

**Closing the Gap on Service Provision
to Women and their Children
Fleeing Domestic Violence
in Alberta: Second Stage Shelters**





ACWS believes

- in empowerment for women and the equal worth of all persons
- in the strength of numbers working together for a common mission
- that the issues of violence and abuse are the responsibilities of the legal, community, social and political structures

Closing the Gap

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Developed for ACWS member shelters

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Introduction

UN officials call for action to end violence against women

"Ten years of innovation, experience and activism have shown that ending violence against women is possible. It is a pandemic that can be stopped. It is a problem that has a solution," [Asha-Rose Migiro, UN deputy secretary general] said. But governments must have integrated strategies for violence to be curbed.

"No single intervention will end violence against women," [Noeleen Heyzer, executive director of UNIFEM] said. "Only when measures to address violence against women are an integral part of national strategies for development and human security will violence against women become a rare occurrence instead of a global pandemic."

CBC News, February 16, 2007, www.cbc.ca.

Today, the occurrence of family violence remains a tragic and pervasive problem in Alberta. As our province continues to experience rapid economic growth and an influx of people, the issues of domestic violence and related matters cry out for resolution. The fundamental need for housing, safety and support is paramount for abused women and children. Only by addressing this need can we truly transform Alberta's current position as a provincial leader in family violence crime statistics.

The Alberta Council of Women's Shelters (ACWS) is committed to a leadership role in bringing about the changes needed. We affirm that families, children and communities can live in happiness if everyone's primary needs are being met for security, love and belonging, power, freedom, learning and fun.¹ We also affirm that the foundational values embodied in international human rights agreements are central to our work.² ACWS takes seriously our responsibility to call government, private sector and civil society organizations into action to implement the rights these documents uphold.

Women's emergency shelters provide a critical function and an effective remedy in their first response to women and their children fleeing domestic violence. But their mandate is for temporary emergency accommodation and follow-up outreach, with a 21-day length of stay set by the province; so much more is needed. Second stage residency is long term, safe accommodation and accompanying services. These shelters deliver essential programs that support abused women and children leaving emergency shelters or referred from other agencies. Second stage is considered the next step in a continuum of services and is an important link to a violence free lifestyle, enabling the transition from an abusive home into successful, independent living.

¹ These categories are taken from William Glasser's psychological typology. They are wholistic rather than hierarchical (e.g. Maslow's hierarchy), with the assumption that everyone needs these primary things to be met at all times, no matter where they find themselves along the continuum of physical – spiritual/philosophical states. Whenever a primary need is unmet, energy goes into meeting the need, rather than developing potentials. See William Glasser, *Choice Theory*, HarperCollins Publishers, Inc., 1998.

² Here we refer to the UN *Universal Declaration of Human Rights*; *Convention on the Rights of the Child*; *Beijing Platform for Action*; *Convention on the Elimination of all Forms of Discrimination Against Women*, and others.

Presently, 10 second stage shelters exist in Alberta; 5 are in Edmonton and Calgary, 3 are in smaller cities and 2 are on-reserve.

Because of their competent response to family violence, second stage shelters are in demand. To address this need, ACWS embarked on a project designed to equip women's shelters and Alberta communities with the information and guidance necessary for the establishment of second stage housing.³ The result is this reference guide, *Closing the Gap on Service Provision to Women and their Children Fleeing Domestic Violence in Alberta: Second Stage Shelters* (hereafter referred to as *Closing the Gap*). The report is framed within the larger context of the Canadian environment and international human rights agreements. In these documents protection, housing and services are all legally mandated for women and children fleeing violence.

A key part of the research undertaken for this report was collected with the assistance of the ACWS Shelter Programs and Education Committee and second stage Executive Directors in Alberta, Saskatchewan and Ontario. ACWS thanks these participants for their time and expertise.

³ This work began in May 2007 and is funded by the Canadian Women's Foundation.

Mandate

War on Women

Wars usually produce large numbers of refugees: witness the United Nations camps scattered around the world. And the War on Women has its own refugee camps, in the form of the 2,500 or so shelters for battered women and their children across North America. In the United States, more than 300,000 women and children seek safety in shelters each year. In Canada, the number is between 90,000 and 100,000.

Brian Vallee, *The War on Women*, Key Porter Books, 2007, p. 30.

Since 1983, the ACWS has been helping to make Alberta a safer place for women and children fleeing domestic violence by providing support to women's shelters throughout the province.⁴ Each of Alberta's 41 women's emergency, second stage and seniors' shelters are members of the ACWS.

Our vision: We believe in a world free from violence and abuse

Our mission: We are a province-wide, voluntary organization supporting women's shelters and their partners through education, research and services for the benefit of abused women and their children.

Our focus: Abused women and their families

Our core areas of concern:

- Issues of family violence
- Breaking the cycle of inter-generational violence

Our belief:

- The empowerment for women and equal worth of all persons
- The strength of numbers working together for a common mission
- The issues of violence and abuse are the responsibilities of the entire community including legal, social and political structures

Therefore, ACWS:

- Serves as the collective voice of member organizations
- Fosters networking and information sharing
- Assists in acquiring resources for member shelters
- Influences public policy and systems
- Increases public awareness of family violence issues
- Fosters professional development within Alberta's sheltering movement

⁴ For more information, please see our website: www.acws.ca.

Alberta Shelter Locations

Type and Name ⁵	Location
35 Emergency Shelters	
YWCA of Banff	Banff
Rowan House Emergency Shelter	Black Diamond
Canterra Safe House	Brooks
Awo Taan Healing Lodge	Calgary
Calgary Women's Emergency Shelter	Calgary
YWCA, Sheriff King Home	Calgary
Brigantia Place	Camrose
Dr. Margaret Savage Crisis Centre	Cold Lake
Edmonton Women's Shelter (2)	Edmonton
Lurana Shelter	Edmonton
Crossroads Resource Centre	Fairview
Paspew House, Mikisew Cree First Nation	Fort Chipewyan
Unity House	Fort McMurray
Grande Cache Transition House	Grande Cache
Odyssey House	Grande Prairie
Safe Home	High Level
Yellowhead Emergency Shelter	Hinton
Hope Haven Society	Lac La Biche
YWCA, Harbour House	Lethbridge
Lloydminster Interval Home	Lloydminster
Ermineskin Women's Shelter Society	Maskwaci
Phoenix Safe House	Medicine Hat
Eagle's Nest Stoney Family Shelter	Morley
Peace River Regional Women's Shelter	Peace River
Pincher Creek Women's Emergency Shelter	Pincher Creek
Central Alberta Women's Emergency Shelter	Red Deer
Mountain Rose Women's Shelter	Rocky Mountain House
A Safe Place	Sherwood Park
Columbus House of Hope	St. Paul
Community Crisis Society	Strathmore
Sucker Creek Women's Emergency Shelter	Sucker Creek
Safe Haven	Taber
Bigstone Cree Nation Women's Emergency Shelter	Wabasca
Wellspring Family Resource & Crisis Centre	Whitecourt

⁵ For further information and contacts, please see www.acws.ca.

10 Second Stage Shelters	
Brenda Strafford Centre	Calgary
Discovery House Family Violence Prevention Centre	Calgary
Sonshine Community Services	Calgary
LaSalle	Edmonton
Wings of Providence	Edmonton
Fort McMurray Family Crisis Centre ⁶	Fort McMurray
Dolmar Manor	Lloydminster
Musasa House	Medicine Hat
Next Step	Sucker Creek
Bigstone Cree Nation Second Stage Shelter	Wabasca

2 Seniors' Shelters	
Kerby Centre	Calgary
Edmonton Senior's Safe Housing (SAGE)	Edmonton

⁶ Shelter is currently closed due to fire damage.

Background

The Due Diligence Standard: A Tool for the Elimination of Violence Against Women

The 1993 Declaration on the Elimination of Violence against Women as well as other international instruments adopted the concept of *due diligence*, in relation to violence against women, as a yardstick to assess whether the State has met its obligation. Under the due diligence obligation, States have a duty to take positive action to prevent and protect women from violence, punish perpetrators of violent acts and compensate victims of violence. . . .

Report of the Special Rapporteur on violence against women,
its causes and consequences, Yakin Ertürk, 1997.

Due diligence is not an arbitrary construct; it possesses intentional meaning. Under international law Canada has concrete and clear obligations to address violence against women and children and to ensure the implementation of their human rights. Progress in ratification of international documents must be balanced with progress in implementation. All levels of government in Canada have the responsibility to communicate clearly that violence against women and children is not acceptable and to provide safety and services to the victims. The question is how Canada can most effectively fulfill its role in transforming the domestic violence environment. ACWS believes that the work of second stage shelters is a just and effective remedy for the women and children in Alberta fleeing domestic violence.⁷

The UN Secretary General's recent report on violence against women observes:

The standard of due diligence is articulated in general recommendation No. 19 of the Committee on the Elimination of Discrimination against Women, which notes that "States may also be responsible for private acts if they fail to act with due diligence to prevent violations of rights or to investigate and punish acts of violence, and for providing compensation" and in international and regional legal and policy instruments and jurisprudence. In *Velasquez Rodriguez v. Honduras*, the Inter-American Court of Human Rights held that a State must take action to prevent human rights violations committed by non-State actors, investigate allegations of violations and punish wrongdoers. The standard is not one of strict liability, in which the State would be held accountable for acts of violence against women regardless of the circumstances, but rather one of reasonableness. It is based on principles of non-discrimination and good faith in application. The standard of due diligence therefore requires a State to act with the existing means at its disposal to address both individual acts of violence against women and the structural causes so as to prevent future violence.⁸

⁷ Second stage housing is considered to be the next step for women and children leaving an emergency shelter. The purpose of second stage housing is to provide long term, safe accommodation and accompanying support services for abused women and their children.

⁸ UN General Assembly, "In-depth study on all forms of violence against women: Report of the Secretary-General", 2006, para. 257, 06-41974 (E) 310806.

States need to ensure they meet these obligations by providing sufficient support measures for victims of violence. Such measures include access to necessary services, such as access to shelters, legal and medical support and preventative programs. In fact, the acceptable standard for children, as articulated in the UN *Convention on the Rights of the Child*, is: “In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, *the best interests of the child shall be a primary consideration*” (Article 3.1). Similarly, for women, the bar is set high: “The States Parties to the present Covenant recognize the right of everyone to the enjoyment of the *highest attainable standard of physical and mental health.*” (*International Covenant on Economic, Social and Cultural Rights*, Article 12). Due diligence is required if these values are to be concretized in Canadian society and provided to all, and especially to the vulnerable women and children fleeing violence.

Who we are:

The ACWS is an effective non-government partner that facilitates the realization of Canada’s human rights commitments. Through the 41 member organizations, safe haven and services to women and children fleeing family violence is offered around the clock. 5 shelter organizations are located on-reserve; two are specialized seniors’ shelters, serving both men and women victims of elder abuse; and, the remaining 34 are women’s emergency and second stage shelters. In the 2006 – 2007 fiscal year⁹ these shelters:

- Provided residential programs for nearly 13,000 women and children.
- Responded to over 100,000 crisis calls.
- Assisted close to 27,000 women and children who were unable to be accommodated in shelter.
- Delivered child support services to the children in shelter (constitute 50% of shelter residents).
- Supplied, when requested, culturally appropriate services to the 57% of women who self-identified as Aboriginal.
- Worked with women resident, 75% of whom are assessed at high or serious risk of assault or homicide.¹⁰

It is clear, based on client exit survey data, the shelters provide effective interventions. 95% of survey respondents identify that as a result of their stay in shelter they have learned more about how to keep themselves and their dependants safe. It is not surprising, then, that research indicates: “Shelters remain an essential service . . . They have been at the forefront in training professionals and developing prevention programs, and now, having raised our awareness of the need for such supports, work in partnership with many health, justice, social services and mental health agencies.”¹¹

⁹ ACWS data, based on the 2006-2007 fiscal year shelter reports. ACWS collects this information on the secure HOMES database system (owned by Canadian Outcomes Research Institute, of which ACWS is a research partner).

¹⁰ ACWS shelters use Dr. Jacquelyn Campbell’s *Danger Assessment Tool* (2001). This is a measure of the risk of lethality and is used widely across North America. See www.dangerassessment.com.

¹¹ Leslie Tutty, *Effective Practices in Sheltering Women: Leaving Violence in Intimate Relationships*, YWCA Canada, 2006, p. xxi.

Shelters are the front line experts in providing protective interventions for family violence victims. Their efforts are no less than heroic. They work in the pressure cooker environment that is today's Alberta and that is presenting a costly challenge to their efforts. By national data Alberta leads provincially in domestic assault, stalking and homicide-suicide; we are third for domestic homicide.¹² But placing these crime statistics alongside other provincial demographics brings into focus an alarming picture. Alberta is booming and leads Canada in population growth rates, on the one hand, and yet is deficient in housing and affordable housing, infrastructure and leading in alcohol and addiction rates.¹³

In light of the high standard of shelter service provision, what do all these numbers mean? Shelters are a primary and effective defense against the realities of domestic violence. We see immediately that women and children resident in shelter have fled from serious incidents of family violence. Further, far too many women and children do not receive access to resident programs due to capacity issues. Finally, shelters work in an environment of over-demand for services in a province that is scrambling to keep up. This combination of high standard service provision, high demand and lack of capacity is fast becoming untenable.

Shelter capacity is stretched:

It is precisely the capacity issue of Alberta's shelters that is central to this discussion. Of those women able to access shelters, about 20% had to try more than once to get in, due to shelters being full.¹⁴ Concerning referrals to second stage shelters, only 56% of those referred from emergency to second stage services were able to be admitted. And, while on average 53% of Aboriginal women access emergency shelters, only 39% enter second stage housing and are able to benefit from those longer and more preventative-based programs.

According to the UN, there is inherent value to service-based data that is collected with respect to delivery capacity:

Tracking the availability of services, such as shelters or refuges and other support for women who have been subjected to violence is also needed to evaluate a society's response to the problem. In addition, this information provides important context to analyses of the numbers of women coming forward for help. For example, growth in the availability of services may explain growth in the numbers seeking help. At the same time, low numbers of women using shelters or other services should not be interpreted as low demand or need in areas where few such services exist. This instead may point to obstacles preventing women from seeking services.¹⁵

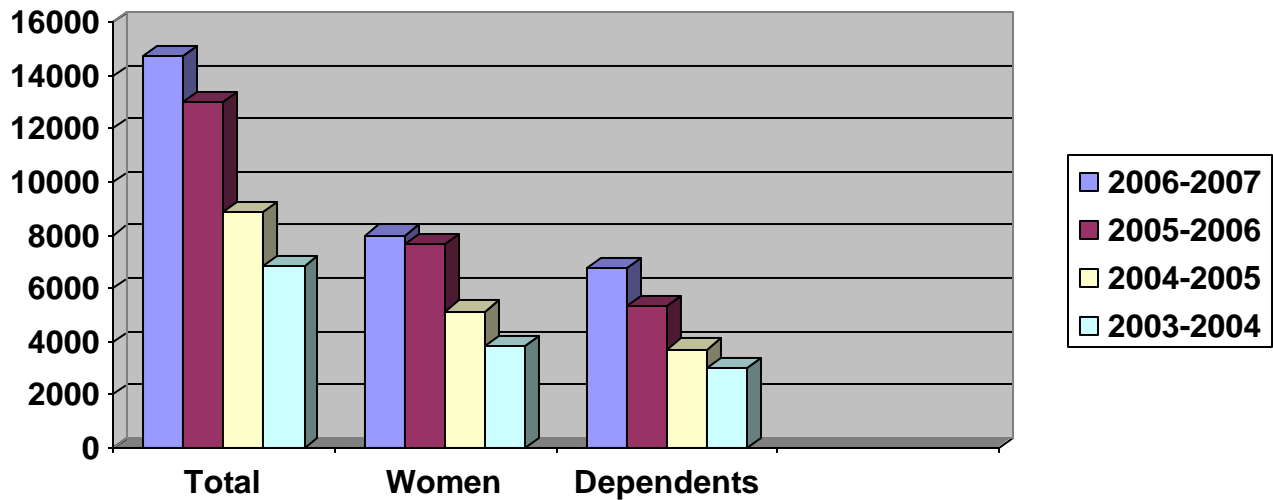
¹² See Statistics Canada Juristat report, *Family Violence in Canada: A Statistical Profile*, 2005, Catalogue no. 85-224-XIE.

¹³ Sarah O'Donnell, "Alberta Workers lead nation in seeking help," *Edmonton Journal*, B10, 2 June 2007.

¹⁴ YWCA, *Effective Practices in Sheltering Women*, p. 51.

¹⁵ UN General Assembly, "In-depth study on all forms of violence against women: Report of the Secretary-General", 2006, para. 204, 06-41974 (E) 310806.

By ACWS data, the four-year turnaway¹⁶ trend for Alberta emergency shelters is instructive:



The demand for shelter services exceeds the capacity to provide for Alberta's women and children. Additionally, shelters currently supply services that are typically reimbursed at a rate that covers only between 65-80% of the actual costs.¹⁷ It is important to note that currently in Alberta, 21% of emergency shelter bed capacity and 81% of second stage and 77% of seniors' shelters apartment capacity, remains unfunded by the provincial government. This means that only 4 of the 28 provincially funded emergency shelters in Alberta are funded to provide 24 hour emergency services staffing for all their beds.

ACWS identifies this capacity failure as relevant to the *due diligence* value embodied in Canada's human rights commitments. Neglecting to strategize and provide adequate services constitutes a violation that must be addressed. ACWS has repeatedly called on all levels of government in Canada to consider obligations under international law; to strategize, design and implement policies that directly address domestic violence; to establish cross-ministerial councils empowered to oversee the implementation of the policies; to work in partnership with NGOs that are Canada's experts; to actively provide resources to current victims and to prevent future crime.¹⁸

In short, ACWS is committed to the principle of *the best interests of the woman and the child* and to identifying durable solutions that contribute to a violence free Alberta. The services and programs provided by our member shelters go far in delivering protection and prevention. Based on their expert experience and training, shelter staff are well positioned to identify priority gaps and design the appropriate interventions still needed to respond to domestic violence. They know what they are doing now that works and what remains to be done.

¹⁶ ACWS data collected on the HOMES database. Please note, a women (and her dependants) are counted once in a 24 hour period, by ACWS policy. Staff are trained to this policy in order to resolve the "double counting" problem.

¹⁷ YWCA, *Effective Practices in Sheltering Women*, p. 19.

¹⁸ Since 2005, ACWS has met with the Alberta Caucus of MPs, various MLAs (such as Children's Services; Housing; Health and Wellness; Justice, etc) and municipal leaders. Our message is consistent. Please check our website, www.acws.ca, for posted documents.

Meeting the best interests of woman and children:

In Alberta, women’s emergency shelters provide fundamentally needed safe haven and programming that is typically available for a 21 day residency period. Second stage housing provides longer-term preventative interventions for 6 months or more. CMHC’s *Canadian Next Step Program* concluded the following about second stage programming: “[it] is a critical factor in women deciding not to return to abusive partners. In general, women who had stayed in the second stage facilities were highly satisfied compared to those who had accessed other assisted housing options. As one would expect, finding affordable permanent housing on leaving second-stage facilities was a major concern for the women in the study.”¹⁹

Women’s emergency and second stage facilities, when adequately located and resourced, are a legitimate and needed response to domestic violence. It is helpful to situate the work of these shelters in the context of internationally identified promising practices. For instance, the parallels between the World Health Organization’s protective factors for children²⁰ and shelter program delivery highlight the intersections:

Protective Factors for Child Development	
<i>WHO identified protective factors</i>	<i>Alberta shelter service provision</i>
Secure attachment of the child to adult family member.	Work with mother and child to build their relationship.
High levels of paternal care during childhood.	Parenting support and, in some cases, outreach support and programming to the child’s father.
Lack of associating with delinquent or substance abusing peers.	Create protective and secure environments for the family.
A warming and supportive relationship with a non-offending parent.	Support parenting skills and life-skills for the mother.
A lack of abuse-related stress.	Create sequestered space for the family to experience relief from immediate trauma.

These interventions are effective, as has been routinely proven in international research and on the ground, by direct shelter experience.

¹⁹ CMHC study by SPR Associates (1997) and cited in YWCA, *Effective Practices in Sheltering Women*, p. 22.

²⁰ World Health Organization, *Preventing Child Maltreatment: a guide to taking action and generating evidence*, 2006, p. 32.

Second stage shelters make a difference:

The situation continues to come into focus when the work of second stage shelters, where women have access to services, support and care for a longer period, is contextualized within UNHCR research on effective interventions to empower women²¹ in crisis:

Main Principles of Women's Empowerment	
UNHCR	Second stage shelter programs
<p>Awareness: Awareness refers to the understanding that gender roles and unequal relations are not part of a natural order nor are they determined by biology. It entails the recognition by women that the subordination of women is imposed by a system of discrimination that is socially constructed and can be altered.</p>	<ul style="list-style-type: none"> • Increase awareness of abuse and healthy relationships. • Women's groups and individual support build self-esteem and awareness of value. • Safety planning assists women in identifying and mitigating risk.
<p>Participation: Participation refers to the full and equal involvement of women in all decision-making processes and activities in the public and private spheres that affect their lives and the life of their community.</p>	<ul style="list-style-type: none"> • Women are supported in pro-active decision making processes for themselves and their dependants. • Women are members of the second stage shelter community and participate in groups and community planning.
<p>Mobilization: Mobilization is the process of bringing women together to discuss common problems. Very often this leads to the formation of women's groups, organizations, and networks, and to public lobbying for the recognition of women's rights. Through mobilization, women identify gender inequalities, recognize the elements of discrimination and oppression, and devise collective strategies to solve problems.</p>	<ul style="list-style-type: none"> • Progress on personal goals contributes to developing one's voice. • Increased knowledge and skills in areas of relationships; motivation/personal responsibility; self-esteem; assertiveness; communication and coping skills. • Increased knowledge and skills in parenting and the impact of exposure to family violence. • Increased understanding of the child's needs and capacity to help them deal with the effects of violence; increased self-worth; increased understanding of non-violent behavior.
<p>Access and control: Access and control refer to the capacity of women to be able to have access to or have control over services, resources, and the distribution of benefits.</p>	<ul style="list-style-type: none"> • Shelter provides the woman and her dependants with independent living arrangements. • Increased awareness and ability to access community resources. • Developed understanding of her rights.

²¹ United Nations High Commissioner for Refugees, *UNHCR Handbook for the Protection of Women and Girls*, 2006, p. 36.

Shelter interventions are effective. Shelter staff know by intuition, direct experience and research that when a woman seeks help it works to mitigate her future victimization.²² When shelters contribute to a woman’s transition from abuse to a non-abusive future, the deterrent effect on violence is clear. Research also indicates that such life changes are a long-term process. It takes time to process trauma and find your way to healing. Access to shelter and availability of space are key factors in the equation. Emergency shelters provide interventions at the moment of crisis; second stage shelters are able to deliver the longer term care that assists a woman and her children in truly preventative work.

One study indicates that, on average, the cost for second stage housing is much less than for an emergency shelter. Additionally, this same study argues that ideally, there should be two or three second stage housing beds for each emergency shelter bed.²³ At present in Alberta there are 730 emergency beds but only 372 second stage beds. This means that Alberta has a current capacity shortfall of 1,116 to 1,818 second stage beds. When contextualized in the numbers of turnaways, the provincial shortfall in affordable housing *and* in light of the Alberta government’s budget surpluses, the non-compliance with the *due diligence* principle is stark, indeed.

Something to think about: UN identified risk factors for violence against women:²⁴	
Social level	Risks
Individual	For youth, a history of abuse as a child; witnessing marital violence in the home; the frequent use of alcohol and drugs; low educational or economic status; and membership in marginalized and excluded communities. These factors are associated with both the perpetrators and victims/survivors of violence.
Couple and family	Male control of wealth and decision-making authority within the family; a history of marital conflict; and significant interpersonal disparities in economic, educational or employment status.
Community	Women’s isolation and lack of social support; community attitudes that tolerate and legitimize male violence; and high levels of social and economic disempowerment, including poverty.
Society	Gender roles that entrench male dominance and female subordination; and tolerance of violence as a means of conflict resolution.
State	Inadequate laws and policies for the prevention and punishment of violence; and limited awareness and sensitivity on the part of law enforcement officials, courts and social service providers.

²² Richard Berk, Phyllis J. Newton and Sarah Fenstermaker Bert, “What a difference a Day Makes: An Empirical Study of the Impact of Shelters for Battered Women,” *Journal of Marriage and the Family*, 1986, 48: 481-90.

²³ “A Report on Domestic Violence Shelters in the City and the County of Los Angeles,” Shelter Partnership, Inc., 1997. See also Stephen Coleman, for the Minnesota Centre Against Violence and Abuse, “An evaluation of Minnesota’s shelter program for battered women: A report to the Minnesota legislature,” 2001, (www.mincava.umn.edu/documents/shelter/shelter.html).

²⁴ UN General Assembly, “In-depth study on all forms of violence against women: Report of the Secretary-General”, 2006, para. 98, 06-41974 (E) 310806.

Second stage shelters provide a strong and effective response to the risk factors outlined above. Further, and in consonance with the *Beijing Declaration* and Platform for Action, these shelters actively attend to the strategic objectives. The work they do with the women in shelter, over the longer term they have residency, assists the women in becoming proactive in living their human rights. The violence they have been victim to is a real impediment to their full enjoyment of their lives in Canada. Second stage shelters, by assisting the woman with her own life, at the individual level, with her role as mother and intimate partner and with re-establishing herself in the community and in society, brings life to her capacity to enjoy human rights in Canada.

It has been routinely proven in numerous studies that early intervention in risk situations is most effective and cost-effective. To neglect providing comprehensive services at the outset results in expensive and reactive interventions in the future. Twenty-five years of experience in Alberta positions ACWS with a clear-headed and comprehensive view of the domestic violence situation. We understand Canadian values and see them inscribed in on-going documents. ACWS calls on all levels of government to implement these values (and international law) on the ground, where they will come alive for the most vulnerable in this country. On the world stage, Canada has ratified their fulfillment and agreed to the implementation principle of: *to the maximum extent possible* (CRC, Article 6, 2). ACWS has done the due diligence: we are able to report with accuracy on what is being accomplished, where the priority gaps are and what it will take to fill them. Funding second stage shelters is an immediate and very doable step towards human rights fulfillment in Canada.

ACWS Position Statement: Second Stage Shelters

Second stage shelters are desperately needed by women and children leaving emergency shelters in the province of Alberta. Research suggests “for every emergency shelter bed, there needs to be two or three second stage transitional beds.” In Alberta, there are currently 730 emergency beds and only 124 second stage apartments. This acute shortage does not take into consideration the scarcity of emergency shelter beds in certain parts of this province.

A survey conducted by the Alberta Council of Women’s Shelters revealed a critical need for second stage shelters and affordable housing for women leaving emergency shelters. Emergency shelters provide safe accommodation for women and children fleeing abuse for up to 21 days, while second stage shelters provide safe accommodation with supportive programs for 6 months or more. This gives a woman much needed time to start healing from an abusive relationship and find the resources for income and shelter in order to make a safe home for her family.

Twenty shelters reported that over half of the women they serve need to access second stage housing but the majority cannot be placed due to an acute shortage of second stage housing. In Edmonton, for example, there are 92 emergency beds, but only 29 second stage apartments. In Alberta, there are 730 emergency beds but only 372 second stage beds. A study of the Los Angeles shelter system suggests that, ideally, there should be two or three transitional housing beds for each crisis bed.²⁵ This means that Alberta has a shortfall of 1,116 to 1,818 second stage beds. Considering the number of women who cannot be accommodated in shelters because they are full, the number of women who stayed in hotels as emergency accommodation and the tight Alberta housing market, the shortfall becomes even more significant.²⁶

There is strong consensus amongst women’s shelters that every community with an emergency shelter should have ready access to a second stage shelter. Based on the suggested formula of having two or three second stage beds for every emergency bed, Alberta falls short in its provision of safe, affordable housing for women leaving abusive relationships. Both government and community must acknowledge this reality and respond to the need by providing the funding and support for the creation of an adequate number of safe, affordable, accessible housing units for family members seeking to leave abusive relationships. Furthermore, an increase in social assistance rates is desperately needed to reflect the real cost of living; along with on-going funding for outreach and follow-up programs to assist anyone who is abused on the journey to healing, health and autonomy.

²⁵ “Report on Domestic Violence Shelters in the City and the County of Los Angeles,” Shelter Partnership, Inc., 1997.

²⁶ ACWS Submission to the Child Welfare Review Committee, 2002, p. 5.

The provincial government does **not** have a funding program for second stage shelters. Only two of the ten second stage housing programs receive partial funding from the Women's Shelter Program administered by Alberta Children's Services. The two on-reserve second stage shelters do not receive one penny from the federal government. Ongoing sustainable funding is required for all second stage housing programs in Alberta, both on and off reserve.

While the Premier's Roundtable on Family Violence recognized the need to provide transitional support²⁷, there is no timeline or commitment to make the much needed service a reality. The Federal Government has not addressed this need with respect to funding on-reserve second stage shelters.

ACWS believes that second stage shelters need to be funded equitably across the province in accordance with our developed staffing and program model and this needs to happen now. Further, many more second stage shelter programs are needed.

The ACWS document, *The Need for Second Stage Housing*, (see page 19 – 20) outlines the current shortfall in second stage housing for Alberta women and children in communities served by women's shelters. The calculations are based on the need for two to three transitional beds for each emergency shelter bed and an average family size of three based on experience of our existing second stage shelters. Note that this calculation is based on current emergency beds with many larger centres unable to accommodate women needing their residential programs because they are full. The need, therefore, is much greater.

The Alberta Council of Women's Shelters will be writing to each municipality and band council requesting their support for provincial and federal involvement in the funding of second stage programming for abused women and children.

²⁷ Framework for Action, Moving Community Consultation to Strategic Action, p. 23.

The Need for Second Stage Housing

Community	Number of Emergency Beds	Number of 2nd Stage Beds Needed	Number of 2nd Stage Apartments Needed	Actual Apartments Now Available	Apartment Shortfall
Banff	3	6 - 9	2 - 3	0	2 - 3
Black Diamond	6	12 - 18	4 - 6	0	4 - 6
Brooks	10	20 - 30	7 - 10	5	2 - 5
Calgary	105	210 - 315	70 - 105	67	3 - 38
Camrose	22	44 - 66	15 - 22	0	15 - 22
Cold Lake	30	60 - 90	20 - 30	0	20 - 30
Edmonton	92	184 - 276	62 - 92	29	33 - 63
Fairview	23	46 - 69	16 - 23	0	16 - 23
Ft Chipewyan	8	16 - 24	6 - 8	0	6 - 8
Fort McMurray	25	50 - 75	17 - 25	0	17 - 25
Grande Cache	6	12 - 18	4 - 6	0	4 - 6
Grande Prairie	40	80 - 120	27 - 40	0	27 - 40
High Level	13	26 - 39	9 - 13	0	9 - 13
Hinton	11	22 - 33	8 - 11	0	8 - 11
Lac La Biche	21	42 - 63	14 - 21	0	14 - 21
Lethbridge	24	48 - 72	16 - 24	0	16 - 24
Lloydminster	21	42 - 63	14 - 21	5	9 - 16

Community	Number of Emergency Beds	Number of 2nd Stage Beds Needed	Number of 2nd Stage Apartments Needed	Actual Apartments Now Available	Apartment Shortfall
Maskwaci	16	32 - 48	11 - 16	0	11 - 16
Medicine Hat	18	36 - 54	12 - 18	10	2 - 8
Morley	20	40 - 60	14 - 20	0	14 - 20
Peace River	23	46 - 69	16 - 23	0	16 - 23
Pincher Creek	16	32 - 48	11 - 16	0	11 - 16
Red Deer	36	72 - 108	24 - 36	0	24 - 36
Rocky Mountain House	7	14 - 21	5 - 7	0	5 - 7
Sherwood Park	35	70 - 105	24 - 35	0	24 - 35
St. Paul	16	32 - 48	11 - 16	0	11 - 16
Strathmore	17	34 - 51	12 - 17	0	12 - 17
Sucker Creek	24	48 - 72	16 - 24	4	12 - 20
Taber	18	36 - 54	12 - 18	0	12 - 18
Wabasca	10	20 - 30	7 - 10	4	3 - 6
Whitecourt	14	28 - 42	10 - 14	0	10 - 14
TOTALS	730	1,460 - 2,190	496 - 730	124	372 - 606

RECOMMENDED STAFFING MODEL FOR STAND ALONE 2ND STAGE

Position	4 -8 apartments	9-12 apartments	13-16 apartments	17-20 apartments
Executive Director	1	1	1	1
Finance	0.5	1	1	1
Administrative support	.5	1	1	1
Program Manager	0.5	1	1	1
Residential Counsellor	1	1.5	2	3
Child Support Services	1.5	2	3	3
Youth Worker	0.3	0.8	1	1
Facility	0.5	0.6	1	1
Outreach/Follow-up	1	1	1	2
Public Education/Volunteer Co-ordinator	1	1	1	1.5
Family Support Worker/Reception/Security	1.5	2	3	4.5
TOTAL	9.3	12.9	16	20

RECOMMENDED STAFFING MODE FOR INTEGRATED 2ND STAGE²⁸

Position	4 -8 apartments	9-12 apartments	13-16 apartments	17-20 apartments
2 nd Stage Co-ordinator	1	1	1	1
Finance	0.5	1	1	1
Administrative support	.5	1	1	1
Project Management Support	0.5	1	1	1
Family Support Worker/ Residential Counsellor	1	1.5	2	3
Child Support Services	1.5	2	3	3
Youth Worker	0.3	0.8	1	1
Facility	0.5	0.6	1	1
Outreach/Follow-up	1	1	1	2
Public Education/Volunteer Co-ordinator	1	1	1	1.5
Reception/security	1.5	2	3	4.5
TOTAL	9.3	12.9	16	20

²⁸ Integrated Model: The integrated model reflects those shelter organizations that operate both an emergency and a second stage shelter. Second stage co-ordinator would replace the executive director in a stand alone model and .5 FTE needs to be added for project management support.

**SAMPLE BUDGET FOR
SECOND STAGE CORE SERVICES**

STAFFING

Salary costs in accordance with staffing model
 Benefit costs in accordance with staffing model
 Errors and omissions insurance coverage for staff

FACILITY COSTS

Mortgage, rent or lease costs	All shelters should be funded through social housing programs, either through capital dollars or through covering mortgages. The local sheltering agencies should fundraise to cover 20% of the capital costs.
Taxes (if you do not receive rebate from municipality)	Shelters should be tax exempt. All taxes should be covered for their municipal and school taxes if not exempted by the local municipality or legislation.
Liability insurance	Actual insurance costs covered under core
Building insurance	Actual insurance costs covered under core
Utilities	Full utilities should be covered through core, both for the apartment and the common area.

Furnishings, moving and household effects

COMMON OPERATING COSTS

Emergency food relief
 Cleaning costs for offices, common areas, and apartments
 Program supplies (includes food for shelter programs; collective kitchens, crafts, library, educational materials for residents)
 Emergency funds (personal incidentals, such as food, prescription drugs, transportation, school fees)
 Transportation to emergency medical & dental care
 Facility supplies (paper products, cleaners, mops, etc.)

COMMON ADMINISTRATIVE COSTS

Audit fees	Board/staff development and recruitment
Legal fees	Postage
Bank fees	IT support
Office supplies	Standardized outcomes and training
Telephone	Web hosting
Travel	

COMMON MAINTENANCE

Facility maintenance and supplies in accordance with a maintenance plan
 Facility equipment maintenance
 Office equipment maintenance
 Grounds maintenance

COMMON SECURITY COSTS

Monthly monitoring fee

Sample Program Standards/Outcomes/Philosophy			
Outcomes	Measurement	Who Does It When	Success
Increased awareness of abuse and healthy relationships.	Self-Assessment Survey Pre/post test.	Completed by woman at admission and exit.	Increased self-assessment scores on survey.
Progress on personal goals.	Goal review at 3 month intervals. Personal Goal assessment sheet.	Goals established at admission, reviewed and updated every 3 months. Personal Goal assessment sheet completed by worker ²⁹ and woman at exit.	Progress noted on personal goals at three month intervals. Examples of action taken and self-assessed improvement in goal areas at exit.
Increased awareness and ability to access community resources.	Self-Assessment Survey – Resources item. Personal Goals assessment sheet. Record of referrals made and followed up.	Completed by woman at admission and exit. Completed by worker and woman at exit. Tracked by worker.	Increased self-assessment scores on survey. Examples of action taken on community resources. Evidence on referrals followed up.
Increased knowledge and skills in areas of relationships; motivation/personal responsibility; self esteem; assertiveness; communication and coping skills.	Self-Assessment Survey. Exit notes. <i>(this could be made into a checklist as per success indicators)</i>	Completed by woman at admission and exit. Completed by worker at exit.	Increased self-assessment scores on survey Evidence that woman has successfully organized key components necessary to a safe/secure environment, i.e. affordable housing; financial resources; education or employment; family resources (e.g. school, recreation for children), personal supports identified.
Increased knowledge and skills in parenting and the impact of exposure to family violence.	Exit interview.	Completed by worker; once every three months.	Parent reports increase in co-operative behavior, improvement in relationship.
Children increase coping skills to deal with the effects of violence; increased self-worth; increased understanding of non-violent behavior.	Self worth scale; trauma scale, counsellors observations.	Completed by workers, timing varied depending upon children's length of participation in the program. Parental response.	Children have a safety plan, they are able to name/identify their experience/emotions; children retell their experiences, increase assessment scores, decrease in behaviors correlated with children who have experienced violence in the home, children engage in healthy behavior through play and expressive arts.

²⁹ Residential counselor or family support worker.

Examples of Staff Positions and Job Descriptions

Finance: responsibility for bookkeeping, accounting, banking, payroll, financial planning, budgeting and employee benefits programs.

Administrative Support: all administrative and clerical duties, including confidential information for the executive director and board of directors.

Program Manager: provides leadership, team development and program management on site.

Residential Counsellor: depending upon woman's needs range of duties includes address instrumental needs, support women and their families; assist women in setting personal goals, facilitate groups.

Child Support Services: depending upon woman's needs range of duties includes address instrumental needs, support children; assist in setting personal goals, facilitate groups.

Youth Worker: depending upon woman's needs range of duties includes address instrumental needs, support youth (age 11 – 17); assist in setting personal goals, facilitate groups.

Facility: responsible for the day-to-day general cleaning and maintenance duties, some general landlord functions, e.g., collects rent, conducts walk throughs, lease agreement, etc.

Outreach/Follow-up: provide support services to women who have left the program and those who have not or need to be a resident of the shelter.

Public Education/Volunteer Co-ordinator: builds public awareness and acts as a key contact with external stakeholders/administers volunteer program through recruitment, interviewing, screening, training, supervising and supporting volunteers.

Family Support Worker/Reception/Security: provide support for instrumental needs/data entry, performs basic reception duties and ensures door security/ensure security policies are followed and other duties as assigned.

Fiscal Year Statistics

The Value of Good Data

More and better quality data are needed to guide national policies and programmes and to monitor States' progress in addressing violence. Ensuring an adequate knowledge base through data collection is part of every State's obligation to address violence against women. States should take responsibility for the systematic collection and publication of data under the framework of official statistics, including supporting NGOs, academics and others engaged in such work.

UN In-depth study on all forms of violence against women, 2006, para. 186.

ACWS data for 1 April 2006 – 31 March 2007

41 member shelters: women's emergency, second stage and seniors' shelters

- Nearly 13,000 women and children were resident in Alberta's shelters, showing minimal increase over the previous year.³⁰
- Nearly 27,000 women and children sought emergency shelter residency and were unable to be accommodated (up from nearly 21,000 in the previous fiscal year).
- Nearly 15,000 of these women and children were turned away from shelters because they were full (up by over 1,500 from the previous fiscal year).
- Shelters received over 100,000 crisis calls, marking a 15% increase over the previous fiscal year.
- 37% of women admitted to women's emergency shelters reported requesting and receiving police assistance, showing a 2% increase over the previous fiscal year.
- At departure from women's shelters, 95% of women report they are now more able to keep themselves and their children safe.
- 78% of women resident in shelters are at high or serious risk of danger in their intimate partner relationship, which marks a slight increase over last year's percentage (75%). Additionally, 96% of women resident in second stage shelters are at high or serious risk of assault or homicide.³¹
- Women returning to an abusive relationship, 14% cite housing and family pressure as key motivators (10% increases over the preceding fiscal year).
- Currently, 21% of emergency shelter bed capacity; 81% and 77% of second stage and senior's shelters respectively, remain unfunded by the provincial government. What this means is that only 4 of the 28 provincially funded emergency shelters in Alberta are fully funded to provide 24 hour emergency service, seven days a week.

³⁰ It is important to note that during this fiscal year 6 shelters had beds closed due to health reasons, for some of this time.

³¹ Data is gathered using Dr. Jacquelyn Campbell's Danger Assessment Tool (www.dangerassessment.com).

The Planning Process

Strategic Planning

“I always skate to where I think the puck is going to be.”

Wayne Gretzky

The planning process in the establishment of second stage housing is one that will clearly require a considerable amount of dedication, time, energy and teamwork.

Developing a thorough project plan is the first step to ensuring that establishing second stage housing in your community is as straightforward and uncomplicated as possible.

A Note to the Board of Directors:

The Board of Directors of your shelter will play a major role in a project of this magnitude. The individual members, together with the Executive Director, will be very involved in the planning, development and establishment of second stage housing in your community. Second stage shelter development will go forward successfully with:

- good strategic planning
- inclusive stakeholder involvement
- community awareness

Current executive directors and board members recommend the Board of Directors guide the process of establishing the new facility. Often, by default, it is the executive director who assumes the principal role in all aspects of this project. In some instances, the executive director has been the general contractor of the building project, and the chair of all committees. However, when the Board grasps the lead role they can reasonably delegate portions of this workload to short-term, ad hoc committees (such as fundraising, stakeholder advisory committees, etc). This ensures a balanced distribution of the tasks entailed and that the effort is one of collaboration and consensus.

A Proposed Planning Process: Some Basic Steps

1. Initiate discussion between the shelter board, executive director, women clients, and community stakeholders on the perceived need for second stage housing in your community. For some guidance see the “Criteria for Identifying Best Practices that Address Homelessness” on page 30.
2. Develop a logframe on second stage program outcomes.
 - Determine what your goals are. What programs and services will you offer? What staffing is required?
 - Will your Board govern this new facility, or will it become a separate entity from the shelter? If it is a separate entity it will require its own incorporation status, bylaws, etc.

3. Develop a logframe to guide the inception to completion process.
 - Draft a budget that covers the project from inception to completion.
 - Plan for committees to assist with fundraising, awareness, design criteria and accessibility, etc.
 - Look into human resources and administration for this process.
4. Conduct a feasibility study and begin to gather information to support the need. See more about needs assessments in the following section (pages 30 – 31).
5. Tour other second stage facilities: study physical layout; look at the procedures/policies; and talk with their decision-makers about the inception through to completion process for their project.
6. Establish a checklist of criteria and find the right location.
 - Consider and plan for potential NIMBY issues.
 - Investigate new construction vs. purchase existing/renovation.
7. Design the physical plan/layout of the facility.
 - Integrate Crime Prevention Through Environmental Design (CPTED) indicators into facility design.³²
 - Investigate and include CMHC requirements.
 - Consider meeting Leadership in Environment and Energy Design (LEEDS) requirements.³³ Scope out current funding programs that support environmentally friendly choices.
 - Consider the value of paying more for low-maintenance equipment and design (flooring, counters, roofing, etc.).
8. Plan for security, outdoor playground equipment, garage/storage, parking and other extras.
9. Develop a public awareness campaign to invite community support and encourage potential partnerships.
10. Design a capital campaign; locate a fund development expert to advise and/or assist with the campaign.
 - Explore options and sources for operational funding that can be included as part of your capital campaign. (i.e., a sustainability fund).
11. Research long-term maintenance costs and sustainability.
12. Plan the launch date and promote community ownership and involvement.

³² CPTED is a recognized means for architects and designers to address a wide variety of security concerns. The basic principals of CPTED include access control and surveillance of specific areas to diminish opportunities for crime to occur and increasing the sense of security through activities that encourage informal control of the environment.

³³ Leadership in Energy and Environmental Design (LEEDS): www.usgbc.org.

Criteria for Identifying Best Practices that Address Homelessness³⁴

Meeting the Needs of the Homeless People

1. Homeless people help develop solutions, programs and policies.
2. Homeless people are empowered as individuals to access services and develop skills to acquire long-term housing and employment.
3. Homeless people actively pursue the goal of finding and maintaining short or long-term independence, and/or people are supported in defining and working toward their own solutions.
4. The project provides safety and security for clients, especially vulnerable groups such as women, children and youth.
5. Project or program is accessible for persons with disabilities.

Overall Philosophy or Approach

6. Front-line service providers participate in the development of programs and policies.
7. Project takes a multi-dimensional approach to meeting the needs of the homeless.
8. Services designed to meet the particular needs of and diversity of the subpopulations of the homeless.
9. Project challenges current beliefs and norms about the nature of the problems and solutions to homelessness.

Administration and Management

10. The project or program is cost-effective, while maintaining quality service, including innovative use of existing resources...responsible use of public resources, and partnerships between non-government organizations, governments and the private sector.
11. The project takes an innovative approach to management/administration.
12. The project or program is sustainable, with mechanisms in place to ensure the stability of ongoing operations and funding.
13. The project or program is accountable to clients, funders, employees and volunteers.

Replicability/Adaptability by Other Organizations

14. Action, initiative or project, or elements of it, could serve as a model which others could learn from and adapt to their own situations.
15. Access to information regarding the initiative.

Measurement/Verification

16. Concrete and measurable positive impacts on the quality of life of clients.
17. Empirical research, case studies or other external evaluation documenting the impact of the activity or program.
18. References from other agencies and/or users of the program.

³⁴ Protocol for the Collection of Best Practices Addressing Homelessness, in *More than A Roof*.
http://www.cdhalton.ca/pdf/More_Than_A_Roof.pdf.

Advocacy Action Plan:

**Advocacy: to speak up, plead the case
of another, to champion a cause**

"Never doubt that a small group of thoughtful committed citizens can change the world; indeed, it's the only thing that ever has."

Margaret Mead (1901-1978)

"I am only one, but still I am one. I cannot do everything, but still I can do something. And because I cannot do everything I will not refuse to do the something that I can do."

Helen Keller (1880–1968)

Advocacy is something that one person does in support of another.³⁵ It is about:

- *Safeguarding* people who are in situations where they are vulnerable.
- *Speaking up* for, or standing alongside, people who are not being heard and helping them to express their views and make their own decisions and contributions.
- *Enabling* people to make informed choices about, and remain in control of, their own social and health care.

Individuals, organizations, businesses, and governments can engage in advocacy. For example, someone advocates by writing a letter to the editor of the local newspaper, or by contacting political representatives, organizing community meetings, distributing public education materials, participating in a public protest, or other means to communicate one's views for the purpose of policy and/or social change. Legislative advocacy or lobbying specifically involves influencing public policy through the legislative process. If you are a registered charity, you will need to familiarize yourself with advocacy requirements.

In pursuing the development of second stage housing, you will be advocating for your project as well as for the women and children in need of second stage shelters. You will need to bring on side the local community, your funders and donors as well as various government officials. In order to do this your advocacy plan will need to:

1. Develop realistic objectives.
 - a. Analyze how your objectives fit with the above.
 - b. Refine and revise your objectives.
 - c. Describe the issue/problem as you see it, define your goal and write a draft of your objectives.
 - d. Implement a *needs assessment*.
 - What do the clients think about this issue/problem?
 - What does the community think about this issue/problem?
 - What are the existing policies/regulations/laws?
 - What is their action plan?
 - e. Analyze how your objectives fit with the above.
 - f. Refine and revise your objectives.

³⁵ www.glasgow.gov.uk/en/YourCouncil/CustomerInvolvement/ServiceDepartments/SocialWork/Advocacy.

What is a needs assessment?³⁶

Needs assessment has been defined as the process of **measuring the extent and nature of the needs** of a particular target population so that **services can respond** to them (Hooper 1999). Needs assessment is, therefore, a valuable tool for informing the planning process.

It is important to be clear about **whose needs** are the focus of the needs assessment. Ultimately, needs assessment should focus on the **needs of the target population** rather than on the needs of **service providers**. Nevertheless, service providers have a significant contribution to make to the process.

It is also important for the partners engaged in the needs assessment to clarify and agree what is meant by "needs". Pallant (2002) explained that needs exist when a benefit can be achieved from an intervention, and a measurable improvement can occur as a result of a change.

2. Develop an action plan

- a. Determine what steps are needed to achieve your objectives.
- b. Prioritize the order of the steps so you start with the first, most basic step.
- c. Establish a time line for each step.

d. If there is a network/alliance/association for this issue/problem, determine how best to work with them.

The components of a needs assessment³⁷

- A **review of the existing sources of information** relevant to your target population.
- A **profile of existing services** and description of client profile.
- The views of **your target population**.
- The views of relevant **practitioners and service providers**.
- **Analysis and interpretation** of the results in order to draw conclusions.
- **Taking action** through prioritising the identified needs, appraising the options for meeting those needs, and implementing an action plan including allocation of resources.
- **Monitoring and evaluation** to check that the changes you have implemented are having the desired effect of meeting the needs of your target population.

3. Evaluate the action plan

- a. Evaluate the process: How well is your action plan working?
 - Are you keeping to the time line? If not, why not?
 - What additional skills do you need?
 - Do you need to change your approach?
 - Do you need to change your alliance/network?

4. Evaluate the outcome:

³⁶ For further information, the source of this definition is: www.scotland.gov.uk/Publications/2004/01/18783/32016.

³⁷ Ibid. As cited on the Government of Scotland webpage identified above.

- What signs are there that your efforts have been noted by others?
- What signs are there that your efforts are making a difference?
- What signs are there that your efforts are making a lasting change?

Who should undertake the needs assessment?³⁸

- **those who know about the issues** relating to the target population: service providers or practitioners; people with research expertise in the area
- **those who care about those issues:** representatives from the target population, from family or carer groups, or from the wider community
- **those who can make changes happen:** managers of appropriate partner organisations / agencies; service planners and commissioners.

Building Relationships: a key to successful advocacy

Forming an effective relationship takes time and effort; community collaboration is an art! Fostering solid, supportive working relationships with community agencies, businesses, government and others will involve:

- An ongoing commitment to the relationship; do not seek out your local MLA only when you need her help but keep her involved and up to date on what is happening at the shelter and across the province.
- Organized tours of your facility with key stakeholders such as politicians, city council members, ministerial association members, police force, schools, etc.
- Maintaining and enhancing current connections with the local media. Invite them to your AGM and other public functions.
- Getting to know your community. Speak at your local community league, Rotary Club meeting, or visit other service clubs, women's groups, etc. At these functions, use ACWS media releases, position statements, reports and apply them to your local situation.
- Sharing resources with other agencies and organizations.

³⁸ Ibid. Hooper and Longworth (2002), as cited on the Government of Scotland webpage identified earlier.

Sample letter to local municipal leader

1 January 2008

Dear Mayor Smith,

Caring Cottage has been serving women and children fleeing family violence for the past twenty years. I/We have been associated with the shelter for the past five years.

According to data gathered by Statistics Canada, Alberta has been the provincial leader in family violence crimes over the past several years. As well, the current economic boom in the province is having a profound affect on all of our communities. We are certainly seeing the impact at the shelter. As a member of the Alberta Council of Women's Shelters, we have access to their provincial aggregate data. Most recently, nearly 13,000 women and children were resident in Alberta's shelters; nearly 27,000 were turned away (2007). The demand is creating an enormous capacity issue.

Caring Cottage wants to respond proactively to this terrible situation. Right now we are mandated to assist women with our 21-day residency program. So much more is needed. That is why we are seriously considering the development of a strategic plan for second stage housing for our community. Second stage shelters offer longer term residency (6 months or more) and contribute to real and durable solutions for women and their children fleeing family violence. They provide safe accommodation, programs and services for a sufficient period of time and have been proven to be an effective intervention for family violence.

I and representatives from Caring Cottage Board of Directors would like to arrange a meeting with you. We would like to brief you on the family violence situation in our area and in the province; provide you with information about the shelter's current work; discuss other second stage facilities in Alberta; and, discuss your thoughts on our planned expansion at the inception phase.

Ideally, we would meet at the shelter; it would be a pleasure to host you on site.

I look forward to hearing from you soon.

Sincerely,
Hard working ED

Co-signed
Hard working Board Chair

Promoting Public Participation:

When the time comes to start promoting second stage housing in your community, you may consider the following techniques in which to share your information:

- Printed public information materials: including fact sheets, newsletters, brochures, issue papers, etc.
- Information repositories: placing information on the proposed second stage project in good locations such as city halls, medical centers, libraries, colleges, etc.
- Technical reports: such as research, statistical information, etc.
- Advertisements: in newspapers, radio, television, etc.
- Newspaper inserts: feature story, opinion editorials.
- Television: feature story, community spotlight.
- Response sheets: mail and e-mail questionnaires that invite public support and identify community concerns.
- Shelter tours: an opportunity to develop rapport with key stakeholders.
- Community fairs: events with multiple activities to provide project information and to raise awareness about the issue of family violence and the subsequent need for second stage housing.
- Provide public workshops, presentations, or meetings: foster public ownership of the proposed project.

The above methods are a selective sampling of ways to heighten awareness and inform communities about the importance of second stage housing.³⁹ Please see the ACWS website for public awareness materials that may be of use.

Who Participates?

Inspiring your community to become involved in and support second stage housing is essential. Who should we invite to participate? The following offers a selected list to consider:

- Community groups
- Religious organizations
- Community and social services groups
- Non-profit community developers
- Chambers of Commerce
- Financial institutions
- Property owners
- Rental property owners/landlords
- Community residents
- Members of your local council
- Representatives from relevant municipal, provincial and federal departments

³⁹ Please refer to the *IAP2 Public Participation Toolbox* in the Appendix for additional techniques.

- Local housing authority
- Builders/developers/realtors
- Local businesses

These groups may be involved in your project at various levels. The likelihood of your success will increase by ensuring that these stakeholders are invited to support the project at some level, from the outset.

Fundraising

Are We Serious About Eliminating Violence Against Women?

All over the world, women suffer the physical, emotional and psychological effects of violence. They also have to face the economic and social consequences that affect their lives, relationships, productivity and achievement in education and employment.

Victims/survivors of violence against women need timely access to health care and support services that respond to short-term injuries, protect them from further violations and address longer-term needs. Yet many do not get the help they need, because there are too few support services in their country. . .

. . . Support for victims/survivors needs State funding and encouragement and benefits from State coordination with NGO initiatives. . . .

UN In-depth study on all forms of violence against women, 2006, para. 319, 320.

In Alberta, the provincial government is still without a policy framework for second stage housing. This is in spite of the excellent outcomes achieved by the two second stage facilities the provincial government has had annual, although partial, contracts with for over 20 years. To date, these two shelters remain “pilot projects” in government documents. Therefore, ACWS notes with regret that the provincial government is still without a funding program that provides a durable solution to either the two already receiving some funds, or the remaining eight that operate without government support.

Clearly, for executive directors and their boards, fundraising is a necessary and on-going challenge. Established second stage housing facilities confirm that their fundraising efforts make up a significant portion of their capital funds. Second stage facilities are entirely dependent upon fundraising to sustain their programs, services and overall operating costs.

Hiring a reputable fund development company or a professional fundraiser to guide you through the capital campaign is highly recommended. Experienced executive directors indicate a tremendous benefit to securing such expertise. Additionally, the shelter’s Board of Directors is the main link between your organization and the community. It is essential that the Board assume leadership in the development of a fundraising strategy for the capital campaign. In fact, this is a key role for any board member.

Establishing a formalized committee structure is a logical approach to share the fundraising workload. Whether you decide to work with a fund development company, hire a professional fund-raiser, or assign a fundraising chairperson and committee to get you going on the capital campaign it means that the search for funding will be shared.

Selected fundraising resources:

- Alberta Community Incentive Fund (www.child.gov.ab.ca) provides two types grants; one up to \$10,000; the other \$75,000.
- Alberta Lottery Fund provides a number of options for funding (Community Facility Enhancement Program, Community Initiatives Fund, Major Community Facilities Program, etc.). Go to www.albertalotteryfund.ca for the most current information.
- “*Canadian Directory to Foundations & Grants*”, Canadian Centre for Philanthropy, Taniguchi, Jason (ed.). This directory of more than 3,100 foundations was prepared by the Canadian Centre for Philanthropy and is available for an annual fee. Sample tours and more information can be found at www.imaginecanada.ca.
- Canadian Mortgage & Housing Corporation: Shelter Enhancement Program (www.cmhc.ca). More details are provided in the appendix.
- Canadian and Northern Affairs Canada: DIAND First Nations Family Violence Prevention Program (www.ainc-inac.gc.ca).
- Charity Village (www.charityvillage.ca). The link *Resources and Library*: will get you information on Grant-Giving Foundations, Canadian Information Sources, Arms-Length Agencies and Independent Funding Sources and much more.
- Human Resources and Social Development Canada: offers a number of programs from the Surplus Federal Real Property for Homelessness Initiative (SFRPHI) Transfer of government properties to non-profit organizations (www.homelessness.gc.ca) through to training and partnership programs. Go to http://www.hrsdc.gc.ca/en/corporate/funding_programs/index.shtml for the most up to date information. For more detailed information on the National Homelessness Initiative: Transitional Housing Dollars Homelessness Partnering Strategy go to www.homelessness.gc.ca.

Location

Community Collaboration for Good Land Development

Mobilization strategies at the community level can contribute to the prevention of violence against women. Good practice in community mobilization involves a participatory process and the engagement of all levels of society, including local government representatives, community leaders, NGOs and women's groups.

UN In-depth study on all forms of violence against women 2006, para. 344.

Not in My Backyard (NIMBY):

What is NIMBY?

The NIMBY syndrome is collective opposition taken against proposed change – both physical and social – to the local environment. New housing construction, renovations to existing housing, landscaping, or altering traffic patterns all constitute physical changes. Social change denotes demographic, ethnic, racial or economic changes to a neighborhood social structure. NIMBY protest is based on the belief that change will have a negative effect on the character, socioeconomic status, or quality of life in a neighborhood.

People typically do not like change and are fearful of new experiences. A shelter moving into your neighborhood may well evoke these emotions. In such cases, local residents designate the development as inappropriate or unwanted for their area, in spite of the fact that the development is clearly of benefit for many. In fact, residents will affirm the need for the shelter and would not contest its existence in another locale. Concerning shelter locations, the key fear is that of increased levels of violence in the community.

It should be noted that the term NIMBY has been applied in debates over developments in various situations:

- when a government or private party advocates development of residential or commercial property
- when parties advocate infrastructure development such as highways, power plants, electrical transmission lines, wastewater treatment plants, landfills, sewerage outfalls or prisons
- when ventures such as wireless telephone companies petition local governments for permission to build new cellular transmission facilities near residential areas or schools, to improve coverage
- when parties build, operate, or advocate culturally unfamiliar functions, such as subsidized housing, alternative lifestyle communes, or religious facilities

Everyone needs information that can help them make better decisions about issues that affect housing in their community. One of the most common complaints expressed by NIMBY citizens is that they were not (sufficiently) informed about proposed changes to their local environment.

Planners, elected officials and housing providers can all take an active role in educating the community about how to resolve NIMBY issues. Taking into account how people, individually and collectively, cope with changes in the physical and social environment is at the very heart of dealing effectively with controversial development proposals.

Because housing affects the social and economic life of a community in so many ways, it is shortsighted for municipalities and the public at large to brush aside NIMBY concerns and unconditionally approve residential development proposals, as has happened many times in the past. All interested citizens, individual builders, housing advocacy groups, and responsible government agencies should be given an opportunity to scrutinize and comment on housing development proposals, since all have a stake in the growth of their community and all have unique perspectives on the implications of that growth.

However, research indicates:

Women's shelters need to be integrated into the community in a manner that is sensitive to the unique obstacles that battered women face. For example, approximately 40% of the individuals admitted to women's shelters across Canada in 2003 – 2004 were children. This clearly represents a gendered planning challenge and guidelines should be drafted to account for this dynamic, perhaps to ensure that women's shelters are placed in child-friendly neighborhoods, and are in close proximity to parks, schools and daycares.⁴⁰

Clearly, then, it is in the best interests of all concerned that NIMBY fears be addressed openly and shelter advocates organize a thoughtful and reasoned platform as to why it is important that facilities for women and children fleeing domestic violence not be relegated to the backwaters of the community.

ACWS recently partnered with the University of Lethbridge on a NIMBY study, "Women's Shelters in Southern Alberta: The Community Speaks."⁴¹ Based on this research, the following recommendations were identified:

⁴⁰ Please see Megan Krammerer, "Gendering the Land Use Planning Process: A Critical Analysis of the SNRF Designation and Women's Shelters in Vancouver," unpublished paper, 2006, p. 7. This paper is found in the Appendix to this document.

⁴¹ Steve Thibodeau, Kate Woodman, Jason Solowoniuk and Dana Brokofsky, "Women's Shelters in Southern Alberta: The Community Speaks," (2007). This paper is found in the Appendix to this document.

Recommendations to Address NIMBY

Shelters:

- Know the relevant zoning, bylaws, housing policies in your area.
- Involve local government, including the area council member, as a shelter stakeholder, to ensure proper representation to local government officials.

Existing shelters:

- Ongoing public awareness campaigns with your local community, to increase visibility and community knowledge.
- Shelter boards, executive directors participate on other local boards (such as education, health, etc.) to extend positive impact of shelter on community.
- Shelter attendance at local community meetings.

Future shelters:

- Create a one-page backgrounder on shelter purpose, security features and programs and distribute widely.
- Work extensively with community partners to establish visibility and connection with stakeholders.
- Develop a shelter community relations committee for consultation and engagement with community members at the onset of potential development.
- Create external appeal/curb appeal so that the shelter building and grounds add to the neighborhood's value.
- Include landscaping and building design by Crime Prevention Through Environmental Design (CPTED) standards.
- Solicit aid from community partners (local police, childcare workers, etc.) to foreground the benefits to community residents of having a shelter in their area. Use Appreciative Inquiry to highlight positives.
- Engage the media.

Municipal councils:

- Review land-use bylaws to ensure they recognize the specific needs of women's shelters.
- Recognize the percentage of children resident in shelters and include this fact in location criteria.
- Recognize the transportation needs of shelter residents and provide accessible service.
- Know the facts about family violence in your area and province and respond with a view to protection and prevention.

Provincial and Federal governments:

- Provide adequate funding mechanisms to ensure shelters can build and sustain welcoming, community-based facilities for the women and children resident.

Siting your shelter:

Finding the perfect location for your facility is a very important task. If your organization currently operates a women's emergency shelter, building the second stage housing in close proximity is a logical choice.

In discussions with current second stage executive directors whose facilities were located in close proximity to the emergency shelter, most stated that sharing resources, monitoring security, and the overall administration of the second stage with the shelter close by is a tremendous advantage.

On the other hand, some second stage executive directors would recommend that the facility be positioned a fair distance from the emergency shelter. Their view is that overall administration and the sharing of resources is still possible. However, having the women and children physically leave the emergency shelter property made for a much easier transition, with less reliance on shelter staff as they moved into the more independent environment that is second stage housing.

An added recommendation is to look at the proposed location not only from the perspective of the best interests of the organization, but also considering the best interests of the women and children who would be moving into this independent living facility. Is the location conveniently located to the services needed by the residents? For instance, is there a school nearby? Another consideration is public transport; is this easily accessible? Shelter residents may need to be in a more centralized location to accessing community programs, services, employment, appointments, general errands, etc.

The situation of location is also important for rural communities. Access to the second stage housing and transport problems pose unique problems to be resolved. Additionally, shelters in small communities have different needs around matters of visibility and security. This too must be addressed.

In both urban and rural shelters, however, the community value of *inclusiveness* must be upheld and located in human rights agreements. As Kammerer writes: "[Guidelines] should be re-written to stress that an ideal community is inclusive and accepting, to emphasize that women's shelters perform a valuable function that is urgently needed in all communities, and to affirm that shelters have a legitimate place in neighborhoods."⁴²

⁴² Megan Kammerer, "Gendering the Land Use Planning Process: A Critical Analysis of the SNRF Designation and Women's Shelters in Vancouver", 2006, p. 23.

Facilities

House prices spike across Alberta

Increased demand for housing (fuelled by rapid population growth) and rising construction costs led to a sharp spike in new house prices in the first nine months of 2006. Prices in some areas of the province stabilized towards the end of the year. Overall, house prices in Alberta were up 39.6% in 2006, almost four times the national increase of 10.2%.

Building construction costs rise sharply in Alberta

Rising costs for both labor and materials pushed up building construction costs. In 2006, average cost increases were nearly 13%. In the fourth quarter, cost increases were close to 19%, compared to 8% in the first quarter. Available evidence suggests that cost increases were even higher in some areas of construction, such as oil sands.

Economic Outlook 2007, www.finance.gov.ab.ca/publications.

Acquisition and Renovation:

The current economic climate in Alberta may pose a series of challenges with regards to the acquisition and renovation of an existing building for second stage housing. If you are fortunate enough to be the recipient of donated property, a donated building, or both, a significant portion of fundraising will be eliminated.

When considering the purchase of an existing building, it is important to highlight that existing buildings are no longer scooped up at bargain prices. The purchase price of an existing building today will be considerably more expensive compared to the purchase price of the same building 3 - 5 years ago.

Considering the vast economic growth in our province, labor shortages, and the overall increased demands on the construction industry, hiring a general contractor and/or trades people to carry out the renovations will be a challenge. Many contractors and trades people in the province today are very honest and upfront about their exceedingly long wait lists for project starts and their less than firm completion dates. To manage these realities and risks, it is important to develop a thorough and strategic plan.

New Construction:

The current economic climate in Alberta today also dictates similar challenges with regards to new construction. Building a new facility will ensure that you construct exactly what you hoped for with regards to the physical layout and design of your second stage housing. New construction will also eliminate upgrades and repairs that go along with acquiring an older building; however, new construction today is also very expensive. In some areas of the province real estate and new construction costs have doubled in the past three years, and this market continues to show a steady increase. Once again, planning is of utmost importance.

Options:

It is important, at the planning stage, to brainstorm/blue-sky as many existing options as you can. The above identifies two conventional approaches: renovate an existing facility or build new. But what else might be possible? Some shelters cohabitate with other agencies providing housing. Also discussed above is the possibility of sharing space with an existing women's emergency shelter. Or, perhaps the newly proposed second stage housing might become a part of a multi-use facility or provide a continuum of services from emergency to second stage.

Something to think about:

The treaty bodies have expressed concern where States parties do not have sufficient support measures in place for women/victims/survivors of violence. The treaty bodies have emphasized the responsibility of the State to ensure that victims/survivors have access to services such as shelters and legal, medical and psychological support. The Committee on the Elimination of Discrimination against Women has also been concerned about inadequate financing for such programmes and organizations that provide such services.

UN In-depth study on all forms of violence against women, 2006, paragraph 281.

The Physical Plan:

Discussions with second stage executive directors indicate that the physical layout of second stage does vary somewhat among communities, and between urban and rural locations.

Some second stage housing facilities are designed as apartment complexes, while others are more like duplexes. A strong recommendation to shelters considering the development of a second stage facility is to take the time to visit existing shelters across the province. Examine the physical layout, discuss policies, programs, and services with experienced colleagues, prior to putting your plan in motion.

Typically, second stage facilities are comprised of a blend of one, two and three bedroom apartments or units. Experience recommends that the two and three bedroom apartments be a primary focus with a limited number of one bedroom units. The two and three bedroom units accommodate families much better than a single bedroom unit.

Other considerations when designing and equipping your facility include:

- designating a common area or space to accommodate program delivery
- allow for a front-desk or office area to conduct administrative duties or to monitor security
- counseling offices are also an essential component
- recreational areas
- self-serve laundry facilities
- ample storage: additional storage sheds or units for the residents, lawn and garden equipment such as lawn mowers and snow blowers, along with program equipment such as LCD projectors, computers, tables and chairs, etc.
- space for children's programming
- daycare⁴³ and out-of-school care spaces
- on-line training capacity
- quiet, reflection room
- staff wellness and space requirements
- meeting space
- indoor and outdoor age appropriate children's play equipment
- recreational space and equipment for youth and women
- major appliances and furniture
- provide furniture and household items such as towels, bedding, small appliances, dishes, cutlery, cooking utensils, etc. for resident apartments

Many second stage facilities are located near public parks; a number of facilities also have their own outdoor children's play equipment. Garages and designated staff and resident parking are also considerations for the external plan of the facility.

Finally, these facilities require security as part of the risk management of shelter work. This may include some and/or all of the following:

- Indoor and outdoor security cameras
- Chain link fencing with privacy slats
- Motion lights
- Personal safety alarms for staff
- Riot glass or bullet proof glass windows
- High security locks
- Full-time security guards, or live in personnel
- Security systems
- Visibility of parking areas

⁴³ One Calgary facility is looking at the feasibility of including a daycare on-site. Not only will this benefit resident children and their moms, it will be available to community children, too. As such, it will be a revenue generator for the shelter.

CPTED Design⁴⁴

- CPTED is a pro-active crime prevention strategy utilized by planners, architects, police services, security professionals and everyday users of space.
- CPTED surmises that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and improve the quality of life.
- Emphasis is placed on the physical environment, productive use of space, and behavior of people to create environments that are absent of environmental cues that cause opportunities for crime to occur.
- CPTED is common sense.
- Applying CPTED starts by asking: what is the designated purpose of the space, how is the space defined and how well does the physical design support the intended function? Only then, can effective design or problem solving begin.

There are four underlying CPTED concepts:

1. **Natural Surveillance** - Is the placement of physical features and/or activities, and people that maximizes natural visibility or observation.
2. **Natural Access Control** - Deters access to a target and creates a perception of risk to the offender.
3. **Territorial Reinforcement** - Defines clear borders of controlled space from public to semi-private to private, so that users of an area develop a sense of proprietorship over it.
4. **Maintenance** - Allows for the continued use of a space for its intended purpose.

Maintenance:

It is often easier to raise capital dollars, so try to include in your capital campaign as much as possible for long-lasting and durable fittings. For example, choose hard-wearing flooring, countertops and long-life shingles. These are expensive but not soon in need of replacement.

Operating budgets are very lean for second stage housing; maintenance is an important issue. Ongoing monthly maintenance and major repairs of your building should be allotted for in your budget. Attending to small repairs and/or cleaning the apartments after a family moves are a reasonable maintenance expectation.

Regular wear and tear from resident use can often be addressed with an application of fresh paint. However, ongoing repairs to aging facilities and potential renovations may require yet another fundraiser.

Directors of second stage shelters stated that they would love to have an established building replacement and repair fund, however, with limited operating budgets establishing such a fund is unlikely.

Directors also recommend that a damage deposit equivalent to a full month's rent be required of each new family moving into the shelter. Outdoor maintenance is also a part of overall maintenance costs. Whether it be mowing your lawn in the summer, or snow removal in the winter, this is an added cost to consider.

⁴⁴ Please see: <http://www.cptedontario.ca/>. Please see also, for a comprehensive discussion of the issue: <http://www.designcentreforcpted.org/>.

Staffing

What Canadians Want in their Workplace

In ranked order:

1. Respectful treatment.
2. Healthy and safe work environment.
3. Trustworthy senior management.
4. Work – life balance.
5. Sense of pride and accomplishment.
6. Training to do the job effectively.

Rethinking Work, national worker survey.
EKOS Research Associates & The Graham Lowe Group, 2004.

The Alberta Environment:

The issue of recruitment and retention of qualified employees is a key consideration when planning for second stage shelter development. With the tight Alberta labor market showing no signs of relaxing any time soon, the human resource component places itself at the top of the strategic planning list.

Recent Alberta labor statistics highlight the issue:⁴⁵

- Alberta's seasonally adjusted unemployment rate was 3.8% in June 2007. Alberta's unemployment rate remained the lowest in the country, well below the national average of 6.1%.
- Between June 2006 and June 2007, Alberta's labor force increased by 93,400 and employment increased by 85,700.
- Over the past 12 months, Alberta's employment growth was more than twice the national average, 4.6% versus 2.0%.
- Calgary and Edmonton placed second and third among major Canadian cities with seasonally adjusted unemployment rates of 3.5% and 3.8% respectively.
- Labor Force Growth in Alberta averaged 11.4% since 2000. 54% of this growth is from out of province migration (primarily from Ontario), and 18.6% is from immigration.
- Demographic trends indicate the worker shortage is just beginning, in fact it is predicted to become worse as baby boomers begin to retire.
- In 2005 Alberta surpassed all provinces and became the highest paid province in Canada.

⁴⁵ Additional information about Alberta's Labor Force Statistics may be found at <http://employment.alberta.ca>.

- In 2006, Alberta may have had the hottest economy in the developed world with an unemployment rate of 3.5% and a participation rate of 70%.

Clearly, Alberta has a full employment economy and that presents critical challenges for the shelter sector, whether emergency or second stage. Finding qualified, new employees and retaining those and keeping their experience in the system are urgent tasks for the executive directors. We know there is a labor shortfall in the domestic violence sector. We also know that productivity and motivation are impacted when the staff you have are overworked and over stressed. Further, it is expensive to advertise, hire and orientate new staff. Finally, we know that shelter budgets are currently unable to provide competitive wages in today's labor market. What, then, are the options?

First, it is important to notice that in the survey identified at the outset of this section, salary is not one of the first six values identified by the Canadian worker. Employees are identifying as highly desirable: professional development and training opportunities, advancement potential and less dictatorial management styles. Issues like flex time, day care and health insurance become high priorities and as the work force gets older, concerns about retirement planning rise in importance. Organizations that will schedule work around employees' other commitments are places where staff feel they are understood and their needs are met. This is the kind of thing that builds dedication.

Other research supports these findings. In the groundbreaking study of the workplace, by the Gallup Organization,⁴⁶ a strong and vibrant environment is found in the answers to these core questions:

1. Do I know what is expected of me at work?
2. Do I have the materials and equipment I need to do my work right?
3. At work, do I have the opportunity to do what I do best every day?
4. In the last seven days, have I received recognition or praise for doing good work?
5. Does my supervisor, or someone at work, seem to care about me as a person?
6. Is there someone at work who encourages my development?

To create a workplace environment that enables your team to respond positively to these questions is one way to ensure retention. Creating a vibrant staff wellness program is another. Go to the ACWS website for links to [Guidebook to Vicarious Trauma: Recommended Solutions for Anti-Violence Workers](#).

Another important factor is found in understanding the team you are working with. The following table, while not exhaustive, is a tool to help analyze and develop a better understanding of the characteristics of each group.

⁴⁶ Marcus Buckingham and Curt Coffman, *First Break all the Rules: What the World's Greatest Managers do Differently*, Simon & Schuster, 1999, p. 48.

BABYBOOMERS	GENERATION X	GENERATION Y
APPROXIMATE CURRENT AGE AND WORK ENVIROMENT		
<ul style="list-style-type: none"> • 40 - 59 • Employed at a company 	<ul style="list-style-type: none"> • 30 - 39 • Employed at a company, self employed, telecommuting 	<ul style="list-style-type: none"> • 18 - 29 • Telecommuting, global working arena, Internet-based jobs
VISION OF WORK		
<ul style="list-style-type: none"> • Hierarchal structure • Specific role in the organization • Have a retirement plan • Want to "believe" in their company • Want to find enjoyment in their work again • Regret having made work too much of a priority 	<ul style="list-style-type: none"> • Team structure • Participation in projects • Have a career plan • Are loyal provided they're getting something out of it • Assume that work and enjoyment should go hand in hand • Put their personal and professional lives on the same level 	<ul style="list-style-type: none"> • Community structure • Free agent • Have a life plan • Look for loyalty from their co-workers • Assume that work should be enjoyable • Consider work to be an extension of their personal lives
MOTIVATIONAL FACTORS		
<ul style="list-style-type: none"> • Fair distribution of tasks • Availability of resources • Delegation of authority based on required tasks • Participation in the decision-making • Recognition of their experience and expertise 	<ul style="list-style-type: none"> • Ability to balance their personal and professional lives • Expectation of partnership with the company • Alignment of personal and company values • Desire for openness and transparency • Desire for personal growth through work 	<ul style="list-style-type: none"> • Opportunity for new work experiences • Look for challenges. varied tasks and opportunities for promotion • Freedom, flexible hours • Participation in decisions • Friendly work environment
RETENTION FACTORS		
<ul style="list-style-type: none"> • Company's stability, employee benefits • Job security until retirement and advancement in the company • Recognition of their contribution to the company's success 	<ul style="list-style-type: none"> • Relaxed company culture • Growth of expertise and ability to advance quickly • Recognition of their contribution to the team 	<ul style="list-style-type: none"> • Company's technical savvy • Self-actualization, opportunity to learn new things • Recognition for their contribution within their community

Finally, it is important to consult the *ACWS Second Stage Shelter Position Statement*, cited earlier, to consider the staffing needs of the facility being planned. The qualifications and training needs of the persons hired have repercussions at a number of levels in the new organization.

Programs

A Reflection on a Shelter Stay

I found a community that understood my pain and shame. It was a community willing to take me in, and teach me about my culture and heritage. I was accepted. I even got into an Aboriginal training program, partnered with a community college, and I got a diploma.

Kim Ghostkeeper, *Standing Together*, 2005, p.181.

Shelter programs:

Shelters make a difference in the lives of the women and children they serve. Shelter staff are experts in service provision within the domestic violence sector. Shelters respond to immediate crisis and *they prevent future violence*. Through their residency and outreach programs, and the heroic energy and commitment of the staff implementing these programs, Alberta's women and children experience real compassion and concrete help.

Prevention is central to the work of second stage shelters, as evidenced in their longer term residency capacity and the programs they deliver. Second stage programs vary throughout the province. Facilities located in urban centers typically have increased access to community based programs. Most second stage facilities offer some programs on-site and may include some or all of the following:

- Weekly group counseling
- Individual counseling
- Child Support Programs
- Adolescent and Youth Programs
- Life Skills Programs
- Adult Education
- Community Kitchen Program
- Parenting Program

Most second stage shelters offer educational and support programs for residents on a weekly basis. In some facilities information sessions on such topics as: the patterns of violence, the effects of violence on children, building self esteem, how to build community supports, etc. are offered once a week, while other facilities may offer this information daily in a one hour group format.

Women residing at second stage housing in rural areas may not have access to a variety of community programs and services. Subsequently, second stage shelters may decide to seek out funding to offer these programs on-site.

In most Alberta second stage shelters the residents are required to participate in programs as a condition of residency. The executive directors stressed that the purpose of second stage housing is to provide much more than long-term housing. Residents are expected to attend the programs that are provided; should this not occur staff will explore the issue with the resident.

Upon arriving at the shelter, residents are assigned a staff person who will work with each woman on an individual basis. An individual service plan or a goal/case plan is developed by

the resident. The staff person will assist the woman, during her stay, to achieve her individual goals by making appropriate referrals, assisting her to successfully link with community services, helping her pursue educational goals, assisting her with employment goals, and/or future housing plans. When she transitions into independent community living, second stage shelters offer outreach/follow-up programs to stay connected and lessen feelings of isolation.

The variety, format and availability of such programs are dependent upon the funding and resources of each individual second stage facility. Programs and counseling services are key elements to the success of the women and children. The ultimate role of second stage housing is to provide longer term stays accompanied with ongoing information, support, referrals, etc. to assist women to grow stronger and move forward. Programs and groups for children, adolescents, youth and women can be offered weekly, by-weekly or daily at second stage. Again the availability of internal programs is contingent upon the funding and resources of each shelter:

- Residential Programs may include individual counseling and support, as well as group programs for residents.
- Parenting and Life Skills Programs are generally offered on a weekly basis in second stage facilities. Parenting Programs are typically delivered with a recognized Parenting Program model, or informally with the women requesting specific topics for discussion. Topics that are covered in the Life Skills Program may include sessions on anger, boundaries, self care, addictions, sexually transmitted diseases, health, budgeting, spirituality, independent living, building a support system, etc.
- Community Kitchen Programs are offered in several second stage facilities. This program provides women an opportunity to learn new cooking and budgeting skills. The social aspect of the Community Kitchen Program is also an important component for the women participating in the program.
- As a rule, childcare is provided for the women who are attending programs. However, if a woman is pursuing her education, or employed, childcare becomes a major issue. Subsidized child care is a tremendous need for women as many women are prohibited from pursuing their education or employment goals because they do not have access to affordable childcare. This is a significant barrier for women fleeing domestic violence.

Children in Shelter:

Nearly 50% of all residents in shelters are children; similarly, some 50% of those turned away are children, too. ACWS works hard to assist shelters in acquiring adequate resources; to produce public awareness about the complexities of family violence; and to organize trainings for shelter staff on the best policies and procedures for assisting children who have been exposed to family violence. The result is that shelters are the front line experts in providing protective interventions for these children.⁴⁷

Additionally, the focused potential of second stage shelters to contribute to the healing of children expose to family violence should be noted. The second stage shelter's capacity to provide continuous, targeted services is one touchstone with potential to reassure the child that their needs are being met and their lives are valued. Because of their longer term residency, children enjoy greater stability when in these shelters. They are registered in neighborhood schools for this duration, bringing consistency to their educational experience. Helping these children gain a more normative school environment is an important protective factor for their young lives. Such interventions hold real preventative potential for children fleeing family violence.

One Alberta second stage shelter describes its children's programs in this way:

Discovery House Program Description⁴⁸
<p>Child and Youth Programs</p> <p>Children and teenagers are deeply influenced by exposure to violence in their homes. The primary place of nurture and security becomes, instead, a place of fear, anger and shame. Children raised with family violence are at risk of perpetuating the violence as an adult.</p> <p>The child and youth program helps young people who have been exposed to family violence or been abused in their families. Without proper counseling children will externalize or internalize their feelings of fear, anger, mistrust and sadness hurt their chances of being healthy, happy adults. Our services assist children in learning how to express feelings and thoughts, develop problem solving skills, increase understanding about the cycle of violence, build healthy relationships, increase self esteem, gain emotional support, assess risk of danger and develop strategies to ensure their safety. These services are available to both residential and outreach child and youth.</p>

⁴⁷ For additional information on children resident in Alberta's shelters, please see, *Research Trends and Implications for Practice: The State of Alberta's Children*, ACWS policy report, 2007, www.acws.ca.

⁴⁸ Please see the shelter website at: www.discoveryhouse.ca.

Something to think about:

Of those women across Canada leaving [emergency] shelters specifically set up to address the violence against them and their children, 50% left the safety of the shelter to unsafe, unstable or unknown circumstances.

Amanda Dale, "Beyond Shelter Walls", 2007, p.3.⁴⁹

⁴⁹ Amada Dale, "Beyond Shelter Walls: System Change, Best Practices and Policy Initiatives to Address Violence Against Women in Canada," YWCA Canada, 2007.

Second Stage Facilities in Other Provinces

The Cross-Canada Reality

It is natural to conclude that increased number of families experiencing violence and now using homeless shelters is simply a “spill-over” effect from at-capacity women’s shelters who are keeping women longer and longer due to the lack of affordable or [second stage] housing to move their residents on to.

Sylvia Novac, *A Visceral Grief: Young Homeless Mothers and Loss of Child Custody*, p. 17.⁵⁰

For the purposes of *Closing the Gap*, we chose to include a glimpse of second stage housing in other provinces. We felt this insight might also be helpful and interesting. We decided to provide a general picture of how second stage housing functions from a random sampling of 3 facilities in both of Saskatchewan (with a total of 5) and Ontario (with a total of 23). The shelters we contacted were all well established, with most having been operating for at least ten years.

The shelter directors told us that overall second stage housing programs and services, challenges, funding sources, structure, and operations are very similar to those in Alberta.

Second stage shelters in both provinces receive the majority of their capital funds in the form of a forgivable loan through the Canadian Mortgage and Housing Corporation. Fundraising is a huge part of their capital campaign and is currently the primary source of their operating budgets. Ongoing funding is a major issue for second stage housing in both provinces. Operating funds are raised primarily through fundraising initiatives. An Ontario director stated that without consistent and ongoing fundraising their shelter would have closed years ago.

Second stage housing in both provinces are comprised of duplexes, town houses or apartment complexes. Some have extensive security features while others do not. Length of stay was set at 12 - 18 months.

In Saskatchewan one shelter has a unique partnership with the local housing authority. Their program provides apartment style housing for women and children leaving the emergency shelter. The women and children may access programs and services off-site if they desire, but it is not a condition of residency. The apartment units are not furnished; women might gather some items as they leave the shelter as a result of community donations. The apartment complex is owned by the shelter and managed by the local Housing Authority.

The second stage shelters that offer on-site programs are a similar format to those available in Alberta. The variety of programs is also comparable and once again all very dependent upon funding.

⁵⁰ Sylvia Novac, Emily Paradis, Joyce Brown and Heather Morton. *A Visceral Grief: Young Homeless Mothers and Loss of Child Custody*. Toronto: Centre for Urban and Community Studies, 2006.

Contacts:

- Saskatchewan:
www.abusehotlines.org

- Ontario:
 - Ontario Association of Interval and Transition Houses (OAITH): oaith@web.ca
 - Ontario Women's Justice Network: www.owjn.org/resource/shelter.htm

- Canada:
 - National shelter directory: www.shelternet.ca
 - Woman net: www.womennet.ca

Conclusion

Due Diligence, *reprise*

The standard of due diligence therefore requires a State to act with the existing means at its disposal to address both individual acts of violence against women and the structural causes so as to prevent future violence.

UN *In-depth study on all forms of violence against women*, 2006, para. 257.

ACWS cannot overstate the role of women's emergency, second stage and seniors' shelters in protecting women and children from family violence. They are the front-runners in awareness of the need to expand second stage sheltering services in Alberta. Every day they see the need and know the results achieved by offering women and their children such services. At the level of civil society, they have responsibly fulfilled the mandate to due diligence. This report, *Closing the Gap on Service Provision to Women and their Children Fleeing Domestic Violence in Alberta: Second Stage Shelters* is an evidence of this.

Shelter staff know that longer term residency means extended safety, stability and peace for women and children fleeing family violence. It means, for the woman, having the chance to take a deep breath, recover from injuries, set up a quiet home within a community of care, and connect her children with what they need. It means having access to someone to talk with who can pass on skills for better life choices, help with planning nutritious meals, walk her through the maze of government forms, assist her with finding housing, a lawyer, a psychologist. It means not being alone and isolated. It means having a path in front of her that can be walked with dignity and growing confidence. And all of this increases her chance of re-integrating into the local community and making a new start.

Shelter staff are experts at delivering, *to the best of their ability*, services and programs that are life-giving for the children in their care. The extended length of stay at second stage housing means the world to a child exposed to family violence. First, and foremost, they know their mom is safe. This simple truth has powerful repercussions in the life of a traumatized child. Then, they know they have a safe place to sleep. They are resident in a consistent environment that provides warmth, food, play facilities and other children to be with. Finally, these children are in a supportive environment. They have safe adults to talk with and be around. They have specialist groups provided for them, to help them begin the process of trauma recovery. And they have long term access to a school where they can get to know the facility, the teachers, the other students and families. These things have been proven to be worth gold in the life of a child. Imagine the value of a two year second stage shelter stay for the child in school. The need for safety and consistency must be taken into consideration in policy development that impacts the child who has been exposed to family violence.

What is missing from this equation is the kind of focused attention and response from all levels of government that the situation demands. The human rights agreements are in place; they simply need implementation. The skill set for expert response exists in the shelters; it simply needs durable funding. Currently in Alberta there is no policy document or strategic

plan in place to address the enormous capacity issue this province faces, in terms of shelter provision. Yet, at the same time, Alberta has posted a series of budget surpluses that could contribute to the needed solutions. Additionally, ACWS has the capacity to be the kind of partner that contributes strongly to the government-private sector-civil society triangle that is the basis of democratic society. Together, we could really make a difference.

Family violence is a pandemic and it is ubiquitous to a myriad of social concerns. In the recent report, *Homelessness, Victimization and Crime: Knowledge and Actionable Recommendations*, the trauma of family violence is identified as pervasive. Concerning youths, the report states: “A high proportion of homeless youth have been in custody in child welfare or correctional systems. They are often released without adequate planning for housing. Their history of victimization in the family is rarely addressed.”⁵¹ As the report goes on to establish, to invest in family violence prevention and violence against women, is to reduce crime. It is also cost-effective: “A 2001 BC Study found that taxpayers save \$12,000 per year for every homeless person moved into supportive housing.”⁵²

Homelessness, Victimization and Crime also has much to say about violence against women:

Victimization also figures prominently in the lives of homeless women. One study estimates that roughly 20% of the adult homeless population are female. When women report the process of becoming homeless, they usually describe a combination of interconnecting events and factors, such as domestic violence, divorce, other family disruptions, poverty, and low-income housing shortages. . . . In particular, intimate partner violence is a common risk factor for homelessness because women can lose their source of income and their housing when they flee abusive partners.⁵³

Second stage housing is an effective and legitimate response to the homelessness in Alberta. It is the best response to the domestic violence in Alberta; who else can match what the shelters are doing and the services they are providing? The work they do saves lives. At present, ACWS is undertaking extended research on the use of the Danger Assessment tool. Current data, over two years, from a second stage shelter indicates that women resident there are at 95% danger for assault or homicide. This is a very sobering statistic. We know with confidence that emergency shelters are working with women placed at 76% high danger. Consider what these numbers mean. When full cost accounting is considered, second stage shelters have been proven to provide effective and cost effective interventions.

There are 10 second stage shelters working hard in Alberta; none of these have fully contracted, long-term agreements with the province. Yet even with them, the shortfall is bleak, in terms of numbers of apartments needed. It is time for the government to take responsibility for its mandate to due diligence and to keep safe Alberta’s women and children fleeing family violence.

⁵¹ Ben Roebuck, et al, *Homelessness, Victimization and Crime: Knowledge and Actionable Recommendations*, Institute for the Prevention of Crime, University of Ottawa, 2008, p.3. www.prevention-crime.ca.

⁵² IBID, p. 13.

⁵³ IBID, p.15.

Sample Admission Criteria for women residents: (move to appendix)

The following is a sample admission criteria provided by one of our member shelters:

- The applicant is not in immediate crisis and has no immediate threat to her safety or the safety of her children. Any legal steps to help ensure protection have been taken. The applicant will be a resident of _____.
- The applicant will have demonstrated willingness to accept community resources and support.
- The applicant will have an understanding that _____ is a facility to enhance personal growth while building a strong community support system. This facility will be utilized temporarily while the client works towards these goals.
- The applicant will have a demonstrated willingness to regularly attend the programs offered through this facility.
- The applicant will have a formal assessment with a qualified therapist and will be committed to the therapist's recommendations.
- The applicant will live drug and alcohol free during her stay at _____.
- The applicant will have a clear understanding that _____ is only for her and her dependent children under the age of 18.
- The applicant will agree to keep her partner away from _____.
- The applicant agrees to accept all conditions and rules of occupancy as required.