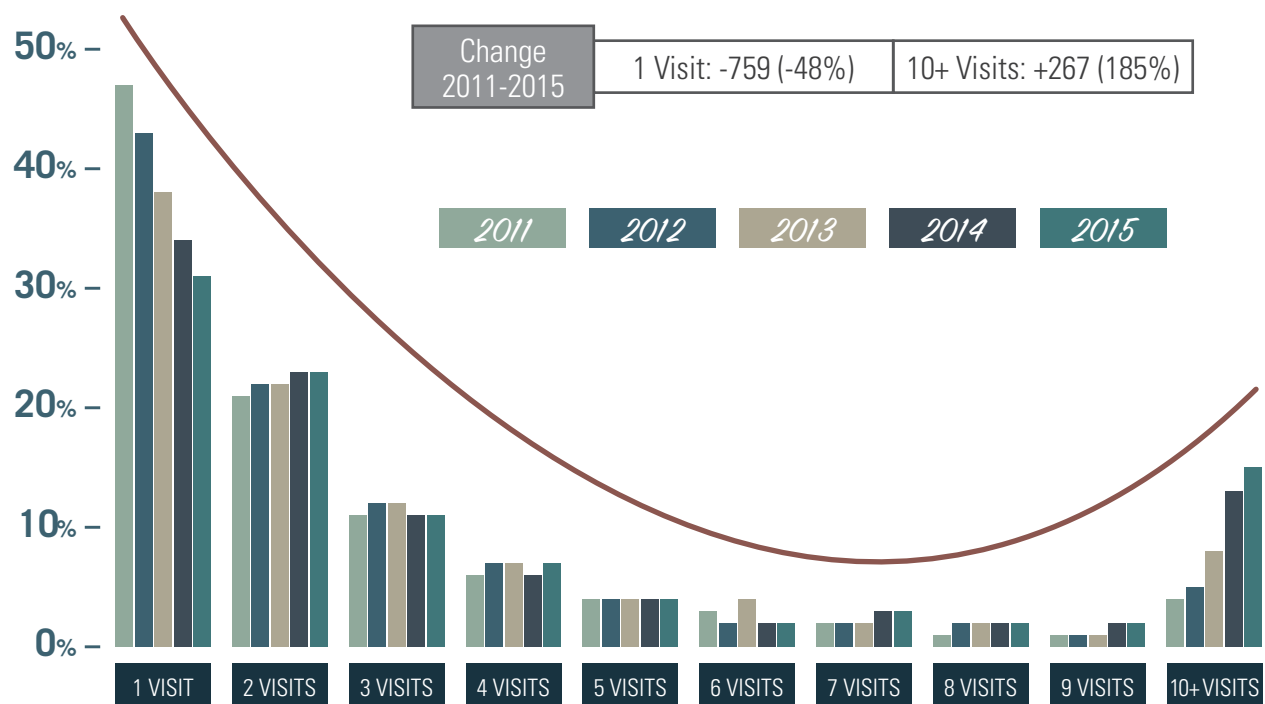
The number of independent youth 19-21 years of age accessing emergency shelter increased each year between 2011 and 2013. Since 2013 there has been a slight decline in the number of youth 19-21 years of age accessing emergency shelter.

Between 2011 and 2015, the number of independent youth aged 22-24 years old accessing emergency shelter has decreased by 30%, from 261 individuals in 2011 to 183 individuals in 2015. Emergency shelter use by independent youth 22-24 years of age follows the same downward trend as the total number of unique individuals accessing emergency shelter since 2011. Although the number of independent youth aged 22-24 years old has decreased, this population has consistently constituted approximately 7% of the total emergency shelter population each year.

HOW ARE LONDON'S EMERGENCY SHELTERS BEING USED?

NUMBER OF VISITS⁸

NUMBER OF VISITS TO EMERGENCY SHELTERS



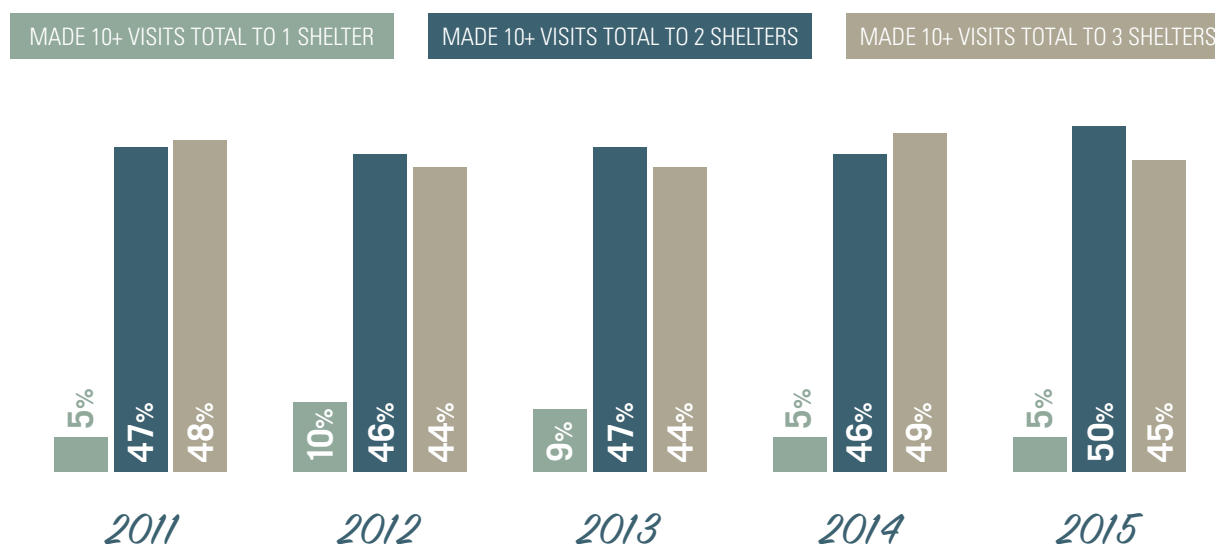
Since 2011, the percentage of unique individuals who visited an emergency shelter one time has decreased each year from about half of all visits to one-third of all visits. Between 2011 and 2015, the percentage of individuals who used emergency shelter three times or less has also decreased each year.

Conversely, the number of individuals accessing emergency shelter more than ten times has increased from 4% (144 individuals) in 2011 to 15% (411 individuals) in 2015.

Further, the maximum number of emergency shelter visits has doubled since 2011, from 31 visits in 2011 to 65 visits in 2015.

⁸ The number of visits refers to the number of times, regardless of the number of nights stayed, that an individual used an emergency shelter per year. This number includes dependent children and youth.

NUMBER OF EMERGENCY SHELTERS VISITED

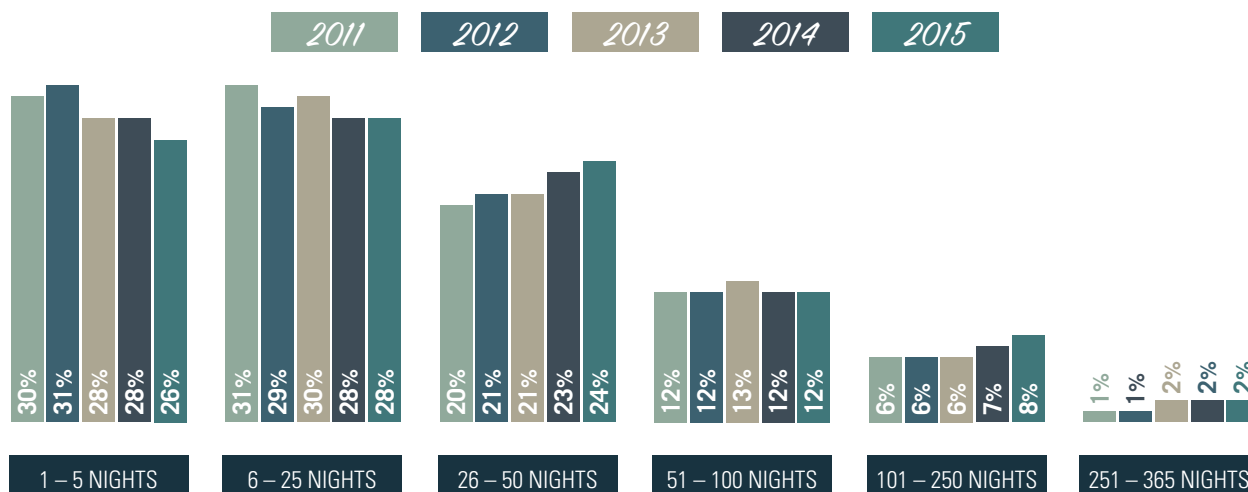


Of the individuals who made ten or more visits to emergency shelters between 2011 and 2015, few visited only one shelter.⁹ Most individuals who made ten or more visits to emergency shelters visited two or three different shelters. This pattern remained consistent between 2011 and 2015.

⁹Visits to Rotholme Women's and Family Shelter were excluded from this analysis because only families are eligible to stay at this shelter.

NUMBER OF NIGHTS STAYED

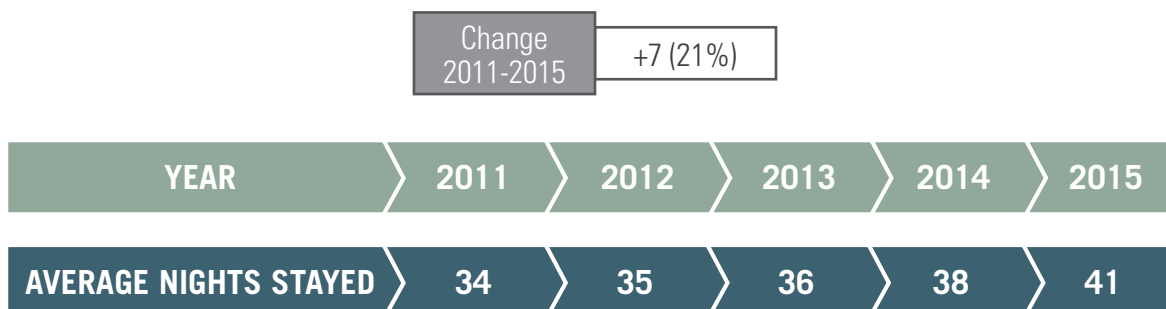
NUMBER OF NIGHTS STAYED IN EMERGENCY SHELTER



Since 2011, the percentage of unique individuals who stayed in emergency shelter for 25 or fewer nights decreased from 61% in 2011 to 54% in 2015.¹⁰ However, the percentage of individuals who stayed between 26 and 50 nights increased from 20% to 24% between 2011 and 2015. Further, the percentage of individuals staying over 50 nights in emergency shelter also increased from 19% in 2011 to 22% in 2015.

Between 2011 and 2015, approximately one-third of emergency shelter users stayed between one and five nights. Another one-third stayed between six and 25 nights. The remaining one-third of shelter users stayed between 26 and 365 nights.

AVERAGE NIGHTS STAYED



Since 2011, the average number of nights stayed in emergency shelter has increased each year, from 34 nights in 2011 to 41 nights in 2015, representing an increase of seven nights in shelter.

¹⁰ Number of nights stayed refers to the total number of nights an individual stayed in shelter. This number includes dependent children and youth.

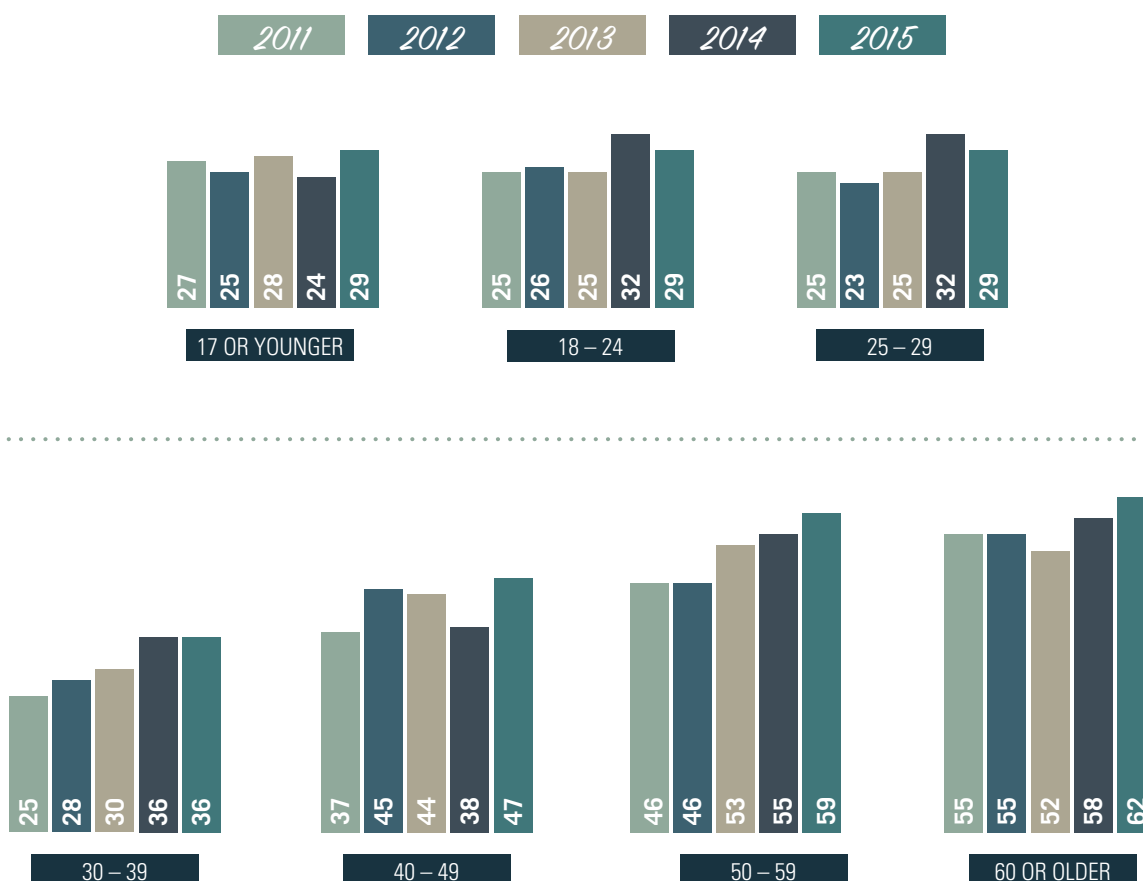
NUMBER OF NIGHTS STAYED OVER 365

	2011	2012	2013	2014	2015
335 to 364 Nights	4	10	12	11	17
365 Nights	3	1	1	4	7
Over 365 Nights	7	7	4	5	2
Total Individuals	14	18	17	20	26

Since 2011, the number of individuals who stayed in shelter 11 months or more (335 days - 365+) almost doubled, increasing from 14 individuals in 2011 to 26 individuals in 2015.

Some individuals were reported as staying in emergency shelter more than 365 days in a one-year period. This is a result of individuals being registered in more than one shelter on the same night. The number of individuals reported as staying more than 365 days has decreased since 2011.

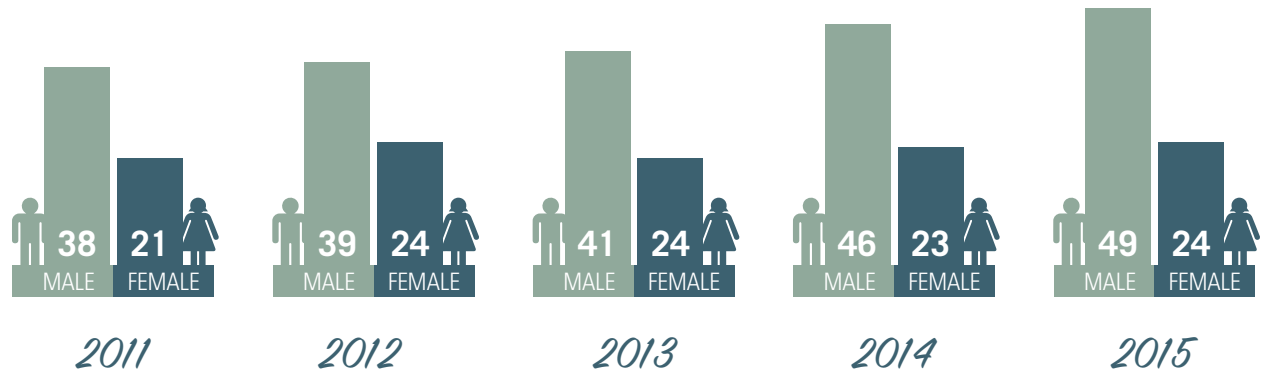
AGE AND AVERAGE NUMBER OF NIGHTS STAYED



The number of nights stayed increased by two nights for individuals 17 years of age and younger and by four nights for individuals between 18 and 29.¹¹ For individuals over 30 years of age, the number of nights stayed in emergency shelter has increased by an average of ten nights. The average number of nights stayed generally increased with age.

¹¹ Includes dependent children and youth.

GENDER AND AVERAGE NUMBER OF NIGHTS STAYED



Since 2011, the average number of nights stayed by adult males has increased each year, from 38 in 2011 to 49 in 2015, representing an overall increase of 11 nights in shelter. The average number of nights stayed by adult females increased from 21 nights in 2011 to 24 nights in 2012, and has remained between 23 and 24 nights since 2012.

MOVING TO ACTION

Key indicators convey a compelling case about the need for system change in London to better address, reduce, and prevent homelessness:

- **The number of emergency shelter visits is increasing.** One-time visits decreased from close to half of all visits to approximately one-third, while the number of 10+ visits has tripled.
- **Individuals are staying longer in emergency shelter.** The percentage of individuals staying 25 nights or less has decreased, while the percentage of individuals staying more than 25 nights has increased.
- **The average number of nights stayed is increasing.** The average number of nights individuals stayed in shelter in 2011 was 34 nights, which increased to 41 nights in 2015.
- **The total number of nights individuals are staying in emergency shelter is increasing.** For individuals over 30 years of age, the number of nights stayed in emergency shelter has increased by an average of ten nights.
- **The number of young people accessing emergency shelter increased.** The number of independent youth under 22 years of age accessing emergency shelter increased from 133 in 2011 to 195 in 2015, peaking in 2014 at 258 youth.
- **Independent youth accessing emergency shelter in London are getting younger.** The youngest age in 2011 was 18 years old, compared to 16 years old in 2015, with the youngest age being 15 years old in 2014.
- **Young adult females, 29 years of age or younger, are disproportionately represented.** Approximately 42% of females accessing emergency shelter were 29 years of age or younger between 2011 and 2015, in comparison to 27% of males in the same age range.

Strategies to address, reduce, and prevent homelessness, supported and informed by the data include, but are not limited to:

A Youth Shelter

Young people experiencing homelessness require different supports and services than adults, particularly those that address a youth's stage of development and unique experiences. In London, the number of independent youth under the age of 22 experiencing homelessness increased by 94% between 2011 and 2014. A Housing First emergency shelter for youth is under development and scheduled to open in 2018.

Further, there is a trend of independent youth under 16 years of age accessing emergency shelter. A practice is needed to prevent youth under the age of 16 from staying in an adult emergency shelter bed and to end their experience of homelessness.

A Homeless Management Information System

More than 95% of individuals visiting emergency shelter more than ten times access at least two emergency shelters, moving from one shelter to another without being housed. Further, a number of individuals were identified as staying in shelter more than 365 days, which means they were registered at and billed by more than one shelter on the same night.

A Homeless Management Information System would allow emergency shelters to share information and access comprehensive data as it relates to an individual's experience with homelessness. This information can be used to identify trends and develop strategies to help individuals find and maintain housing.

Review Exceptional Circumstances And Extended Stay Practices

The trend of fewer one-time visits to emergency shelter and more 10+ visits coincides with the implementation of the exceptional circumstances and extended stay requests practice in emergency shelters. The practice was intended to encourage individuals to secure housing within 30 days. These practices were effective in identifying particular issues, such as use of emergency shelter when someone has housing, orders to reside at emergency shelters, and out of town residents. Based on the information collected, this practice is currently under review.

Strategies To Address Persistent And Chronic Homelessness

In London, emergency shelters provide a bed, basic needs, and some support to individuals and/or families who are experiencing homelessness, and are aimed at meeting immediate, short-term needs. However, given the number of individuals whose stay is not short-term, emergency shelters are not being used for their intended purpose. Further, the increase in the number of nights individuals are remaining in shelter indicates a trend toward increased chronic homelessness in London. This sector of the emergency shelter population requires a specialized approach to secure and maintain housing stability through an intensive case management and Housing First approach.

CONCLUSION

The data in London's Emergency Shelters Progress Report: 2011-2015 provides valuable information regarding the overall demographics of emergency shelter users, including details of who has been accessing emergency shelters, how many individuals have been accessing emergency shelters, and how long individuals have been staying in emergency shelters. This report also outlines data trends observed in emergency shelter use between 2011 and 2015.

Results from this report provide an opportunity for London to measure and track progress over time, guide future decision-making, and create solutions toward solving homelessness together. Solving homelessness in London will require actionable and measurable strategies. One such strategy, approved by City Council, is the development of a youth shelter starting in 2017.

London's
EMERGENCY SHELTERS

PROGRESS REPORT: 2011 – 2015
