



Winnipeg Street Census 2018

Final Report



Twenty-six organizations or agencies partnered to undertake the Street Census Project. Each had a place on the Steering Committee, which met twelve times throughout the project to provide high-level project guidance and make key project decisions collaboratively. Alphabetically, they are:

Aboriginal Health and Wellness Centre
Canadian Mental Health Association of Manitoba
City of Winnipeg
Downtown Winnipeg BIZ
EAGLE Urban Transition Centre
End Homelessness Winnipeg
Government of Manitoba
Institute of Urban Studies, University of Winnipeg
John Howard Society of Manitoba
Ka Ni Kanichihk
Lived Experience Circle
Macdonald Youth Services
Main Street Project
Ma Mawi Wi Chi Itata Centre
Mount Carmel Clinic
North End Community Renewal Corporation
RaY (Resource Assistance for Youth)
Rossbrook House
The Salvation Army Winnipeg Booth Centre
Siloam Mission
Social Planning Council of Winnipeg
Spence Neighbourhood Association
Sunshine House
West Central Women's Resource Centre
Winnipeg Police Services
Winnipeg Regional Health Authority

Authors:

Josh Brandon
Christina Maes Nino

Additional Research Team Members:

Brent Retzlaff
Jennifer Flett
Breanne Hepp
Ryan Shirtliffe
Al Wiebe

The project would not have been possible without:

Mark Courtney: website, graphics, layout, and design
Denise MacDonald: media and communications
Ben Simcoe: base site coordinator for Magnus Eliason Recreation Centre
Ian Sunabacka and Tammy Westaway: support with data export and HIFIS

Many community agencies provided support including welcoming volunteers to conduct surveys at their location, having staff do outreach and give information to their participants about the Street Census, allowing staff to volunteer their time, and providing other expertise and resources without which the Street Census would not have been possible.

The Winnipeg Street Census was funded by the Government of Canada's Homelessness Partnering Strategy, administered by the City of Winnipeg. It is estimated that project partners donated at least an additional 1000 hours of staff time to the project.

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Mailing address: 432 Ellice Avenue, Winnipeg MB R3B 1Y4

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Thank you to all partners, supporters, volunteers, and participants.

Findings from the Winnipeg Street Census 2018



1. Executive Summary

The Winnipeg Street Census 2018 marks the second attempt to gain a comprehensive view of homelessness in Winnipeg in a single moment of time. In order to end homelessness, we need to understand it. The Street Census is not an attempt to count the total number of people experiencing homelessness, but provide a snapshot of who is experiencing homelessness, some of the reasons for it, and barriers to exiting it. Between April 17 and 18, we surveyed or obtained data on approximately 1519 individuals experiencing homelessness. The 2018 Street Census was tailored to provide more information on those experiencing hidden homelessness than in 2015.

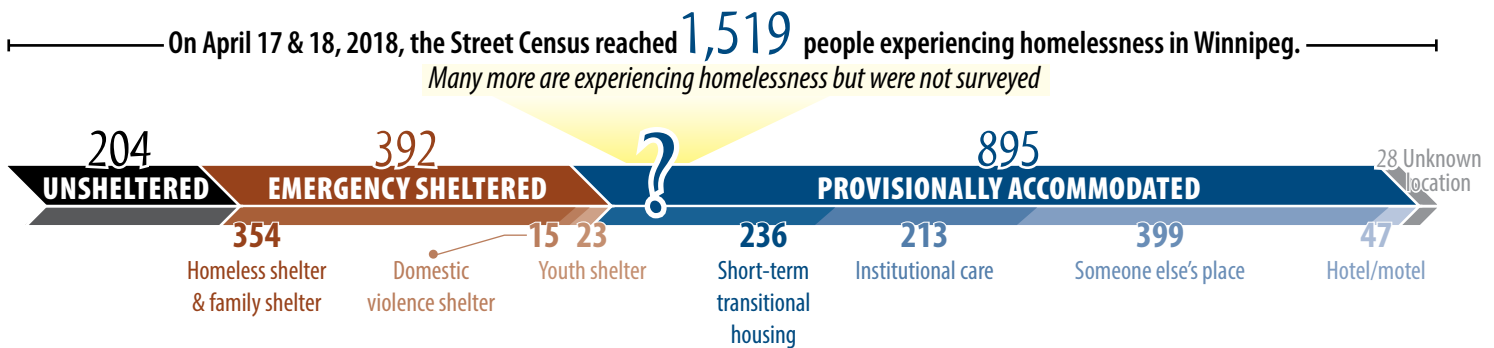
Demographic data regarding residents who fit the Canadian Definition of Homelessness¹ on the night of April 17 was collected from 20 community agencies or government institutions, including through the Homelessness Information Partnership of Winnipeg (HIPW). Over a 24-hour period almost 300 volunteers and staff collected surveys from 53 emergency, domestic violence and youth shelters, transitional housing sites, bottle depots, and community agencies and/or drop-in locations. Surveyors also walked almost 120 km of inner city streets, and outreach teams went to designated potential survey locations along 99 km of streets outside of the inner city.

For this large-scale survey, we asked everyone we encountered about their housing situation to evaluate the magnitude of homelessness in the city. Everyone whose circumstances fit the definition of homelessness was asked to complete a 20 question interview about themselves and their experiences. The report includes data from these administrative sources and surveys, combined. It also includes quotes from volunteers who were asked at the end of their survey shift to write down one story that they felt was important to be shared. Winnipeg Street Census 2018 built on the similar survey done in 2015, updating and improving the methods based on what we learned. This means that the results will not be directly comparable with 2015. We hope that the 2018 results will provide a baseline for future street census surveys.



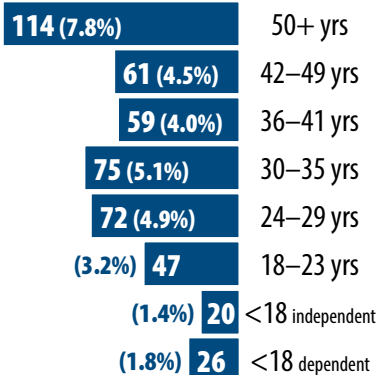
¹ Canadian Observatory on Homelessness. (2012). *Canadian definition of homelessness*. Retrieved from http://www.homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf?_ga=2.160359611.788069822.1532606997-1360005190.1532001374

Where People Stayed

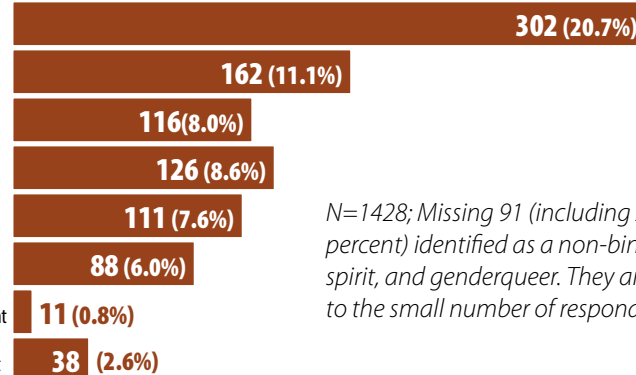


Age/Gender

Female: 474 (32.5%)



Male: 954 (65.4%)



N=1428; Missing 91 (including 29 dependent children). 31 people (2.2 percent) identified as a non-binary gender including transgender, two spirit, and genderqueer. They are not included on the age pyramid due to the small number of respondents to protect their identities.

The **median age** of people experiencing homelessness was **39**, and the **average age** was **40**.

There were **455 youth and children** under the age of 29, of whom **93** were children under the age of 18 in the care of their parent/guardian and **31** children under the age of 18 staying on their own.

There were **19 seniors**, aged 65 or older.

13.4% of youth under age 29 identified as **LGBT2SQ+**.

65.9% of people experiencing homelessness were **Indigenous**;
73.8% of youth were **Indigenous**.

The age and gender breakdown includes both survey responses and administrative data. No one under the age of 16 was surveyed, though children and youth who were in family, women's or youth shelters were included where data was available.





Events leading to homelessness

Youth homelessness leads to adult homelessness. The median age at which people **first** became homeless was **20** and the most **frequent age** was **18** years.

Of those who experienced homelessness for ten or more years throughout their lives, the majority (62.0 percent) **first experienced homelessness** when they were **18 years old or younger**.

The most common reason people experienced homelessness for the first time was **family breakdown, abuse, or conflict**.

51.5% of people experiencing homelessness had been in the care of **Child and Family Services** at one point in their lives. **62.4%** of them experienced homelessness within **one year of leaving care**.

Reasons for first experience of homelessness

(Respondents could choose more than one reason)

FAMILY BREAKDOWN	274
ADDICTION OR SUBSTANCE USE	263
EVICTED	114
INCOME ISSUES	109 (JOB LOSS, CUT-OFF EIA OR EI)
MEDICAL OR MENTAL HEALTH	97
TRANSITION FROM CFS CARE	90
INCARCERATED	62
48 DEATH OF A FAMILY MEMBER	
35 POOR HOUSING CONDITION	
18 NATURAL DISASTER	

N=810, Missing 260



Indigeneity

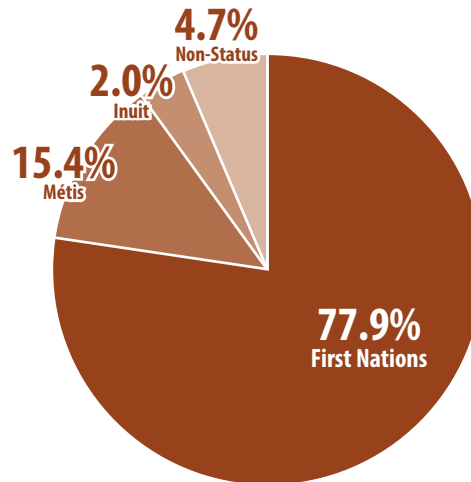
Indigenous people are vastly over-represented among people experiencing homelessness in Winnipeg.

65.9% of all participants were Indigenous. More than two thirds of Indigenous people experiencing homelessness were First Nations.

60.6% of First Nations people grew up in a First Nations community.

58.5% of Indigenous people surveyed spent time in the care of Child and Family Services.

Identity of Indigenous People Experiencing Homelessness



“A young man, younger than my own son, saw himself as a refugee from the fire in his First Nations community. He was couch surfing and had no source of income.”

Volunteer Surveyor

Education

Highest Level of Education

3 (0.3%) GRADUATE DEGREE	
POST-SECONDARY GRAD 84 (8.2%)	
SOME POST-SECONDARY 108 (10.5%)	
HIGH SCHOOL GRADUATE / GED 278 (27.1%)	
SOME HIGH SCHOOL 320 (31.2%)	
PRIMARY SCHOOL 220 (21.5%)	
12 (1.2%) NO FORMAL EDUCATION	

Key circumstances

6.0% of people have served in the RCMP or military.

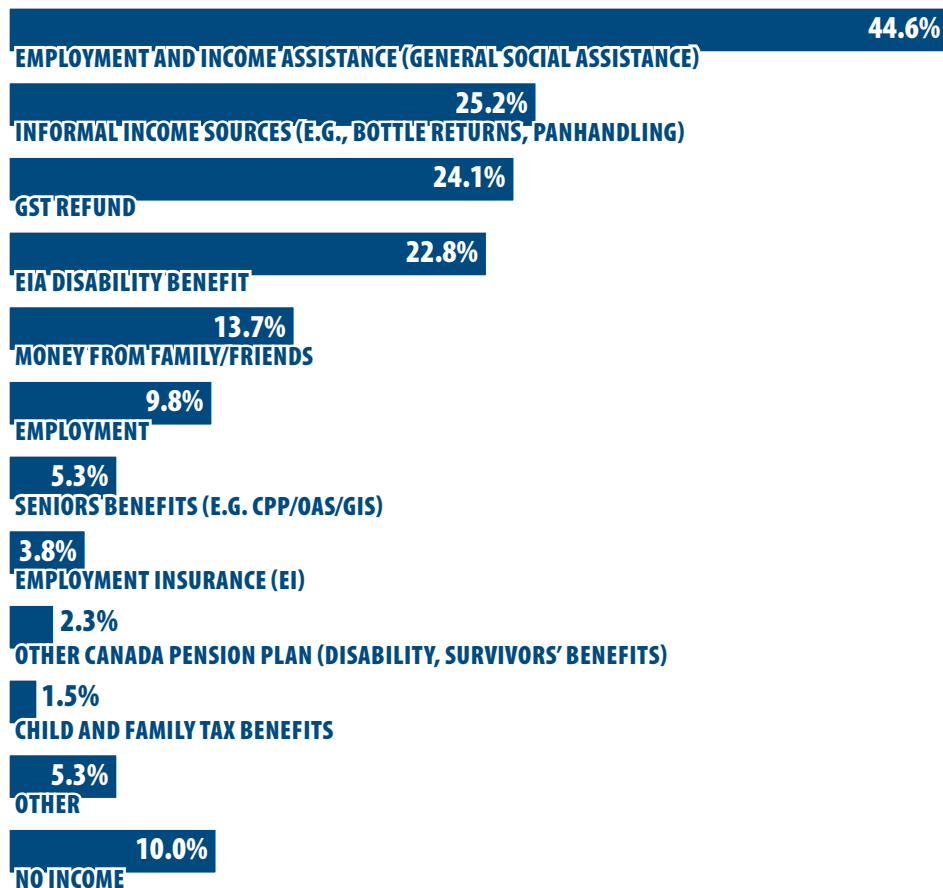
10.9% identified as LGBT2SQ+.

2.7% were recent immigrants, refugees, or refugee claimants (in Canada 5 years or less).



Income

Sources of Income (respondents could choose more than one)



11.7% said that a higher or more stable income could help them **find and maintain housing**

22.2% had **no income**, or income only from unstable or informal sources (family and friends, panhandling, bottle returns, etc.)

The Winnipeg Street Census

The Winnipeg Street Census is a survey conducted over a 24-hour period to gather information about the extent and nature of homelessness in Winnipeg. This information can be used to improve decision-making for funders, governments, and community organizations. Over time, it will be used to track progress on ending homelessness.

The Street Census follows an approach used by cities around the world. The method has been adapted to Winnipeg's local context based on input from local researchers, service providers, outreach teams, police and safety patrols, and people with experience of homelessness.

Trained volunteers went to Winnipeg's emergency and transitional shelters to survey the individuals and families spending the night. They also surveyed people in places where people who are homeless spend their time: breakfast and lunch programs, libraries, resource centres and many other locations.

They walked 27 routes to survey everyone they encountered about their housing needs.

Methods, Data & Limitations

The Winnipeg Street Census utilized the Canadian Observatory on Homelessness definition and typology of homelessness and housing exclusion. In addition to survey data, administrative data about bed use on the night of April 17-18, 2018 has been gathered from emergency shelters, youth shelters, shelters for individuals and families affected by domestic violence, and interim housing for people who are homeless (transitional housing). Institutional, residential treatment, and community mental health residential programs also provided data for individuals who were homeless upon entering the residential setting (including having a 'no fixed address' listed), or exit the program to homelessness. Manitoba Justice provided data for individuals exiting a correctional institution into homelessness for the night of April 17-18.

Though the methods used in this project were comprehensive, it is virtually impossible to get an exact count of the homeless population.

Invisibility is a survival strategy for people experiencing homelessness, meaning people may have avoided surveyors or simply not been in a location where surveyors went. This was a voluntary survey and data is self-reported.

The locations and routes where surveys took place were concentrated in the inner city and decided based on feedback from outreach teams, community agency staff and people who have experienced homelessness, however people experience homelessness and spend their time in other neighbourhoods too. While the outreach strategy attempted to gather information from those who spend most of their time outside of the inner city, people in these circumstances are extremely difficult to survey using a point-in-time approach.

The method vastly undercounts those who are staying temporarily with family, friends, or strangers. Moreover, the survey missed many others staying in hotels who do not have a permanent home. **Results should not be seen as an estimate of the hidden homeless population.**

“By the Numbers”

2 is the number of point-in-time counts on homelessness completed in Winnipeg. In future years, we hope to be able to look at trends in homelessness.

The vacancy rate for bachelor units in Winnipeg was **2.7%** in October 2017.² That’s 100 units across the whole city. The average rent for a bachelor unit increased by **3.8%**

People experiencing absolute homelessness surveyed for the Winnipeg Street Health Report in 2011 were **6** times as likely as the general Canadian population to have Angina, an early warning sign of heart disease. They were **8** times as likely to have epilepsy.³

Homeless and street-involved youth are **6** times more likely to be victims of violent crime than the general population.⁴

Experiencing homelessness cuts **7-10** years off a person’s lifespan.⁵

85.4% of youth experiencing homelessness have high symptoms of mental health distress.⁶

Those experiencing homelessness are **8-10** times more likely to experience early death than the general population.⁷

Almost half of the participants in Winnipeg’s At Home/Chez Soi Housing First project had **10** or more exposures to traumatic events over their lifetime.⁸

In 2018, the Government of Canada unveiled a new National Housing Strategy that aims to reduce chronic homelessness by **50%** over the next decade.⁹



² Canada Mortgage and Housing Corporation, Fall 2017. *Primary Rental Market Statistics*. [https://www03.cmhc-schl.gc.ca/hmiportal#Profile/4611040/4/Winnipeg%20\(CY\)%20\(Manitoba\)](https://www03.cmhc-schl.gc.ca/hmiportal#Profile/4611040/4/Winnipeg%20(CY)%20(Manitoba))

³ Canada Mortgage and Housing Corporation Fall 2017. *Rental Market Report – Manitoba Highlights*. <https://www03.cmhc-schl.gc.ca/hmiportal#Profile/2680/3/Winnipeg%20CMA>

⁴ Gaetz, O’Grady, Kidd & Schwan, 2016. *Without a home: The national youth homelessness survey*. <http://homelesshub.ca/sites/default/files/WithoutAHome-final.pdf>

⁵ Hwang, Wilkings, Tjepkema, O’Campo & Dunn, 2009. *Mortality rates among residents of shelters, rooming houses, and hotels in Canada: 11 year follow-up study*. BMJ. Centre for Research on Inner City Health, St. Michael’s Hospital.

⁶ Gessler, Maes & Skelton, 2011. *Winnipeg street health report*. Main Street Project. <http://www.homelesshub.ca/sites/default/files/Wpg.St.Health.Report.2011.pdf>

⁷ Gaetz, O’Grady, Kidd & Schwan, 2016. *Without a home: The national youth homelessness survey*. <http://homelesshub.ca/sites/default/files/WithoutAHome-final.pdf>

⁸ Mental Health Commission of Canada, 2014. *Winnipeg final report: At Home/Chez Soi project*. <http://www.mentalhealthcommission.ca/English/system/files/private/document/At%20Home%20Report%20Winnipeg%20ENG.pdf>

⁹ Canada Mortgage and Housing Corporation, 2018. *Canada’s national housing strategy: A place to call home*. <https://www.placetocallhome.ca/pdfs/Canada-National-Housing-Strategy.pdf>

2. Introduction

On the night of April 17, 2018, the Street Census reached at least 1,519 people who were experiencing homelessness in Winnipeg. These include people we were able to either interview or whom we obtained information about from shelters, transitional housing programs or institutions like addictions treatment, hospitals, or correctional facilities.

These data are a stark reminder of the depth of the problem of homelessness in Winnipeg. Still, we know many more people experienced homelessness with whom we did not connect. Because of how we conducted our research, we know we missed many people who are staying temporarily with friends, family or strangers, but who have no long-term housing security and nowhere else to go. Sometimes this is called couch surfing, but it is more appropriately termed hidden homelessness. Researchers conservatively estimate that for every person experiencing absolute homelessness, another three people are in hidden homelessness.¹⁰ If this ratio held true in Winnipeg, we have undercounted the hidden homeless population by at least 3,000 people.

Moreover, in 2018, we excluded from our study housing programs where residents stay for one year or longer. Although residents of these programs have longer-term tenancy, they are often precariously housed in provisional accommodation that was originally designed to be short term.

As in 2015, we did not survey those under the age of 16, as they were below the age of consent. Some individuals lacked capacity to consent, either because they were under the influence of drugs and alcohol or because they were sleeping. Others chose not to participate.

The point-in-time count approach, while useful for comparisons over time or with other jurisdictions, cannot possibly capture the full extent of the problem of homelessness in Winnipeg. We have provided some other numbers in the 'By the Numbers' section (on page 8). For a deeper analysis of homelessness in Winnipeg, we encourage readers to turn to the 2018 Winnipeg Street Health Survey, which will be released in 2019.

Methodology

The Winnipeg Street Census is a survey conducted over a 24-hour period to gather information about the extent and nature of homelessness in Winnipeg. This information can be used to improve decision-making for funders, governments, and community organizations. Over time, it will be used to track progress on ending homelessness.

The Street Census follows an approach used by cities around the world. The method has been adapted to Winnipeg's local context based on input from local researchers, service providers, outreach teams, police and safety patrols, and people with experience of homelessness.

Trained volunteers went to Winnipeg's emergency and transitional shelters to survey the individuals and families spending the night. They also surveyed people in places where people who are homeless spend their time: breakfast and lunch programs, libraries, resource centres and many other locations. Some agencies chose to have their employees conduct interviews with participants. In total, volunteers or employees surveyed at 53 different sites across Winnipeg. Two outreach teams drove 99km of routes outside the inner city to attempt to survey those experiencing homelessness who stay outside of the inner city for a variety of reasons. This method, however, was not successful in surveying respondents because people move from place to place throughout the day. Between 7pm-10pm, volunteers also walked 27 routes to survey everyone they encountered about their housing circumstances. If the person they encountered was deemed to be experiencing homelessness through an eligibility screening tool, they continued on with the longer, 20 question survey. In total, 1070 surveys were completed with individuals experiencing homelessness.



¹⁰ Gaetz, Stephen, Jesse Donaldson, Tim Richter; Tanya Gulliver-Garcia. 2013. *The State of Homelessness in Canada*. Toronto: Canadian Homelessness Research Network Press.

In addition to survey data, administrative data about bed use on the night of April 17-18, 2018 has been gathered from emergency shelters, youth shelters, shelters for individuals and families affected by domestic violence, and interim housing for people who are homeless (transitional housing). Institutional, residential treatment, and community mental health residential programs provided data for individuals who were homeless upon entering the residential setting, or will exit the program to homelessness, depending on their organization's method of tracking this information. Manitoba Justice provided data for individuals exiting a correctional institution into homelessness for the night of April 17-18. This administrative data set included age, gender, and Indigenous identity. A full list of administrative data and survey locations is included in section 6.1.

This report combines administrative and survey data for age, gender, and Indigenous identity. All other data comes from the survey only. At the end of their shift, volunteers were asked to write down one story they heard that was meaningful for them. These are the sources of the quotes included throughout the report.

Though the methods used in this project were comprehensive, it is virtually impossible to get an exact count of the homeless population. Invisibility is a survival strategy for people experiencing homelessness, meaning people may have avoided

surveyors or simply not been in a location where surveyors went at the time they were there. This was a voluntary survey and data is self-reported. Additionally, it is important to note that homelessness changes daily. Volunteers encountered people who were going to be homeless the day after the survey due to an eviction notice, but they were not included in our definition. They spoke to people living in unsafe housing, in poor conditions, who were also not included. The data in this project should be seen as an indication of the need, and a call to action for all of us.



3. Findings from the Winnipeg Street Census

3.1 Number of People Experiencing Homelessness and Where They Stay

Figure 1. Where People Stayed

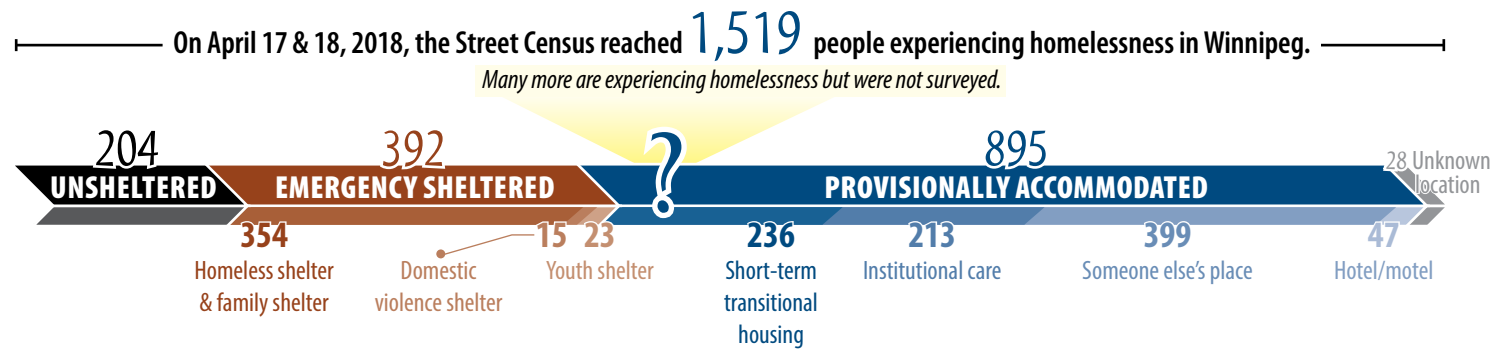


Table 1. Where People Stayed

		Frequency	Total of Category
Unsheltered		204	204
Emergency sheltered	Emergency homeless shelter and family shelter	354	392
	Domestic violence shelter	15	
	Youth shelter	23	
Provisionally accommodated	Short-term transitional housing	236	895
	Institutional care	213 ¹¹	
	Someone else's place	399 ¹²	
	Hotel/Motel	47 ¹³	
Unknown or Multiple Locations		28	28
Total			1519

11 This includes data from addictions treatment programs, health care settings, and Manitoba Justice. This data is collected through 'no fixed address' tracking at these settings; this method of tracking homelessness is likely an underestimate as individuals may provide old, or incorrect, addresses. Those in emergency child and family services placements, leaving federal correctional institutions to homelessness, and people receiving hotel vouchers due to flooding and fires were not included because data could not be collected.

12 This is the number of survey respondents staying temporarily at someone else's place with no guarantee of returning each night. Because people stay in these circumstances throughout Winnipeg and often do not utilize any services, this SHOULD NOT be seen as an estimate of the population in this circumstance.

13 This is the number of survey respondents staying in a hotel or motel without a permanent home to return to. People staying monthly in hotels do not have tenancy agreements or legal protection. We did not include surveys from respondents staying at the Bell Hotel or Red Road Lodge because it is considered to be permanent housing. We did not go into hotels to survey everyone staying in them, and this SHOULD NOT be seen as an estimate of the population in this circumstance.



3.2 Demographics

a. Age and Gender

More men than women participated in the Winnipeg Street Census 2018. Of those for whom we had gender identification, 65.4 percent were male and 32.5 percent female. Previous research shows that women are more likely to experience hidden homelessness, and thus more likely to be excluded from these data.¹⁴

There were 31 individuals (2.2 percent) who provided a non-binary gender identification, most commonly, two-spirited (17 individuals). Other non-binary gender identifications included genderqueer, transgender, transgender male, transgender female, and other responses that were not categorized. Their age breakdown is not included to protect their identity.

The age and gender pyramid does not include those for whom we do not have age or gender. Dependent children who were identified in surveys as experiencing homelessness, but who were not themselves interviewed, are also excluded.

Excluding dependent children, 24.8 percent of those experiencing homelessness were youth under the age of 30. One third of those experiencing homelessness were women; amongst the youth population this was higher: 38.8 percent of youth experiencing identify as female (vs. 29.8% of those who were not youth). The median age for women experiencing homelessness was 33. Among males, the median age was 41. The overall median age was 39. Among survey respondents, 19 were seniors over the age of 65, including one respondent age 75.

Figure 2: Age Pyramid

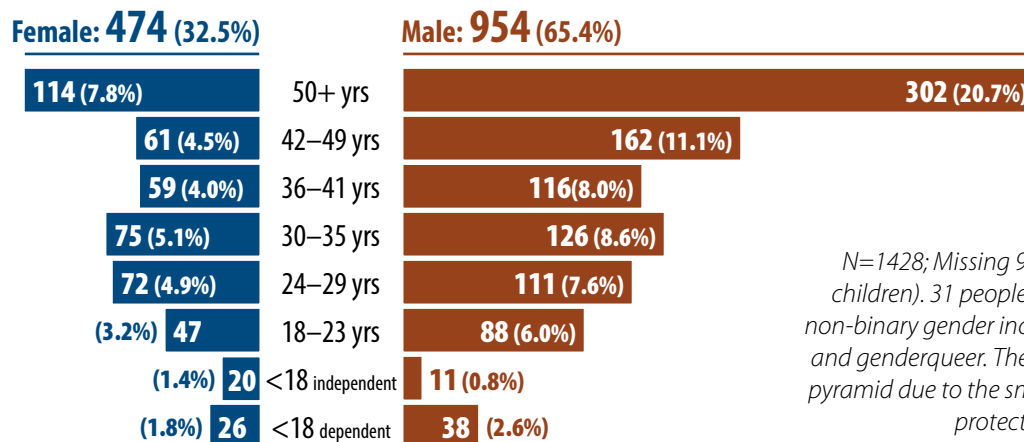


Table 2. Age and Gender

	Female		Male		Non-Binary Gender Identity	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Independent under 18	20	4.5%	11	1.2%	0	0.0%
18 to 29	119	26.6%	199	21.7%	9	30.0%
30 to 49	195	43.5%	404	44.1%	13	43.3%
50 and over	114	25.4%	302	33.0%	8	26.7%
Total	448		916		30	

N=1378; Missing 141

"The story that affected me most involved a 57-year-old woman who is experiencing homelessness for the first time. Her husband of 21 years left her for another woman and now she is on her own on the streets. She even had to leave her 16-year-old dog behind because she could not take care of him. She is walking with a cane and likely will not find full-time employment, yet she is too young for CPP. She is living off of social assistance which is not enough for housing. There are definitely gaps in our social services."

Volunteer Surveyor

¹⁴ Klassen, Jess. 2018. *Here We're at Home: The WestEnd Commons Model of Housing with Supports*. Winnipeg: Canadian Centre for Policy Alternatives – Manitoba. p. 14.

Table 3. Where People Stayed by Gender

	Male		Female		Non-Binary Gender Identity	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Unsheltered	127	65.1%	61	31.3%	7	3.6%
Emergency sheltered	281	71.7%	103	26.3%	8	2.0%
Transitional housing	138	59.0%	92	39.3%	4	1.7%
Institutional care	138	65.4%	73	34.6%		
Someone else's place	229	63.6%	121	33.6%	10	2.8%
Hotel/motel	30	63.8%	15	31.9%	2	4.3%

N = 1439; Missing 80

Women were less likely than men to be in emergency shelter settings and more likely to be in short-term transitional housing. Partly, this is due to the programming available based on gender. For example, at the Salvation Army Winnipeg Booth Centre, women will automatically get a room of their own in the transitional housing program, rather than staying on the emergency shelter mats, for safety reasons. This is also due to the fact that there are few shelter beds for women, no shelters specifically for women, and many women report feeling unsafe in shelters.

b. Identify as Lesbian, Gay, Bisexual, Transgender, Two Spirit, Queer, or Questioning (LGBT2SQ+)

Overall, 104 participants identified as LGBT2SQ+ in their sexual orientation. This represented 10.2 percent of the overall population experiencing homelessness. This study separated sexual orientation from gender identity. An additional 7 participants identified as heterosexual, and having a non-binary gender identity (including transgender, two spirit, and genderqueer), for a total of 111 participants part of the LGBT2SQ+ community (10.6 percent). This is close to the proportion LGBT2SQ+ members represented in Canada's overall population. One pan-Canadian study found 13 percent of Canadians are members of the LGBT2SQ+ community.¹⁵

Overall LGBT2SQ+ survey respondents tended to be slightly younger. Their median age was 38.5. By contrast, heterosexual respondents who identified as male or female had a median age of 42. Almost 13 percent of homeless youth identified as LGBT2SQ+ (compared with 8.8 percent of those who were not youth).

Women were more likely to be part of the LGBT2SQ+ community than men. Approximately one third of LGBT2SQ+ respondents identified as a non-binary gender.

Table 4: LGBT2SQ+ Respondents' Gender Identification

Gender	Frequency
Female	41
Male	33
Non-binary	25

N = 104; Missing 5

Table 5: LGBT2SQ+ Respondents' Sexual Orientation

Sexual orientation	Frequency
Bisexual	53
Gay/Lesbian	24
Two-spirited	11
Queer, questioning, or another response	16
Heterosexual	5

N = 109; Missing 4

While this is representative of our data gathered, for 43 respondents there was insufficient data either because responses were left blank, or they declined to answer. It is possible that some social settings may not have been safe areas where respondents would have felt comfortable reporting on either of these topics. Expression of sexual orientation and gender identity may be stigmatized and our data may have underestimated how many individuals experiencing homelessness identify as LGBT2SQ+.

GENDER FLUIDITY

Our results showed that gender identification among participants is not always static. Some survey respondents provided a non-binary gender identification, while being identified as either male or female in administrative data. Notably, 8 more individuals identified as a non-binary gender in the survey and reported staying in a location that was part of our administrative data set, most commonly, emergency shelters. This may be due to fear of stigma or discrimination when accessing services.

¹⁵ Lessard, Melissa. 2017. "13 % de la population canadienne appartiendrait aux communautés LGBT". Montréal: Centre de documentation sur l'éducation des adultes et la condition féminine.

c. Family Groups

Among survey respondents, 215 individuals (20.5 percent of the total survey sample) reported staying in family groups. Family groups may include individuals or couples staying with children, couples without children, as well as groups of adults who considered themselves to be family. Many people experiencing homelessness identify as having “street families” highlighting the many ways they turn to each other for protection, companionship or help accessing services.

“Someone told me they slept in a bus shack last night. The person they usually share it with didn’t show up and they were worried about her.”

Volunteer Surveyor

Figure 3: Where Families with Children Stayed

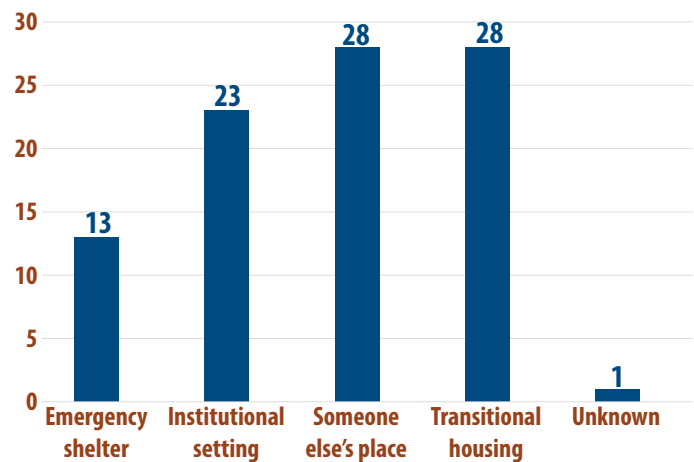


Table 6. Survey Respondents Who Stayed with a Family Member Overnight

	Respondents	Members of family group, excluding respondent	Included in Winnipeg Street Census as homeless
One or more child under 18 stayed with the respondent	24	43	29
A partner stayed with respondent	71	71	0
One or more other adults stayed with the respondent	131	181	0
Total	226	295	29

Family groups with dependent children

Including both point-in-time count surveys and administrative data, there were 93 dependent children, under the age of 18 staying with a parent or guardian, experiencing homelessness:

- 64 children were identified with administrative data
 - 28 were in short-term transitional housing
 - 23 were in institutional care
 - 13 were in emergency, or domestic violence shelters
- Another 29 children were identified by the point-in-time count through survey respondents who reported that they stayed with children under the age of 18. We did not survey these children directly, but we included them in our total based on information their parent or guardian provided. In the majority of these cases, the survey respondent was staying in a provisional housing situation such as temporarily staying with friends, family or a stranger

There were also 31 children/youth under the age of 18 who were living independently from parents or guardians experiencing homelessness, all of whom were staying in a youth emergency shelter or youth transitional housing program.

No one staying in an unsheltered location said they had dependent children with them. However, this does not mean there are no children under 18 staying in public spaces, vehicles, tents or abandoned buildings. Parents are often scared to ask for support or access services out of fear of losing their children to Child and Family Services. They may also avoid reporting due to stigma. Our evidence also shows that breaking up families may be a likely pathway into lifelong homelessness for children (see section 3.5 below). Parents experiencing homelessness must navigate impossible choices in how to best protect their children.

Family groups without dependent children

260 adults were members of family groups of people experiencing homelessness.

- There were 72 respondents who stayed with a spouse or partner
- 138 who stayed with another adult family member. Other adults included adult children over the age of 18, siblings or other family members.

In cases where the respondent was staying with friends, family or someone else, we did not have enough information to determine if these other family group members were experiencing homelessness. It is also possible that we surveyed these adult family members at some point during the Street Census. For these reasons, these adults who may have been experiencing homelessness were not added to the Street Census numbers.

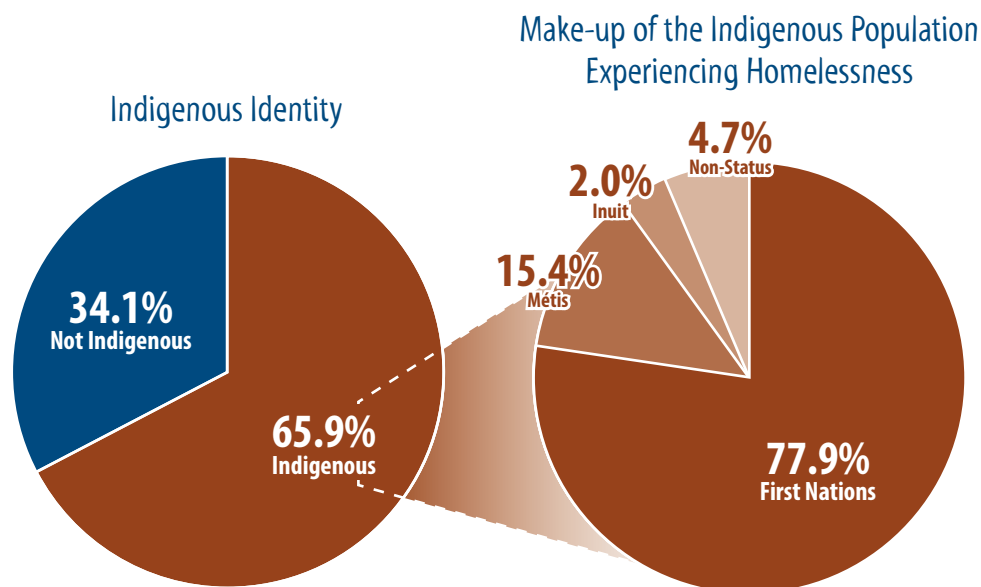
Research by Raising the Roof (2016) has identified structural factors including inadequate income, lack of affordable housing family violence as root causes of family homelessness.¹⁶ Children experiencing homelessness are likely to suffer trauma and mental health issues that can lead to repeated cycles of homelessness throughout their lives. Results of the Winnipeg Street Census 2018 confirm that family homelessness in Winnipeg, while largely hidden, is a significant part of the homelessness crisis as it is across Canada.

d. Indigenous Identity

Indigenous people are vastly over-represented among people experiencing homelessness in Winnipeg. **65.9 percent of people experiencing homelessness were Indigenous.**



Figure 4. Indigenous Identity



¹⁶ Raising the Roof. 2016. *Putting an End to Child & Family Homelessness in Canada*. Toronto: Raising the Roof.

Indigenous people also experienced different patterns of homelessness. Indigenous people were more likely to be staying in unsheltered locations. Almost 80 percent of people who slept outdoors, in abandoned buildings, tents, vehicles or other public locations were Indigenous. By contrast relatively few Indigenous people stayed at emergency, youth or domestic violence shelters. Despite making up about one third of the population experiencing homelessness, non-Indigenous people made up the majority of people staying in emergency shelters. Further analysis will need to be conducted to understand this discrepancy, whether it is a matter of how people at shelters are identifying, or if there are barriers for Indigenous people to access emergency shelters.

“A young man, younger than my own son, saw himself as a refugee from the fire in his First Nations community. He was couch surfing and had no source of income. I just wanted to put my arms around him and comfort him, like I would my own son.”

Volunteer Surveyor

Table 7. Where People Stay by Indigenous Identity

	Unsheltered	Emergency Sheltered	Transitional Housing	Institutional Care	Hotel/Motel	Unknown
Not Indigenous	20.2%	54.6%	43.6%	27.7%	21.3%	18.5%
Indigenous	79.8%	45.4%	56.4%	72.3%	78.7%	81.5%

Indigenous people who are experiencing homelessness in Winnipeg come from across Canada, but predominantly are from Manitoba. The majority of participants who identified as First Nations grew up in a First Nations reserve community, 60.6 percent. In response to the question “What First Nations Community did you grow up in?”, some Metis people listed a Metis community and some Inuit people listed a northern community. While these data are outside the original scope of the questionnaire, these responses reflect an evolving definitions and identifications of indigeneity.

Of the people who grew up in a First Nations community, 21.5 percent had been in Winnipeg for one year or less. The large number of individuals from Indigenous communities moving to Winnipeg and finding themselves in homelessness indicates a need for greater settlement services to help Indigenous people migrating to Winnipeg. It also indicates a need for supports, including housing, medical care, educational and economic opportunities, in people’s home communities.

Many Indigenous people have been affected by natural disasters that have forced them to evacuate their home communities. Thirty-eight individuals listed natural disasters, flooding or forest fires as reasons for them becoming homeless, either most recently or the first time they became homeless. Several communities hard hit by natural disasters were among the most frequent home communities for Indigenous people. Lake St. Martin, St Teresa Point, Garden Hill and Island Lake were the home communities of 36 people experiencing homelessness in Winnipeg. Lake St. Martin was evacuated due to flooding in 2011, while forest fires forced the evacuation of St Teresa Point, Garden Hill and Island Lake in 2017. The 2018 Winnipeg Street Census took place prior to the evacuation due to fire of Little Grand Rapids and Pauingassi First Nations in May 2018, so the effects of that event were not reflected in our results.

“One person talked about their experience moving from their home reserve to Winnipeg for high school.

They moved in with a family and then moved around to different families. They talked about being homeless for a few weeks in between each home. They described how much harder it is to do school if you are homeless.”

Volunteer Surveyor

Table 8. List of Indigenous Home Communities

***Please Note - names listed in brackets refer to the communities' secondary or less commonly used name that was also given during interviews with participants.**

Community Type	Community Name	Province	Frequency
First Nations	Berens River First Nation	Manitoba	5-10
	Birdtail Sioux First Nation	Manitoba	Less than 5
	Bloodvein First Nation	Manitoba	10-15
	Brokenhead Ojibway First Nation	Manitoba	Less than 5
	Buffalo Point First Nation	Manitoba	Less than 5
	Cross Lake Cree First Nation	Manitoba	5-10
	Dauphin River Ojibway First Nation	Manitoba	Less than 5
	Ebb and Flow Anishinaabe First Nation	Manitoba	Less than 5
	Fisher River Cree First Nation	Manitoba	10-15
	Fox Lake Cree Nation	Manitoba	Less than 5
	Gamblers Ojibway First Nation	Manitoba	Less than 5
	Garden Hill First Nation	Manitoba	5-10
	God's Lake (Narrows) Cree First Nation	Manitoba	5-10
	Grand Rapids Cree (Misipawistik) First Nation	Manitoba	Less than 5
	Hollow Water Anishinaabe First Nation	Manitoba	Less than 5
	Island Lake (Garden Hill, Wasagamack, Red Sucker Lake, St. Theresa Point)	Manitoba	10-15
	Kinonjioshtegon First Nation (Jackhead)	Manitoba	Less than 5
	Lake Manitoba First Nation	Manitoba	Less than 5
	Lake St. Martin	Manitoba	10-15
	Little Black River Ojibway First Nation	Manitoba	5-10
	Little Grand Rapids First Nation	Manitoba	Less than 5
	Little Saskatchewan Ojibwa First Nation	Manitoba	Less than 5
	Long Plain First Nation	Manitoba	Less than 5
	Manto Sipi Cree Nation (God's River)	Manitoba	Less than 5
	Marcel Colomb First Nation (Lynn Lake)	Manitoba	Less than 5
	Pukatawagan Cree Nation (Mathias Colomb)	Manitoba	5-10
	Mosakahiken Cree Nation (Moose Lake)	Manitoba	5-10
	Northlands Dene First Nation (Lac Brochet)	Manitoba	Less than 5
	Nisichawayasihk Cree Nation (Nelson House)	Manitoba	5-10
	Norway House Cree First Nation (Kinosao Sipi)	Manitoba	5-10
	Opaskwayak Cree Nation	Manitoba	Less than 5
	O-Pipon-Na-Piwin Cree Nation (South Indian Lake)	Manitoba	Less than 5
	Peguis First Nation	Manitoba	5-10
	Pinaymootang First Nation (Fairford)	Manitoba	5-10
	Pine Creek First Nation	Manitoba	Less than 5
	Pine Falls	Manitoba	Less than 5
	Poplar River Ojibway First Nation	Manitoba	5-10
	Red Sucker Lake Oji-Cree First Nation	Manitoba	Less than 5
	Rolling River First Nation	Manitoba	Less than 5
	Roseau River Anishinabe First Nation Government	Manitoba	10-15
	Sagkeeng Anishinaabe First Nation (Fort Alexander)	Manitoba	20-25
	Sandy Bay Ojibway First Nation	Manitoba	Less than 5
	Sapotewayak Cree Nation (Shoal River)	Manitoba	5-10
	Sayisi Dene First Nation (Tadoule Lake)	Manitoba	Less than 5

Community Type	Community Name	Province	Frequency
	Shoal Lake (40) First Nation	Manitoba	Less than 5
	Sioux Valley Dakota Nation	Manitoba	Less than 5
	St. Theresa Point Oji-Cree First Nation	Manitoba	5-10
	Swan Lake First Nation	Manitoba	5-10
	Tetaskweyak Cree Nation (Split Lake)	Manitoba	Less than 5
	Tootinaowaziibeeng Treaty Reserve	Manitoba	Less than 5
	War Lake First Nation	Manitoba	Less than 5
	Wasagamack Oji-Cree First Nation	Manitoba	Less than 5
	Waywayseecappo First Nation	Manitoba	5-10
	Cold Lake First Nation	Alberta	Less than 5
	Swan River Cree First Nation (Wapsewsiipi)	Alberta	Less than 5
	Anishnaabeg of Naongashiing First Nation (Big Island)	Ontario	Less than 5
	Big Grassy Anishinaabe First Nation	Ontario	Less than 5
	Grassy Narrows Ojibway First Nation (Asubpeeschoseewagong)	Ontario	Less than 5
	Muskrat Dam Lake Oji-Cree First Nation	Ontario	Less than 5
	North Spirit Lake Oji-Cree First Nation	Ontario	Less than 5
	Poplar Hill First Nation	Ontario	Less than 5
	Red Lake	Ontario	Less than 5
	Sachigo Lake Oji-Cree First Nation	Ontario	Less than 5
	Sandy Lake Oji-Cree First Nation	Ontario	5-10
	Saugeen Ojibway First Nation	Ontario	Less than 5
	Shamattawa First Nation	Ontario	Less than 5
	Wabaaseemoong Independent Nations	Ontario	Less than 5
	Wabigoon Lake Ojibway Nation	Ontario	Less than 5
	Wasauksing First Nation	Ontario	Less than 5
	White Fish Bay First Nation (Naotkamegwanning)	Ontario	Less than 5
	Cowessess First Nation	Saskatchewan	Less than 5
	Fishing Lake Nahkawee First Nation	Saskatchewan	Less than 5
	Lac La Ronge Cree Indian Band	Saskatchewan	Less than 5
	Peter Ballantyne Cree Nation (Assin'skowitiniwak)	Saskatchewan	Less than 5
	White River First Nation (Beaver Creek)	Yukon	Less than 5
	Wuskwi Sipihk First Nation	Manitoba	Less than 5
Métis	Camperville	Manitoba	5-10
	Duck Bay	Manitoba	Less than 5
	Lac Brochet	Manitoba	Less than 5
	Pelican Rapids (Shoal River)	Manitoba	Less than 5
	Seymourville (Manigotagan River)	Manitoba	Less than 5
	St. Laurent	Manitoba	Less than 5
	Wabowden	Manitoba	Less than 5
	Frobisher Bay (Iqaluit)		
Inuit	Aklavik	N.W.T.	Less than 5
	Frobisher Bay (Iqaluit)	Nunavut	Less than 5
	Rankin Inlet	Nunavut	Less than 5
Total	86		335

Map 1. Where Indigenous People Experiencing Homelessness Grew-Up



This work is a derivative of "Canada Manitoba relief location map" by Carport, licensed under CC BY-SA 3.0. The original version can be found at https://en.wikipedia.org/wiki/File:Canada_Manitoba_relief_location_map.jpg

e. Newcomers to Canada

The Winnipeg Street Census 2018 found only a small sample of immigrants and refugees experiencing homelessness. Only 51 (4.9 percent) of the survey respondents came to Canada as an immigrant, refugee, or refugee claimant, much lower than the general population in Winnipeg. Of these, about half had been in Winnipeg for less than 5 years (28 immigrants, refugees, and refugee claimants), while 23 had been in Winnipeg 5 years or longer.

Table 9. Immigration Status

	Frequency	Percentage
Born in Canada	1001	95.2%
Immigrant	23	2.2%
Refugee	16	1.5%
Refugee Claimant	8	0.8%
Newcomer (Immigration Type Unknown)	4	0.4%

N=1052, Missing 18

The low number of recent newcomers included in our surveys is partly a positive reflection of the work done by settlement services and ethno-cultural communities in helping refugees and immigrants settle in Winnipeg. However, this does not necessarily reflect the overall size of the newcomer population experiencing homelessness. Several factors make it likely that the newcomer population was underestimated.

For example, newcomers are more likely to find themselves in situations of hidden homelessness, staying sometimes with family or often with other community connections, than in absolute homelessness. These living situations may be overcrowded and without long-term stability. At the same time, some people who work in the settlement sector have advised that newcomer families staying with family or friends should not generally be considered in a provisional housing situation, since cultural norms would allow them to stay as long as they need until they find permanent accommodations. They also indicated that families who have been staying in refugee camps, often for years prior to their arrival in Canada, may have different perceptions of homelessness than other Canadians that affect their likelihood of identifying as homeless.

We also have less data for newcomers in hidden homelessness because homelessness is stigmatized. Expectations of family and community support may lead newcomers to avoid seeking support from formal institutions and non-profit organizations. As a result, they are less likely to access services where Winnipeg Street Census conducted surveys. Language barriers may also have limited the ability of surveyors to reach many newcomer participants. Given these limitations, the percentage of newcomers within Winnipeg's homeless population may be much higher than reported.



“We spoke with a man who has been living in Winnipeg for three years. He had originally come in search of stable work and a welcoming environment. . .

He has had difficulties in his job with employers failing to pay him, but since he had employment he had much difficulty finding financial/housing assistance. He suggests that we look at roadblocks in current systems to help identify better ways of aiding vulnerable populations.”

Volunteer Surveyor

f. Income

Respondents to the survey listed diverse income sources. A majority received assistance through Employment and Income Assistance (EIA), receiving either General Assistance or Disability. Approximately one third had income from either formal employment (9.8 percent) or informal means of making money such as bottle returns, collecting and recycling scrap metal, making art, panhandling, or squeegeeing. As shown below (section 3.6) many other respondents expressed a desire to find work or need for help in obtaining employment. Respondents often had multiple income sources with over one third (46.1 percent) of respondents declaring two or more sources of income.

It is likely that many people who are experiencing homelessness are missing income benefits for which they are eligible. For example, only 21.9 percent of respondents were receiving GST credits that are available to all households with income below \$45,636. Virtually all respondents would be eligible. Likewise, most of the respondents not receiving EIA would also be eligible for social assistance. Many respondents spoke of difficulties or delays in applying for or receiving EIA, or reported that they were waiting to qualify for EIA. One in 10 respondents listed no income source at all. An additional 115 respondents (12.2 percent) only had income from sporadic or informal sources, such as money from family and friends, GST credits, or informal activities such as bottle returns and panhandling.

Table 10. Source(s) of Income

Sources of Income	Frequency	Percentage
Employment and Income Assistance, general social assistance	422	40.9%
Informal / Self-Employment (e.g., Bottle Returns, Panhandling)	240	23.3%
GST Refund	226	21.9%
EIA Disability Benefit	213	20.7%
Money from Family / Friends	128	12.4%
Employment	97	9.4%
Seniors Benefits (e.g., CPP/OAS/GIS)	50	4.8%
Employment Insurance (EI)	36	3.5%
Other CPP (disability, survivors' benefits)	25	2.4%
Child and Family Tax Benefits	14	1.4%
Other	39	3.8%
No income	95	9.2%

N = 941; Missing 131

Respondents could state more than one income source, so totals exceed 100%

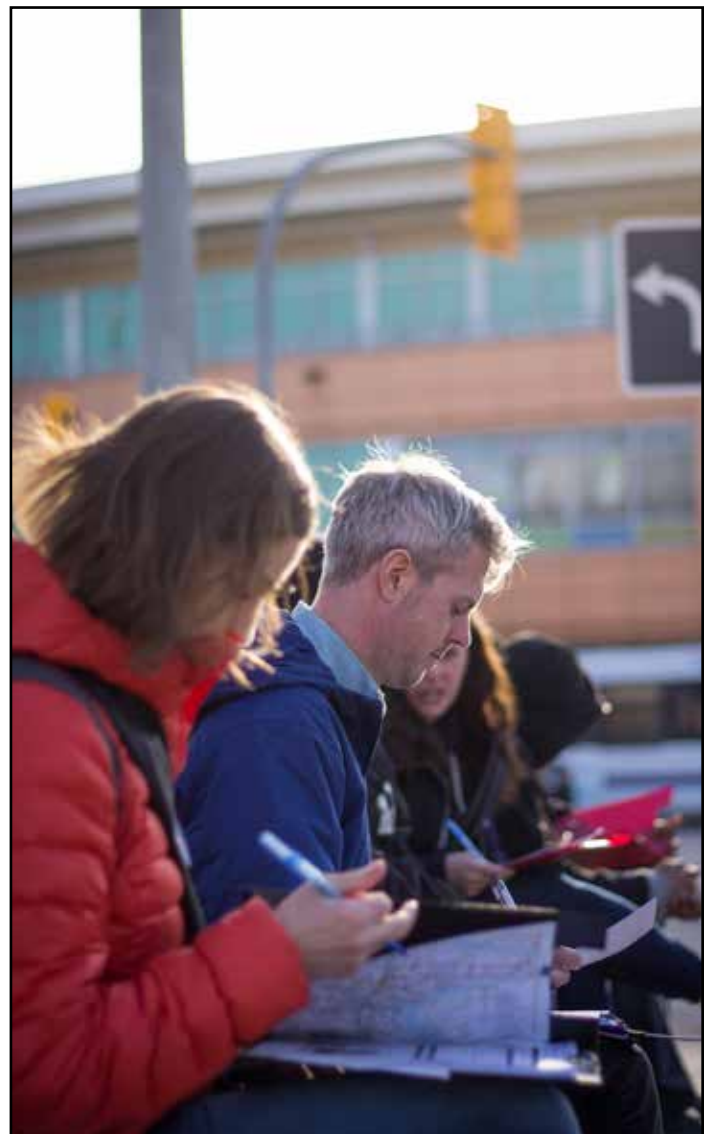
g. Education

Lack of education puts people at greater risk of homelessness. More than half of respondents had not completed high school, only had primary or had no formal education.

Table 11. Highest Level of Education

	Frequency	Percentage
No Formal Education	12	1.2%
Primary	220	21.5%
Some High School	320	31.2%
High School Graduate / GED	278	27.1%
Some Post Secondary	108	10.5%
Post-Secondary Graduate	84	8.2%
Graduate Degree (e.g. Masters, Ph.D.)	3	0.3%

N = 1025; missing 47



4. Experiences

4.1 Institutions and Homelessness

a. Military or RCMP Service

6.0 percent of survey respondents had service in the military.

- 56 respondents were military veterans
- 6 respondents had been in the RCMP

The Federal government has resources to connect veterans of the military or RCMP to services that can address their homelessness, including a team of volunteers who will meet with them. A number of the veterans surveyed were not aware of this resource, nor were employees of most agencies that serve people experiencing homelessness. The Street Census was an opportunity to connect veterans to these resources, and increase awareness of their availability.

b. Child and Family Services

One of the most common pathways into homelessness is through having experience in the care of Child and Family Services (CFS). Out of those who responded, 51.1 percent indicated they had spent time in foster care, group homes, or another CFS placement. Of these, many first became homeless immediately after leaving the care of CFS (sometimes called 'aging out of care'). Over half (52.2 percent) had their first experience of homelessness within 30 days of transitioning from the care of CFS.

Figure 5. Child and Family Services Experience by Demographics

Spent Time in CFS Care

NON-YOUTH (AGE 30+)	49.4%
YOUTH	57.6%

Spent Time in CFS Care

NON-INDIGENOUS	26.9%
INDIGENOUS	58.5%

Spent Time in CFS Care

MALE	47.5%
FEMALE	59.4%

"One woman went into foster care at age 11 when her mother was admitted to a sanatorium with Tuberculosis. At age 10, she took care of her younger siblings for one year before an agency became aware of her situation."

Volunteer Surveyor

Table 12. Length of Time Between Discharge from CFS and Homelessness

	Frequency	Percentage
Immediate	196	49.7%
2-30 days	10	2.5%
1-6 months	11	2.8%
6 months-1 year	29	7.4%
1-2 years	1	0.3%
2-3 years	13	3.3%
3-5 years	20	5.1%
5-10 years	51	12.9%
10+ years	63	16.0%
Total	394	100.0%

N=394; Missing 11

We also observed intergenerational patterns of homelessness and CFS care in our study. Among 43 individuals who listed having their children taken away by CFS as the cause of either their first or most recent experience of homelessness, 23 (53.5 percent) themselves had been in foster care, group homes or another CFS placement.

The over-representation of Indigenous people we surveyed who had experience in the care of CFS mirrors total CFS numbers that show that 90 percent of Manitoba children in CFS care are Indigenous.¹⁷

Table 13. Respondents' with Experience in Foster Care, Group Homes, or Another CFS Placement

	Frequency	Percentage
First Nations	337	66.7%
Métis	76	15.0%
Non-Status / Have Indigenous Ancestry	20	4.0%
Inuit	7	1.4%
Not Indigenous	65	12.9%
Total	505	100%

N = 999; Missing 71

"He was a father whose kids had been in care but thankfully now were with his granny. He didn't want them to experience what he had. He tries really hard but his addictions get the best of him."

Volunteer Surveyor

¹⁷ Brownell Marnie, M. Chartier, W. Au, L. MacWilliam, J. Schultz, W. Guenette, and J. Valdivia. 2015. *The Educational Outcomes of Children in Care in Manitoba Winnipeg*: Manitoba Centre for Health Policy.

c. Use of Emergency Shelters

Among respondents who were not staying in emergency shelters at the time of the Street Census, 340 (45.6 percent) had not stayed in a shelter at all over the past year.

Table 14. Stayed in an Emergency Shelter in the Previous Year (Including currently staying in emergency shelter)

	Female / Woman		Male / Man		Non-Binary Gender Unknown	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No	115	37.1%	207	32.0%	10	47.6%
Yes	195	62.9%	439	68.0%	11	52.4%
Total	310	100.0%	646	100.0%	21	100.0%

Of these, 183 provided reasons they did not stay at shelters. Most commonly, respondents said they preferred to stay other locations, including with friends or family or outside (59.7 percent). Other common reasons respondents gave included fear for safety, being unable to sleep or finding shelters to be unsanitary, bedbugs or pests, or they were turned away. Three (3) people said they didn't know where to go or how to access emergency shelters. Though this provides useful indications of reasons people do not access emergency shelters, a more in-depth study would be needed to understand the reasons people say they prefer to stay other places.

Amongst those who reported "fear for safety" as a reason for not staying in emergency shelters, 14 were women, 28 were men and one was two-spirited.

"It was the last interview of the morning, and an old woman with a walker came by. She had slept the previous night in the bus shack nearby. She avoided the homeless shelters because they gossip too much there."

Volunteer Surveyor

Table 15: Reasons for Not Staying at Emergency Shelters

	Frequency	Percentage
Prefer to stay in other locations	117	63.9%
Fear for safety or other anxiety	42	23.0%
Bed bugs and other pests	23	12.6%
Another reason related to discomfort (can't sleep, not clean)	19	10.4%
Shelters are full	16	8.7%
Has been barred, banned, or kicked out from shelters	11	6.0%
Doesn't like rules/regulations	10	5.5%
Other	32	17.5%

N = 183; Missing 149

Note: Some people had more than one reason for not using emergency shelters, therefore the total equals more than 100

"One man told us that they need more shelters and more beds. Some nights he sleeps in the park because he can't find a bed."

Volunteer Surveyor

Table 16: Reasons for Not Staying at Emergency Shelters by Gender

	Female	Male
	Percentage	Percentage
Prefer to stay in other locations	43.1%	75.2%
Fear for safety or other anxiety	36.2%	17.1%
Bed bugs and other pests	20.7%	8.5%
Another reason related to discomfort (can't sleep, not clean)	10.3%	11.1%
Shelters are full	8.6%	8.5%
Has been barred, banned, or kicked out from shelters	5.2%	6.0%
Doesn't like rules	10.3%	2.3%
Other	20.7%	9.0%

N = 58; Missing 57 N = 117; Missing 90

Note: Some people had more than one reason for not using emergency shelters, therefore the total equals more than 100%; Respondents with a non-binary gender were too small in number to analyze this response.

d. Institutional Settings and Homelessness

Absence of a discharge plan for patients from hospitals or correctional facility inmates can also be a pathway to homelessness. Based on limited data, we found that of the 81 adult inmates released from Manitoba Correctional Centres on April 17, at least eleven were released into a circumstance of homelessness (13.5%). Either they had no fixed address, or their listed address was a shelter or other provisional housing arrangement. Throughout the week of April 15 to April 20, approximately 35 inmates appear to have been released into homelessness. Given their limited resources, it is unlikely that many of these former inmates found immediate suitable permanent accommodations. Many other were released far from their home communities, often without resources to return.

Others may not be included in this data because they listed the home of a family member or friend as the location they would be staying, however, this could be a precarious or unsafe situation over the long-term.

Winnipeg Regional Health Authority (WRHA) also recorded that 13 of their patients in acute care or crisis stabilization settings on April 17 would otherwise be unsheltered, in emergency shelter or provisionally accommodated (that is, they were identified in the data as having “no fixed address”).

“The person who had been in prison for several serious crimes said one thing that resonated: ‘I want to stop, but I just don’t know how to do it and no one seems to want to help.’”

Volunteer Surveyor

4.2 Pathways into Homelessness

a. Mobility

Most survey respondents were long time residents of Winnipeg. More than half had lived in Winnipeg ten or more years (65.8 percent), including one third who had always lived in Winnipeg. However, one in seven (13.8 percent) had moved to Winnipeg within the last year. In total, 5.9 percent had moved to Winnipeg within the last month.

Table 17. How Long Have Respondents Been in Winnipeg

	Frequency	Percentage
Less than 10 days	27	2.6%
11-30 days	34	3.3%
31-90 days	27	2.6%
3-6 months	26	2.5%
6 months -1 year	30	2.9%
1-2 years	35	3.4%
3-5 years	90	8.6%
5-10 years	86	8.3%
10+ years	381	36.6%
Entire life	304	29.2%

N = 1041; Missing 29

Among those who had moved to Winnipeg within the last year, the majority came from other communities in Manitoba. Most others came from other Western Canadian provinces or Ontario (25.0 percent of those who moved to Winnipeg in the previous year). Eleven moved from outside Canada. Most were Indigenous and grew-up in Indigenous communities. Of recent movers to Winnipeg, 22 out of 144 had come directly from a First Nations community, most often a First Nations community in Manitoba.

“She was living in Thompson with her family, but her family moved so she moved to Winnipeg. She is waiting on EIA for money to access housing.”

Volunteer Surveyor

Table 18. Where Recent Movers (less than one year) to Winnipeg Come From

	Frequency	Percentage
Manitoba	61	54.5%
Alberta	12	10.7%
Ontario	10	8.9%
British Columbia	9	8.0%
Saskatchewan	7	6.3%
Quebec	2	1.8%
Outside Canada	11	9.8%

N = 112; Missing 31

b. Age of First Experience of Homelessness

The most common age that people first experienced homelessness was 18. One in ten respondents first became homeless at age 18 (9.5 percent). Almost half (45.0 percent) first became homeless between the ages of 12 and 20. Among those whose first experience of homelessness was at age 18, more than 60 percent had spent time in foster care, group homes, or another CFS placement. Most children in the care of CFS lose support, including financial resources and other help from their former guardian (CFS social work staff) at the age of 18. For some, this is extended to age 21, but this usually requires participation in employment or education, which youth who have experienced major trauma may not be prepared for.

For those who said they first became homeless as a young child, details on the surveys suggest that they were often accounting for either their initial entry into the care of CFS or their family’s experience of homelessness. In other cases, children are forced into homelessness at very young ages, often due to family breakdown.

Figure 6. Age Respondents First Experienced Homelessness

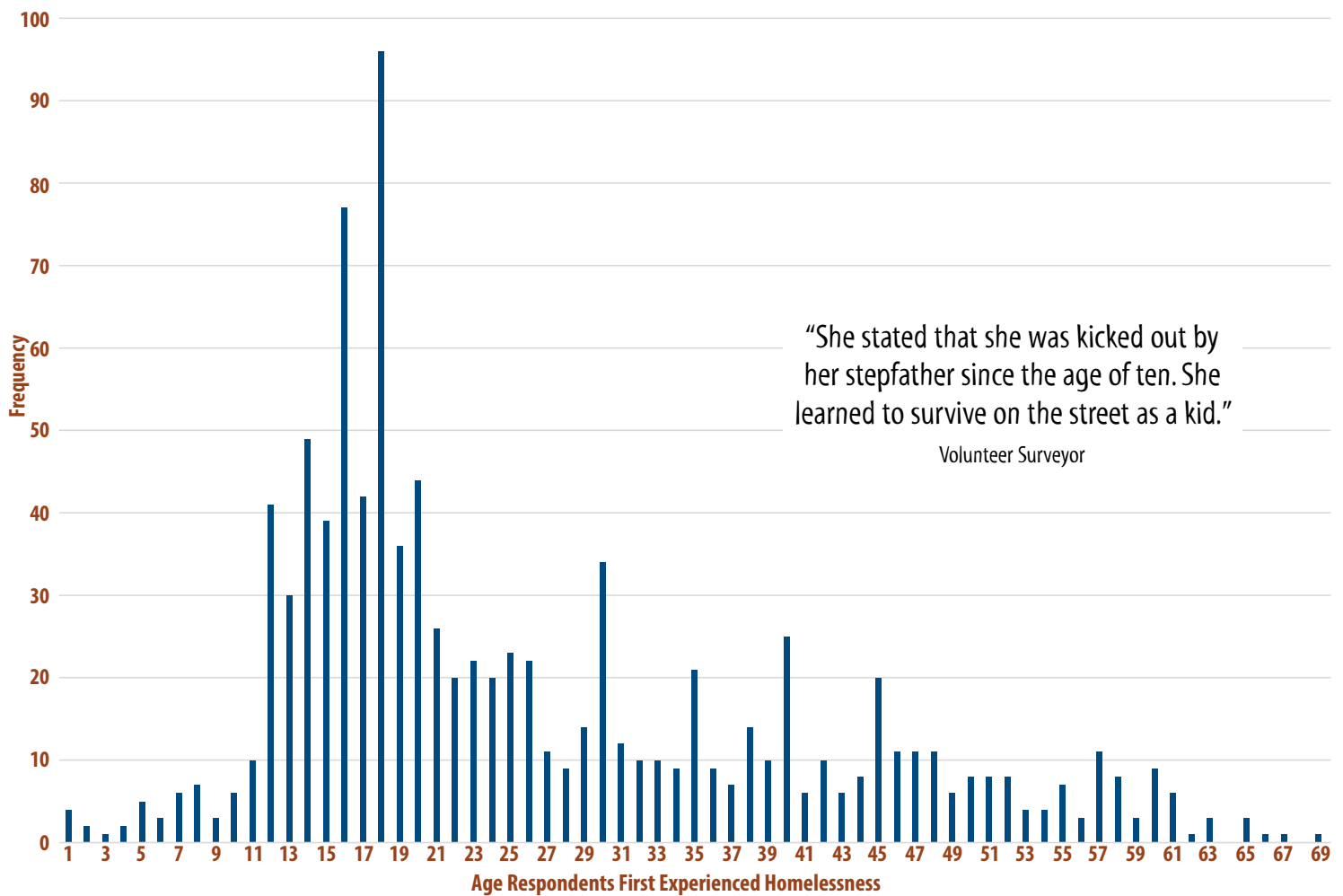
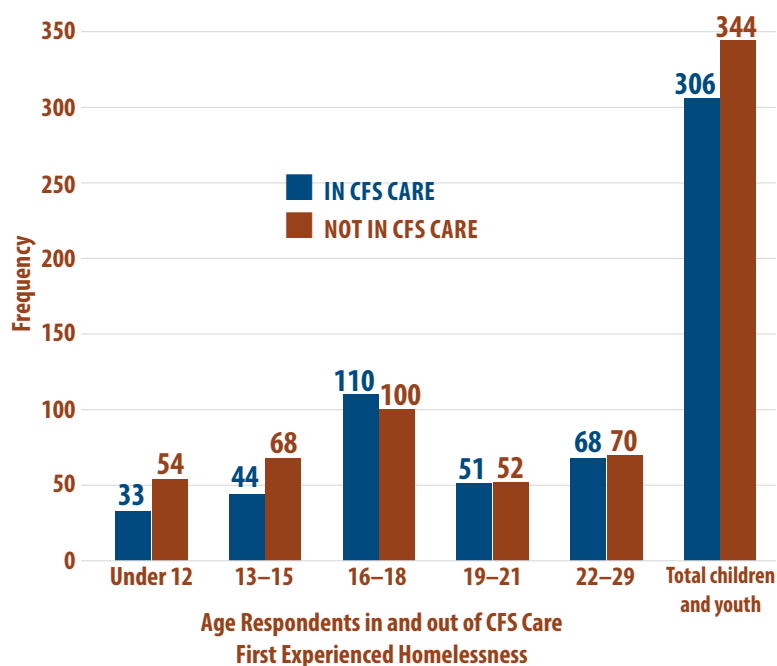


Figure 7. Age Respondents in and out of CFS Care First Experienced Homelessness



“There was a woman who had been experiencing homelessness since she was six-years-old when her family moved to Winnipeg from their First Nation. She was never in CFS care but her family could never get ahead after coming south.”

Volunteer Surveyor

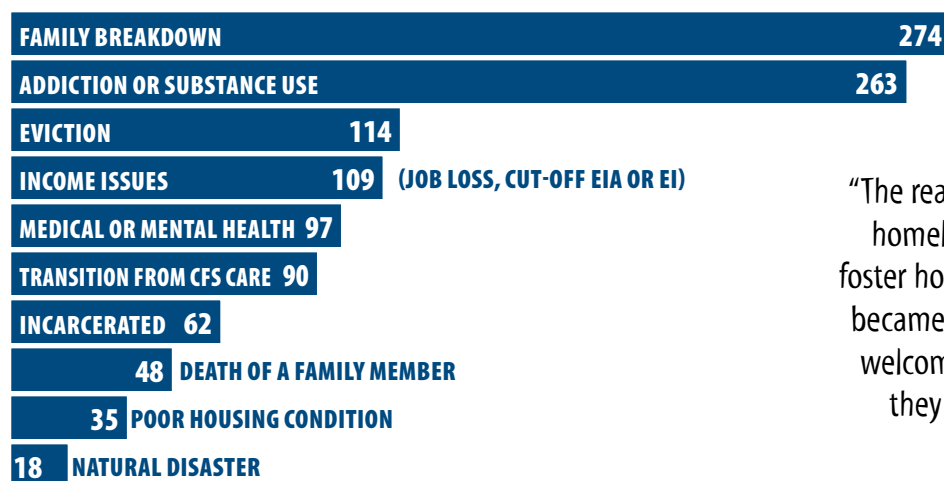
c. Reason for First Experience of Homelessness

Every person experiencing homelessness has a different story, and it is not always possible to summarize the reasons people provided for this initial experience into a single category. Unlike in 2015, respondents were encouraged to list all the causes, rather than only the main cause for their first experience of homelessness. Nonetheless, the reason for first experience of homelessness fit an overall pattern similar to that seen in the 2015 study.

Family breakdown, issues with addiction, issues with housing, lack of income and health and mental health issues were the dominant responses. Family breakdown included conflicts with parents, partners, family violence, or having children go into the care of CFS (274 cases). Issues of addiction or abuse of drugs or alcohol were listed by 263 individuals. Housing issues including eviction (114 cases) or poor housing conditions including unsafe housing or housing in need of major repairs (35). Many people had a difficult time summarizing the cause of their homelessness, as a range of factors combined to lead to the experience. For example, almost one third of those who named addictions issues as the cause of their homelessness also experienced abuse by a parent or spouse. Interestingly, while 246 respondents experienced homelessness within the first year of aging out of the care of CFS, only 90 named the transition from CFS care as the cause of their homelessness.

Only three individuals said that they became homeless for the first time by choice. Meanwhile, six individuals indicated they had always been homeless.

Figure 8. Reasons for First Experience of Homelessness



Respondents could select more than one reason so totals may exceed number of completed surveys.

"I had the opportunity to speak with several women with a history of domestic violence about its relationship with homelessness. One woman spoke about how, through abusive partnerships that have led her into drug abuse and homelessness, she has experienced pain, but also gained incredible strength. She told me that she was continuing to learn about her self-worth as a woman, and how she can learn to expect men she is dating to respect her."

Volunteer Surveyor

"The reason why this person first became homeless was because they were in a foster home. The reason they most recently became homeless was due to not feeling welcomed staying with family. They felt they were taking too much space."

Volunteer Surveyor

Table 19. Reasons for Respondents' First Experience of Homelessness (detailed)

	Frequency	Percentage
Addiction or substance use	263	32.5%
Eviction	114	14.1%
Conflict with parent (excluding abuse)	96	11.9%
Transition from CFS care	90	11.1%
Job loss	81	10.0%
Incarcerated	62	7.7%
Conflict with spouse (excluding abuse)	50	6.2%
Death of a family member	48	5.9%
Mental health issue(s)	47	5.8%
Abuse by parent/guardian	43	5.3%
Abuse by spouse/partner	38	4.7%
Poor housing condition	35	4.3%
Children were taken into CFS care	33	4.1%
Illness/Medical condition	29	3.6%
Issues with EIA (cut-off, late cheque)	28	3.5%
Going to hospital	21	2.6%
Natural disaster	18	2.2%
Sexual exploitation	14	1.7%

N = 810; Missing 260

d. Reason for Most Recent Experience of Homelessness

The majority of people experiencing homelessness had been homeless multiple times throughout their lifetime; many had found housing then found themselves homeless again in the previous year (the data for a survey question on number of episodes of homelessness was not valid and therefore not included in this report). People in the survey listed many different reasons for their following experiences of homelessness, though from the responses it is clear that people had a hard time differentiating between the reasons for their first homelessness and later ones as they are often connected.

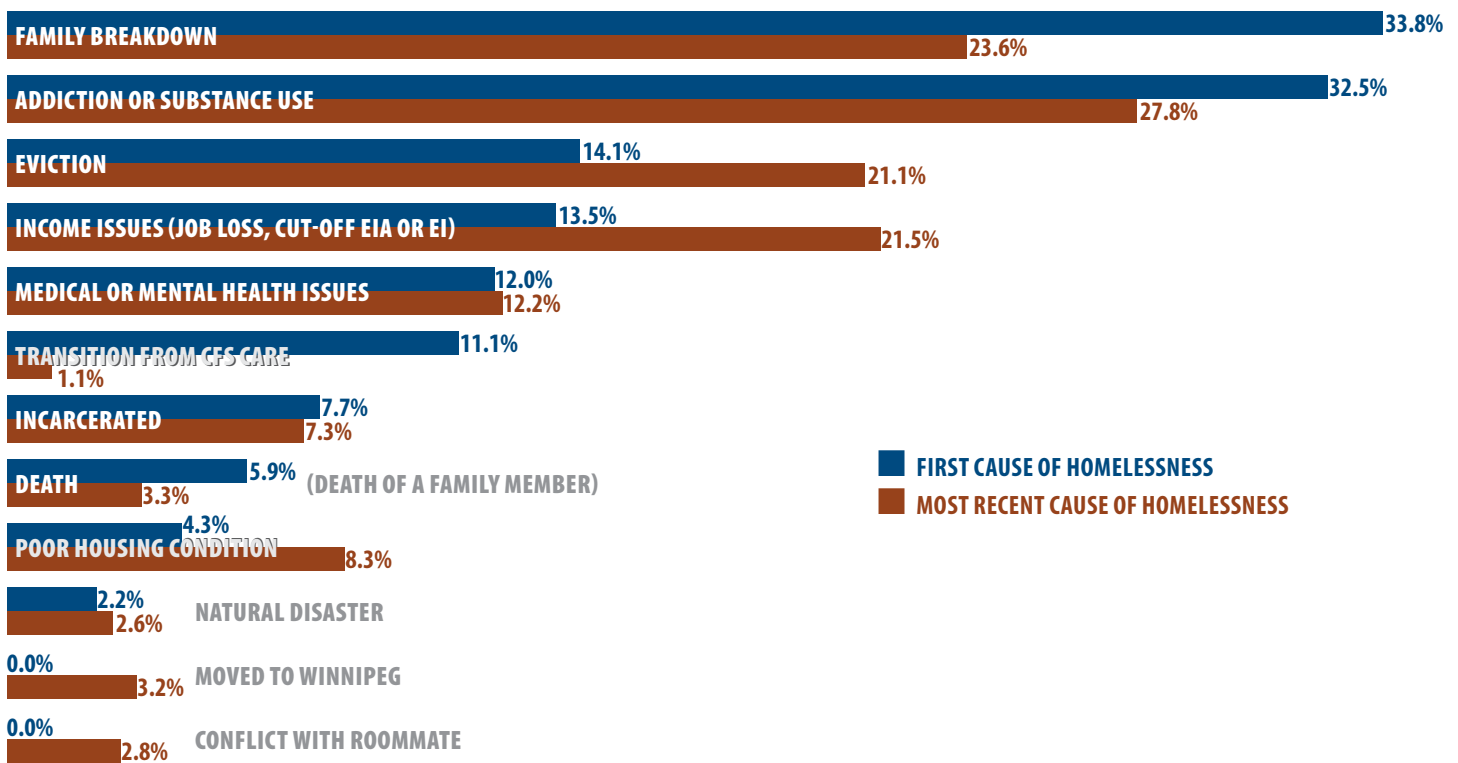
Table 20. Reasons for Respondents' Most Recent Experience of Homelessness (detailed)

	Frequency	Percentage
Addiction or substance use	225	24.8%
Eviction	171	18.8%
Conflict with spouse/partner (excluding abuse)	88	9.7%
Job loss	81	8.9%
Unable to pay rent/mortgage	55	6.1%
Incarcerated	51	5.6%
Mental health issue(s)	50	5.5%
Poor housing conditions	50	5.5%
Issues with EIA (cut-off, late payment)	38	4.2%
Illness or medical condition	33	3.6%
Abuse by spouse/partner	31	3.4%
Death of family member	27	3.0%
Moved to Winnipeg	26	2.9%
Conflict with parent/guardian	25	2.8%
Conflict with roommate	23	2.5%
Natural disaster	21	2.3%
Family conflict (not parent/guardian or spouse/partner)	17	1.9%
Unsafe housing conditions	17	1.9%
Hospitalization or treatment program entrance or discharge	16	1.8%
Abuse by parent/guardian	13	1.4%
Children taken into CFS care	11	1.2%
Transition from CFS care	9	1.0%
Refugee	9	1.0%
Legal matters (criminal charges, gang involvement, etc.)	8	0.9%
Abuse (by unknown source or source other than parent/guardian or partner)	6	0.7%
Choice	5	0.6%
Sexual exploitation	4	0.4%
Never had a home/Always homeless	3	0.3%

N = 909; Not Applicable 122; Missing 39



Figure 9. Reasons for Homelessness, First Experience and Most Recent



e. Length of Time Homeless

The Street Census survey asked people how much time they have been homeless over the past year, and how much time in total they have experienced homelessness throughout their lifetime. As discussed above, and from this data, we can see that people move in and out of homelessness. They may find housing temporarily, but for a variety of reasons, find themselves homeless again.

Table 21. Length of Time Homeless Over the Past Year

	Frequency	Percentage
Less than 10 days	46	5.0%
10-30 days	85	9.2%
1-2 months	83	9.0%
2-3 months	63	6.8%
3-4 months	54	5.9%
4-5 months	41	4.5%
5-6 months	78	8.5%
6-9 months	73	7.9%
9 months-1 year	68	7.4%
all year	330	35.8%

N = 921; Missing 149

Table 22. Length of Homelessness over Lifetime

	Frequency	Percentage
Less than one year	229	22.7%
1-5 years	372	36.8%
5-9 years	198	19.6%
10-19 years	134	13.3%
More than 20 years	78	7.7%

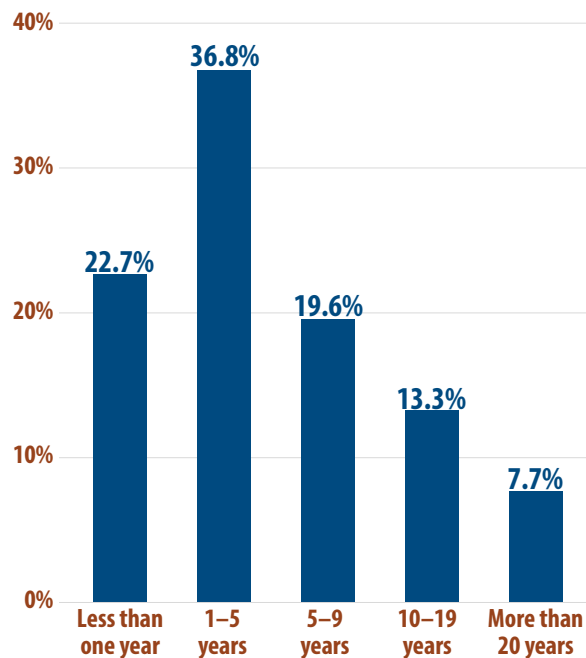
N = 1011; Missing 59

Figure 10. Respondents Who Experienced Homelessness for Less Than One Year



A large majority of respondents (77.3 percent) had been homeless for more than one year over their lifetime. 21.0 percent had been homeless for 10 years or more.

Figure 11. Length of Time Homeless Throughout Lifetime



The average amount of time over the past year people spent in homelessness was 7 months. 35.8 percent of respondents reported being homeless through the whole of the past year. Among 921 survey respondents who provided data on length of time homeless over the past year, 25.5 percent (235 individuals) had been homeless for six months or more and were staying in either emergency shelter or were unsheltered.¹⁸

f. Long-Term Homelessness

More than 200 respondents, 21.0 percent of the surveyed population, had experienced ten or more years of homelessness throughout their lives. This group was somewhat older than the overall population of survey respondents, 45 compared with 41 years of age. 78.8 percent were Indigenous.

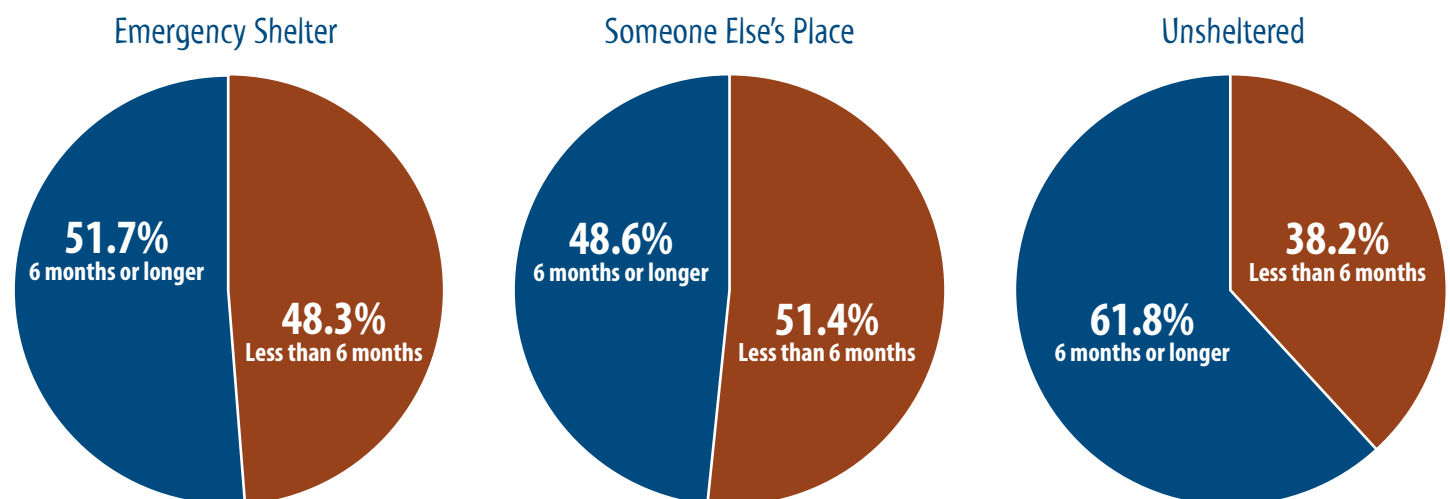
Of the people who throughout their lives have spent ten or more years in homelessness, 62.0 percent first became homeless at age 18 or younger; 50.3 percent also reported having spent time in care of CFS, foster care or group homes.

Those with ten or more years experience of homelessness were more likely to identify as male than the overall population experiencing homelessness. 76.1 percent identified as male, 22.3 percent as female, and 1.6 percent identified as another gender.

“I spoke with one individual who has been homeless for 15 years. He spoke about sleeping on the street close to Agape Table with only three blankets and trying to share his blankets with other individuals who are homeless. He goes to another resource on Pritchard often for coffee/ lunch. Sometime he may not eat for three days, only has water.”

Volunteer Surveyor

Figure 12. Length of Homelessness Over the Past Year by Where the Respondent Stayed



¹⁸ It is important to note that this is not the total number of people in Winnipeg experiencing chronic homelessness according to the Federal HPS definition, because: length of stay data is from only sample (68 percent) of the emergency shelter data, the data for the question on number of episodes of homelessness was not valid at the time of writing this report, and as a 'point-in-time' approach, the survey certainly missed many people who had stayed in an unsheltered location for more than 6 months in the previous year..

4.3 Finding Permanent Housing

Participants were also asked an open-ended question inviting them to reflect on what would help them find permanent stable housing. Most common response was affordable housing. The next most common responses were having someone to help advocate for them or directly support to help them navigate various support systems or find housing. Others said they needed employment, a higher or more stable income, or addiction treatment to help them find stable permanent housing.

Many respondents found this a difficult question to answer. Some were on their way to finding housing but were just waiting or in a transition period. Others couldn't think of a specific thing that could help, with responses such as "I just gotta figure things out" or "a miracle."

Table 23. What Might Help You to Find and Maintain Housing?

	Frequency	Percentage
Affordable housing	208	26.9%
Advocacy or direct support	176	22.8%
Employment	166	21.5%
Higher or more stable income	89	11.5%
Addiction treatment	74	9.6%
Resources (ID, rental guide, phone, transportation)	42	5.4%
Counselling, mental health support	42	5.4%
EIA Enrollment or resolution	38	4.9%
Community, family, friends	36	4.7%
Reference, rental history, improved credit	34	4.4%
Education	29	3.8%
Transitional housing	17	2.2%
Family reunification or support to address conflict	13	1.7%
Less discrimination amongst landlords	10	1.3%
Damage deposit	9	1.2%
Health issue(s) resolved	9	1.2%
To move back to First Nation community	9	1.2%
Other	14	1.8%
Doesn't want housing	8	1.0%

N = 773; Missing 297

"One respondent told me that the biggest need for him was to get real help finding permanent work. He said he needs to be able to find help with resumes and coaching and applications in one place instead of spread out over so many different locations. He feels weary going from place to place."

Volunteer Surveyor



5. Recommendations

Systems Change

Given that 65.9% of respondents were Indigenous and come from across Canada, though predominately from First Nation reserve communities in Manitoba, settlement services akin to those we provide to newcomers to Canada should also be provided to ensure that those who have had to move from their home communities to the city for education, employment and even natural disasters are aware of and able to access necessary supports and services. It should be understood that this would need to be an Indigenous led initiative.

Given that 52.2% of respondents who reported involvement with Child and Family Services first became homeless within 30 days of transitioning from CFS care and incarceration, and health issues were also listed as reasons for other respondents first experiencing homelessness, a spectrum of transitional supports and strategies are needed for youth exiting Child and Family Services along with anyone exiting Corrections or Health Services by building on existing community based support services.

Given that one of the most common pathways into homelessness is through experience in the care of Child and Family Services with 51.1% of total respondents indicating they had spent time in foster care, group homes, or another CFS placement, the CFS system must move away from one that emphasises apprehensions into state care and towards one that builds on community supports, both formal (ie.: community based organizations) and informal (ie.: within extended family and friends) to strengthen families and avoid the family breakdown that follows state apprehensions.

Given that family breakdown, issues with addiction, housing, income, health and mental health remain the dominant responses as to why people first became and remain homeless, create a coordinated intake and assessment system that supports a 'no wrong door policy' to ensure people do not get 'lost' by being directed, redirected and misdirected through our various governmental systems. This should include on-line access to all services from emergency shelters to transitional and long-term housing.

Given again the complexity of issues listed above that lead people into and trap them in homelessness, all levels of government and their departments must align their policies and strategies so that no more than 30% of one's income is spent on safe and sustainable housing.

Given that Employment and Income Assistance was listed by 40.9% of respondents as a source of income, it is clear that the current level of support is not adequate. EIA should move away for subsistence only levels of support and raise the maximum a person can earn on a monthly basis before future benefits are garnished.

Given that 53.9% of respondents were not able to complete high school, with 23.7% not having any high school education at all, there is a clear link between education and homelessness. The Education system, therefore, must be recognized and supported as an ideal opportunity for prevention and intervention of homelessness through supportive family strengthening programming, life skills and employment training.

Given that these findings demonstrate that health, mental health and addictions are inextricably linked to homelessness, an increase to services both governmental and community based, that adhere to harm reduction approaches, that address the variety of unique needs of those struggling to find safe and sustainable housing is essential. An interim step would be to create safe transitional housing for those awaiting treatment.

Housing Supply

Given that poor housing conditions were also cited by respondents as a reason for first experiencing homelessness and “affordable”, meaning in good condition with rent they could afford while maintaining other necessities (ie.: food, clothing etc...), was the most frequently cited (26.9%) pathway out of homelessness, the Government of Manitoba must take full advantage of the federal housing strategy by matching funding levels.

Given the wide ranging and complex reasons facing people experiencing homelessness, a variety of housing supply options are needed. Social housing and/or rent geared to income must include more:

- Larger units to accommodate a variety of family compositions
- Seniors (including more publically funded personal care homes)
- Youth living independently
- Rapid re-housing and/or transitional housing
- Supportive housing for people no longer in full treatment but still need in-house supports to maintain stable housing.

The We Matter We Count 2018 steering committee wishes to acknowledge that our recommendations are neither exhaustive nor new. They build on the recommendations from the previous We Matter We Count 2015, and the work of other coalitions and organizations such as Make Poverty History Manitoba, Right to Housing, Here & Now: Winnipeg’s Plan to End Youth Homelessness, End Homelessness Winnipeg, the Government of Manitoba’s most recently commissioned report on Child and Family Services Opportunities to Improve Outcomes for Children and Youth and the Truth and Reconciliation Commission’s Calls to Action. We offer this report and recommendations as further proof that we must all identify and invest in systemic and societal changes if we are ever to truly end homelessness.



6. Definitions of terms

Absolute homelessness: staying in an unsheltered circumstance or in an emergency shelter.

Administrative Data: information collected systematically by an organization providing services. Only services with a residential function (that is, where people meeting the definition of homelessness spent the night on April 17) were requested to provide data.

Base Site: a volunteer coordination hub where volunteers met prior to going to their survey locations and returned to after completing surveys.

Chronic homelessness: the experience of a person who is currently homeless and has been homeless for 6 months or longer. This is different from the HPS definition of homelessness, available on the Government of Canada website.

Dependent children: those aged 17 or under who were residing with their parents or guardians. Dependent children were not included the overall proportion of youth and were not surveyed and therefore not included in the other data on youth.

Emergency sheltered: staying in an emergency homeless shelter (youth, adult or family), emergency housing for new immigrants or refugees, or shelter for individuals and families impacted by family violence.

Family group: those who responded that they were staying with family members the night of April 17. Family members could include children under age 18, children over age 18, siblings, spouse/partner or another adult.

Headquarters: the main volunteer coordination site throughout the Street Census.

Hidden homelessness: living temporarily with others without legal protection, guarantee of continued residency, or prospects of permanent housing. This includes any of the respondents who said they are staying with friends, family, or strangers/acquaintances temporarily. Sometimes this is referred to as “couch surfing.”

Institutional care: staying in a penal institution, medical/mental health facility, residential treatment/withdrawal management centre, or emergency placement while in the care of Child and Family Services. Those who met the definition of homelessness in institutional care either:

- were homeless prior to admittance and have no plan for permanent accommodation after release;
- had housing prior to admittance but lost housing while in institutional care; or
- had housing prior to admittance but cannot return due to changes in need.

Long-term provisional accommodation: interim or transitional housing that has average stays or program models designed to be more than one year in length.

Missing: missing data includes all of the “don’t know” or “declined to answer” responses, as well as data never entered by the surveyor or removed during cleaning because it was deemed invalid/unreliable.

Provisionally accommodated: staying in any of the following locations:

- Short-term (1 year or less) transitional housing for individuals and families who have been homeless or who exited from a government system (CFS, Justice, Health or Mental Health Facility) and would otherwise be homeless;
- Living temporarily with others without legal protection, guarantee of continued residency, or prospects of permanent housing. This includes any of the respondents who said they are staying with friends, family, or strangers/acquaintances temporarily;
- Staying in a hotel or motel without permanent accommodation to return to after the stay; or
- Staying in institutional care and lacking a permanent housing arrangement.

Single location: a location where people experiencing homelessness access services or spend their time during the day, attended by volunteer surveyors on April 18.

Street location: a location on a route walked by volunteer surveyors in the evening of April 18. These were all outdoor routes with the exception of a route through the walkway system downtown.

Transitional housing: housing with no prospect of permanence for individuals and families who have been homeless or who exited from a government system (CFS, Justice, Health or Mental Health Facility) and would otherwise be homeless.

Unsheltered homelessness: staying outside or in a place unfit for human habitation in a public or private place without consent. This includes a vehicle, in a tent or makeshift shelter, a bus shelter, or a private business like a coffee shop.

Youth: includes those aged 29 or under at the time of the survey. Dependent youth or children who were residing with their parents or guardians were not included the overall proportion of youth and were not surveyed and therefore not included in the other data on youth.

7. Methodology

7.1 Purpose and Objectives

The purpose of the Winnipeg Street Census was to estimate the number of people who are experiencing homelessness in Winnipeg in a 24-hour period, obtain a demographic profile of the population, and identify trends over time. Winnipeg Street Census 2018 was the second conducted in Winnipeg. Much of the methodology built on the previous report conducted in 2015. However, because of significant changes in methodology between the two reports, including the time of year, as well as where and when the surveys were conducted, we do not believe the results to be directly comparable to those of 2015. It is our hope that consistent national methodology will allow the 2018 report to provide a baseline for future research on homelessness in Winnipeg.

Additionally, the Winnipeg Street Census Partnership Committee established the following objectives:

1. Utilize the community sanctioned methodology from 2015, integrated with required and promising practices of other Canadian jurisdictions for the National Point-in-Time Count, for conducting regular Street Censuses in Winnipeg
2. Implement the Street Census methodology in a 24-hour period and evaluate the methodology for future years
3. Increase knowledge about homelessness in Winnipeg to inform decision-making and further areas of research. Information disseminated will include particular attention to sub-populations experiencing homelessness in Winnipeg and recognition of the root causes of homelessness
4. Provide baselines of homelessness and comparisons from previous Street Census where applicable for efforts working to end or reduce homelessness in Winnipeg
5. Enhance partnerships between those who serve people experiencing homelessness, including outreach teams, emergency shelters, resource centres, Aboriginal community-based organizations, and representatives from health, addictions, mental health and justice programs

7.2 Definition of Homelessness and Scope of Census

The Winnipeg Street Census 2018 applied the Canadian Definition of Homelessness.¹⁹ According to this definition, homelessness encompasses a range of physical living situations including 1) unsheltered, 2) emergency sheltered 3) provisionally accommodated, and 4) at risk of homelessness. Due to limitations of resources and consistent with the point-in-time methodology, the Winnipeg Street Census did not include this full range of homelessness; specifically we excluded those at risk of homelessness. As in 2015, those staying in rooming houses were not part of the research, as their tenancies are protected under the Residential Tenancy Act in Manitoba. Additionally, we did not include transitional housing or reception/welcoming centres for refugees as part of the study, where average stay was one year or longer, or where the centre arranges permanent housing for residents prior to departure.

Table 24 outlines the types of homelessness included in the study as well as the methodologies applied to include them. Appendix 1 includes a complete list of administrative data providers.

¹⁹ Canadian Observatory of Homelessness. 2012. *Canadian Definition of Homelessness*. Homelessness Hub: <http://homelesshub.ca/homelessdefinition/>

Table 24. Scope of the Winnipeg Street Census 2018

Types	Living Situation	Examples	Method	Included
Unsheltered	1.1 People living in public or private places without consent or contract	Vehicles, tents, bus shelters, other public places	Survey	Yes
	1.2 People living in places not intended for permanent human habitation	Abandoned or vacant buildings	Survey	Yes
Emergency sheltered	2.2 Emergency overnight homeless shelters (adult, youth, and family)	Emergency shelters	Survey, Administrative Data	Yes
	2.2 Shelters for individuals and families affected by domestic violence	Domestic violence shelters	Survey, Administrative Data	Yes
Provisionally accommodated	3.1 Interim (transitional) housing	Short-term housing (less than one year)	Survey, Administrative Data	Yes
	3.2 People living temporarily with friends, family or strangers	"Couch surfing," "Staying with my friend"	Survey	Yes
	3.3. People accessing short-term, temporary housing	Hotels or motels without tenancy agreement	Survey	Yes
	3.4 People in institutional care, without permanent housing arrangements for their release	Hospitals, Manitoba Corrections, Addiction treatment programs	Administrative Data	Yes
At Risk of Homelessness	4.1 People at imminent risk of homelessness	People experiencing one or more risk factors that increase the likelihood of falling into homelessness, eg. Financial stress, addiction		No
	4.2 People in core housing need or precariously housed	People paying unaffordable rents, or in housing that is overcrowded or in poor repair		No

7.3 The Point-in Time Approach

The methodology for the Winnipeg Street Census is based on a model recommended by the Canadian Observatory on Homelessness and will be used by cities participating in the Homeless Partnering Strategy of Economic and Social Development Canada's (HPS) National Point-in-Time Count of Homelessness. There were 61 cities across Canada which took part in the Point-in-Time count in March and April of 2018. This will allow for comparisons between Winnipeg's data and other Canadian cities. The Winnipeg Street Census was designed to provide a snapshot of as wide a range of circumstances as feasible. As a result, the following methods were used:

a. Surveys

b. Administrative data from service providers using a tally sheet created for the Street Census

c. Administrative data from adult emergency shelters through the Homelessness Partnership Winnipeg

d. Tally Sheet

The 2018 Winnipeg Street Census was conducted overnight the night of April 17 at shelters and other housing locations. Throughout the day on April 18, surveys were conducted at single locations where people experiencing homelessness access services. Street Surveys were conducted between 7pm and 10pm along walking routes within the inner city and by outreach teams in other parts of the city. Additionally, administrative data was collected from 23 emergency and transitional housing providers.

a. The Survey

A 20 question survey was delivered to people experiencing homelessness at 53 locations throughout Winnipeg over the course of April 17 and 18th. (The survey instrument is available in the Methodology Appendix). These included interviews at shelters where people had stayed the night, at service locations such as food banks, bottle depots and drop in centres or other locations people experiencing homelessness spend time such as libraries, churches or malls. Others volunteers conducted surveys with people they encountered along walking routes along inner city streets. Outreach teams in vehicles also attempted to conduct surveys at locations outside the inner city.

b. Administrative Data

Service providers provided demographic data about the people staying the night of April 17, 2018 (the Administrative tally sheet is available in the Methodology Appendix). These included youth and domestic violence shelters, transitional housing locations and treatment programs. Winnipeg Regional Health Authority provided demographic data about patients in acute care hospital settings as well and crisis stabilization and crisis response who had no fixed address. Manitoba Corrections provided data concerning adults released on April 17 who were being released into situations of homelessness.

c. Homelessness Partnership Winnipeg (HIPW) data

Shelters, addictions treatment programs, and transitional housing programs which track their participants using the

Homeless Individuals and Families Information System (HIFIS) provided demographic data through the HIPW. Siloam Mission, Main Street Project and The Salvation Army Winnipeg Booth Centre provided data on age, gender and Indigenous identification for participants staying the night of April 17.

d. Tally Sheets

Volunteers filled out tally sheets indicating people who they encountered but were unable to interview, were ineligible or otherwise chose not to participate. This data will give future researchers a better understanding of where and how to best deploy resources in subsequent point-in-time counts. At this stage, we have not conducted an analysis of the tally sheets.

7.4 Comparing data sources

Authors combined several data sources to obtain as complete a picture as possible of the homeless population in Winnipeg. In total, volunteers completed 1,311 surveys. Of these, 241 surveys were removed, either because their responses indicated they did not meet the definition of homelessness, or they were duplicate surveys. Duplicate surveys were initially screened on the basis of date of birth. Surveys with identical dates of birth were compared to determine if they matched sufficiently to be screened out as representing the same person. The net result was that 1,070 surveys were part of the study.

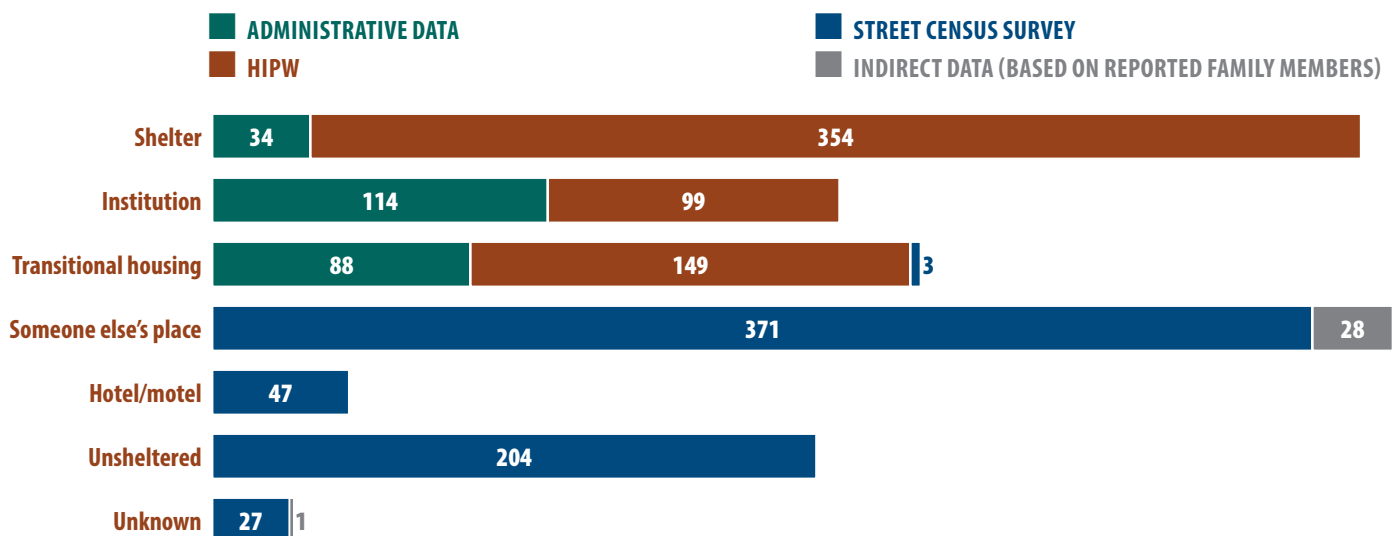
We combined survey data with administrative data from HIPW and from other institutions and housing providers. Some surveys indicated that they stayed somewhere already covered by the administrative data. For questions on where respondents stayed, age, gender, and Indigenous identity, we used the administrative data. In the case of gender, we re-evaluated responses from the screened surveys to better capture data on non-binary gender identification. Their responses to other questions were included.

Table 25: Where People Stayed by Survey Method

	Shelter	Institution	Transitional housing	Someone else's place	Hotel/motel	Unsheltered	Unknown	Total
Administrative data	34	114	88	-	-	-	-	236
HIPW	354	99	149	-	-	-	-	602
Street Census survey*	-	-	3	371	47	204	27	652
Indirect data (based on reported family members)	-	-	-	28	-	-	1	29
Total	389	213	237	372	49	204	26	1519

* Additionally, 420 people responded to the point-in-time count survey, and also stayed in a shelter, institution or transitional housing that was part of the administrative data or HIPW data. Their survey answers on where they stayed and on demographics of age, gender and Indigenous identity were excluded to avoid double counting their responses.

Figure 13: Where People Stayed by Survey Method



7.5 Weather

The weather on April 18, 2018 during the Street Census was mild and dry with a low of -1C. The survey started in the morning of April 17, when it was 3C, hit a high of 13C in the afternoon, and was about 6C when volunteers were on the walking routes outside. The historical average for this time of year is a high of 12C and a low of -1C. Weather conditions were favourable and were unlikely to have posed limitations on the project. Nonetheless, patterns of homelessness vary throughout the year, and no season should be seen as providing a snapshot of “typical homelessness” in Winnipeg.

7.6 Limitations

The Winnipeg Street Census followed methodology developed in partnership with the federal government’s Homelessness Partnering Strategy. Sixty-one communities across Canada participated in point-in-time counts during March and April 2018. A point-in-time methodology is the most common and, many would argue, best way to gain an accurate picture of the number of people experiencing unsheltered and emergency sheltered homelessness; however, the method has limitations. First, it is inherently an undercount of homeless populations. Despite significant efforts by the Winnipeg Street Census Partners to be as comprehensive as possible, individuals were missed and some declined participation. Important limitations to keep in mind are:

1. The method is unable to provide a reliable estimate of the hidden homeless population (those staying with friends, family, or strangers) and those staying temporarily in hotels.
2. Results only provide a snapshot of homelessness in Winnipeg and cannot capture information on seasonal variation. The previous Winnipeg Street Census took place in October 2015. There are significant differences in patterns of homelessness in fall and spring. This is one reason that the results of this survey are not comparable to the earlier Winnipeg Street Census.
3. Incomplete data from some government departments contributed to an underestimation of individuals experiencing homelessness in institutional settings. This year we did receive information from Manitoba Justice concerning individuals released from adult correctional centres during the week of April 15 to 20. We did not receive information concerning youth or those being released from federal correctional centres. Also, the preferred method of estimating the homeless inmate population would have been to ascertain the housing status of all inmates, not just those being released during the week, so as to be consistent with other institutional settings. We also did not receive data from Child and Family Services on how many youth in their care were on emergency placements and therefore without a long-term home.
4. While we had outreach teams collecting data outside the inner city and core areas of Winnipeg, it is likely that these data were incomplete due to the difficulties in reaching people in these locations. Fewer resources and services in non-core areas of the city make outreach to people experiencing homelessness more challenging.
5. Lack of resources and stretched capacity made it difficult for some service providers to participate. In some cases, service providers were not open on the day of April 18 and intended to provide data from a different day the same week, but it proved not possible to coordinate. It is likely that we missed data from some potential locations as a result.
6. Invisibility is often a survival strategy when people experience homelessness as people face stigma and violence due to their homelessness. Simply having large numbers of surveyors out on the streets may cause people to move to more isolated locations.
7. By deploying multiple methodologies over a 24-hour period, the Street Census increased the potential for duplication. At least 118 surveys were removed as duplicates because the researchers determined that the same individual completed more than one survey. We carefully examined each set of surveys with duplicate dates of birth to determine if they were likely to represent the same individual. In cases where there were similar responses on several other questions, we determined that the surveys were matches and we excluded one survey. However, in almost all these cases, responses differed for some questions. The authors used their subjective judgement in determining which responses to include.
8. Although the volunteers were trained to deliver the questionnaire as consistently as possible, responses could vary based on the time and circumstances under which the survey was delivered. As much as possible, we let people experiencing homelessness tell their own stories. Like everyone’s, their stories are partial and relational. The quantitative form of the data presented here obscures the many ways in which they continually and creatively construct their identities. Behind the numbers identified in this report are more 1500 lives of individuals who each have multiple identities. They are each at times mothers, fathers, children and siblings, elders and youth, workers, consumers or members of various intersecting communities. We have done our best to honor and respect them, while presenting data accurately as possible.

“An individual I spoke to told me that he remembered the census from 2015 and that nothing was done as a result. He expressed frustration with the support provided, and he did not agree with the definition of homelessness as he considers that his home is the land.

Volunteer Surveyor

Appendix 1. Survey Sites

Survey Location
Aboriginal Health & Wellness Centre
ACCESS Downtown, EIA Office
Agape Table
Balmoral Hotel: Bottle Depot
Barber House Senior Centre
Eagle Urban Transition Centre
Eastview Community Church
EIA Centralized Services
Holy Trinity Anglican Church
Indigenous Family Centre
Lighthouse Mission
Ma Mawi We Chi Itata Centre (King Street)
Ma Mawi We Chi Itata Centre (Spence)
Macdonald Youth Services - Life Train
Magnus Eliason Recreation Centre
Maryland Beer Store & Bar
McLaren Hotel: Bottle Depot
Millenium Library
Mount Carmel Clinic
Main Street Project Detox Men's Program
Main Street Project Detox Women's Program
Main Street Project Emergency Shelter
Main Street Project Mainstay
Ndinawe Safe House
Ndinawe Youth Resource Centre
New West Hotel: Bottle Depot
Nine Circles Health Centre
North End Women's Centre Inc.: Drop-In
North Point Douglas Women's Centre Inc.
Northern Hotel: Bottle Depot
NorWest Co-op Community Food Centre
Oak Table Community Ministry
Our Place
Pan Am Place
Portage Place
Resource Assistance for Youth Inc. (RaY)
Sherbrook Inn: Bottle Depot
Siloam Mission Emergency Shelter
Siloam Mission Drop-in
St. Boniface Library
St. Boniface Street Links: Morberg House
The Salvation Army Emergency Shelter
The Salvation Army Sonrise Village Family Shelter

Survey Location
The Salvation Army Transitional Shelter
Union Gospel Mission
Union Gospel Mission - Family Life Centre
Welcome Home
West Broadway Community Ministry
West Central Women's Resource Centre
Willow Place
Windsor Hotel: Bottle Depot
Winnipeg Harvest
Yale Hotel: Bottle Depot
Total: 53
Administrative Data Sources
Behavioural Health Foundation
Esther House Inc.
Macdonald Youth Services
Manitoba Justice
Ndinawemaaganag
North End Women's Centre
Pan Am Place
Resource Assistance for Youth
Villa Rosa Inc.
Willow Place
Winnipeg Regional Health Authority : Acute Care or Crisis Stabilization
Total: 11
HIPW Data
Main Street Project Detox Men's Program
Main Street Project Emergency Shelter
Main Street Project Intoxicated Persons Detention Area
Main Street Project Detox Women's Program
Siloam Mission Shelter & Drop-In
The Salvation Army Anchorage
The Salvation Army Emergency Shelter
The Salvation Army Sonrise Village Family Shelter
The Salvation Army Transitional Shelter
Total: 9
Walking Routes Hubs (Base Sites)
Ma Mawi King Street
Main Street Project Main Street
Magnus Eliason Recreation Centre
Millenium Library
MacDonald Youth Services
Total: 5

Appendix 2. Survey

Winnipeg Street Census 2018 Survey

Survey #:

INTERVIEWER (First and Last name): _____

LOCATION (Intersection/Landmark/Agency): _____ TIME _____ (AM/PM)

INTRODUCTION

Hello, my name is _____ and I'm a volunteer with the Winnipeg Street Census. We are surveying people to understand housing issues and homelessness in Winnipeg, and to demonstrate the need for programs and services. The survey takes about 10 minutes to complete.

A. Have you already answered this survey with a person that has this button today?

-Yes [Thank and tally]

- No [Continue]

Do you have a few minutes to complete the survey? Before I begin I have a few important notes:

- It's **voluntary** and I won't record your name
- You can **skip any question** or **stop the interview at any time**
- The information will be put into public reports on homelessness in Winnipeg, and in Canada. Nothing that can identify you will be in those reports
- I will keep everything you say **confidential** except:
 - Plans to harm yourself or others
 - Harm or danger to a child

In these cases I will be required to report this information

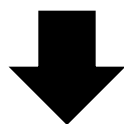
B. Are you still willing to participate in the survey?

- Yes [Move on to question C]

- No [Thank and tally]

C. Where did you stay last night? [Do not read aloud, if the person is eligible, check all that apply]

- ☐ Own apartment or house
- ☐ Own room in rooming house
- ☐ Declined to answer



**END
SURVEY
and tally**

- ☐ Public space (e.g. sidewalks, parks)
- ☐ Emergency, youth, or domestic violence shelter
- Specify:** _____
- ☐ Transitional housing:
- Specify:** _____
- ☐ Makeshift shelter, tent, shack
- ☐ Abandoned/vacant building
- ☐ Vehicle (car, van, RV, truck)
- ☐ Other place unfit for habitation
- Specify:** _____
- ☐ Doesn't know [likely homeless]



**BEGIN SURVEY and
provide gift**

- ☐ Institution (hospital, jail, prison, remand, detox, IPDA)
- ☐ Motel/Hotel (specify): _____



C.1. Do you have a house or apartment that you can safely return to?

**Yes
END SURVEY and tally**

**No
BEGIN SURVEY and
provide gift**

- ☐ Someone else's place (couch-surfing, family/friend)



C.1. Can you stay there as long as you want or is this a temporary situation?

**As long as I want
END SURVEY and tally**

**Temporary:
C.2. Do you have a house or apartment that you can safely return to?**

**Yes
END SURVEY and tally**

**No
BEGIN SURVEY
and provide gift**

Survey #:

1. Who, if any, family members stayed with you last night?		
<input type="checkbox"/> None <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer	<input type="checkbox"/> __# Child(ren) under 18 <input type="checkbox"/> __# Child(ren) over 18 <input type="checkbox"/> __# Sibling(s) <input type="checkbox"/> __# Parent(s) <input type="checkbox"/> Spouse/partner <input type="checkbox"/> Other (specify: _____)	Indicate survey numbers for adults if they are surveyed by your team [#: _____] [#: _____] [#: _____] [#: _____] [#: _____] [#: _____] [#: _____] [#: _____] [#: _____]
2. What is your date of birth?		
<input type="checkbox"/> ____/____/____ Day Month Year If after April 18, 2002, end survey		<input type="checkbox"/> Age if decline to share date of birth _____ <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer
3. How old were you the first time you experienced homelessness?	4. In total, how much time have you been homeless over the past year? <i>[Prompt: If you add up all the time over the previous year]</i>	5. In total, how many different times have you experienced homelessness over the past year? <i>[Prompt: How many times have you been homeless and then housed again?]</i>
<input type="checkbox"/> Age (in years) _____ <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer	<input type="checkbox"/> _____ Days/Months (number) (circle one) <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer	<input type="checkbox"/> Times (best estimate) _____ <input type="checkbox"/> Homeless throughout full year <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer
6. Throughout your lifetime, how long have you been homeless in total? <i>[Prompt: If you add up all the time you have been homeless throughout your life.]</i>		7. Have you stayed in a shelter in the past year? <i>[This includes a women's shelter, family shelter, or youth shelter; for example: Siloam, Salvation Army, MYS, Ndinawe, Willow Place, Main Street Project, Ikwe-Widdjiitwin]</i>
<input type="checkbox"/> Less than one year <input type="checkbox"/> Between 1 year and 4 years <input type="checkbox"/> Between 5 and 9 years <input type="checkbox"/> Between 10 and 19 years <input type="checkbox"/> More than 20 years <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer	<input type="checkbox"/> No <input type="checkbox"/> Yes (SKIP TO Q.8) <input type="checkbox"/> Don't know (SKIP TO Q.8) <input type="checkbox"/> Declined to answer (SKIP TO Q.8)	If NO , what are the main reasons? [<i>Do not read list.</i> Select all that apply] <input type="checkbox"/> Turned away (shelters are full) <input type="checkbox"/> Turned away (banned, not eligible) <input type="checkbox"/> Fear for safety <input type="checkbox"/> Bed bugs or other pests <input type="checkbox"/> Prefer to stay with friends/family <input type="checkbox"/> Pet(s) <input type="checkbox"/> Other, specify: _____ <input type="checkbox"/> Don't know <input type="checkbox"/> Declined to answer

Survey #:

41

Winnipeg Street Census 2018 Survey

Survey #:

15. What happened that caused you to lose your housing the *first time* you experienced homelessness? [Do not read list. Select All That Apply. "Housing" does not include temporary arrangements (e.g., couch surfing) or shelter stays.]

- | | |
|---|--|
| <input type="checkbox"/> Experienced abuse by spouse/partner | <input type="checkbox"/> Illness or medical condition |
| <input type="checkbox"/> Experienced abuse by parent/guardian | <input type="checkbox"/> Mental health challenges |
| <input type="checkbox"/> Conflict with spouse/partner | <input type="checkbox"/> Problematic alcohol, drug, or substance abuse |
| <input type="checkbox"/> Conflict with parent/guardian | <input type="checkbox"/> Transition from Child and Family Services (foster home, group home, residential care) |
| <input type="checkbox"/> Sexual exploitation | <input type="checkbox"/> Issues with EIA (cut-off, late payment to landlord, other) |
| <input type="checkbox"/> Children were taken into care of CFS | <input type="checkbox"/> Poor housing conditions (bedbugs, mould, unsafe housing etc.) |
| <input type="checkbox"/> Death of family member | <input type="checkbox"/> Natural disaster or fire |
| <input type="checkbox"/> Incarcerated (jail or prison) | <input type="checkbox"/> Other (specify: _____) |
| <input type="checkbox"/> Going to hospital or treatment program | <input type="checkbox"/> Don't know |
| <input type="checkbox"/> Eviction/asked to leave by landlord | <input type="checkbox"/> Declined to answer |
| <input type="checkbox"/> Job loss | |

Space for notes- if needed write answer and code later

16. What happened that caused you to lose your housing the *most recently*? [Do not read list. If they have been homeless once in their lifetime, select N/A. Select All That Apply. "Housing" does not include temporary arrangements (e.g., couch surfing) or shelter stays.]

- | | |
|---|--|
| <input type="checkbox"/> Experienced abuse by spouse/partner | <input type="checkbox"/> Mental health challenges |
| <input type="checkbox"/> Experienced abuse by parent/guardian | <input type="checkbox"/> Problematic alcohol, drug, or substance abuse |
| <input type="checkbox"/> Conflict with spouse/partner | <input type="checkbox"/> Transition from Child and Family Services (foster home, group home, residential care) |
| <input type="checkbox"/> Conflict with parent/guardian | <input type="checkbox"/> Issues with EIA (cut-off, late payment to landlord, other) |
| <input type="checkbox"/> Sexual exploitation | <input type="checkbox"/> Poor housing conditions (bedbugs, mould, unsafe housing etc.) |
| <input type="checkbox"/> Children were taken into care of CFS | <input type="checkbox"/> Natural disaster or fire |
| <input type="checkbox"/> Death of family member | <input type="checkbox"/> Other (specify: _____) |
| <input type="checkbox"/> Incarcerated (jail or prison) | <input type="checkbox"/> Don't know |
| <input type="checkbox"/> Going to hospital or treatment program | <input type="checkbox"/> Declined to answer |
| <input type="checkbox"/> Eviction/asked to leave by landlord | <input type="checkbox"/> Not Applicable |
| <input type="checkbox"/> Job loss | |
| <input type="checkbox"/> Illness or medical condition | |

Space for notes- if needed write answer and code later

17. What is the highest level of education you have completed?

- | | |
|--|--|
| <input type="checkbox"/> Less than elementary | <input type="checkbox"/> Some college or university |
| <input type="checkbox"/> Less than high school | <input type="checkbox"/> Completed college or university |
| <input type="checkbox"/> High school or GED | <input type="checkbox"/> Don't know |
| | <input type="checkbox"/> Declined to answer |

Winnipeg Street Census 2018 Survey

Survey #:

18. What are your sources of income? [*Read list. Select all that apply*]

- | | |
|--|--|
| <input type="checkbox"/> Employment | <input type="checkbox"/> GST Refund |
| <input type="checkbox"/> Informal employment (bottle returns, scrap metal, panhandling, squeegeeing) | <input type="checkbox"/> Child and Family Tax Benefits |
| <input type="checkbox"/> Employment Insurance (EI) | <input type="checkbox"/> Family and friends |
| <input type="checkbox"/> (EIA) General welfare/income assistance | <input type="checkbox"/> No Income |
| <input type="checkbox"/> (EIA) Disability benefit | <input type="checkbox"/> Other source: _____ |
| <input type="checkbox"/> Seniors Benefits (CPP/OAS/GIS) | <input type="checkbox"/> Don't know |
| <input type="checkbox"/> Other CPP (disability, survivors' benefits) | <input type="checkbox"/> Declined to answer |

This is almost the final question**19. What, if anything, would help you find permanent, stable housing?** [*Write in response*]

- | | |
|---|-------------------------------------|
| <input type="checkbox"/> Declined to answer | <input type="checkbox"/> Don't know |
|---|-------------------------------------|

20. Did you participate in a survey like this one three years ago? [*Prompt: in October, 2015, were you surveyed by someone wearing a button like this asking similar questions about housing and homelessness?*]

- | | |
|------------------------------|---|
| <input type="checkbox"/> Yes | <input type="checkbox"/> Declined to answer |
| <input type="checkbox"/> No | <input type="checkbox"/> Don't know |

Thank you for completing the survey!

If you have questions or concerns about the project, you can call the person on this card

And on the back of the card

If you need access to services, we have a resource list here that can help

Interviewer comments, use this space to comment on any issues with the survey

Appendix 3. Tally Sheet

Winnipeg Street Census 2018 -Tally Sheet

Instructions: For those that are NOT surveyed or did not complete the survey please fill in the sheet below

Name of Interviewer (First and Last Name)				
#	Location (agency/ nearest intersection)	Time	Reason not surveyed/ survey not completed	
1		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
2		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
3		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
4		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
5		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
6		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
7		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
8		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
9		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent
10		___AM ___PM	<input type="checkbox"/> Already Surveyed <input type="checkbox"/> Declined <input type="checkbox"/> Not Eligible <input type="checkbox"/> Other:	<input type="checkbox"/> Could not consent or survey (circle): Intoxicated/Underage/ Distress/Didn't understand consent

Total # of people tallied on this page:

Page #:

Total # of pages:



WINNIPEG STREET CENSUS 2018

We matter.
We count.