

HOMELESSNESS IN MANITOULIN-SUDBURY: 2018 ENUMERATION

Report prepared for
the Manitoulin-Sudbury District Services Board
August 2018

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Acknowledgments

This project was conducted to enumerate the homeless population in the Manitoulin-Sudbury District. As the Province of Ontario had passed legislation to require the collection of data, the project involved as many agencies and organizations in the towns studied. It involved a research team comprising over 20 people as well as staff in numerous participating agencies who facilitated the research or collected information for the survey. Nineteen organizations participated in the study by allowing the research to take place in the organization. The contributions of many people ensured the success of this project.

First and foremost, we pay tribute to the participants of the study, who were unhoused, homeless, living with hidden homelessness or at risk of becoming homeless and who shared information about their circumstances by participating in the survey.

Second, the assistance of service providers and agency personnel was vital in enabling this project to be completed successfully. They assisted in many ways, such as facilitating recruitment, providing access to their clients and collecting information for the study.

Third, staff of the Centre for Research in Social Justice and Policy and students from various schools and departments at Laurentian University—most notably the School of Social Work, the Department of Law and Justice, the Department of Economics, Faculty of Management and the School of Nursing—made essential contributions by assisting with many phases of the study, such as liaison with agency personnel, project planning, data collection, data entry and analysis. College students also worked on the project team as did many community members. People who were from participating communities in the Manitoulin-Sudbury District were recruited to work on the enumeration project.

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HOMELESSNESS IN THE MANITOULIN-SUDBURY DISTRICT: 2018 ENUMERATION

Executive Summary

OBJECTIVE

The objective of the enumeration project was to obtain information about the number, socio-demographic/linguistic characteristics, histories of homelessness and prior experiences of homeless persons. The enumeration study was conducted in a manner consistent with the requirement of the Province of Ontario to conduct project to count the number of people living with homelessness within every district in the province. It is linked to the objectives of the Province of Ontario to end homelessness in Ontario and, specifically, to end chronic homelessness by 2025. It is intended to help Service Managers and the Ministry of Housing to better understand the extent and nature of homelessness and to guide policy and program design.

METHODOLOGY

The enumeration project was conducted by following the guidelines for a period prevalence count (PPC) of homeless persons, including a count of chronically and episodically homeless people. The PPC method is based on the guide, *Period Prevalence Counts of People Experiencing Homelessness: A Guide for Rural and Northern Communities* (Kauppi, 2017). Data were collected from people experiencing forms of homelessness and hidden homelessness using a structured questionnaire, which includes all mandatory questions identified and specified by the Government of Ontario, in order to gather information from them regarding forms of homelessness. A service-based methodology was used to conduct a period prevalence count (PPC) for the current study because it captures most of the homeless population.

CONDUCTING THE SURVEY

Ethics approval was obtained from the Laurentian University Research Ethics Board. The study sought to include the largest towns within various regions of the catchment area of the Manitoulin-Sudbury District Services Board (Manitoulin-Sudbury DSB). The 2018 period prevalence count involved data collection in Espanola, Little Current, Mindemoya, Noëlville; Markstay, Chapleau and Foleyet. The decision about locations was made following a consultation with the Manitoulin-Sudbury DSB and service providers in the fall of 2017 and in early 2018. The PPC project followed the Ministerial Directive and the Provincial Guidelines for Homelessness Enumeration. It was completed in a manner that addressed all provincial requirements. The Manitoulin-Sudbury District covers a vast region, providing services to residents in an area comprising more than 45,000 square kilometres. As per the provincial

requirement, the study covered regions of the Manitoulin-Sudbury District in which a minimum of 30 percent of the total population resides (the study exceeded the minimum requirements by covering about 46% of the catchment population in regions in which close to 16,000 people were living. (More precisely, the population of the areas studied was 15,692 which is 56% of 28,107, the total population of the Manitoulin-Sudbury District).

The data collection instrument to be used included the required questions specified by the Province of Ontario. Information regarding background, experiences and types of homelessness was gathered from people living with absolute and hidden homelessness as well as the risk of homelessness using a structured questionnaire. The data collection instrument allowed for the identification of duplicate cases and, if found, the exclusion of duplicates. The research team worked with local service providers in the Manitoulin-Sudbury District in order to create an accurate snapshot of the homeless population.

The PPC was conducted at agencies or services from April 16th to 22nd. Data collection proceeded at the food bank in Markstay on April 12th, the date it was open in April.

RESULTS

Number of Adult and Youth Participants

- The number of questionnaires completed by adults or youth in the PPC study was 122. A check based on de-duplication information collected showed that there were no duplicate cases (i.e., no one completed the survey more than once). In addition, there were 35 dependent children under the age of 18, of whom participants had custody, for a total count of 157. The number of participants and children is based on three groups: 1) absolutely homeless (n=24), 2) hidden homelessness (n=57), and those who were at risk of homelessness (n=76).
- Half of the surveys were completed on Manitoulin Island (53%) followed by Espanola (24%), Sudbury North (Chapleau and Foleyet, 20% and Sudbury East (3%). Cold weather and other factors hampered data collection in Sudbury East.

Demographic Results

- As we have consistently found in prior studies in northeastern Ontario, Indigenous people (including First Nations and Métis) were present within the study sample in proportions greater than their numbers in the total population of the Manitoulin-Sudbury district, according to 2016 census data (Statistics Canada, 2017). Indigenous people were reportedly 26.3 percent of the population but they comprised 52.2 percent (n=57, excluding children) of the participants who provided information about their Indigenous ancestry for the study. Among those who were *absolutely homeless*, Indigenous people, including First Nation, Métis or Inuit, constituted close to two-thirds (65.0%) of this subsample. Indigenous people were the largest subgroup amongst those who were living with hidden homelessness (47.9). They also made up about half of those who were at-risk of homelessness (48.9%).
- The number of young people up to age 24 was 16; these youth were not connected to a family unit when they participated in the survey. Of these, three were absolutely homeless.

- Women (n=60) comprised 50.9 percent of those who indicated their gender as male or female; men (n=53) comprised 44.9 percent of this sample. Persons who self-identified their gender as two-spirit, transwoman, transman or not listed/don't know comprised 4.7 percent of the participants based on self-reports of gender identity.
- Regarding sexual orientation, 96 percent of participants self-reported that they identified as heterosexual while 4 percent indicated that they identified as LGBTQ2S.
- The number of people with backgrounds involving military service who participated in the survey was 8. One of these participants was absolutely homeless, another was living with hidden homelessness and five were at-risk.

Chronic and Episodic Homelessness

- Chronically homeless persons have been continuously homeless for six months or more in the previous year, and episodically homeless have had 3 or more 4 episodes of homelessness in the previous year.
- The number of absolutely homeless people reporting chronic and episodic homelessness was 10. It is notable that 6 individuals in the at risk population—a number that is over half of the absolutely homeless subgroup—reported that they had been chronically homeless.
- It was more common for homeless people to be homeless continuously for six months or more than to experience three or more episodes of homelessness.

Experience of Housing and Shelter

- Many homeless people do not know where they will stay at night. Amongst those living with hidden homelessness, the dominant response was that they would stay at someone else's place (i.e., couch surfing) while people who were at-risk of homelessness typically had their own place to stay, even if it was unsuitable or unsafe. Many people pay rent to stay in accommodation that is severely substandard and not appropriate for human habitation.
- It is particularly remarkable that several people who were absolutely homeless indicated that the location where they would sleep was a public space, abandoned building or other unsheltered location due to the cold weather. During the PPC from April 16th to April 22nd, the minimum temperature ranged between -0° C and -8° C.

Reasons for Homelessness

- The top five reasons for homelessness were inability to pay rent or mortgage, addictions, illness, conflict with spouse or partner and abuse by spouse or partner. These five reasons were also given frequently by people living with hidden homelessness or at risk of homelessness but they also cited unsafe housing conditions as a reason.

Family Homelessness

- Few people who are absolutely homeless have partners, other adults or children with them. However, those living with hidden homelessness or the risk of homelessness were sharing the circumstances with a partner, other adults or children.

Health Issues

- A substantial number of people indicated that they have health issues. The most prevalent issue pertained to mental health challenges, reported by 89% of people living with absolute homelessness. Two-thirds or more of the participants in all homeless categories reported

one or more health challenges (i.e., chronic/acute medical condition, physical disability, addictions or substance use or mental health issue).

Experiences of Child Welfare or Foster Care

- Close to or more than a quarter of the participants in each subcategory of homelessness had been in the child welfare system, including foster care or a group home. On average, people who were absolutely homeless or at-risk who had been in the child welfare system became homeless in 1.5 years while those living with hidden homelessness had become homeless after less than a year of leaving the system.

Income Sources

- The largest number of participants were receiving income supports from social assistance (Ontario Works) or Ontario Disability Support Program. The third main response of people living with absolute homelessness was that they had no income.
- People who were absolutely homeless collectively had fewer sources of income compared with those living in hidden homelessness or with the risk of homelessness.

Needs

- Participants identified the primary needs pertaining to health as mental health services, medical services to address physical disability or serious, ongoing medical conditions and addictions.
- The main needs in other areas centred on housing and the basic necessities of food, clothing, infant necessities, transportation, security and money.

Recommendations

Twenty-two recommendations are put forward based on the study findings. They pertain to emergency services (4), basic needs (1), housing (4), trauma and counselling (1), domestic violence (2), Indigenous people (2), mental illness (2), physical illness (1), income supports (2), food security (1), forms of homelessness (1), and public education (1).

Discussion

One hundred and fifty seven individuals is one percent of the population of 15,692 (the population of the areas studied). This is the same rate of homelessness as was found in our studies of North Bay in 2011 and Sudbury in 2015. If those at-risk of homelessness are removed from the calculation, the rate is .43, which is higher than the rate previously reported for Vancouver, Kelowna, Red Deer, Lethbridge and Toronto.

HOMELESSNESS IN THE MANITOULIN-SUDBURY DISTRICT: 2018 ENUMERATION

REPORT—AUGUST 2018

1.0 BACKGROUND AND DEFINITIONS OF HOMELESSNESS

Homelessness is a serious problem in Ontario, including northern towns and cities; moreover, Indigenous people are greatly overrepresented amongst homeless people in northern urban and rural places (Kauppi, Pallard & Faries, 2015). In our prior studies, we have reported that Indigenous people comprised 39 percent of the total in Timmins where the homeless population exceeded 700 people in 2011 (Kauppi & Pallard, 2015). Indigenous people comprised 41 percent of those who were absolutely homeless but only 8 percent of the total population. Kauppi and Pallard (2015) also reported that the prevalence of prior homelessness was five times higher amongst Indigenous people compared with non-Indigenous, low income participants in a nearby urban centre. The risk of homelessness is extremely high amongst Indigenous people.

The Canadian Homelessness Research Network (CHRN, 2012) developed a typology of homelessness that includes four major categories: homeless persons may be (i) unsheltered, (ii) emergency sheltered, (iii) provisionally accommodated, and (iv) at risk of homelessness. The first two categories refer to circumstances for those who are absolutely without housing. The third and fourth categories describe the varied circumstances for persons whose shelter arrangements lack permanence and those who are at risk of becoming homeless. Terms used to refer to persons in the latter two categories include technically homeless, near homeless, precariously housed, provisionally or temporarily accommodated, inadequately housed, at-risk or at imminent risk. New research has revealed the significance of hidden homelessness in Ontario as a poorly understood aspect of homelessness (Kauppi et al., 2017). Hidden homelessness involves various circumstances in which people are homeless but do not live on the streets and may not access services. Kauppi et al. (2017, p. 9) describe hidden homelessness as including “people who live in temporary, provisional accommodation, or in a situation that is not sustainable. It refers to people who generally do not pay rent, live

temporarily with others and do not have the ability to secure their own permanent housing immediately or in the near future. The term ‘hidden’ is used for a variety of reasons. Some use this term to refer to the fact that this population is often not visible to the public as compared to “visibly” homeless people who sleep on streets and in public settings. Others use this term to indicate that there may be a large population of people who, although they fit within definitions of homelessness, do not access services and as such are not visible to the service system.”

The frequency and duration of homeless episodes can have important implications for how the problem is understood and addressed. Taking into account the time element, homelessness may be divided into three categories including chronic, episodic and temporary forms (Kauppi, Shaikh, Pallard & Rawal, 2013). According to the Homelessness Partnering Secretariat (2012), chronic homelessness is a term used to describe people who have been continuously homeless for six months or more in the previous year. Chronic homelessness is often experienced by those with recurring or continuing illness or addiction problems. The Government of Ontario and the Homelessness Partnering Secretariat have also identified the need to study episodic homelessness, which involves three or more episodes of homelessness in the previous year. Episodic homelessness may be cyclical and may result from changes in circumstances, for example release or discharge from an institution such as prison or hospital (Kauppi et al., 2013). Thus, complexity in the categorization of homeless people must be recognized given the inter-related and overlapping nature of the concepts; categories of people who are considered to be chronically, episodically and cyclically homeless are not always distinct. The frequency and duration of homeless episodes can have important implications for how the problem is understood and addressed.¹

The purpose of the current study was to gather up-to-date information about various subgroups within the homeless population in the Manitoulin-Sudbury District, including information such as age, gender, socio-cultural data and history of homelessness. The questionnaire included all mandatory questions identified and developed by the Government of Ontario.

¹ The definitions of chronic and episodic homelessness are from the “Homelessness Partnering Strategy Directives 2014-2019” www.canada.ca/en/employment-social-development/services/funding/homeless/homeless-directives.html

2.0 OBJECTIVE

The Manitoulin-Sudbury District Services Board required the completion of an enumeration project. The enumeration is linked to the objectives of the Province of Ontario to end homelessness in Ontario and, specifically, to end chronic homelessness by 2025. The enumeration in 2018 is intended to help Service Managers and the Ministry of Housing to better understand the extent and nature of homelessness and to guide policy and program design.

3.0 METHODOLOGIES FOR COUNTING AND STUDYING HOMELESSNESS

The utilization of sound methods for collecting data on the prevalence of homelessness is vital for reducing and eliminating homelessness as it provides critical information to policy makers, service providers, advocates and community members about prevalence, demographics, trends and service use. One of those methods to enumerate homeless persons is the period prevalence count or PPC approach. It has recently been described in the *Period Prevalence Counts of People Experiencing Homelessness: A Guide for Service Managers in Rural and Northern Communities* (Kauppi, 2017), and the guide was made available for use by service managers in Ontario. This enumeration used the PPC method and followed the guide.

The guide provides information about the PPC approach and how to implement it as one of the accepted enumeration methods to be used by service managers in 2018. This methodology was promoted by the Ministry of Housing as it can capture most of the population and is deemed useful in northern and rural communities. It involves community outreach and the involvement of agencies offering front-line services and programs to people experiencing forms of homelessness, including food banks. There has been a tendency to utilize a variation of the service-based methodology in most studies of homelessness conducted since the late 1980s. This methodology was used for the current study because it captures most of the population. Including the agencies offering front-line services and programs to people experiencing forms of homelessness can yield information about the complexity of the forms of homelessness as well as increase accuracy in counting people in various socio-demographic groups (e.g. by gender, socio-cultural/linguistic group and age).

The PPC of homeless persons—including a count of chronically and episodically homeless people—is also a method that is appropriate for use in rural and northern

communities. It was used to obtain information about socio-demographic/linguistic characteristics, histories of homelessness and current and prior experiences. Data were collected from people experiencing forms of homelessness and hidden homelessness using a structured questionnaire, which includes all mandatory questions identified and specified by the Government of Ontario, in order to gather information from them regarding forms of homelessness. We used the same methodology as we have successfully employed in the past in our PPC studies of persons accessing a broad range of front-line services for poor and homeless people.

The PPC data collection activities took place when the Markstay food bank was operating before the 7-day PPC, that is on April 12th, while the PPC took place from April 16th to 22nd. Continuing the PPC for 7 days, while collecting information allowing for the elimination of duplicate cases (de-duplication), yields information leading to more accurate data than studies/counts that take place over a shorter time via the PiT. In the USA, based on extensive experience with homelessness enumeration, HUD (2014) has acknowledged that some people do not access services every day and thus counts may be extended to 7 days to allow for greater accuracy.

The report of Ontario's Expert Advisory Panel on Homelessness, "A Place to Call Home" (MMAH, 2015) identifies hidden homelessness as an important issue. The Panel stated that approaches to enumeration used in big cities may not be appropriate for use in rural and northern communities where hidden homelessness is prevalent. A study funded by the Ministry of Municipal Affairs and the Ministry of Housing on hidden homelessness in Ontario examined varied forms of homelessness in rural and northern Ontario. The report, "Homelessness and Hidden Homelessness in Rural and Northern Ontario" (Kauppi, O'Grady, Schiff, Martin and Ontario Municipal Social Services Association, 2017), provided a framework for measuring hidden homelessness in the 2018 enumeration study.

4.0 CONDUCTING A SURVEY OR COUNT OF HOMELESS PERSONS

4.1 Ethics Approvals

The Centre for Research in Social Justice and Policy had previously received approval from the Research Ethics Board at Laurentian University (LU REB) for conducting period

prevalence counts in various communities in northeastern Ontario. A revised application was submitted to the LU REB in February, 2018. Ethics approval was received on March 6, 2018. The procedures for data collection and all aspects of the study met the standards required by all ethics review committees.

4.2 Qualifications and Experience of the Research Team

Carol Kauppi has directed a team of researchers conducting studies on homelessness since 2000. She has 18 years of experience in working with homeless persons as research participants. Her teams conducted 10 period prevalence counts in Sudbury between 2000 and 2015, and counts in Timmins (2011), North Bay (2011), Hearst (2012), Moosonee (2012) and Cochrane (2013). She is the author of the guide *Period Prevalence Counts of People Experiencing Homelessness: A Guide for Service Managers in Rural and Northern Communities* (2017). She is also the lead author of the report, *Homelessness and Hidden Homelessness in Rural and Northern Ontario* (2017), conducted with support from the Ontario Ministry of Housing. From 2010 to 2016, Carol Kauppi was the director of *Poverty, Homelessness and Migration*, a \$1,000,000 project funded by the Social Sciences and Humanities Research Council. She has also conducted studies on homelessness for the Homelessness Partnering Strategy, Employment and Social Development Canada, notably the study, *Understanding and Addressing Family Homelessness in a Northern Community, Timmins, Ontario* (Kauppi et al., 2014). She has extensive experience in conducting large scale research projects at the national, provincial and regional levels, as well as policy research and action research projects. She has managed these large scale projects effectively and provided the agreed deliverables in a timely manner. A recognized leader in research on homelessness, she has in-depth knowledge of the needs of people experiencing homelessness.

The research team included four additional university researchers, Dr. Emily Faries, Dr. Henri Pallard, Dr. Phyllis Montgomery and Dr. Michael Hankard, and the staff of the Centre for Research in Social Justice and Policy, as well as upper year social work students who were involved as research assistants. In total, the research team comprised over 20 members, including research assistants who were hired and trained to work on the project. The lead university researchers were from the School of Social Work, the Department of Indigenous Studies, the Department of Law and Justice and School of Nursing. The research team included Anglophone, Francophone and Indigenous faculty members and students from varied schools and departments. The project team had the required skills and knowledge to conduct the project

activities, including bilingual capacity and connections to the key cultural communities (i.e. Francophones, Indigenous people, and Anglophones) in the Manitoulin-Sudbury District.

4.3 Geographic Area

The study sought to include all regions within the Manitoulin-Sudbury District. The 2018 period prevalence count involved data collection in Espanola, Little Current, Mindemoya, Noëlville; Markstay, Chapleau and Foleyet. The decision about locations was made following a consultation with service providers in the fall of 2017 and in early 2018. The PPC project followed the Ministerial Directive and the Provincial Guidelines for Homelessness Enumeration. It was completed in a manner that addressed all provincial requirements. The study covered regions of the Manitoulin-Sudbury District in which more than 56 percent of the total population resides (approximately 16,000 people).

4.4 Data Collection Tool

The data collection instrument to be used included the required questions specified by the Province of Ontario and the Homelessness Partnering Secretariat. Additional questions on health, mental health, migration, and history of homelessness were included. The data collection instrument consisted of a questionnaire for collecting information from each homeless person using shelters and allied services. The definitions of homelessness used in previous studies in prior PPCs in other northeastern Ontario communities were employed in 2018. The definitions are consistent with the Canadian definition of homelessness published by the Canadian Homelessness Research Network (CHRN, 2012), and incorporates its four major categories of (i) unsheltered, (ii) emergency sheltered, (iii) provisionally accommodated, and (iv) at risk of homelessness, as set out above (1.0 Background and Definitions of Homelessness). Measures of hidden homelessness were also included.

4.5 Data Collection Procedures

Using a service-based methodology, data were collected from homeless persons using a structured questionnaire in order to gather information regarding background, experiences and forms of homelessness. We used the same methodology that we have used successfully in the past in our period prevalence studies of persons accessing a broad range of front-line services for poor and homeless people. The survey was conducted in April, from the 12th in Markstay and

the 16th to the 22nd in Espanola, Little Current, Mindemoya, Noëlville; Chapleau and Foleyet. The extended data collection period for the food bank in Markstay was required since it operates on a specific day of each month.

As the questionnaire collects specific information that allows for the elimination of duplicate cases, extending the time frame of the study did not raise concerns about counting the same person more than once. Expanding the timeline and the geographic area allowed us to collect data about persons accessing services in outlying areas. Our procedure led to more accurate data than studies/counts that take place over a shorter time and in a single central area.

The data collection activity addressed all requirements specified by the Manitoulin-Sudbury Services Board, including:

- type of current housing/lodging;
- reasons for homelessness;
- number of chronically homeless persons;
- number of episodically homeless persons;
- number of persons with Indigenous identity;
- number of persons with racialized identity;
- age and number of youths under the age of 18 not connected to a family unit;
- family homelessness and number of women and children;
- number of veterans;
- gender identity, sexual orientation, number of LGBTQ2S persons; and
- health.

The survey was conducted in a manner that allowed all people experiencing forms of homelessness to participate, including those who had prior military service.

There are inherent difficulties in conducting research involving people experiencing forms of homelessness, as noted above. The research team worked closely with local service providers in order to create an accurate snapshot of the homeless population. It must be recognized that any count will produce an under-estimate of the total homeless population. However, the participation of a large majority of service providers offering services to poor and

homeless people made it possible to obtain a reasonable estimate of the homeless population and provided baseline data for ongoing homelessness initiatives. The PPC in 2018 was the first study of homelessness conducted in the Manitoulin-Sudbury District. There was generally a good response to the study and many organizations agreed to participate and to assist with data collection.

A preliminary list of providers was developed from existing lists of programs and services and it was expanded early in 2018 to ensure that all organizations serving this population, within the designated communities, were invited to participate. Searches were conducted to identify and locate additional services, notably food banks. Using the internet, telephone directories and the networks of identified service providers, a list of services was produced. Every provider known to serve extremely poor and homeless people was contacted by telephone in order to explain the study and to set a date and time for a meeting or teleconference. The purpose of the meeting was to review the information to be collected in the study and to determine how the data could be collected from that agency.

Following the telephone contact, a letter explaining the objectives of the study and the need for participation from all providers was delivered to the agencies along with a copy of the data collection instrument to be used for the count. By involving service providers in discussions about the data collection, strategies were developed to reduce the level of intrusiveness of the data collection and to maximize confidentiality. A few service providers decided not to participate due to limited resources or to a reluctance to allow research assistants to collect data on the agency premises. However, those that did not participate stated that they informed people accessing their services about the survey and locations where they could complete the questionnaire. Cards specifying the locations for the PPC data collection were sent to all recipients of Ontario Works.

Given the service pressures and limited staff resources to collect the data, research assistants were made available to administer the questionnaire in most agencies. A job advertisement was posted online to recruit and hire a team of research assistants; they included bi-lingual and Indigenous people. In total, more than 20 research assistants collected data in agencies, services or programs that agreed to participate. The research team members were trained and closely supervised to ensure that the study protocols were followed. Nineteen agencies, programs or services participated in the study. Data collection stations were located in services within each town, such as the District Services Board offices. A substantial

proportion of the participants completed the survey at locations such as hospitals, as well as other services and teams also conducted door-to-door surveys in low income areas where homelessness has been identified as most likely to be concentrated. Data was also collected at magnet events such as community dinners provided to low income people. One or more surveys were completed at all service locations. The staff were trained to give attention to the goal of limiting participation to a single completed survey from each individual as the honorarium of \$5.00 was an incentive for participation.

4.6 Timeframe for the Study

The PPC was conducted at agencies or services located in the Manitoulin-Sudbury District on April 12th in Markstay and from April 16th to 22nd in all other locations.

4.7 Unduplicated Count

The data collection instrument allowed for the identification of duplicate cases. De-duplication procedures were conducted by examining the first, middle, and last initials as well as the date of birth, gender and sociocultural/linguistic background. Individuals with identical information were considered to be the same person and the duplicated case was eliminated from further analysis. As in prior studies, most individuals provided the information required to identify duplicate cases. In 2018, approval was sought to require the provision of the de-duplication information as part of the consent process. The de-duplication procedures showed that participants completed the survey only once, as there were no duplicate cases in the Manitoulin-Sudbury District database.

5.0 RESULTS

5.1 Number of Participants

The number of questionnaires completed by adults or youth in the PPC study was 122. The questionnaire asked participants to indicate the age and gender of dependents.

Number of participants and dependent children in custody

As shown in Table 1, the unduplicated results are based on 122 adult and youth participants, in addition to their 35 dependent children under the age of 18 who were in the custody of a participant, for a total count of 157. The number of participants and children who were absolutely homeless (n=24), living with hidden homelessness (n=57) as well as those who were at risk of homelessness (n=76) is shown in Table 1.

Table 1: Number of unduplicated individuals in the period prevalence count

	Absolutely homeless Number	Hidden homelessness Number	At risk of homelessness Number	Total Number
Number of participants	21	47	54	122
Dependent children under 18	3	10	22	35
Total	24	57	76	157

Table 2 shows the overall numbers in Sudbury East, Espanola, Manitoulin Island and Sudbury North. The results indicate that over half of the surveys were completed on Manitoulin Island (53%), followed by Espanola (24%), Sudbury North (20%) and Sudbury East (3%). The small number of participants in Sudbury East likely undercounts the extent of homelessness. The weather was unseasonably cold and local service providers stated that it was unusually quiet during the seven days of the PPC. A snowstorm on the day of data collection in the Markstay food bank resulted in a small number of participants. Furthermore, service providers in Sudbury East commented that from May to September, a transient population moves into the region. However, the data collection was conducted during April, consistent with the timelines set by the province of Ontario; it is possible that many people who become homeless were not staying in Sudbury East in April.

Table 2: Number of participants in regions of the Manitoulin-Sudbury District

Region	Number of Participants	Percentage
Manitoulin Island	65	53.3
Espanola	29	23.7
Sudbury North	24	19.7
Sudbury East	4	3.3
Total	122	100

5.2 Results for Specified Data Points

The Province of Ontario specified the requirement to gather information only about absolutely homeless people. However this report provides information about absolutely homeless persons as well as those living with hidden homelessness or the risk of homelessness. It is important to include all categories of people living with forms of homelessness because prior studies and the published literature show that there is a strong interrelationship between these categories. For example, in a 2015 study of homelessness in the City of Greater Sudbury, 45 percent of persons at risk of homelessness previously had been absolutely homeless. These two groups are not distinct from each other as people who are at risk of homelessness are vulnerable to hidden homelessness or to becoming absolutely homelessness. Moreover, some who fit accepted definitions of absolute homelessness may not self-define and self-report as homeless.

Table 3 shows the results for data points required by the Province of Ontario. Dependent children are not included in these results. As typically occurs with surveys, some people choose not to answer certain questions. The number of “missing values” is within accepted parameters and therefore appear not to have impacted on basic trends in the data. As the total sample of adult participants (n=122) is relatively small, it is not feasible to provide breakdowns for each town.

Table 3: Age, cultural background, sexual orientation and military service by type of homelessness

	Absolutely homeless Number	Hidden homeless Number	At risk Number	Total Number	%
<i>Cultural background</i>					
Indigenous identity (including Inuit)	13	24	20	57	52.2
Racialized identity (e.g., Asian, Arab, Black, Filipino, Hispanic)	--	--	5	5	4.4
<i>Age, gender and sexual orientation</i>					
Youth under age 18 not connected to a family unit	--	2	--	2	1.7
Youth aged 16 to 24	3	7	6	16	13.5
Female/Women	13	20	27	60	50.9
Male/Men	6	23	24	53	44.9
LGBTQ (Trans, two-spirit, genderqueer, don't know, not listed)	1	3	1	5	4.2
<i>Chronic and episodic homelessness</i>					
Chronic	34	18	6	34	17.9
Episodic	3	3	5	11	9.0
<i>History with child welfare</i>					
Was in foster care or group home	6	11	11	28	23.1
<i>Military service</i>					
Veterans	1	2	5	8	6.7

Note: Missing values are within acceptable parameters. Percentages are calculated using the number of respondents for each variable.

Note: Type of current housing/lodging, reasons for homelessness/housing loss, family homelessness, health and income sources are reported below.

5.3 Demographic Results

As we have consistently found in prior studies in northeastern Ontario, Indigenous people (including First Nations and Métis) were present within the study samples in proportions greater than their numbers in the total population according to 2016 census data (Statistics Canada, 2017). Indigenous people were 26.3 percent of the population of the regions included

in the Manitoulin-Sudbury District but they comprised 52.2 percent (n=57, excluding children) of the participants who provided information about Indigenous identity (n=113 or 93% of participants) in the study.

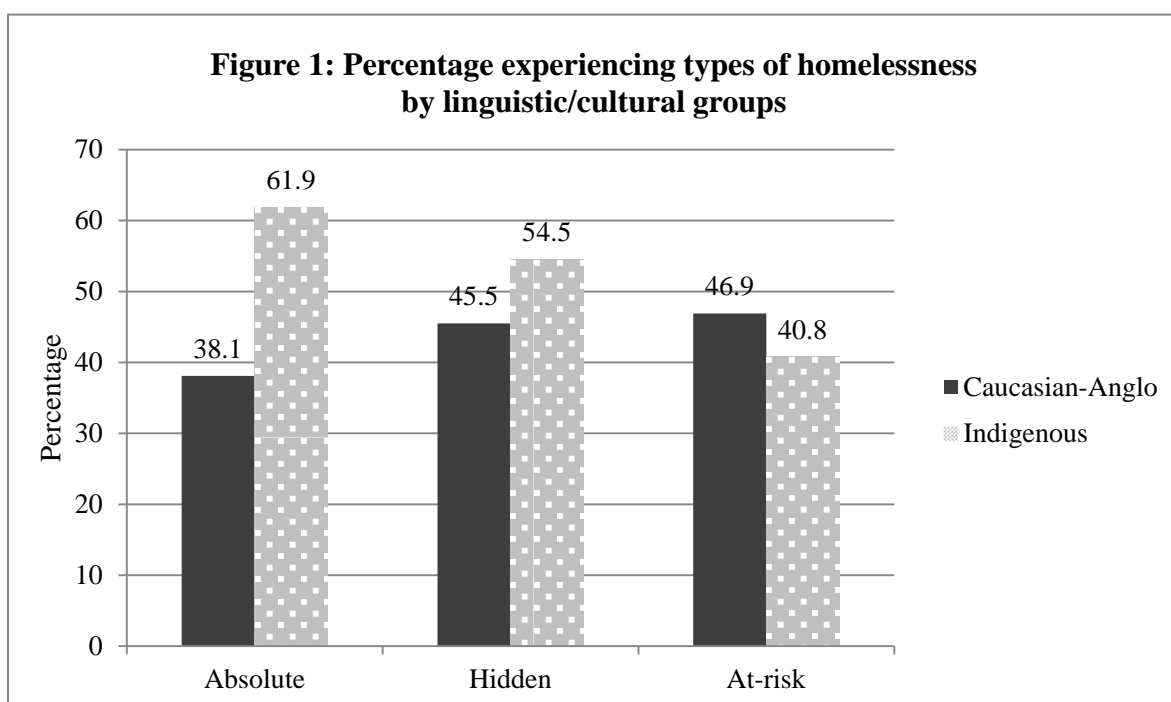
Among those who were **absolutely** homeless, Indigenous people, including First Nation, Métis or Inuit, constituted about two-thirds (65.0 %) of this subsample (i.e., 21 individuals were absolutely homeless and 20 reported their cultural identity). Indigenous people were also close to half (47.8%) of the subgroup of people who were living with hidden homelessness. They also made up about half (48.9%) of those who were at-risk of homelessness.

In contrast to Indigenous people, Francophones (n=9) appeared to be greatly under-represented among the study participants (7.5%) compared to their proportion within the total population (24.6%) as reported for the Sudbury District in the 2016 census (Statistics Canada, 2017)². Francophones comprised 14.3% of those who were absolutely homeless. There were no people living with absolute homelessness or hidden homelessness who self-identified as being in a racialized group. A very small subgroup of the racialized homeless population in the Manitoulin-Sudbury District (n=5) participated in the enumeration study; they were 4.4 percent of the sample. Overall, Francophones and racialized people were 11.5 percent of those experiencing various forms of homelessness.

Caucasian anglophones constituted close to half of those who were homeless (44.7%) but they were a smaller subgroup amongst people living with absolute homelessness. Figure 1 shows the percentage of Caucasian and Indigenous participants in the categories of absolute homelessness, hidden homelessness and those at-risk.

The age range for people living with homelessness was 16 to 89. Those living with absolute homelessness included a man aged 60 and women aged 60 and 65. Several men and women over age 60 were among those experiencing hidden homelessness.

² These percentages are estimates since Statistics Canada does not provide community profiles for the catchment population of the Manitoulin-Sudbury District Services Board. The data for the Sudbury District, which excludes the City of Greater Sudbury and covers much of the area for which the Manitoulin-Sudbury District Services Board is responsible, nevertheless has a smaller population than the Manitoulin-Sudbury District.

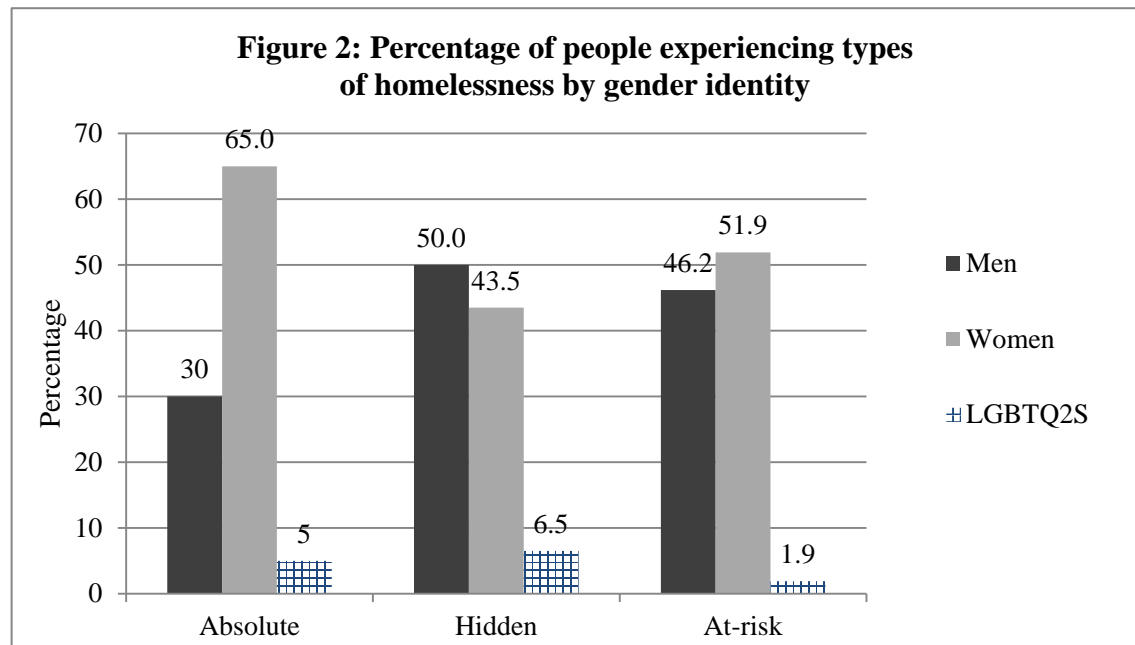


The number of young people up to age 24 was 16. They included individuals who were living with absolute, hidden homelessness and the risk of homelessness. These youth were not connected to a family unit when they participated in the survey. Of these, 3 were absolutely homeless and 7 were living with hidden homelessness. It is important to note that homeless youth are extremely vulnerable; it is possible that more young people were present among homeless people but may not have participated in the survey in order to remain part of the hidden homeless population.

Women comprised 50.9 percent of those who indicated their gender as male or female (n=60); men (n=53) comprised 44.9 percent of this sample. Persons who self-identified their gender as two-spirit (n=1), transwoman (n=2), transman (n=1), or not listed/don't know (n=1) comprised 4.2 percent of the participants based on self-reports of gender identity (n=118 self-identified as male, female or gender fluid/non-binary).

Figure 2 shows the percentage of people experiencing forms of homelessness by gender identity. Women were a majority of the participants in the categories of absolute homelessness and at-risk of homelessness, but men made up a larger proportion of people who were experiencing hidden homelessness. The proportion of those who identified as gender fluid, gender queer or transgender was similar for absolute and hidden homelessness (i.e., at or

above 5% of those in these categories). Regarding sexual orientation, 96 percent of participants self-reported that they identified as heterosexual while 4 percent indicated that they identified as LGBTQ2S. These numbers may under-report the experience of gender fluid identity due to concerns about the stigma in small and rural communities. It should be noted that gender appears to be an issue in the Manitoulin-Sudbury District as most enumeration studies have shown that men outnumber women among those who are homeless.



The number of people with backgrounds involving military service who participated in the survey was 8. One of them was absolutely homeless while two were living with hidden homelessness and the remainder (n=5) were at-risk of homelessness.

5.4 Chronic and Episodic Homelessness

An examination of the length of time during which participants had been homeless and the number of episodes of homelessness experienced shows that a substantial proportion of the participants who were living with absolute homelessness or hidden homelessness had experienced long periods (six months or more) without housing. Fewer people at risk of homelessness had been homeless for six months or more. As shown in Figure 3, the percentage of people reporting chronic homelessness (for six months or more within a year)

was much greater than the percentage who reported episodic homelessness (three or more episodes within a year) amongst those who were absolutely homeless or experiencing hidden homelessness. A similar proportion of people at-risk of homelessness had experienced chronic or episodic homelessness. It is possible that people who were at risk of homelessness had experienced chronic or episodic homelessness prior to becoming housed or that their living circumstances in housing constituted a form of hidden homelessness.

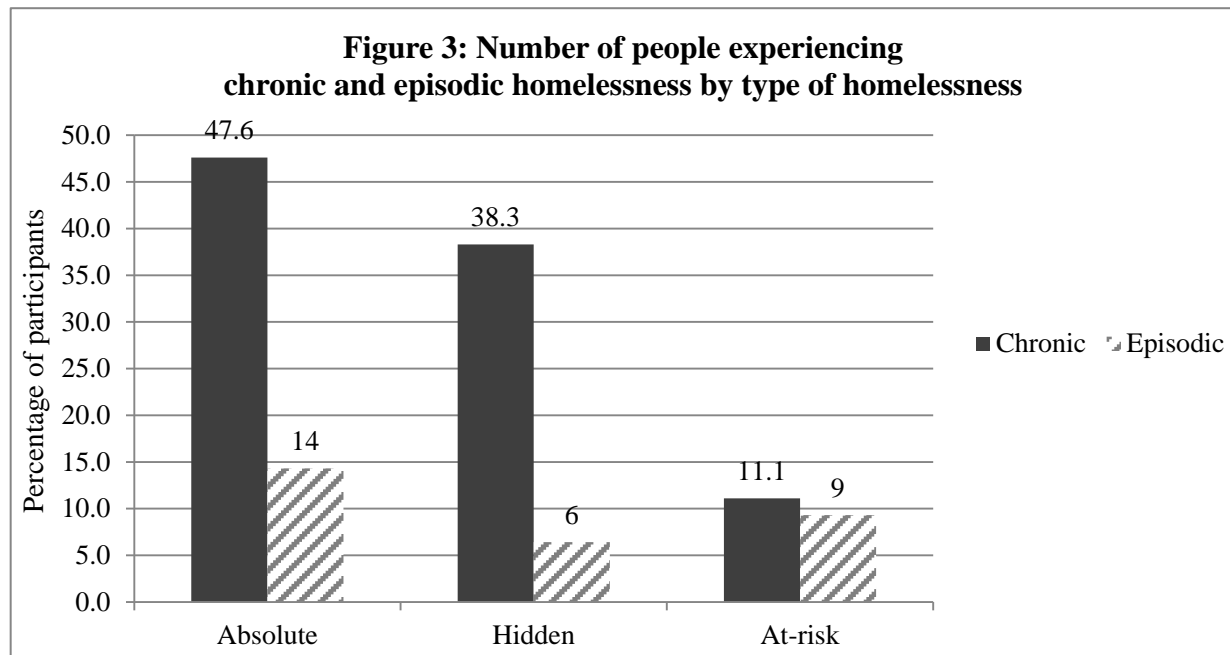
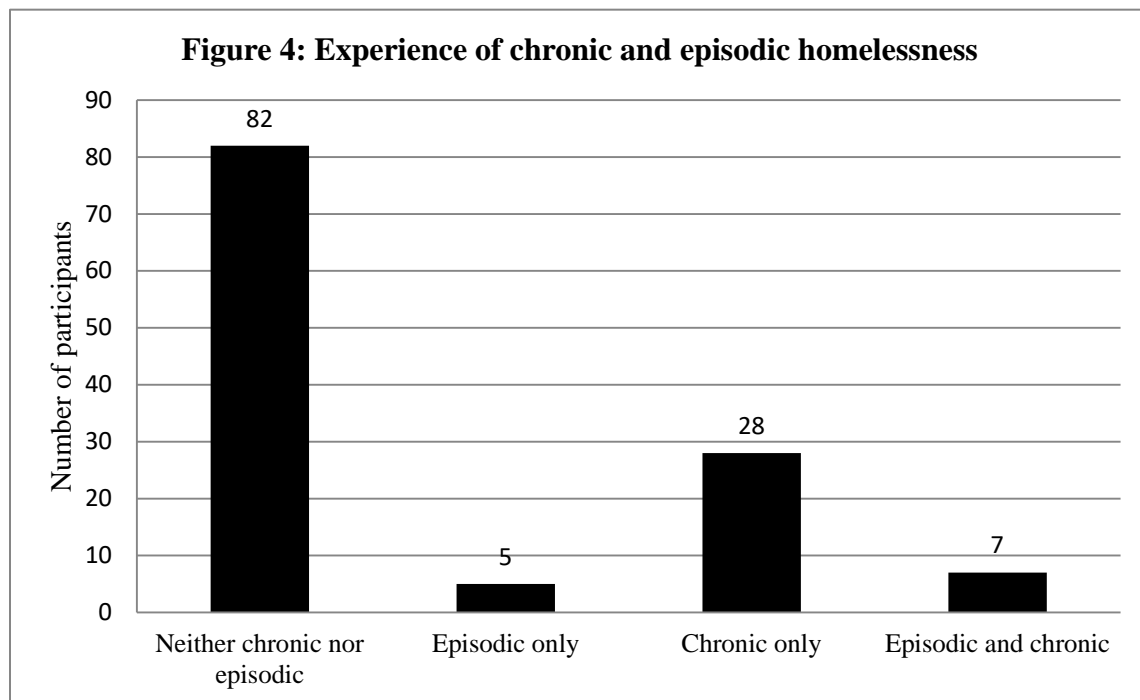


Figure 3 compares the pattern of results from the cross tabulation of *episodic* (defined as more than 2 episodes in a one-year period) and *chronic* (continuously homeless for six months or more) homelessness among the total sample of participants. The results show that, for all types of homelessness, the largest subgroup was people who had not experienced either chronic or episodic homelessness. A cross tabulation of the subgroups that were chronically and episodically homeless showed that there is a statistically significant relationship between these forms of homelessness for the sample as a whole (Figure 4). Those who were *not* episodically homeless tended *not* to have experienced chronic homelessness. Yet there was an overlap between chronic and episodic homelessness in that 25 percent (n=7) of the participants who had experienced chronic homelessness indicated that they had three or more episodes of homelessness.



$\phi = 5.71, p < .05$

Further examination showed that the largest number of people who reported that they had not been chronically or episodically homeless were those at-risk of homelessness. Slightly more people living with hidden homelessness reported both episodic and chronic homelessness compared with those who were absolutely homeless. However, there were no significant differences in chronic or episodic homelessness between the absolute and hidden homelessness groups.

5.5 Experiences of Housing or Shelter

Table 4 provides information about experiences of housing or shelter among those who participated in the survey. The responses to the mandatory question about current lodging suggested that many people did not know where they would stay at night. The dominant response for people who were absolutely homeless was that they intended to stay in an emergency or domestic violence shelter, or a transitional shelter. Amongst those living with hidden homelessness, the dominant response was that they would stay at someone else's place (i.e., couch surfing) while people who were at-risk of homelessness typically had their own place to stay. It is worth noting, however, that many people pay rent to stay in accommodation

that is severely substandard and not appropriate for human habitation. Alternatively, their existing home does not meet basic standards or requires major repairs.

Table 4: Current lodging/homelessness

	Absolute		Hidden		At risk	
	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%
Own apartment or house	4	19.0	7	14.9	53	98.1
Someone else's place	2	9.5	30	63.8	–	–
Motel/hotel	1	4.8	4	8.5	–	–
Hospital, jail, prison, remand	--	--	2	4.3	–	–
Emergency or DV shelter	9	42.9	–	–	–	–
Transitional shelter	1	4.8	2	4.3	–	–
Public space	1	4.8	–	–	–	–
Vehicle	--	--	–	–	–	–
Makeshift shelter, tent, shack	--	--	–	–	–	–
Abandoned/vacant building	1	4.8	–	–	–	–
Other unsheltered location	1	4.8	–	–	–	–
Do not know/decline	1	4.8	2	4.3	1	1.9

Note: Data are based on the number of responses. Some participants did not answer all questions while others gave multiple responses.

Note: Percentages may not sum to 100 due to rounding error.

It is important to note that the 4 individuals who were absolutely homeless and the 7 who were living with hidden homelessness indicated that they would stay in their own place; however, careful examination of their questionnaires showed that they could not stay there. Some people have accommodation but are not able to stay there due to safety issues or eviction. Such circumstances impacted on these individuals.

It is notable that three people who were absolutely homeless indicated the location where they would sleep was a public space, abandoned building or other unsheltered location even in the cold weather that persisted in April. During the PPC from April 16th to 22nd, the minimum temperature ranged between 0° C and -3° C in Espanola, Little Current and Noëlville,

but it was colder by a few degrees in Chapleau.³ Moreover, on April 12th, when data collection took place in Markstay, a snowstorm and cold, blustery weather combined with a gas leak at the organization, were barriers to participation.

5.6 Reasons for Homelessness

Table 5 shows the reasons given for homelessness or the loss of housing. The reasons have been sorted based on the most frequent responses given by people living with absolute homelessness. As indicated, the top five reasons were inability to pay rent or mortgage, addictions, illness or a medical condition, and conflict or abuse by a spouse or partner. The top five reasons given most frequently by people living with hidden homelessness were somewhat different from absolutely homeless people, but the inability to pay rent or mortgage was a primary reason, as was conflict by spouse/partner or abuse by a spouse/partner. Unsafe housing conditions, job loss and conflict or abuse with a parent or guardian were other reasons cited most often by people experiencing hidden homelessness. Among those at risk of homelessness, the top five reasons were addiction or substance use, unsafe housing conditions, inability to pay rent or mortgage and abuse by spouse or partner. If the responses about conflict and abuse listed as four separate reasons are combined (i.e., (i) conflict with spouse/partner, (ii) abuse by spouse/partner, (iii) conflict with parent/guardian and (iv) abuse by parent/guardian), this issue becomes the primary reason for homelessness.

The reasons given for homelessness provide for a better understanding of the overlap between categories of homelessness. Within all three categories (at-risk, hidden or absolute homelessness), all of the reasons listed in Table 5 were selected by one or more participants. It is noteworthy that the inability to pay rent or mortgage was a top reason given by people living with absolute and hidden homelessness. Addiction was a primary reason given by all three groups. Unsafe housing was also an important factor in homelessness for people living with hidden homelessness and the risk of homelessness. Finally, many people indicated that they did not know why they were homeless or checked a category “other”. In addition, some people did not answer the question.

³ Temperatures are from records available at www.accuweather.com

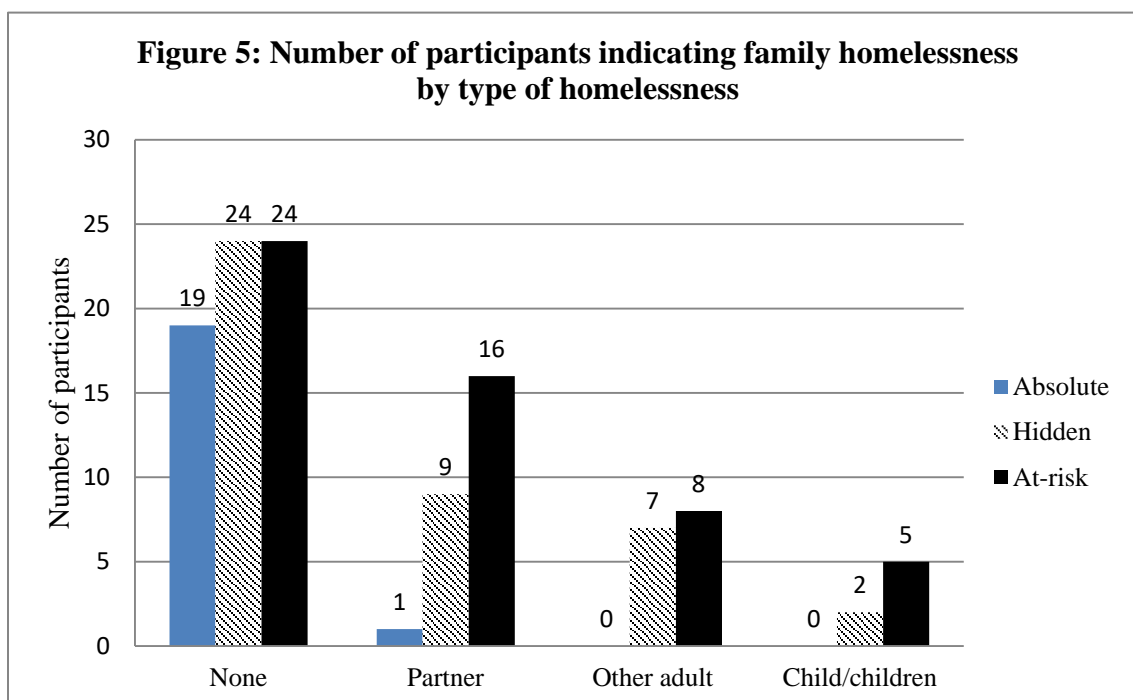
Table 5: Reasons for homelessness

Reasons	At-risk	Hidden homeless	Absolutely homeless	Total N	Total %
Unable to pay rent or mortgage	4	10	9	23	24.7
Addiction/substance use	6	6	6	18	19.4
Illness/medical condition	2	4	5	11	11.8
Conflict with spouse/partner	1	10	4	15	16.1
Experienced abuse by spouse/partner	3	4	4	11	11.8
Incarcerated	1	4	4	9	9.7
Hospitalization or treatment program	1	1	4	6	6.5
Job loss	2	7	3	12	12.9
Conflict with parent/guardian	2	7	3	12	12.9
Unsafe housing conditions	6	8	1	15	16.1
Experienced abuse by parent/guardian	1	7	1	9	9.7
Don't know/other/decline	16	17	7	40	43.0

Note: Results are based on multiple responses as participants were invited to check all reasons that applied to them. The number of responses exceeds the number of participants.

5.7 Family Homelessness

The analysis of responses regarding family homelessness indicates that most people living with forms of homelessness, including those living with the risk of homelessness, are on their own. The question asked: “What family members are staying with you tonight?” The dominant response was “none” and only one person living with absolute homelessness was staying with a partner. According to Figure 5, few people who are absolutely homeless have partners, other adults or children with them. Those who had partners, other adults or children were experiencing hidden homelessness or the risk of homelessness. Yet fewer of those living with hidden homelessness share the experience with other adults or children compared with people at-risk of homelessness.



5.8 Health Issues

As shown in Figure 6, a substantial number of people indicated that they have health issues. It is evident that addiction was the issue identified least often by people in all three homeless categories. Nevertheless, half of those who were absolutely homeless and over a quarter of those in hidden homeless and those at-risk reported that they had addictions or were using substances.

A key finding is that amongst those absolutely homeless, nearly all reported mental illness but less than half of those experiencing hidden homelessness or the risk of homelessness reported mental health challenges. It is also important to note that over half of those living with absolute homelessness reported that they had chronic medical issues or a physical disability. Amongst people living with hidden homelessness, over a third had chronic medical issues and about a third reported a physical disability. The findings for people at-risk of homelessness were fairly consistent with regard to chronic medical issues, physical disability and mental health: between 43 and 48 percent reported these health issues.

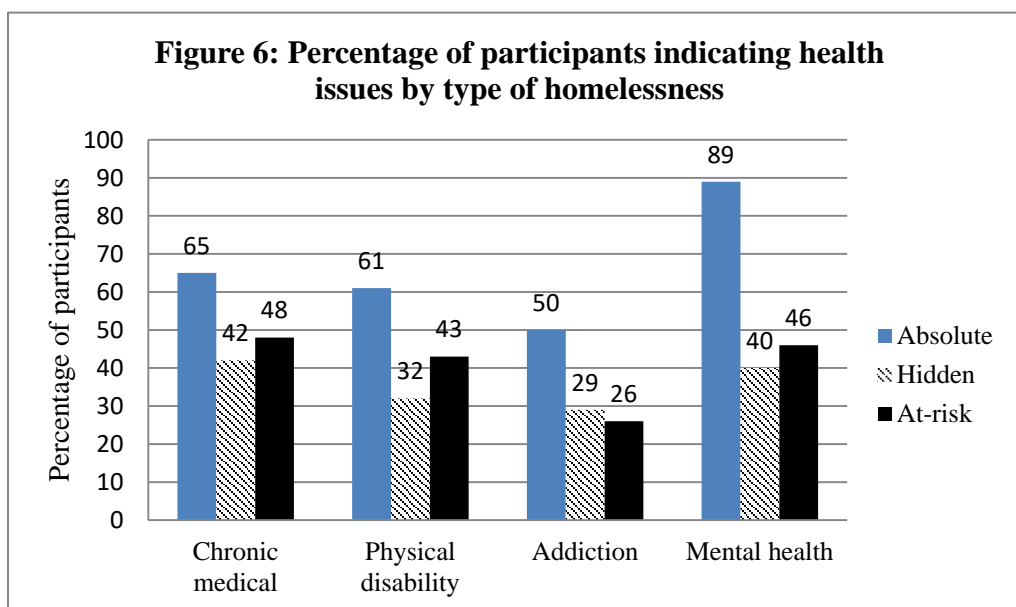


Figure 7 shows the percentage of participants reporting one or more of the four types of health issues shown in Figure 6. The results indicate that a majority of participants (approximately two-thirds or more) were experiencing addictions/substance use issues, chronic medical issues, physical disability and/or mental health challenges. In particular, all but one of those living with absolute homelessness reported one or more of these types of health challenges.

5.9 Experiences of Child Welfare or Foster Care

As shown in Figure 8, more than a quarter of the participants in each subcategory of homelessness had been in the child welfare system, including foster care, a group home or the “Sixties Scoop”⁴ (i.e., apprehension of Indigenous children by child welfare authorities). Those at-risk reported child welfare involvement in the same proportion as those living with hidden homelessness. The proportion of those who had been in the child welfare system and were absolutely homeless was higher, at about a third of these participants.

⁴ Indigenous people (“Indian” and Inuit) who, between 1951 and 1991 were taken into care and placed with non-Indigenous parents, were part of the Sixties Scoop. See Class Action Sixties Scoop Settlement, <https://sixtiesscoopsettlement.info>.

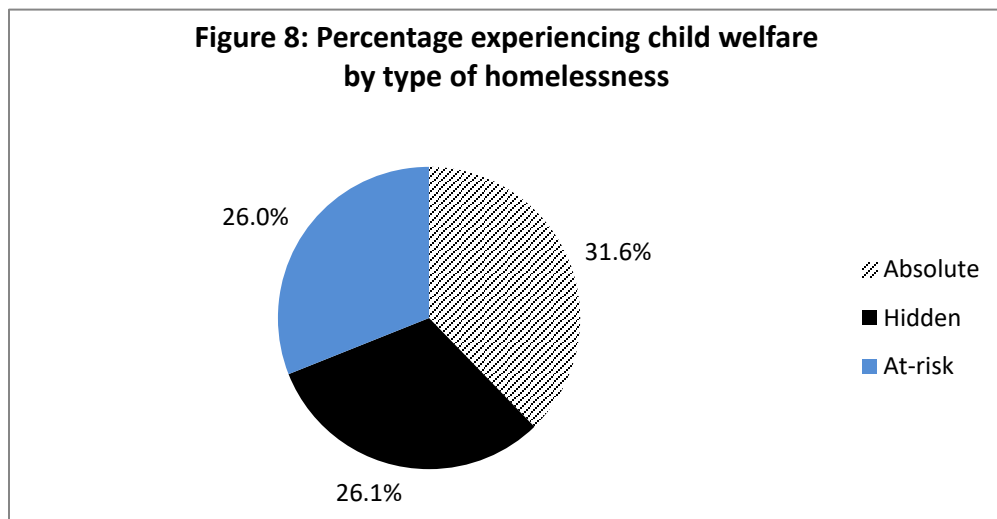
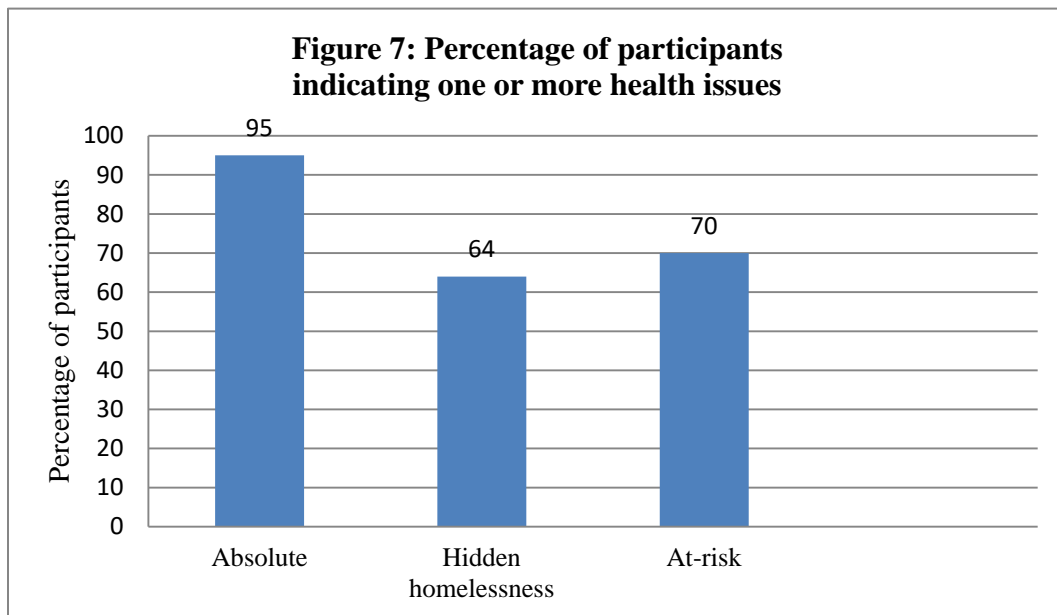
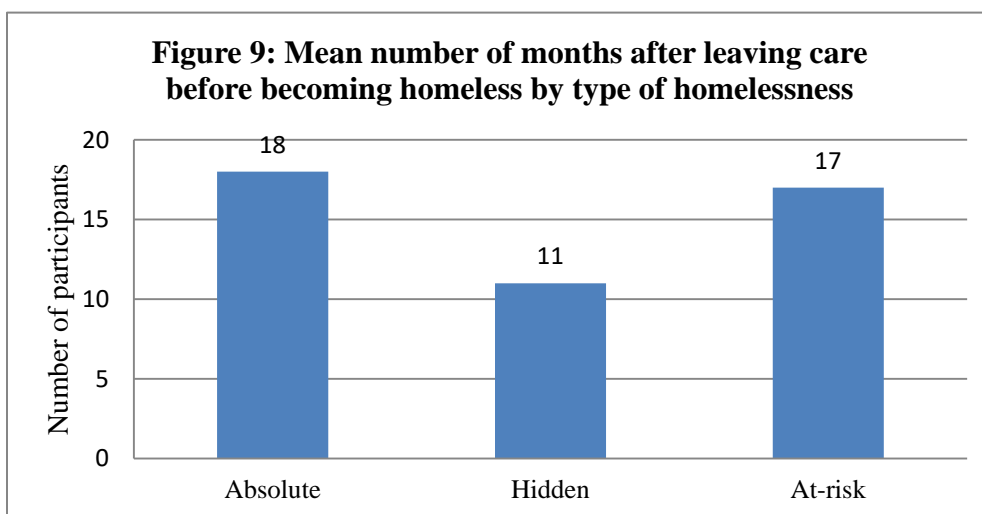


Figure 9 shows that, on average, individuals who had been in the child welfare system became homeless within 1.5 years. Those living with hidden homelessness indicated that they experienced homelessness within the shortest period after leaving foster care compared with those absolutely homeless or at-risk. However, the differences between groups of homeless people were not statistically significant. Seven Indigenous individuals stated that they were part of the “Sixties Scoop” and these participants were in every category of homelessness, with the largest number (n=4) being at-risk.



5.10 Income Sources

Table 6 shows the number of responses for each source of income reported by participants. This mandatory question required by the Government of Ontario simply asked for all sources of income, without any timeframe specified. The analysis is based on multiple responses as it is possible for people to have more than one source of income.

The responses are ordered from the highest to lowest based on people living with absolute homelessness. People who were absolutely homeless collectively had the fewest sources of income. The largest number of participants were receiving income supports from the Ontario Disability Support Program (ODSP) or social assistance (Ontario Works). These two categories accounted for about a third of the responses. The third main response of people living with absolute homelessness was that they had no income. Some who were at-risk or in hidden homelessness also had no income. A few people living with absolute homelessness received some income from GST refunds, seniors' benefits, informal self-employment (e.g., income from panhandling), or from Employment Insurance.

With regard to employment, people at-risk of homelessness were most likely to have some income from this source, while ten people living with hidden homelessness also reported that employment provided some income. As no additional questions were asked about income, it is unknown whether any sources of income were received at one point in time or prior to homelessness.

Table 6: Sources of income

Sources	At-risk	Hidden	Absolute	Total Number	Percent
Disability benefit	16	11	10	37	31.9
Welfare/social assistance	8	14	6	28	24.1
No income	1	2	4	5	6.0
GST refund	4	6	2	12	10.3
Other source	7	7	2	16	13.8
Seniors benefits	8	9	2	19	16.4
Informal/self-employment	2	2	1	5	4.3
Employment insurance	1	2	1	4	3.4
Money from family/friends	1	5	-	6	5.2
Employment	15	10	-	25	21.6
Child and family tax benefits	3	3	-	6	5.2

Note: Results are based on multiple responses, therefore, the number of responses may be larger than the number of participants.

5.11 Participants' Needs

Need for Services

The responses about the need for the services listed in Table 7 are rank-ordered according to the subcategory of people who were absolutely homeless. It is notable that this order is also consistent with the responses of those who were at-risk and similar to the responses of people who were living with hidden homelessness.

The findings show that the main services needed by the participants are for mental health, physical disabilities, serious medical conditions, and addictions. It is significant also that a quarter to a third of participants stated that they needed services to help with a learning disability. A few people required supports for brain injury or pregnancy.

Table 7: Need for services

Sources	At-risk	Hidden	Absolute	Total Number	Percent
Mental health	17	13	13	43	50.0
Physical disability	16	9	10	35	40.7
A serious medical condition	13	11	9	33	38.4
Addiction or substance use	13	13	9	35	40.7
Learning disability	12	8	5	25	29.1
Brain injury	1	2	1	4	4.7
Pregnancy	-	3	1	4	4.7

Note: Results are based on multiple responses, therefore, the number of responses may be larger than the number of participants.

General Needs

In an open-ended format, participants were asked to state what they needed, and 84 percent provided this information. The results shown in Table 8 are rank-ordered according to the responses of those who were absolutely homeless. Of vital importance was the need for housing, and this was identified by a substantial proportion of those who were experiencing hidden and absolute homelessness. The second area of need was for basic necessities. Participants in all subgroups reported that they need food, clothing, infant necessities, transportation, security and money. Other needs pertained to social networks, health and mental health and employment and education. In combination with the results shown in Table 7, the general needs and the health-related needs indicate the kinds of supports that are required by people living with homelessness in rural and northern communities.

Table 8: General needs

Needs	At-risk	Hidden	Absolute	Total Number	Percent
Housing	1	17	10	28	27.5
Necessities (food, clothing, infant needs, transportation, security, money)	26	24	8	58	56.7
Social networks (family, partner, friends)	1	2	3	6	5.9
Health and mental health	-	4	2	6	5.9
Employment and education	8	4	-	12	11.8

Note: Results are based on multiple responses, therefore, the number of responses may be larger than the number of participants.

5.12 Recommendations arising from the findings

The following recommendations are based on the responses of the participants regarding health needs and general needs, as well as other issues that have been identified through this enumeration project. These recommendations should be reviewed and prioritized by the communities in the Manitoulin-Sudbury DSB catchment area in order to ensure that the pressing needs of homeless people are met and that they are supported effectively in obtaining and retaining housing, employment, education and services.

Emergency services

1. Study how the system of emergency services may be developed to reflect the characteristics of the homeless populations (e.g. more women, children, youth and Indigenous people etc.) using them.
2. Develop and support programs/services that can address the social exclusion of homeless people. Many homeless people do not have access to family or friends who can assist and support them. People overcoming addictions often need to form new networks of friends in order to avoid relapse. Programs that strengthen ties between homeless people and others in the community must be designed to prevent marginalization and social exclusion.

3. Examine how services can be made more responsive to the needs of adolescents.
Homeless youth are among those who are least well served by community agencies and most often do not have access to income support from government programs.
4. Provide enhanced funding for community-based prevention programs for youth with a focus on family violence, abuse, sexual assault, and bullying in order to reduce youth homelessness.

Basic needs

5. Develop the service system for the provision of services addressing the basic needs of food, shelter, clothing, and medical care for homeless people so that there are enough services to meet the needs.

Housing

6. Develop new social housing initiatives by taking action to access federal government funds from the National Housing Strategy (i.e. create more subsidized housing).
7. Educate landlords in order to reduce discrimination against key groups (e.g. people with mental illness, women who have experienced domestic violence and Indigenous people). Develop an initiative to consult with landlords to address the requirements for references from previous landlords.
8. Study the local housing market and develop strategies to create more safe, decent, and affordable private housing, including room and board accommodation.
9. Provide more supportive housing services in order to reduce the risk of chronic and episodic homelessness.

Trauma and counselling

10. Provide homeless people with access (e.g., transportation and free service) to counselling services in the settings they inhabit (e.g. shelters, soup kitchens, and other emergency services). There must be more acknowledgement of the experiences of trauma among homeless people and strategies to address the trauma.

Domestic violence

11. Provide more funding support for services to address this form of trauma, especially among women and adolescents, given the primacy of domestic violence as a cause of homelessness.
12. Increase funding for outreach and prevention programs to address domestic violence and abuse among all age groups, including adolescents, women and seniors.

Indigenous people

13. Work with Indigenous communities to develop strategies for supporting Indigenous people who move from their First Nations communities into urban centres. Culturally appropriate services must be developed to assist with basic needs, education, and employment.
14. Take steps to address racism as a cause of homelessness to ensure that Indigenous people can gain access to services and obtain rental housing, education, and employment.

Mental illness

15. Provide more community-based services to people with mental illness in order to prevent periodic or chronic homelessness.
16. Develop, support and implement more harm reduction programs for people with addictions.

Physical illness

17. Examine and implement strategies to ensure that people living with homelessness can access health services.

Income supports

18. Identify the barriers to the receipt of social assistance benefits at the local and provincial levels in order to prevent homelessness among people who are denied benefits, disentitled or face other barriers.
19. Establish income and housing supports that can prevent individuals and families from losing their housing and their possessions. For example, provide funding for an emergency fund for rent arrears, deposits, storage, and moving supports.

Food security

20. Develop standards around food security to ensure that people living with homelessness have access to nutritious food supplies. For example, the needs for food security are not met when individuals and families can only access food banks once per month and when homeless people are not permitted to use food banks due to the requirement to produce proof of residence.

Forms of homelessness

21. Adopt a definition of homelessness that takes into account experiences of people in rural and northern Ontario by recognizing the prevalence of hidden homelessness and the risk of homelessness in addition to absolute homelessness.

Public education

22. Develop and distribute materials to educate service providers and the general public about the complex individual and structural causes of homelessness, including the high prevalence of victimization and trauma among homeless people.

5.13 Incorporation of the Database into the PPC Database

The data collected for the current study are subject to requirements of the Laurentian University Research Ethics Board (LU REB) and the Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans (2010) as ethical review was required for the study. These requirements have implications for the storage and use of data. The data collected for the PPC study allow for comparisons of data collected in the Manitoulin-Sudbury District with other towns and cities in northeastern Ontario (the City of Greater Sudbury, Timmins, Cochrane, Hearst, Kapuskasing, Iroquois Falls, Matheson and Moosonee). The Manitoulin-Sudbury District data will be added to the existing database.

6.0 DISCUSSION AND CONCLUSION

The study procedures and analysis were designed to allow for data collection and an analysis of people living with hidden homelessness. Importantly, the inclusion of key questions within the survey enabled the identification of people living with hidden homelessness. One difference between absolute homelessness and hidden homelessness is that people who are

hidden from view and without a home stay with others who have a place to live. It was important to study this group because it is now recognized that, in northern and rural places, much homelessness is largely invisible as many people cope with homelessness by finding others who allow them to stay temporarily, such as through “couch surfing”, living in bush camps and other strategies to remain hidden (Kauppi, O’Grady and Schiff et al., 2017).

This study shows that the hidden homeless population is larger than the absolutely homeless subgroup in the Manitoulin-Sudbury District. While the former group very similar, on many measures, to those who are absolutely homeless, nevertheless, in some ways it is more disadvantaged. Compared to individuals who are absolutely homeless, more of those living with hidden homelessness are Indigenous, young, in the LGBTQ2S population and chronically homeless. More individuals report health challenges, job loss, unsafe housing conditions and inability to pay rent or a mortgage. As relatively little has been known about people living with hidden homelessness, the findings of the current enumeration study provide information to better understand the issues and needs of this subgroup of the homeless population within small, northern communities.

The prevalence of conflict and violence in relationships is an important factor linked to homelessness in the current study. In identifying reasons for homelessness, responses to four questions provide evidence about the extent to which homelessness is connected to conflict and violence or abuse from spouses/partners or parents/guardians. Combining the responses regarding reports of conflict and abuse as reasons for homelessness reveals the extent to which homelessness results when people flee from conflict, abuse and violence.

The results of this study indicate that gender issues are central to understanding the nature of homelessness in the Manitoulin-Sudbury District. Women were a majority of the participants in the enumeration study. When the number of children is added to the number of women, these two groups account for 60.5 percent of the sample. This finding shows that old stereotypes and beliefs about homelessness as primarily a male phenomenon are inaccurate. Policies and practices need to be developed to address the needs of women and children.

The indication too that Indigenous people are a majority of those who are homeless in the Manitoulin-Sudbury District underscores the importance of ensuring that policies and procedures are sensitive to the cultural differences between Indigenous and non-Indigenous people in this region.

A further issue for consideration pertains to the weather during the April 2018 enumeration in relation to homelessness and decisions about lodging and accessing services. While more moderate weather typically occurs in April, the spring weather in 2018 was unusually cold, with temperatures falling as low as -8°C at night. On the day of data collection at the Sudbury East food bank in Markstay on April 12th, a winter snowstorm took place, which likely deterred people from attending the food bank and denied them the opportunity to participate. In general, it has been understood that cold weather is a barrier to participation in enumeration studies (Calgary Homeless Foundation, 2012).

The data provide for insights into the survival strategies of people living with homelessness in the Manitoulin-Sudbury District. The responses to the enumeration question about current lodging should be interpreted as likely places where participants may stay but not as definite indications of their accommodations. In the current enumeration, a careful review of each case was possible as the number of participants was relatively small at 122 adults or adolescents. The examination of the totality of the questionnaire data provided insights into the circumstances for people who indicated that they had a place of their own. In several cases, individuals could not stay in these accommodations because they had been evicted or because it was not safe for them to stay there. When people cannot stay in a housing unit for these reasons, their status should be changed from at-risk to hidden or even absolutely homeless in order to appropriately match their circumstances. The data for Manitoulin-Sudbury thus provide information about the complexity of homelessness and the need for policy-makers, service providers and researchers to learn about the true nature of the circumstances experienced. Also affecting the categorization of individuals as absolutely homeless, in hidden homelessness or at-risk is their own perspectives on homelessness. Many people do not want to think of themselves as homeless and respond to survey questions according to these beliefs. For example, a participant in a prior study stated that he had a home—it was the railway.

Finally, it is important to put the findings of this enumeration project into context by offering some comparison to prior studies. Calculating the rate of homelessness as a percentage of the local population provides an indication of the extent of the problem. The calculation shows that 157 individuals is one percent of the population of 15,692 (the number of people living in the areas studied) and .56 of the total population of 28,107. One percent is the same rate of homelessness as was found in our studies of North Bay in 2011 and Sudbury in 2015. If those at-risk are removed from the calculation, the rate is .52 of the sample (15,692) and .29 of the total population (28,107), which is higher than all studies reported by Gaetz,

Donaldson, Richter and Gulliver (2013) for Vancouver (0.27), Kelowna (0.24), Red Deer (0.31), Lethbridge (0.12) and Toronto (0.19). Therefore, while the number of participants in the enumeration of the Manitoulin-Sudbury District is relatively small for the large area covered by the enumeration, the rate of one percent is as high as urban areas in the City of Greater Sudbury which we have studied using the same methodology. Calculating the rate of homelessness based on the total population of 28,107, using the number of people who were living with absolute homeless and hidden homelessness, the rate is still higher than the communities reported on by Gaetz et al.

Given the nature of the enumeration in the Manitoulin-Sudbury District, concentrated within specific towns with no enumeration taking place in the remaining towns in the district, it is more accurate to calculate the percentage of the total population by using the total population of the towns studied. It may not be appropriate to include the population of towns not studied as there is little very likelihood that people travelled to the areas where the enumeration was taking place.

The enumeration activities are intended to provide information that lead to the development of strategies to address and end homelessness. The results of the 2018 enumeration provided data about the issues and needs of people living with homelessness in the Manitoulin-Sudbury District. Hidden homelessness is a relatively new aspect of homelessness that has emerged in recent years (Kauppi et al., 2017). Learning how to address the needs of this population can enable the Manitoulin-Sudbury District Services Board to develop sound strategies for supporting people who are vulnerable and marginalized in small, rural, northern communities. Adopting and pursuing the goal of reducing or eliminating all forms of homelessness in the future is central to the development of policies and practices that will enable the Manitoulin-Sudbury DSB to meet the needs of people struggling with homelessness in the region.

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APPENDIX A

HOUSING AND HOMELESSNESS IN NORTHEASTERN ONTARIO 2018
MANDATORY QUESTIONS FOR THE PROVINCE OF ONTARIO

Appendix B: Mandatory Questions for the Province of Ontario

Interviewer's Name	Agency and/or Contact #	<input type="checkbox"/> Research Assistant <input type="checkbox"/> Agency Staff
Survey Date DD/MM/YYYY ____/____/2018	Survey Time ____ : ____ AM/PM	Survey Location: Town/City: Area:

CONSENT (✓): ☐ I agree to participate in the survey and to answer A, B, C and D

Screening Questions

A. Participant's Initials: ____ (Last, middle, and first initials of your name)

____ Last Middle First

B. Date of Birth: ____ (Day) ____ (Month) ____ (Year)

C. Place of birth: ____ (Country, City/town or Community)

D. Where are you staying tonight? / Where did you stay last night?: Check (✓) ☐ Last night ☐ Tonight

- | | | |
|-----------------------------------------------------|-------------------------------------------------------------------------|--------------------------------------------------------------------------------------|
| a. <input type="checkbox"/> DECLINE TO ANSWER | c. <input type="checkbox"/> SOMEONE ELSE'S PLACE | f. <input type="checkbox"/> EMERGENCY SHELTER, DOMESTIC VIOLENCE SHELTER |
| b. <input type="checkbox"/> OWN APARTMENT/
HOUSE | d. <input type="checkbox"/> MOTEL/HOTEL | g. <input type="checkbox"/> TRANSITIONAL SHELTER/HOUSING |
| | e. <input type="checkbox"/> HOSPITAL, JAIL,
PRISON, REMAND
CENTRE | h. <input type="checkbox"/> PUBLIC SPACE (E.G., SIDEWALK, PARK, FOREST, BUS SHELTER) |
| | | i. <input type="checkbox"/> VEHICLE (CAR, VAN, RV, TRUCK) |
| | | j. <input type="checkbox"/> MAKESHIFT SHELTER, TENT OR SHACK |
| | | k. <input type="checkbox"/> ABANDONED/VACANT BUILDING |
| | | l. <input type="checkbox"/> OTHER UNSHELTERED LOCATION |
| | | m. <input type="checkbox"/> DO NOT KNOW [LIKELY HOMELESS] |

D1: Can you stay there as long as you want or is this a temporary situation?	D2: Do you have your own house or apartment you can safely return to?
a. <input type="checkbox"/> AS LONG AS I WANT b. <input type="checkbox"/> TEMPORARY -----> c. <input type="checkbox"/> DON'T KNOW -----> d. <input type="checkbox"/> DECLINE	a. <input type="checkbox"/> YES b. <input type="checkbox"/> NO c. <input type="checkbox"/> DON'T KNOW d. <input type="checkbox"/> DECLINE

Thank you for agreeing to take part in the survey. You will receive \$5.00 as a thank you for participation.

BEGIN SURVEY

1. Do you have children who

are accompanying you? 1....Yes 2....No
are in your custody 1....Yes 2....No

<input type="checkbox"/> CHILD(REN)/DEPENDENT(S)	1	2	3	4	5	6	7	8
[indicate gender and age for each]								
GENDER								
AGE								

2. What family members are staying with you tonight? [Indicate survey numbers for adults. Check (✓) all that apply]

- | | |
|----------------------------------------------------|--------------------------------------------------------|
| <input type="checkbox"/> NONE | <input type="checkbox"/> OTHER ADULT - Survey #: _____ |
| <input type="checkbox"/> PARTNER - Survey #: _____ | <input type="checkbox"/> CHILD OR CHILDREN |
| <input type="checkbox"/> DECLINE TO ANSWER | |

HOUSING AND HOMELESSNESS IN NORTHEASTERN ONTARIO 2018

For the next questions, “homelessness” means any time when you have been without a secure place to live, including sleeping in shelters, on the streets/bush, or living temporarily with others.

3. In total, **how much time** have you been homeless over the PAST YEAR? [Best estimate.]

- ☐ LENGTH _____ DAYS | WEEKS | MONTHS ☐ DON'T KNOW ☐ DECLINE TO ANSWER

4. In total, **how many different times** have you experienced homelessness over the PAST YEAR? [Best estimate.]

- ☐ NUMBER OF TIMES ____ [Includes this time] ☐ DON'T KNOW ☐ DECLINE TO ANSWER

5. Do you identify as Indigenous or do you have Indigenous ancestry? This includes First Nations with or without status, Métis, and Inuit. [If yes, please specify.]

- ☐ YES ----->
☐ NO
☐ DON'T KNOW
☐ DECLINE TO ANSWER

If YES:

- ☐ FIRST NATIONS **Specify:** ☐ with status ☐ non-status
☐ INUIT
☐ MÉTIS
☐ HAVE INDIGENOUS ANCESTRY

6. People may identify as belonging to a particular racial group. For example, some people may identify as Black or African-Canadian, other people may identify as Asian or South Asian and other people may identify as white. What racialized identity do you identify with? [Do not list categories. Select all that apply]

- | | |
|---------------------------------------------------------------------------------------------------|-------------------------------------------------------------------|
| <input type="checkbox"/> ABORIGINAL/INDIGENOUS/MÉTIS specify _____ | <input type="checkbox"/> WEST ASIAN (E.G., IRANIAN, AFGHAN, ETC.) |
| <input type="checkbox"/> INUIT | <input type="checkbox"/> BLACK OR AFRICAN CANADIAN |
| <input type="checkbox"/> ARAB | <input type="checkbox"/> FILIPINO |
| <input type="checkbox"/> ASIAN (E.G., CHINESE, KOREAN, JAPANESE, ETC.) | <input type="checkbox"/> HISPANIC OR LATIN AMERICAN |
| <input type="checkbox"/> SOUTH-EAST ASIAN (E.G., VIETNAMESE, CAMBODIAN, MALAYSIAN, LAOTIAN, ETC.) | <input type="checkbox"/> WHITE (E.G., EUROPEAN-CANADIAN) |
| <input type="checkbox"/> SOUTH ASIAN (E.G., EAST INDIAN, PAKISTANI, SRI LANKAN, ETC.) | <input type="checkbox"/> OTHER (PLEASE SPECIFY) _____ |
| | <input type="checkbox"/> DON'T KNOW |
| | <input type="checkbox"/> DECLINE TO ANSWER |

7. In what language do you feel best able to express yourself?

- | | | |
|-------------------------------|------------------------------------------------------------|-----------------------------------------|
| <input type="radio"/> ENGLISH | <input type="radio"/> NO PREFERENCE | <input type="radio"/> DON'T KNOW |
| <input type="radio"/> FRENCH | <input type="radio"/> NEITHER/OTHER (please specify) _____ | <input type="radio"/> DECLINE TO ANSWER |

8. Have you ever had any service in the Canadian Military or RCMP or did you serve in a peace keeping mission?

[Military includes Canadian Navy, Army, or Air Force]

- ☐ YES, MILITARY ☐ YES, RCMP ☐ YES, PEACE KEEPING ☐ NO ☐ DON'T KNOW ☐ DECLINE TO ANSWER

9. What gender do you identify with?

- | | | |
|--------------------------------------|---------------------------------------------------------|-----------------------------------------|
| <input type="radio"/> MALE / MAN | <input type="radio"/> TRANS FEMALE / TRANS WOMAN | <input type="radio"/> NOT LISTED: _____ |
| <input type="radio"/> FEMALE / WOMAN | <input type="radio"/> TRANS MALE / TRANS MAN | <input type="radio"/> DON'T KNOW |
| <input type="radio"/> TWO-SPIRIT | <input type="radio"/> GENDERQUEER/GENDER NON-CONFORMING | <input type="radio"/> DECLINE TO ANSWER |

10. How do you describe your sexual orientation, for example straight, gay, lesbian?

- | | | | |
|---------------------------------------------|-----------------------------------|-----------------------------------------|-----------------------------------------|
| <input type="radio"/> STRAIGHT/HETEROSEXUAL | <input type="radio"/> BISEXUAL | <input type="radio"/> QUEER | <input type="radio"/> DON'T KNOW |
| <input type="radio"/> GAY | <input type="radio"/> TWO-SPIRIT | <input type="radio"/> NOT LISTED: _____ | <input type="radio"/> DECLINE TO ANSWER |
| <input type="radio"/> LESBIAN | <input type="radio"/> QUESTIONING | | |

11. What are your sources of income? [Read list and check all that apply]

<input type="checkbox"/> EMPLOYMENT	<input type="checkbox"/> DISABILITY BENEFIT	<input type="checkbox"/> OTHER SOURCE: _____
<input type="checkbox"/> INFORMAL/SELF-EMPLOYMENT (E.G., BOTTLE RETURNS, PANHANDLING)	<input type="checkbox"/> SENIORS BENEFITS (E.G., CPP/OAS/GIS)	<input type="checkbox"/> NO INCOME
<input type="checkbox"/> EMPLOYMENT INSURANCE	<input type="checkbox"/> GST REFUND	<input type="checkbox"/> DECLINE TO ANSWER
<input type="checkbox"/> WELFARE/SOCIAL ASSISTANCE	<input type="checkbox"/> CHILD AND FAMILY TAX BENEFITS	
	<input type="checkbox"/> MONEY FROM FAMILY/FRIENDS	

12. Have you ever been in foster care and/or a group home?

<input type="checkbox"/> YES ----- >	IF YES, HOW LONG AGO WAS THAT? (Refers to the length of time since leaving foster care or a group home)
<input type="checkbox"/> NO	
<input type="checkbox"/> DON'T KNOW	
<input type="checkbox"/> DECLINE TO ANSWER	LENGTH (IN YEARS) _____

12a. Approximately how long after leaving foster care/group home did you become homeless?

<input type="checkbox"/> LENGTH _____ DAYS / WEEKS / MONTHS / YEARS	<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DECLINE TO ANSWER
---------------------------------------------------------------------	-------------------------------------	--------------------------------------------

13. What happened that caused you to lose your housing most recently? [Do not read the options. Check all that apply. "Housing" does not include temporary arrangements (e.g., couch surfing) or shelter stays.]

<input type="checkbox"/> ILLNESS OR MEDICAL CONDITION	<input type="checkbox"/> CONFLICT WITH: PARENT / GUARDIAN
<input type="checkbox"/> ADDICTION OR SUBSTANCE USE	<input type="checkbox"/> CONFLICT WITH: SPOUSE / PARTNER
<input type="checkbox"/> JOB LOSS	<input type="checkbox"/> INCARCERATED (JAIL OR PRISON)
<input type="checkbox"/> UNABLE TO PAY RENT OR MORTGAGE	<input type="checkbox"/> HOSPITALIZATION OR TREATMENT PROGRAM
<input type="checkbox"/> UNSAFE HOUSING CONDITIONS	<input type="checkbox"/> OTHER REASON _____
<input type="checkbox"/> EXPERIENCED ABUSE BY: PARENT / GUARDIAN	<input type="checkbox"/> DON'T KNOW
<input type="checkbox"/> EXPERIENCED ABUSE BY: SPOUSE / PARTNER	<input type="checkbox"/> DECLINE TO ANSWER

14. Do you identify as having any of the following?

Chronic/Acute Medical Condition	Physical Disability	Addiction	Mental Health Issue
<input type="checkbox"/> YES	<input type="checkbox"/> YES	<input type="checkbox"/> YES	<input type="checkbox"/> YES
<input type="checkbox"/> NO	<input type="checkbox"/> NO	<input type="checkbox"/> NO	<input type="checkbox"/> NO
<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DON'T KNOW
<input type="checkbox"/> DECLINE TO ANSWER	<input type="checkbox"/> DECLINE TO ANSWER	<input type="checkbox"/> DECLINE TO ANSWER	<input type="checkbox"/> DECLINE TO ANSWER

15. What do you need right now? _____**16. Do you want to get into permanent housing?**

<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DECLINE TO ANSWER
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17. Do you want to speak to a housing worker?

<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> DON'T KNOW	<input type="checkbox"/> DECLINE TO ANSWER
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Thank you, merci, miigwetch! If you have any questions about the study, please call Dr. Carol Kauppi (705-675-1151, ext. 5058 or 5060) or email us at homeless@laurentian.ca

