Out of the Cold – St Paul’s Cathedral
A review by the Rev’d Michael Shapcott, Deacon

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The image is of the statue “homeless Jesus” that has been mounted at a number of locations.

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Summary:

The Out of the Cold (OOTC) program offers comfort and a sense of belonging to hundreds of guests during the winter months at St Paul’s Cathedral in Kamloops, and again to hundreds of guests seeking relief from extreme heat in the summer months. Serious concerns have been raised about the operation of the program, sparking an important conversation within the cathedral about the future of OOTC, its ongoing value to the homeless people who are its guests and also the impact of the operations on the cathedral.

This report provides a detailed account of a listening exercise that engaged dozens of people at the cathedral and in the wider community; it provides a snapshot of housing and homelessness issues in Kamloops, including the observation that the vast majority of people who suffer the health and other impacts of homelessness are the “hidden” homeless and those at-risk of becoming homeless; and it sets out a path forward for the leadership of St Paul’s and the OOTC as they discern the future of the program that has become a welcoming place for people who have been pushed to the margins.

In summary, this report identifies 26 serious and substantial concerns with OOTC and sets out three basic paths that the leadership of the cathedral and OOTC may wish to consider:

1. End the Out of the Cold ministry.
2. Continue the program in its current location.
3. Transition the program to a new location and deepen the cathedral’s engagement in system-level work to prevent and end homelessness in Kamloops.

The implications of each option are considered, including moral and practical issues.
The moral imperative:

“When the Son of Man comes in his glory, and all the angels with him, then he will sit on the throne of his glory. All the nations will be gathered before him, and he will separate people one from another as a shepherd separates the sheep from the goats, and he will put the sheep at his right hand and the goats at the left. Then the king will say to those at his right hand, ‘Come, you that are blessed by my Father, inherit the kingdom prepared for you from the foundation of the world; for I was hungry and you gave me food, I was thirsty and you gave me something to drink, I was a stranger and you welcomed me, I was naked and you gave me clothing, I was sick and you took care of me, I was in prison and you visited me.’ Then the righteous will answer him, ‘Lord, when was it that we saw you hungry and gave you food, or thirsty and gave you something to drink? And when was it that we saw you a stranger and welcomed you, or naked and gave you clothing? And when was it that we saw you sick or in prison and visited you?’ And the king will answer them, ‘Truly I tell you, just as you did it to one of the least of these who are members of my family, you did it to me.’

Matthew 25:31 – 40

The practical imperative:

We believe we can end homelessness in Canada. We believe we can do it one person, village, town, city and province at a time. What's needed is a Plan. There are plenty of people at the local level across Canada that have the knowledge and the expertise to get the job done. Everything you need to know to end homelessness is known in your communities or is available from others. There are many effective partnerships at the community level that engage government, non-profit agencies and private sector groups in innovative initiatives. And the financial resources exist. What’s missing is a practical community-based approach that shifts the focus from managing homelessness, to a system focused on ending it. We need to move from crisis responses (like shelters and soup kitchens) to solutions -permanent, appropriate, safe and affordable housing with the support necessary to sustain it.

A Plan Not a Dream: How to End Homelessness in 10 Years

Canadian Alliance to End Homelessness
ONE: Introduction

The followers of Jesus are told to live by two fundamental and complementary commandments:
Love God and love your neighbour\(^1\). When it comes to loving your neighbour, the Bible offers very little wiggle room. Loving your neighbour means to demonstrate practical concern for those around you. Not just the people you know, not just those that you like or those that are like you. The poor, the imprisoned, the destitute, the outsiders, the widows and the orphans – all these merit special attention. There are more than 2,100 injunctions in the Bible regarding poverty. Catholic Social Teaching has called this the “preferential option for the poor”\(^2\).

In the secular world, a growing recognition of the fundamental importance of human rights (including the right to adequate housing, the right to food and the right to an adequate standard of living) since the proclamation of the Universal Declaration of Human Rights\(^3\) has led to an increasingly robust moral framework in which housing, homelessness and poverty initiatives can be realized. Entitlements to the basics that protect and support fundamental human dignity are not privileges that are to be bought and sold, nor are they to be allocated based on various tests of worthiness. Every human is entitled to access and realize their fundamental human rights because every human possesses fundamental human dignity and moral worth.

An important principle in the human rights approach is “non-retrogression”. That is, while no entity (government, community, business) can be expected to fully realize overnight the right to housing, an entity has a duty once they launch a step forward not to cancel progress and move backwards. Austerity programs launched by many governments around the world (including the cancelling of housing programs in Canada in the 1990s) are considered a human rights’ violation as it takes a step backwards (retrogressing).

So, the starting point for any discussion about the correct moral approach to homelessness in Kamloops (including those who are “visible” and the much larger “hidden” homeless population) is not with the question: Should we care about people who are experiencing homelessness? For both Christians (and other people of faith) and for those in the secular world of human rights, the moral question that frames the conversation is: What should we be doing, here and now, in practical terms to prevent and end homelessness in Kamloops? That question prompts a further question: What is the best way to support people who are experiencing homelessness in Kamloops? And it grows from there…

As the moral imperative is clear (in secular and religious terms), then the practical imperative – as articulated by the Canadian Alliance to End Homelessness (CAEH) – offers a vision for a path forward. Many other advocates and groups in Canada and internationally articulate a similar rights-
based, human-focused approach. The author of this review is a founding member of the CAEH. At the heart of the CAEH appeal is the shift from “managing” homelessness to “ending” it, moving from “crisis responses” to “permanent solutions”. The CAEH is not advocating that people who are currently on the streets should be left out in the cold as the long-term solutions (including housing and supports) are created. The key is creating effective collaborations amongst government, community (including faith communities) and business.

**Out of the Cold – St Paul’s Cathedral**

The Out of the Cold (OOTC) program at St Paul’s Cathedral has its roots in an initiative launched by St Vincent De Paul in response to a growing perception of the need to provide some measure of comfort to people experiencing street-level homelessness. The program outgrew its founders and sought a new home. The late Bud Forbes, truly a saint who walked amongst us, along with LeRoy Wells and others, brought the overnight shelter program to St Paul’s Cathedral, and was an inspiration in the church and the wider community. The program has evolved over recent years and includes a winter program (two nights per week from November to March providing upwards of 300 bed-nights plus hundreds of meals for both overnight and evening guests) and expanded in the summer of 2018 to include a hot weather retreat that served 558 guests.

As OOTC has evolved in recent years, so too have the realities of homelessness and housing insecurity in Kamloops. The situation in Kamloops, like many other communities across Canada, is complex and it is changing. The senior executive of a major housing organization in Kamloops explained to the author of this report that new provincial and federal funding for shelters, housing and supports has made its way to Kamloops and been invested in new shelters, housing and supports.

It is important to note that the new funding that has allowed for the development of new resources did not occur because of the inherent benevolence of governments, and their spontaneous gesture of good will. Determined public policy and advocacy work by a variety of organizations – from the Canadian Alliance to End Homelessness to the Anglican Church of Canada, and many others – has played a positive role in securing additional funding commitments. This “upstream” work follows exactly the paradigm set out by CAEH – to shift the focus from managing homelessness to ending it.

One practical, and seemingly inevitable, effect of increased funding for housing and supports is that the people who are “easiest to serve” or “easiest to house” will be first in line to gain the new benefits. Sometimes this process is intentional (the term “creaming” is sometimes used for
organizations that prefer to work with “easy” clients), but mostly it follows from the reality that people who are “hardest to serve” are also “hardest to reach”.

In practical terms this means that as a growing number of people who are on the streets, or close to the streets, are supported in the transition to safe, affordable and permanent housing, those that are left behind present a higher level of needs and require more supports.

And that, in a nutshell, is one definition of a significant number of guests at OOTC. Casual observers, as well as housing and homelessness professionals, confirmed to this author that the people who have not yet been served by the increased policy and funding action in Kamloops are a challenging group. One member of the St Paul’s community put it bluntly: “We (OOTC) have become a dumping ground for people no one else will take.” The senior housing executive noted above was more polite, calling the OOTC group a “deeply estranged population,” adding that the St Paul’s program has become a “shelter for the unshelterable”.

Others raised related concerns: “Why is the organization with least resources and least trained staff taking these people?”

One answer conveyed to this author is that there is nowhere else for OOTC guests to go. Others point to the positives of “family” and “belonging” that are clearly evident even in the two evening visits that this author was able to make to the overnight shelter. People who are guests of the Out of the Cold program clearly experience, at least in some measure, the practical love that is the fundamental commandment facing all followers of Jesus.

So, a two-night-per-week shelter during winter months (with a summer supplement in 2018) is good, but is it good enough? Are the guests really being supported in the transition to good homes, or are they being managed as they remain trapped in homelessness?

In addition, 26 practical concerns – most of them deeply serious – have been raised about the operation of OOTC during this review process. The concerns need to be addressed if the program is to go forward. The best interests of the guests of the program, plus the best interests of the St Paul’s parish community, require that the concerns be fully answered.

**Concerns identified:**

Through key informant interviews, the survey responses and the author’s own experience over the decades in housing and homelessness, the following are key concerns identified as regards the Out of the Cold program:
1. **Health: guests.** People who experience homelessness typically are a “health-compromised” population, carrying a heavier burden of a range of health conditions. Some refer to the homeless population as “high needs”. There is a higher risk of transmission of certain health issues in places where a larger number of people are in close proximity. Concern was expressed about the lack of health supports on-site for the population that has many health concerns.

2. **Health: volunteers + cathedral users.** The health concerns for the non-homeless population are even greater for those whose health may be compromised (the elderly) and for children.

3. **Safety: guests.** People who experience homelessness report a high levels of victimization and, while much of this may occur off the premises of St Paul’s, the security concern remains. Concerns were expressed, although the author was not able to determine the scale and scope of the incidents, of bullying and harassment amongst guests, and there were reports of observed acts of violence.

4. **Safety: volunteers, cathedral users + neighbours:** While much of the social science literature reports that homeless people are much more likely to be victims than perpetrators of violence, there is strong perception that younger homeless, and those who are addicted to substances, are more threatening. The entry point to the OOTC program is through a laneway in which there are concerns about lighting and security. There was a volunteer who has provided “security” for the exterior of the building, but no detailed security provisions for inside or outside.

5. **Cleanliness:** Directly related to health and safety are concerns about the cleanliness standards of the spaces used by OOTC. These spaces are used by other groups at other times of the week. Concerns were expressed that the morning clean-up responsibilities are not clearly articulated and therefore proper standards are not being met.

6. **Physical security:** There are reports that guests of the Out of the Cold program have entered into parts of the cathedral that are “out of bounds”. The author of this report was unable to determine the number of such incidents, but cathedral users and staff reported many anecdotes. In addition, the author heard reports of guests using the kitchen and office spaces (which are meant to be for volunteers and staff). A room that held archives and other valuable material was apparently vandalized, and concerns were raised about OOTC guests accessing the thrift shop. Again, it was impossible to document – without an incident log – the number or severity of such incidents and whether they are continuing.

7. **Shelter operations:** Over the years, the OOTC has used a variety of rules to maintain a safe and healthy environment in the shelter (including rules about entry and exit, the use of substances on premises and acceptable conduct of guests). The author of this report was unable
to determine whether shelter operation rules are regularly reviewed and updated based on practical experience. Concerns were raised that rules that are in place were not being adequately or consistently enforced.

8. **Shelter standards:** Various organizations have developed basic standards for the healthy and safe operations of congregate dwellings, such as overnight shelters like OOTC. This includes spatial separation between the mattresses to lessen the concern regarding transmission of illnesses and a variety of other factors. The author of this report was not able to determine if the St Paul’s program is compliant with minimally accepted shelter standards.

9. **Damage and theft:** There are reports of damage to the building and fixtures of St Paul’s that have been confirmed, and numerous other reports of theft and damage. The author of this report was unable to determine the number or severity of such incidents.

10. **Fire safety:** The cathedral building is an aging, wooden structure. Due to recent activity from fire protection officials, the cathedral has increased its fire safety protocols, including proper separations (fire doors). Concerns were expressed that the OOTC guests may present a higher risk in terms of fire safety.

11. **Sexual activity:** The author received reports of sexual activity inside the building of St Paul’s, and in the immediate precincts. None of those reporting the activity were raising a moral concern. It was that such activity is meant to be private and not conducted in public spaces.

12. **Sharps:** There were numerous reports of needles (presumably used for illegal drugs) that were found stuck in walls, on the floors, and forced into toilets. At least one account suggested that a discarded needle was found in an area where Sunday school children meet. Improper sharps management is an extremely serious public health concern.

13. **Poor communications:** Concerns were raised about poor or non-existent communications between OOTC and the cathedral, and between OOTC and other cathedral users, including the thrift shop. This included, at times, decisions made to expand OOTC programming (including the introduction of the hot weather response) without proper communications.

14. **Record-keeping:** One of the most important protocols for operation of a service such as OOTC is an effective system of record-keeping, including a detailed log of “incidents” involving people and property. Documenting incidents helps to improve program operations as emerging issues and trends can be identified. Numerous concerns were expressed that incidents were occurring, but that they were not being documented and reported.

15. **Appropriation of dwindling resources:** One of the realities of many church communities, and St Paul’s is no different, is that there is an aging and dwindling pool of volunteer resources. Set
against that are the initiatives in St Paul’s and elsewhere to engage new people in the full life of
the church. However, concerns were expressed that OOTC program requires more volunteer
resources than the cathedral is able to supply. Even with the extensive use of “outside”
volunteers, there is a concern that the needs of the program cannot be sustained without more
active attention to volunteer recruitment and management.

16. Improper images: Some of the photographs of OOTC guests in public areas of the cathedral
appeared “frightening” to some of the children who also use the same space. The goal of the
photo display is to convey “family”, but some of the images used convey a different feeling.

17. Program management: OOTC started off-site as a volunteer program of another organization.
During its years of residence at St Paul’s, the program has evolved. There were considerable
differences, and a great deal of confusion expressed, about the governance of OOTC and its
relationship to the cathedral and its governance team.

18. Funding: The author of this report did not do a detailed financial review of OOTC. In common
with many voluntary programs, it relies on a combination of direct funding (grants and
donations), plus significant in-kind contributions (volunteers and other resources).

19. Food safety: The OOTC program serves food in the evening and morning to its guests.
Concerns were raised about food storage, preparation and handling, and about the training of
volunteers and staff in food safety.

20. Staffing and training: OOTC has a small core staff. There was considerable confusion among
key informants about whether the paid staff are employees of the cathedral, and who is
responsible for ensuring that HR standards are appropriate to the needs of the program and also
compliant with BC labour laws. There was also confusion expressed about who is responsible
for ensuring staff are trained to an appropriate level, and who ensures that the training remains
current based on the changing needs of the guests of the program.

21. Volunteer management and training: The author of this report was not able to determine the
adequacy of the volunteer management and training protocols. Concerns were reported about
shortages in the number of volunteers, and about a lack of training and support for volunteers.

22. Safeguarding: Virtually every guest of the Out of the Cold program is, by definition, a
“vulnerable person” and that means that the safeguarding policies of St Paul’s (designed to
protect children and vulnerable adults from sexual and physical violence). The Church, in all of
its forms, has a dismal record on safeguarding (consider the Anglican Church of Canada’s
complicity in residential schools) and has, in response, developed increasing significant
protocols for safeguarding including physical improvements to spaces; improved training and
support for staff and volunteers; and protocols for documenting and reporting incidents. There is no evidence that OOTC staff and volunteers are engaged in safeguarding practices.

23. **Insurance and liability:** Programs such as Out of the Cold often raise concerns from insurance providers because of the nature of the program, the needs of the homeless population, the reliance on volunteers with varying levels of training and the changes in staffing as the program evolves (and as funding is secured).

24. **The dishwasher:** The dishwasher was used, on at least one occasion, for washing clothing. This is extremely unhealthy and unsanitary and damages the equipment – forcing repairs. This incident raised concerns about the proper supervision of guests.

25. **Changing demographics:** Kamloops, like every community, changes over time – and the homeless population is no different. The guests of early 2019 are different than those of two or three years ago. As the demographics change, and the needs of the guests change, the OOTC program needs to change to adapt. The change process needs to be managed in a thoughtful and compassionate way, including regular reviews.

26. **Building community:** The OOTC program prides itself, with good reason, for building community amongst its guests, volunteers and staff. The death of Bud Forbes, a central figure in OOTC and also in the cathedral, has deprived OOTC with a strong link to the wider cathedral community. Other dedicated volunteers work hard to provide a strong liaison between OOTC and the cathedral, but a consistent message that this author heard was that there was not only no sense of shared community between OOTC and the wider cathedral, but that there were no practical initiatives to develop and sustain that sense of community.
TWO: A snapshot of Kamloops

“I was sitting quietly on the sidewalk, not in any one’s way. A group of young men, part of a hockey team, came over to me. Two of them started to urinate on me.”

Out of the Cold guest, personal story

“I was way out of sight. I left my camp for a few minutes and when I came back, all my stuff was gone. I didn’t get a warning from Bylaw or anything. Later that day, I saw the guy from Bylaw. I asked him about my stuff, and he just laughed.”

Out of the Cold guest, personal story

How many people are homeless in Kamloops? What does it mean to be homeless? What are the pathways to homelessness (the risk factors)? How can we, as people of faith called to love our neighbours, respond to homelessness in Kamloops?

All important questions, and especially challenging when it comes to a group of people whose survival strategy often depends on them being as “invisible” as possible; a dynamic and fluid group, with people moving in and out of circumstances (such as living in a shelter one day, then on the streets the next, and perhaps into some form of housing after that, before continuing the cycle). We tend, as humans, to imagine what we see in front of us is the “reality”. But sometimes, some of the most important concerns are not entirely visible.

Think of homelessness, in a city like Kamloops and a country like Canada, as an iceberg: There is a part that is visible, but (as the captain of the Titanic discovered to his regret), the part that you should really be concerned about is below the surface – not particularly visible. A few years ago, the Wellesley Institute, a health policy think tank in Toronto, published this illustration based on the best available numbers at the time.

The United Nations has an extended definition of homelessness that includes people who are absolutely without shelter, those who are sheltered in temporary and insecure accommodation and those who are
inadequately housed in places that are substandard, unhealthy and unaffordable. The Canadian Observatory on Homelessness has a multi-part definition of homelessness that draws on the United Nations’ definition, along with other sources. It recognizes that homelessness can be dynamic—a person can move from living in a camp by the river to the Out of the Cold shelter, then onto the couch of a friend, before going into an institution (hospital or jail). At every point, the person is homeless, but their circumstances vary. Some remain unsheltered for a long period of time (often called “chronic” homeless) while others move from housing to the streets and back again (“episodic” homeless). The Observatory has published the “official” Canadian definition of homelessness:

“…homelessness encompasses a range of physical living situations… that includes 1) **Unsheltered**, or absolutely homeless and living on the streets or in places not intended for human habitation; 2) **Emergency Sheltered**, including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence; 3) **Provisionally Accommodated**, referring to those whose accommodation is temporary or lacks security of tenure, and finally, 4) **At Risk of Homelessness**, referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards. It should be noted that for many people homelessness is not a static state but rather a fluid experience, where one’s shelter circumstances and options may shift and change quite dramatically and with frequency.”

**By the numbers: Homelessness and housing insecurity in Kamloops**

There were 201 people identified as homeless in the most recent Kamloops count (2018). This number came from one method for counting the homeless called a Point-in-Time (PtT) Count. The federal government has been mandating communities across the country to use a similar approach so that numbers can be compared from one place to the next. Volunteers walk through neighbourhoods, approach individuals on the street, ask them a series of “screening” questions to determine whether they are homeless, then add all mostly self-identified homeless people into the official count. The Kamloops PiT count reported that of the people who completed surveys:

- 152 were adults, 9 were youth under the age of 25, 5 were seniors over 65 years of age and 14 individuals did not disclose their age.
- males represented 60% of respondents, females 27% and 4% identified as LGBTQ2S+.
- the average age was 38 (the age range was 17 to 78).
- 52% said they had been homeless for a year or more.
• 48% identified as Indigenous or were of Indigenous descent.

The PiT count included a survey of people who were identified as homeless. Several of the answers provide insights into key homelessness issues in Kamloops:

• **Pathways to homelessness:**
  
  Overall, the main factors leading to homelessness reported by respondents line up with results reported in other communities. Among the biggest factors in generating homelessness are: household violence (96); economic / housing issues (89); health issues (62); improper discharge planning from hospitals, jails or other institutions (24).

• **Where do homeless sleep at night:** Close to half of the respondents were “hidden” homeless – staying temporarily with family or friends (“couch-surfing”) or in a place unfit for living. Only 25% said that they were in shelters or public spaces – the “visible” homeless. Three of four are “out of sight” – which means they may not get serious policy attention.

  - **Youth homelessness:** One major pathway to homelessness is the child welfare system, and the Kamloops survey acknowledges this. Indigenous and non-indigenous children who “age out” of child welfare often find themselves on the streets. The Children’s Aid Foundation of Canada reports that youth transitioning out of care are
“200 times more likely than their peers to experience homelessness”. Fully 70% of Kamloops respondents reported they first experienced homelessness before age 30.

- **No ID, no home**: One of the most practical barriers to housing in Kamloops, as in most other parts of Canada, is the lack of proper ID. Without identification, it is hard to qualify for income assistance, obtain employment or make arrangements with landlords. The precarious life on the streets makes it hard to hang onto ID. Without ID, it is hard to get ID. Without money, it is almost impossible. Many communities have free ID clinics to tackle this most basic of obstacles that prevent people from moving from homelessness to being housed.

The Kamloops PiT count offers numbers, and interesting insights, into the homeless population. But academic and community experts say the PiT methodology almost certainly under-counts. Even the federal government and those that administer the Kamloops count agree the numbers don’t capture the scale of “hidden” homelessness. Depending on the time of year when the count is administered, different numbers may emerge. Homelessness is dynamic and no one methodology can perfectly capture the fluid reality that people move in and out of homelessness, and they move from one form of homelessness (living in shelters) to another (couch-surfing).

Most importantly, the PiT count does not estimate the number who are at risk of homelessness – living in inadequate and insecure places, one step away from the streets. Both the United Nations and the Canadian definition of homelessness recognize the need to consider the population “at risk” of homelessness. The most effective strategy to end homelessness is to prevent it – and that means tackling key risk factors such as domestic violence, youth transitioning out of care, people being discharged from jails and hospitals, poverty (low employment incomes and low income assistance) and the general lack of affordable and adequate housing.

**Measuring Kamloops “at risk” population**

How many people are one step away from being homeless? How many are in unsafe, unhealthy and unaffordable homes (part of the UN definition of inadequate housing)?
There are 1,160 people in Kamloops who are “hidden” homeless, according to the Homeless Hub\textsuperscript{10}. That means more than five invisible homeless for every person identified in the PiT count.

Moving deeper into the homelessness iceberg, there is a larger population in Kamloops living in inadequate, unsuitable or unaffordable housing. Canada Mortgage and Housing Corporation uses a measure called “core housing need” to track housing insecurity. In Kamloops, 49% of the city’s 10,300 renter households (that’s a little more than 5,000 households – or about 8,500 individuals) live in core housing need\textsuperscript{11}. Another 5,200 owner households are in core housing need – another 8,500 individuals. The homelessness iceberg in Kamloops reveals the depths of “hidden” homelessness:

- There is a significant “absolutely” homeless population: as many as 200 people (although I was told in interviews that the actual number of street homeless could be as high as 400).
- The population experiencing “relative” homelessness is higher still: 1,160 people.
- Those “at risk” of homelessness, living in inadequate housing, adds up to 17,000 people.

All of these numbers are drawn from various sources, and none of them is precise. It is useful to be reminded that homelessness is dynamic. There is not a fixed pool of people who are homeless, and, once they are housed, then… problem solved. Even as some make the transition from streets to homes, other are on the pathway to homelessness due to violence, economic issues and other factors.

\textbf{OOTC: A band-aid on a much larger problem?}

The Out of the Cold program was started by St Vincent De Paul, and taken on by St Paul’s Cathedral, because certain people looked into their neighbourhoods and saw the visible signs of their fellow humans in need. There is no question visibly homeless also carry a huge burden in terms of sickness and premature death\textsuperscript{12}. But what about those who are the “hidden” homeless, people who are inadequately housed in places that are unsafe, unhealthy and unaffordable?\textsuperscript{13} A 2010 study compared the health of the homeless with those inadequately housed and found:

“People who are vulnerably housed face the same severe health problems as people who are homeless. People who don’t have a healthy place to live – regardless of whether they’re vulnerably housed or homeless – are at high risk of serious physical and mental health problems; problems accessing the health care they need; hospitalization; assault; going hungry.”\textsuperscript{14}

So, the tough question must be asked: If all our attention, in the homelessness iceberg, is devoted to those few who are most visible, what is our duty to the broader mass of people who are suffering, in physical and health terms, in the various categories of “hidden” homelessness? Or, as one
St Paul’s parishioner said to me: “Out of the Cold is an excellent and very necessary program; but in my opinion, it is a band-aid on a very much larger problem.”

The concern about whether OOTC is a “band-aid” was raised by a number of parishioners, survey respondents and key informants. This is a challenging issue. On the one hand, there is evidence, expressed by some OOTC participants, that they avoid the use of other shelters and services for a variety of reasons. This means that the St Paul’s program is important and valuable for them. On the other hand, the program only operates two nights per week, which leaves OOTC guests “out in the cold” for the remaining five nights. Are two nights better than no nights for this group? That is one perspective that can be considered. But there is also the question of whether other shelters, services and housing can be made to be more welcoming. The Canadian Alliance to End Homelessness argues that “system integration” is the preferred route forward, not “good enough” options that only support a small percentage of the population.

The OOTC program in Kamloops, and in many churches and communities across Canada, was started at a time when the shelter system was not serving the needs of the population who were experiencing homelessness. Some argue that OOTC has become a “safety valve” that takes the pressure off governments in general, and the shelter system in particular, to meet the range of needs of people who are homeless to a proper standard. This is an argument that is often levelled against church- and charity-based relief initiatives (including food banks).

Several important observations can be made:

First, OOTC was launched in the time before more substantial funding for housing and homelessness was allocated by governments (hundreds of new shelter beds and thousands of new housing units have been funded in recent years in Kamloops).

Second, the vast majority of people who experience relative or “hidden” homelessness are suffering from a burden of poor health and premature death that is as troubling as that facing the most visible part of the street-involved population.

Third, St Paul’s and OOTC should be continually surveying the dynamic realities of homelessness in Kamloops to ensure that they are not simply “managing the problem” but are supporting people in making the transition from homelessness to homefullness.

What does the homelessness – precarious housing iceberg look like for Kamloops? The largest number of people, and the most suffering, is experienced by those who are less visible to most of us. The street-involved people, including the guests of the Out of the Cold program, loom large in our thoughts because they are so present to us. But they make up the smallest portion of the overall
population that is suffering on the housing spectrum. This is not to argue that, because their numbers are relatively small, this sub-set of the homeless population does not matter.

St Paul’s and OOTC should be clear-eyed in their assessment of the realities of homelessness and housing insecurity, and this ongoing assessment should inform program management and delivery. OOTC values the inherent dignity of every person and recognizes this in the conscious promotion of a strong sense of “family” and belonging.

‘Visible’ homeless: Kamloops
- 201 people

‘Invisible’ homeless + ‘at risk’ populations
- 1,160 ‘hidden’ homeless
- 17,000 people “at risk” of homelessness + ‘core housing need’
THREE: A listening exercise

St Paul’s Cathedral is a diverse community, and there is a diversity of voices on the Out of the Cold program. In addition to comments elsewhere in this document, and those in the survey section that follows, here are additional words from the 25 people who sat for detailed conversations:

- “This is a band-aid, but I cannot see ripping the band-aid off at this particular time.”
- “I don’t want to see the program end, I want to see how we can more successfully handle these young people, they are our children.”
- “I think it needs to move on... I feel very strongly. We did as much as we could, we now need to pass it over to the professionals.”
- “It is the wrong program. It does not belong in St Paul’s. Our staff do not have the skill set to control these people. They have no respect for the church, no respect for what we are doing for them. It shouldn’t be here anymore.”
- “St Paul’s has become a flophouse for drug addicts. The population has changed; a lot of them are younger, more aggressive and more difficult to handle. A lot of our volunteers are elderly.”
- “The photos on the wall... they terrify the children of St Paul’s.”
- “Over the past year, I was surprised that we didn’t have a ‘dead in the bed’.”
- “Young kids (in OOTC) are rough and aggressive; shooting drugs in the bathroom. I have a feeling that this whole thing is getting out of control.”
- “Ideally, if we knew that there was another facility – moving it there would be the ideal solution. If that doesn’t exist, my vote to keep it here and come up with some clear recommendations to make it more adaptable and more able to co-exist with cathedral’s other uses.”
- “I really question whether this is the right place for this program. Do we have the skills to deal with addictions? There has been a clear change in demographics, including an increase in the number of active drug users. It used to be a policy that you couldn’t use on site, but now that has changed.”
- “Other levels of government have shuffled off responsibilities, so we take the people that no one else will take, including the risks that go with that...”
- “St Paul’s is caught between a rock and a hard place. We took on Out of the Cold because it’s the Christian thing to do, but it’s sucking us dry, especially in terms of volunteers.”
- “If we keep delivering a patchwork, can the program be sustainable?”

The parish community of St Paul’s Cathedral is a lively group and they participated fully in this external review of the Out of the Cold Program. Two dozen people sent in responses to the written questionnaire (reproduced below). The written responses reveal strong views. Two observations:
First, neither face-to-face interviews nor responses to the questionnaire can be seen as statistically significant. So, the tabulation of the numerical responses cannot be extrapolated to be representative of the entire parish. The responses should be read as the views of those in the St Paul’s community who decided to respond.

Second, in the interest of providing a “safe space” for people to share their views, no matter how popular or unpopular they are, all respondents, plus everyone who participated in face-to-face meetings, was offered confidentiality. Some quotes appear throughout the document, but they are not attributed to individuals.

Survey responses:

Two dozen survey forms were submitted, though not every respondent answered every question. As already noted, the survey was not designed to be statistically significant, so the responses cannot be read as representative of the overall opinion of the parish community. However, the survey was an important vehicle for people to express their views, and those views are worth consideration. The numbers and detailed responses are set out below, following a blank copy of the survey form.

Overall, the two dozen respondents felt that they were well-informed about the Out of the Cold program, and that they didn’t want or need additional information. Those who responded were evenly split: just about one-half said that they wanted the program to continue at St Paul’s, and the other half urged that the program be moved or otherwise ended in terms of residency at the Cathedral.

Amongst those who counseled to keep the program at St Paul’s, the moral responsibility ranked highest in rationale (see below for the detailed and specific answers to particular questions). It is “our ministry to the poor” said one respondent.

Amongst those who seek to move the program out of St Paul’s, the practical reality of a group of people with acute needs figured prominently: “Great program, wrong place,” said one respondent.

There was strong agreement on several statements:

- First, there has been a change in the population of homeless people in Kamloops, and those using the Out of the Cold program, in recent times. The current population is perceived as being younger, presenting more social and health needs, and more engaged in drugs. The profile of the guests of the program, when it first moved to St Paul’s, was perceived as being older, a higher population of Indigenous people, and more engaged with alcohol.

- Second, every person who responded agreed that there is a moral duty on people of faith, including parishioners of St Paul’s, to respond to people who are experiencing homelessness.
• Third, when it came to naming concerns about the shelter operation, “health” emerged at the top of the list. This includes not only the poor health of the OOTC guests, but also the health risks to others who use the Cathedral space.

• Fourth, when it comes to naming benefits about the shelter operation, the practical benefit of “warmth” on a cold winter night was at the top of the list.

About 40% of respondents said that they felt “less secure” around the current group of people who are homeless, while the majority – 60% - felt no change.

The questions about volunteering for OOTC drew fewer responses. More than half the respondents said that they had never volunteered for OOTC. Amongst those who did volunteer, the single most important reason for doing so was because it is “important” to be present with the homeless. Only two respondents indicated that they were prepared to volunteer.

Finally, one question was designed to determine whether the respondents believed that homelessness was the responsibility of the individuals and the choices that they made. Generally, people who believe that the homeless “choose” to become homeless are also skeptical of responses from churches, the community or government that seek to offer housing and supports to people to assist them in transitioning out of homelessness.

Fully 70% of St Paul’s respondents answered “no” to the question of whether homeless people need to make “better choices”.

The detailed responses, set out below, make for important reading. The responses were recorded in the words of the respondents in order to demonstrate the diversity and strength of the perspectives. There was only minor editing of the responses to ensure privacy. The comments were not fact-checked. As statements of opinion, the views expressed are important to St Paul’s and OOTC because they help to give a better understanding of what people are thinking, and saying, regarding the program.
Out of the Cold: We want to hear from you

St Paul's is reviewing its Out of the Cold program that hosts people who are homeless two nights per week over the winter months. We want to hear from you – your replies will be anonymous. Thank you for taking a few moments to share your thoughts and beliefs.

1. Out of the Cold and St Paul's Cathedral

1.1: I feel that I know a lot about the Out of the Cold program:
   - Yes
   - No

1.2: I would like to know more about Out of the Cold:
   - Yes
   - No

1.3: Generally, I think that the Out of the Cold program should continue to operate here on the St. Paul’s site.
   - Yes
   - No

1.4: If you answered “yes”, please think of a word or a few words to describe why you think the program is good and should be continued here at St. Paul’s:

1.5: If you answered “no”, please think of a word or a few words to describe why you think the program is not good and should not be continued:

1.6: As I see it, the best thing(s) about the Out of the Cold Program is (check as many as apply):
   - A friendly welcome;
   - A warm place on a cold night;
   - Good food;
   - A sense of “family”;
   - Anything else:

1.7: As I see it, my biggest concern(s) about the Out of the Cold Program is (check as many as apply):
   - Health, safety and security issues;
   - Adverse impact with other Cathedral downstairs programs and activities;
   - Drain on volunteer resources;
   - Damage to building and facilities;
   - Anything else:

2. Out of the Cold and Public Policy Issues
2.1: Over the past few years, it seems to me that the “homeless experience” has changed in Kamloops
  o  Yes
  o  No

  What I notice is:

  ________________________________________________________________

2.2: Here at St. Paul’s I feel less comfortable or secure with people who are homeless than I used to:
  o  Yes;
  o  No.

2.3: Fundamentally, I believe people who are homeless need to make better choices so that they can move from homelessness to being housed:
  o  Yes;
  o  No.

2.4: I believe that Churches and people of faith have a special responsibility and unique capacity to speak out on homelessness:
  o  Yes;
  o  No.

3. Participation in Out of the Cold
3.1: I have volunteered to help the Out of the Cold program:
  o  1-3 times in the past year;
  o  Four or more times in the past year;
  o  Never: Why?

  ________________________________________________________________

3.2: If you have volunteered in the past year, please tell us more: I volunteered because:
  o  I believe it is important to help people who are homeless;
  o  I know someone who is / has experienced homelessness;
  o  I was asked to volunteer;
  o  Another reason:

  ________________________________________________________________

3.4: I would like to increase my involvement with the Out of the Cold program in the following ways:

   ________________________________________________________________

4.0: What would you like to add?  Feel free to use the back of this sheet if necessary

THANK YOU FOR YOUR COMMENTS AND PARTICIPATION.
The detailed responses:

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<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>Comments</th>
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<td>1.1</td>
<td>Know a lot</td>
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<td>• I know some</td>
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<td>• My knowledge of the Out of the Cold program comes from conversations with St Vincent de Paul director, announcements, discussion and reports for St Paul’s parish members and a limited volunteer experience with the program. I would say my knowledge is above average, but not a lot</td>
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<td>1.2</td>
<td>Like to know more</td>
<td>6</td>
<td>15</td>
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<td></td>
<td></td>
<td></td>
<td>• Not sure I can take on anything more</td>
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<td>1.3</td>
<td>Should continue</td>
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<td>10</td>
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<td>• Yes, should continue with a condition that volunteers receive some training.</td>
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<td>• I don’t have enough knowledge</td>
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<td>• Doubtful. Health, safety, maintenance, management and funding need to be addressed.</td>
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<td>• Yes, if there is a continued need.</td>
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<td>1.4</td>
<td>Yes continue</td>
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<td>• It fulfills our vision to be “joyful, rooted, hospitable and responsive.” Our obligation as a downtown church where the need is greatest</td>
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<td>• People need a place of warmth to sleep and something in their stomach.</td>
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<td>• I think it is our ministry to the poor.</td>
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<td>• I think the Out of the Cold program is an amazing, caring outreach program. Many volunteers have spent many hours reaching out to and being present for “our neighbours” – referring to homeless people</td>
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<td>• The program offers an opportunity for a small group of homeless people to socialize with each other.</td>
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<td>• As government shelters open there has been no decline in the number of people coming to Out of the Cold shelter, therefore a low-barrier shelter is fulfilling a need in the community.</td>
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<td>• What you do to the least of these, you do to me.</td>
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<td>• Needed for downtown homeless</td>
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<td>• Good in theory, too many problems in the recent execution</td>
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<td>• It fills a need in the community. Our stated values include responsive and hospitable. OOTC is a way we act on those values.</td>
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<td>• We have always been welcoming!! They liked the feeling of “family” at St Paul’s.</td>
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<td>• Hospitable is one of the words in our mission statement. OOTC is a hospitality ministry / mission to our community.</td>
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<td>• I believe that it is part of the legacy of what St Paul’s is about, helping those less fortunate, who may fall through the cracks in our community</td>
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</table>
I think the program is very good; however, I am not sure St Paul’s the best site for it – from what I understand, the demographic of those who seek shelter has changed so people are more involved with mental health issues, addiction. (I am) concerned for safety of volunteers.

It is fine to say it is our responsibility to help those less fortunate than ourselves because we are Christians and our society hasn’t assumed responsibility for providing help and guidance for those suffering from mental health issues, addictions and various forms of abuse. Yes, that does make sense but I think the puzzle part missing is that there are major problems that the out of the Cold program needs to and must address before I would agree to it continuing at St Paul’s Cathedral.

1. There needs to be definite written guidelines as to how the space must be cared for and respect by this program, eg., how the cleaning is done after each shift. I don’t think the cathedral janitorial staff should in any way be responsible for this is a “mess is left” or if something is broken.

2. I feel the program should hire a person from a licensed security company who would be present for the entire time of the program plus during the clean-up time. He should check all areas for people who may be hiding.

3. The security person should present the rules and boundaries that must be followed by “the neighbours” using the program. This should be done at the beginning of each shift. If rules are broken, “neighbours” should not be allowed to stay. There must be respect for Cathedral space.

4. I have a real concern for the possibility of fires on the premises, which may result from the preparation of the use of drugs. Also, activity under the outside stairs leading up to the hall.

5. Concerns about “neighbours” hiding in places in the Cathedral.

6. Ashley Court residents, next door, should not be negatively affected by the program in the Cathedral. I have heard negative remarks about the garbage and needles that are left behind their homes.

This is a stop gap measure; people need permanent, supervised housing. Their needs are complex and need more expert knowledge and resources than we can provide; also hugely expensive

I think we have done an admirable job until now, but as the population of the homeless has changed, training is needed, professional training. A permanent place not shared with
other activities, as at St Paul’s/ Many homeless are job less and if they were required to assist, help in cleaning up could possibly? Be able to find jobs. Short-term band aid for what is needed on a permanent basis.

- Takes a lot to maintain the program. It should be a social program, not a ministry.
- Great program, wrong place.
- The program is a good one, but not for this space. We do have to care for the less fortunate, but we are not set up for this style program. We are too old. We are not trained.
- It is a good program but it has outgrown the space.
- Safety, security, mismanagement, volatile clientele

<table>
<thead>
<tr>
<th>Friendly</th>
<th>Warm</th>
<th>Food</th>
<th>Family</th>
<th>Comments</th>
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<tr>
<td>1.6</td>
<td></td>
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<td>Best thing</td>
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</table>
- Christian witness being lived out.  
- A place to sleep.  
- Usually good soup.  
- A safe place.  
- Definitely a sense of “family”. The guests knew we were volunteers and that we cared about them. Thank you was said often!!!  
- A place where people care and share the love of Christ |

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<th>Health</th>
<th>Impact</th>
<th>Drain</th>
<th>Damage</th>
<th>Comments</th>
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<tbody>
<tr>
<td>1.7</td>
<td></td>
<td></td>
<td></td>
<td>Biggest concern</td>
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</table>
| 20     | 14     | 12    | 15     | - Governments become too reliant on volunteer services filling the needs of their citizens, and a temporary stop-gap becomes relied upon and included (although not detailed in) their budgets  
- We are unable to deal with today’s clientele.  
- Syringes found in downstairs room / children had access to this room  
- Adverse impact on thrift shop / Sunday school  
- Clothes washed in downstairs dishwasher, motor burnt out  
- Syringes in downstairs toilet, unacceptable when volunteers have to deal with this  
- Neighbours’ concerns  
- Insurance coverage issues |
• We are not set up for a program on this site.
• Who is managing the program and reporting / liaison to the cathedral members
• Effect of shelter participants on apartment neighbours and their property
• The aging population of our Cathedral membership is not able to provide substantial numbers of volunteers needed
• Cost/funding balance sheet – it must operate under separate financing from the church
• Adequate volunteer training for the changing profile of shelter participants
• While it meets the immediate needs, it does not address the root problems that has led to a homeless population.
• Loss of revenue to Blue House.
• There was some damage, but we had at least 120+ homeless through our basement every week. They don’t care about their belongings, don’t think of consequences to their actions.
• With training and more assertive leadership these concerns can be overcome.
<table>
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<th>2.1 Change</th>
<th>Yes</th>
<th>No</th>
<th>Comments</th>
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</thead>
</table>
|            | 18  |    | • More homeless and transient people  
|            |     |    | • Overdose deaths or near misses.  
|            |     |    | • # of drug involved.  
|            |     |    | • There seems to be more young homeless people on the street.  
|            |     |    | • More severe problems and addictions.  
|            |     |    | • Many more young people, mental health issues for many.  
|            |     |    | • More young people with emotional / drug issues.  
|            |     |    | • Much younger population  
|            |     |    | • Younger crowd  
|            |     |    | • Younger, drug addicts.  
|            |     |    | • Participant profile is: lower indigenous population, higher Caucasian population, younger age group (teens – under 40 years), attitude of entitlement, less polite, more agitated (possibly due to drug vs alcohol dependency), less compliance to boundaries (ie participants coming into kitchen and staff-only areas)  
|            |     |    | • Not sure  
|            |     |    | • More young people, more addiction / mental health issues  
|            |     |    | • Younger, more drug involved.  
|            |     |    | • I agree, not only in Kamloops but throughout BC, cost of living high, those in foster care out of the system at age 19; and of course more drugs… young feel entitled  
|            |     |    | • More drug addiction, more younger people on the streets with “attitude” |

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<th>2.2 Less secure</th>
<th>Yes</th>
<th>No</th>
<th>Comments</th>
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</table>
|                | 7   | 11 | • No change. My comfort level did increase when I helped with handing out soup from the office and got to know people by name and listened to their stories.  
|                |     |    | • Yes, I feel less comfortable – this applies to the general homeless population in Kamloops.  
|                |     |    | • Yes, I am not trained and do not have the personal health to respond to drug crisis and agitated behavior  
|                |     |    | • No, I have never felt threatened and interact with them at the shelter and on the street. |

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<tr>
<th>2.3 Better choices</th>
<th>Yes</th>
<th>No</th>
<th>Comments</th>
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</table>
|                    | 6   | 14 | • Generally, yes, but I’ve met people who are quite happy with their homelessness. We need to help those who wish to be helped. Some may not realize / know they need help. We need to be there and support and show them we care.  
|                    |     |    | • Complicated question.  
|                    |     |    | • Many things are out of their control -> not able to make those choices due to mental health issues  
|                    |     |    | • This is not a black and white answer. Mental health issues and addictions affect their decision-making processes.  
|                    |     |    | • Both!  
|                    |     |    | • For many, they are not capable of making that transition. |
To a point: It takes a whole community not on facility.
This (choices) has nothing to do with our shelter. Their choices have no bearing on this issue.
Not my life, not my place to comment.
Whatever their cause of becoming homeless, as an emergency shelter with low barriers there is not adequate support for participants to move forward to permanent housing.
This is not a yes / no question, it is much more complex. Each person has a unique story + set of circumstances.

If not us, then who? We are all sometimes reluctant prophets.
I believe that we, as citizens of Kamloops, have a responsibility to speak up for “the homeless” at city, municipal and provincially. Homelessness is a much bigger issue than St Paul’s and other churches can deal effectively with.
Speak out – not house.
Love thy neighbour. Not every Church member has public speaking and organizational skills, so who will lead / be the speaker? Manager? Champion for Out of the Cold?
Of course, and Ask Wellness is doing a superb job.
I meet many on the downtown streets and stop and chat.

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<tr>
<th>1-3</th>
<th>4+</th>
<th>Never</th>
<th>Comments</th>
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| 2   | 3  | 13    | • Fear of what may be asked of me.  
• I work almost full time in health care. I won’t volunteer until I retire (too much overlap with work)  
• I cannot do overnight and not a priority with my other responsibilities  
• My energy is channeled to my (other) work  
• Don’t like the hours.  
• I was initially involved but health and aging issues prevented regular participation  
• I volunteered when it first started in 2007  
• I have children at home.  
• Not something I am comfortable with.  
• It has been a few years because of work.  
• Not comfortable with some clientele. Too many other volunteer commitments.  
• I am involved in other things within the cathedral.  
• Cooked breakfast most Thursdays and guests always said thank you!  
• Work commitments during the week |
<table>
<thead>
<tr>
<th>Important</th>
<th>Know someone</th>
<th>Asked</th>
<th>Another</th>
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<tbody>
<tr>
<td><strong>3.2</strong></td>
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<td>Volunteered because</td>
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<td>Wanted to learn to know the group of persons who came.</td>
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<td>I now serve with another organization that works with people who are homeless</td>
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<td>I wanted to have first-hand involvement in the program to see how the shelter served the needs of homeless people in winter. I feel there needs to be parish members actively aware and involved in the program (not just as directors).</td>
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<td>I believe in this program.</td>
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<th>Yes</th>
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<th>Comments</th>
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<td><strong>3.4</strong></td>
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<td>Increase involvement</td>
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<th>Comments</th>
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<tr>
<td><strong>4.0</strong></td>
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<tr>
<td>Anything to add</td>
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<tr>
<td>If I were to become involved in Out of the Cold, I would need to give up something else that I value. I need to respect my personal boundaries, emotional and physical.</td>
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<td>I think Out of the Cold is an amazing outreach ministry but I am concerned that having the program in our church is taxing our resources too heavily (both persons and building). I am concerned that there might be a serious incident due to level of involvement of our guests.</td>
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<tr>
<td>When Out of the Cold first started, the folks using it had far less complex needs. This has changed dramatically over the last few years, with increased drug use and more demanding and complex users. Our intentions are good, but we do not have the training to deal with many of the complex needs, nor should we be trying. There are agencies with trained workers. The amount of money required to operate two nights a week is large and it would be better for all for permanent housing. Kamloops is doing reasonably well in meeting this need. I would like to see OOTC wind down at St Paul’s. We can still provide support to those in need in other ways.</td>
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<td>I believe, and agree with professionals in the field, that there is a great need to separate the persons suffering from mental health issues who</td>
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need treatment and housing and those who just need housing. Following the rules of housing administration must be followed, which ought to happen with OOTC, but with untrained staff / volunteers that is not possible. When I volunteered in the first year, I was upset that we, the program, did not expect the “guests” to help strip the bedding, for example. I thought it would give them an opportunity to show incentive and learn to be a working team. St Paul’s was, is, not the place where this can happen as the building has many other uses.

- I was taken aback and upset several months ago when a friend, who volunteers occasionally at OOTC but has no connections with St Paul’s, said to me and another St Paul’s member: “Your thrift shop hates Out of the Cold”. This was something she had been told by other OOTC volunteers. In the past years, the thrift shop (which I do not work for) has been very supportive of OOTC, and has been very accommodating to the needs of OOTC. I am sure this will have come up from other people as well. Obviously, something changed greatly to bring about the statement from my friend, but I am concerned that our thrift store ladies are being described in those terms, and the reasons for this conflict must be investigated.

- Our congregation is old and tired. Too much responsibility. Also legal liability issue.

- I first heard about Out of the Cold program from a friend who is a volunteer counsellor at St Vincent DePaul. Their local society saw a need for winter emergency shelter and began to open their doors. It was quickly evidence that the building and space they operated from did not have adequate facilities and space. They wrote letters to community churches and agencies in Kamloops. When the letter came to St Paul’s Cathedral, our basement space had recently become vacated by a previous daycare centre that had operated there for years. We had transient people sleeping on our back porches.

- Bud Forbes stepped forward to become the liaison to work with St Vincent DePaul’s shelter coordinator, Leroy. The Out of the Cold program was approved by church members to operate financially independent of St Vincent DePaul Society and St Paul’s Cathedral, with St Paul’s Cathedral as the location. As far as I know, no rent has been charged the Out of the Cold program. LeRoy was there every night the shelter was open, until his health declined and subsequently he passed away. There was a small amount of funds transferred from St Vincent DePaul from previous city grants. The funding was marginal at best and Bud Forbes did a lot of media and public speaking to community groups and applied for operating grants and continued to be actively involved in 2-day (or sometimes more) operation of the program. Donations from a variety of sources increased to the OOTC program (attendance at worship and donations to the church did not increase although the church received a lot of public recognition for hosting the program).

- At first, volunteers were scheduled by St Vincent DePaul from a large pool of volunteers from Catholic Churches and St Paul’s parish members and some volunteers came in without any faith connections. Over the
years there has been a small core of volunteers that come back each year, but there has also been volunteer turnover and the regulars are cutting back on their volunteer duties. Coordination of the program has moved from volunteer position (I think Leroy was a volunteer) to a paid person and paid shift captains. Bud Forbes was volunteer coordinator. As parish volunteer involvement declines, there is less respect/responsibility to the cathedral building. What % of volunteers are parish members? When I last volunteered there was no sign in sheet for volunteers. This is needed for stats for grant applications and also emergency evacuation.

- I have toured through the whole operation from set-up to clean up, but the only position that I volunteer for was kitchen meal service (6 to 9 pm)(receiving the soup, heating it, setting up the dining room and kitchen, serving and refreshing beverages, breads, condiments, and washing dishes and wiping down tables. Xxxx volunteered at the registration desk for one season.
- I am concerned for “food safety”. At first, soups were made off-site and donated by one or more people per operational night. Some soups were questionable and so a dedicated volunteer streamlined the soup preparation. Food purchases were managed by two volunteers. The kitchen and “staff and food storage” room was off-limits to participants who came for the soup and some stayed the night. In the past year, both volunteers have had to drop the food purchasing, while another agency has provided the majority of the soup.
- There is inadequate and improper storage of food, especially due to overabundance of donated food and without the guidance and purchasing by two volunteers. Even when this past year when an agency offered to make and supply the soup, other soup / food donations were permitted to come in. There is no place to store this excess food and a lot had to be thrown out. Bakery products “mounted up” and participants do not eat stale bread (nor seedy, whole grain bakery products).
- The “dishwasher” has always been a concern to me as it is not a dishwasher, but a sanitizer. Although training was done in the beginning, there were always times when the volunteers did not understand how to start, prewash and shut down the machine. Has there ever been a food inspector at this kitchen?
- Until this past year, I never experienced participants coming into the kitchen. In the early years of operations at St Paul’s. it was mostly middle-aged Indigenous men who were polite and fairly neat. This past year I volunteered for one kitchen duty and found a big decline in the cleanliness, health and attitude of the participants. Increased agitated behaviour related to drug addictions. There was a lack of respect for the few rules that are necessary to operate. Participants were barging into the kitchen, yelling. The shift supervisor was allowing a former participant, now volunteer, to be in the staff room and “cherry pick” personal hygiene product samples for her own use. Since the shift captain is the “go to person” for crisis intervention, possibility of a need for doubling duo captains??? There is a critical need for volunteer training to ensure the safety of volunteers and participants.
• What is the insurance risk if someone dies of overdose or fire breaks out?
• While working in the kitchen I was very conscious of the tight environment and distant emergency exits. If there ever had been a fire / bear spray or need to get out quickly, there are many barriers of people, hallways, with tables of clothing donations, barrier signs… to get to an exist.
• Ventilation in the basement is nonexistent – no windows, no air vents, nor exhaust fans.
• I heard that funds have expanded due to Bud Forbes advocacy and grant applications and most recently some government funding, but also the costs have increased including food, wages to more part-time staff. I understand OOTC pays for additional janitorial time following OOTC night (true??). I don’t know who pays for time and materials for damages to the building, but I feel that should be covered as an operational expense by the OOTC funding.
• While the call to respond to the gospel draws us to be advocates for social change, there remains the need for skilled leadership and management, sound policies for sanitation, environmental and personal health, fire safety and adequate training for volunteers and of course adequate funding.
• The Out of the Cold shelter has become a government contract.
• As “hosts” / free rent location for OOTC program provides a good image / reputation for the Anglican church / St Paul’s Cathedral, it does not increase our members in the pew or revenue to support physical damage and risk to the Cathedral.
• Is there a need for Out of the Cold shelter? Yes, and probably more than two days a week. Should the OOTC program continue to operate out of St Paul’s Cathedral? To be Determined.
• I feel this review is timely to preserve what is good about the program and address what has taken a good program “off-the-rails” especially this winter.
• We are totally blessed to have a skilled person as our co-ordinator. The skilled staff “worked magic” with the guests… she has amazing skills.
• There was a TOXIC atmosphere with some members of thrift shop staff. There are those who absolutely have no tolerance to homelessness. They were told not to come out until at least 8.15 Thursday mornings as safety issues – floors still wet – they defied that and came each week at 7.45 am until the letter came out in early March.
FOUR: Discerning the path forward:

St Paul’s commissioned this author to conduct a complete review of OOTC and collect a diversity of perspectives and experiences; consider community need, cathedral life and neighbour experience; and assess the program in relation to St Paul’s marks of identity: joyful; rooted; responsive; and hospitable. The author of this report observed good humour and many welcoming gestures between guests and OOTC staff/volunteers – one expression of joyfulness. The hospitality displayed by the program is clear to anyone who observes, as is its rootedness with people who are experiencing chronic homelessness and housing insecurity.

While all four marks bear on the program, one key consideration is whether OOTC is truly responsive to the real and often changing needs of the population of Kamloops experiencing homelessness. This question is taken up, in part, in the “snapshot” of Kamloops in section two above. Whilst the limited resources (financial, space and human) means that the program necessarily cannot accommodate everyone who is needy, it is necessary for St Paul’s and OOTC to continually assess the changing realities of the homeless population in Kamloops (including changing needs, and the inevitable ebb and flow in government funding and programs) and ensure that OOTC is properly calibrated.

The author was not asked to render a judgement on the future of OOTC. That is a decision for the leadership of St Paul’s and OOTC.

One concern that was raised by a number of informants, including both parishioners and also OOTC respondents, is the urgent need to clarify the exact nature of the relationship between St Paul’s and OOTC. Is OOTC a ministry / program of St Paul’s and therefore subject to the policies and practices of the cathedral? Or is it an external user that rents space to deliver its own program within the precincts of the cathedral? Or is it a hybrid – part renter and part program? The leadership of St Paul’s and the leadership of OOTC need to not only set out the specifics of the relationship between the cathedral and the program, but they also need to reflect this agreement in written form. Depending on the working model adopted, a detailed memorandum of understanding is the necessary foundation for the cathedral and the OOTC.

This report is intended to inform that process of discernment and of identification of the particulars of the relationship (including financial, programmatic, staffing, volunteer management, and shelter operation).

With all that in mind, there are three paths that might be taken for OOTC:

First, end Out of the Cold.
Implications: This would not only be a jarring departure from the tradition of St Paul’s of caring engagement demonstrated through the Out of the Cold program, but it would draw widespread concern inside and outside the cathedral. It would be seen not only as a fundamental violation of the moral imperative to which Christians are called, but also a betrayal of the cathedral’s human rights’ obligation – once it initiates a service – not to abruptly end that service to the detriment of the people involved (non-retrogression). While there are several good reasons that may support a decision to end OOTC (for instance, St Paul’s and OOTC may decide that they are unable to deliver the overnight shelter to a proper and healthy standard), it is the strong view of the author of this review that simply walking away without a plan for the cathedral to continue its ministry with people who are homelessness or poorly housed would create deep concerns.

Second, continue the program in its current location.

Implications: In addition to the need for St Paul’s and OOTC to negotiate a clear and detailed understanding of the nature of the relationship between the two, this review has identified a number of critical issues affecting the operation of the program (set out in the introductory section above). The 26 substantial concerns identified above must be addressed in detailed fashion. Health, safety and security must be seen as non-negotiable. Further implications are set out below.

Third, transition the program to a more appropriate location and deepen the cathedral’s engagement in system-level work to prevent and end homelessness in Kamloops.

Implications: One of the most valuable aspects of OOTC, according to multiple informants, is the strong sense of family that has developed thanks to dedicated volunteers and staff. Documenting the particulars of this important practice and supporting the transfer of this knowledge to other shelter operators, would be very positive for the homeless-serving sector in Kamloops. Of course, it will be a challenge to transfer this program to a place that has the physical space and practical resources better suited to meet the needs of the OOTC guests. St Paul’s (and the entire Anglican Church of Canada) has long sought to be a stronger voice in housing and ending homelessness. Applying the volunteer and other resources of St Paul’s to push the homelessness conversation in Kamloops upstream would be a valuable contribution that St Paul’s can make. St Paul’s can translate several years of practical operation of an emergency shelter into learnings that can be adopted across the homeless-serving sector. This is a key part of the third path.
Continue the program at its current location: Practical considerations

St Paul’s is an aging building that was not designed to accommodate an overnight shelter. Various rooms and other facilities have been re-purposed to meet the needs of the shelter and also to accommodate other users, ranging from Sunday school to thrift shop. Some accommodations have been made, others are underway as a result of a recent fire inspection and still more building upgrades will be required if the program is to stay in the basement of the cathedral.

Mats tucked together on the floor, spaced just a few inches apart, is a health risk. A health-compromised population (people who experience homelessness) are, by definition, a high-risk population. Homeless shelters in other parts of Canada have reported outbreaks of illnesses due to easy favourable conditions for transmission. Proper separations amongst the beds and improved air circulation (HVAC) are two improvements that should be considered if St Paul’s is going to continue to welcome guests to stay overnight in its basement. While the phrase “beggars cannot be choosers” has often been used in the past to justify substandard physical facilities for low-income people, this is not the approach that St Paul’s should adopt.

A fire safety review of the mattresses, other furnishings, wall and floor coverings and items in storage throughout the basement will reveal any potential hazards. In a fire, it is the smoke (often generated by the combustion of furniture and other materials) that can be the biggest killer.

Therefore, a substantial review of the physical space to develop cost estimates for bringing the space up to adequate minimum standards for congregate dwelling is required. The review will cost money, and the work identified by the review will cost even more. St Paul’s and OOTC need to identify funding sources for the review and for the property work itself.

However, most of the 26 significant concerns identified in the first section of this review process are related to program and training, not building structure. They will require serious and intentional review, along with the development of policies, protocols, training and – in some cases – additional staff or volunteer capacities. They can be grouped into the following categories:

1. **Comprehensive health, safety, cleaning and security review:**
   a. Comprehensive health audit to identify risks and healthy practices.
   b. Comprehensive security policy, with training and staff resources.
   c. Detailed and comprehensive cleaning schedule, with training and staff resources.
   d. Dedicated and detailed security protocol, training and staff resources.
   e. Proper food storage, preparation and handling protocols, with training in food safety.
f. Detailed incident log of damage and theft must be maintained, with a protocol for compensation for loss and repairs.

g. Sharps disposal protocol is required, with proper training for staff and volunteers.

h. Comprehensive policy on injection / consumption of drugs and alcohol on site and in the precincts should be developed, with training and an enforcement protocol.

i. St Paul’s and OOTC should consider the provision of a safe injection facility on site, with proper staffing and resources, plus training.

2. **Shelter standards and operations:**
   a. External audit to determine whether OOTC is compliant with minimally accepted shelter standards.
   b. Annual review of shelter operations, with appropriate adjustments to policies, practices, training and the budget; and monthly monitoring to ensure compliance.
   c. Specific protocols on the proper use of equipment available to OOTC, including the dishwasher, need to be developed, with training for volunteers and staff.
   d. A policy on sexual activity is required, with enforcement protocol.

3. **Communications and record-keeping:**
   a. OOTC and St Paul’s need to consider regular and ongoing community-building exercises to strengthen the relationship between the program, and its guests, and the cathedral, and its parishioners.
   b. St Paul’s, OOTC and other cathedral users, should develop an effective protocol for timely communications that include regular updates, proposals for changes in programming and other items.
   c. OOTC needs to implement and manage a detailed log of on-site incidents that should be regularly reviewed by OOTC and St Paul’s; a protocol for reporting incidents, and proper training for staff and volunteers at OOTC, is required.
   d. OOTC and St Paul’s should develop a protocol for images that are posted in public locations to ensure that the images are appropriate to the audiences that may view them.

4. **Safeguarding:**
   a. OOTC must ensure that its staff and volunteers are fully compliant with the safeguarding practices and training of St Paul’s, including criminal record checks and protocols for reporting incidents of abuse and violence.

5. **Program, volunteer and financial management:**
a. St Paul’s and OOTC need to negotiate a written agreement that identifies the specific relationship of OOTC to the cathedral (a ministry of the cathedral, an external organization that rents space, etc.); with this agreement identifying the governance model for OOTC and its relationship to the cathedral governance.

b. Funding model for OOTC needs to be clarified, including the employment status of OOTC staff (ie – employees of the cathedral); the HR policies and practices of OOTC need to be reviewed to ensure that they are compliant with relevant BC labour laws.

c. Insurance and liability issues related to the OOTC need to be clarified in consultation with the insurance provider.

d. Volunteer management and training protocols with OOTC need to be reviewed and updated, as required; including consideration of the pool of available volunteers from the cathedral (which is reportedly dwindling).

6. Program review:

a. OOTC, in conjunction with St Paul’s and others in the community, needs to monitor the changing demographics of its guest population at least annually to ensure that it is able to continue to meet the needs of the guests.

**Transitioning the program: Practical considerations**

Managing the transition of the Out of the Cold program requires a focus on three elements:

1. **Identifying an appropriate location and ensuring program fidelity:**

a. Simply picking up the two-night-per-week program and moving it to a new location is one option, but some key informants in the community question whether such a program truly responds to the needs of the Kamloops homeless population (for instance, it leaves open the question of what guests do for the other five nights of the week); canvassing area churches and community organizations might yield identify some opportunities.

b. A more comprehensive approach would be to work with existing shelter operators in Kamloops and seek to transfer those program elements from OOTC that contribute to the most positive experiences for guests (a sense of “belonging” and “family”); knowledge and practice transfer along with monitoring to ensure program fidelity would be designed to ensure that the positive guest experience at OOTC could be replicated and sustained in other shelter operations.

2. **Identifying a possible ongoing presence at St Paul’s:**
a. A significant number of guests to OOTC come specifically for the evening meal and the sense of “family” (real community) that they experience. Some of these people then return to other shelters, to housing or to the streets for the night. This suggests that a core value of OOTC is the sense of belonging created by staff and volunteers, and fostered by the community meal; St Paul’s and OOTC might want to consider hosting a regular community meal that would include people who are homeless, those who are insecurely housed, and people who are well-housed with the goal of sharing bread and continuing the practice of hospitality that has been developed through OOTC; this initiative would preserve the core value of OOTC while avoiding many of the health, safety and other concerns raised by an overnight shelter.

3. Discerning a role of St Paul’s in housing / homelessness at the systems-level:
   a. Two observations (noted above): Policy and advocacy work by a range of groups (including churches) has been successful in securing funding and programs that are having a significant and positive impact on the nation-wide affordable housing crisis and homelessness disaster; and, the largest group of people affected by housing and homelessness issues are the tens of thousands in Kamloops who are “hidden” homeless and those at-risk of homelessness.
   b. St Paul’s is well-positioned and well-respected in the community, and can serve as a convenor, catalyst and collaborator in engaging with a wide range of groups in the community, business and government sectors to organize the housing and homelessness efforts at the systems-level, where there will be the greatest impact for individuals; there are amongst the parishioners people with a variety of skills and experiences that can make a strong and positive contribution.
   c. The “Creating Homefullness” initiative of the Sorrento Centre (which was developed and is being rolled-out in various parts of Canada, and as the Sorrento Centre, by the author of this review) is a facilitated process to engage people of faith in collaborative efforts with others to engage in processes that shift the focus from managing homelessness to ending it and ensuring good homes for all; elements of this initiative can support and inform a process at St Paul’s.
Appendix 1: Selected policies and practices – OOTC

The management of the Out of the Cold program shared selected policies and practices with the author of this review. Considerable questions were raised by many participants in the review process about the “rules and regulations”, as well as operating practices, of OOTC. Therefore, as a further resource to animate the ongoing conversation on OOTC, the author of this review has excerpted some of the policies and practices. The author of the review was not in a position to observe whether the current rules and regulations are being effectively enforced.

Vision Statement:
To provide shelter and a meal to our friends on the streets, in a caring and supportive environment, during the winter months.

Program Location:
The Out of the Cold program is operated at St. Paul’s Cathedral in Kamloops at 360 Nicola St.

Staffing:
A Board of Directors and a Chairperson over see the Shelter.
The Program Coordinator manages Day to day operations of the Shelter.
A Shift Captain, who is responsible for guests in the shelter and for volunteers from the Kamloops community, manages each shift.

Hours/Date of Operation:
The Shelter is open every Sunday and Wednesday night from the first week of November to the last week of March. Staff begin preparing for the evening at 6pm with guests arriving at 7pm. Intake closes at 10pm and with guests leaving at 8am.

Our Guests:
- Are anyone that asks for the service
- May be under the influence of drugs or alcohol provided they are in good behavior.

Values of Shelter:
- Compassion
- Respect of person
- Understanding and promoting education of mental health and addictions
- Responding in a direct way to provide shelter and nutrition to persons in need
- Non-judgmental care to persons of varying lifestyles, experiences and presentations.
- Confidentiality of guests, staff, shelter concerns and/or incidents.
- Providing safe, enriching and encouraging care to all persons regardless of race, sexuality, gender or lifestyle

Witnessed drug or alcohol use inside of Shelter
(note: Guests choosing to use substances outside the Shelter does not impact use of Shelter by guest)

If you or a volunteer has witnessed drug use of a guest in the Shelter:
- Explain that substance use is not permitted inside of the shelter
- If guest is stable and apologetic (cooperative) explain that next time the Guest will be asked to leave the Shelter for the evening
- If Guest has had previous issues of use or is very familiar with Shelter expectations inside building, ask to leave Shelter for remainder of the night
- If Guest is too intoxicated to safely leave
  - Monitor for overdose (see overdose page)
  - When stable see above for direction

Drug Overdose from Opiates
(the detailed notes are not included here, for space reasons, but are available from OOTC)

Out of the Cold – Cleaning Crew
1. Sign in on arrival in staff room
2. Equipment required:
   - 2-3 clear bags for sheets and blankets
   - Spray bottles hanging next to coat rack for mattress
   - Swifter wands for cleaning – extra pads in janitor room
   - bucket with blue bleach solution (Mr. clean and bleach)
   - Bucket with clear bleach solution for dining room
3. On morning shifts (winter shelter) guests are woken by Shift Captain at 6.20am. Beds can start to be cleaned by 6:30am if guest has vacated mattress.

4. On afternoon shifts (summer shelter) guests are woken up by the Shift Captain and beds can start to be cleaned by 2:30pm if guest has vacated mattress.

**Bedrooms:**
- Strip beds and place bedding and pillow cases in appropriate laundry bags
- Spray mattresses and wipe with swifter wand
- Stack mattresses for drying
- Place pillows on a mattress and spray and wipe
- Store mattresses when dry in alcove between the two rooms and pillows when dry in the cupboard in bedroom.
- Sweep floors and then mop
- Close bedroom door when complete.

**Dining area:**
- Guests are asked to vacate the dining room area by approx. 7:20am if possible. (Winter shelter)
- Guests are asked to vacate the dining room area by approx. 2:45pm if possible (summer shelter)
- Using the clear bleach bucket solution wipe the top, edges and bottom of the tables and all chairs.
- Stack the chairs against the south wall and the tables against the east wall.
- Sweep and mop the floor.

**Bathrooms:**
- Sweep bathrooms and hall in front before starting
- Obtain cleaning tote and cleaning bucket from furnace room
- Spray mirror with Windex and wipe with paper towel – save towel.
- Spray with Windex and wipe down using a damp bleach rag the door, soap dispenser, towel dispenser, and the wall by the basin all the cubical partitions.
- Using a bleach rag wipe the counter
- Spray tilex on sinks, rinse with tap water and wipe with bleach rag and paper towel (that you saved)
• For the taps place the rag behind taps and rinse taps by diverting tap water with hand over them – wipe water from taps and sink with rag, spray surfaces with Windex and wipe clean with paper toweling
• For Urinal – spray interior surfaces with Ajax and toilet bowl cleaner, engage manual flushing button and scrub all surfaces, step away and let automatic flushing action rinse.
• For toilets lift the seat and sprinkle toilet bowl cleaner and Ajax in bowl and using toilet brush scrub the bowl, under the seat and behind the seat.
• To finish spray exterior surfaces of urinal and toilets with Windex and wipe with paper towel.
• Empty garbage can and wash floor and hall in front of bathrooms.
• Return sharps containers to storage room.

Kitchen:
• Sweep and mop floor
• Empty the two garbage cans and replace bags using bags from on top of desk in office or in furnace room

Hallways:
• When last guest has left sweep and mop the rear exit hallway – this must be done before 8:00am (winter shelter) and before 3:30pm (summer shelter).

General Duties of our Volunteers:

Shelter start up each night (6pm – 7pm):
• Assist with making up beds for each expected guest (mattress, bottom sheet, pillow/pillow case and one blanket per person
• Arrange sign in desk (intake binder, pens, table, chairs, toiletries, basket with granola bars)
• Help in kitchen to heat up soup, arrange bowls, plates, spoons, buns etc.
• Set up dining room with chairs, tables, condiments, coffee, tea, juice and dishware
• Help put out donation clothing

7pm - 10pm
• Assist at sign in desk taking basic information from each guest (note that it is the guests liberty to sign in with a non legal name if desired)
• Provide assistance with finding a sleeping bed for guest, general shelter layout and program information
• Provide access to donation clothing and toiletries
• Serve dinner to guests (soup, bun, etc.) Replenish supplies as needed.

10pm – 12am
• Assist Shift Captain in quieting down Shelter for evening
• Bedroom lights can start to go off
• Sign in desk is now closed, sign in book brought to office
• Movies are allowed all night but encouraged to be on a lower volume
• Lamp to be moved to hallway to allow decreased light to promote sleep but to allow for enough light for safety of guests and staff
• Continue to serve food if requested, clean up of kitchen. Soup to be placed in containers for freezer prior to midnight.

12am – 6am
• Help to tidy shelter (kitchen, dinning area, hallways, office)
• Put away donation clothing and toiletries
• Assist with preparing for breakfast

6am – 8am
• Morning cleaning crew completes Shelter cleaning with cleaning team members
• Breakfast volunteers make hot scrambled eggs sandwiches. Serve guests. Clean up kitchen.

Fire Procedure
- Shift Captains are responsible for hourly counts of Guests (total number of guests, approx. number of female vs. male guests) for possible evacuation
- Shift Captains and volunteers must be familiar with fire exits and evacuation plan

Fire Alarm with Known Cause
- If fire alarm has been activated LEAVE IT ON
- Maintain calm presentation and alert guests to false alarm
- If fire has been triggered by a KNOWN source i.e. toaster, smoking, guest pulled it, call fire dept. to alert that no known fire is in building and relay source of smoke.
- Wait for fire department, have one volunteer allocated to exit door to allow fireman access to building
- Shift Captain to escort fireman to fire panel to reverse signal

If fire is known, or believed to exist!!!
**INITIATE EVACUATION PROCEDURE**

- Maintain calm
- Turn on all lights
- Allocate one volunteer to be at muster point outside of fire exit door
- Have this volunteer take names of guests as they exit the building
- Bring intake binder, count sheets, first aid kit and cell phone to exit door and give to muster point volunteer
- Wake up all guests and instruct to leave premises immediately and to exit to muster point
- Alert and locate guests in dining room, bathrooms etc.
- Encourage guests to remain at muster point
- Guests are not to return into shelter HOWEVER if a guest insists on returning inside the shelter you are not to bar or attempt to restrain the guest. Alert Shift Captain and fireman that guest has returned inside the building.
- Shift Captain to do a sweep of Shelter to ensure that all guests and volunteers have left the Shelter safely then exit building also

**If unable to rouse a guest during evacuation:**

- If guest will not rouse first assess for breathing/pulse
- If fire dept. has NOT arrived yet call for help from volunteers and/or guests to help move guest to fire exit (by pulling mattress, lifting etc.) and begin CPR if required.
- If fire dept. HAS ARRIVED alert fireman and they will help to move guest to safety and begin CPR if required.
- Once non rouseable guest is at muster point stay with guest and call for emergency care (needs to be seen immediately by a health care professional)

**Violence**

Potential/Verbal/Physical

**Potential:**

Due to the nature of substance use, mental health, and just human nature (poor coping strategies) violence, either verbal or physical, is always a possibility.

Be aware at all times of increased agitation of guests. Watch for potential situations emerging between guests and/or staff.

Attempt to engage with guest and de-escalate guest PRIOR to an issue developing/progressing.
Verbal Aggression to Staff or other Guest:
Provide, in a calm respectful manner, boundaries of excepted behavior.

If verbal aggression continues:
- If guest continues to speak/act in aggressive manner alert guest that they will have to leave shelter for the night if the behavior continues.
- If behavior does not regulate ask guest to leave Shelter
- If guest refuses to leave, alert guest that you will be calling the police and call 9-1-1
- Contact Program Coordinator once Shelter is calm
- File incident report

Physical Violence between Guests:
- Demand guests stop!
- If unsafe to engage call 9-1-1
- Clear area of other guests/volunteers
- Assign volunteer to exit door to allow police entrance to shelter
- Attempt to maintain calm with other guests so that other guests do not join in or escalate situation
- De escalate when/where able
- Allow for victim to press charges if desired
- Debrief guests / volunteers when shelter has calmed
- Call Program Coordinator if needed
- File incident report

Shelter Concerns
- Overdose
- Violence (verbal/physical)
- Drug Use (inside of Shelter)

It is the responsibility of the Shift Captain to maintain a safe and stable environment for both our Guests and our Volunteers. We do that by:
- Continual observation and engagement with our guests
- By checking in with our volunteers throughout the night to note and address areas of concern, growth and where we can provide more information
- Watch for presenting/potential concerns such as:
- Issues between guests
- Increased agitation of guest
- Know who are active drug users
- Look for increased inebriation of guest from substance

- Be alert as to where our guests are (bathrooms, outside stairways, make sure they are not out of bounds)
- Monitor bathrooms closely (EVERY 15 minutes) know who is in there, ask each time for a verbal response from the people in the stalls if they are okay.
- Monitor outside stairwells for guests who may have overdosed or fallen asleep
- Monitor and rouse periodically people sleeping at the tables in dining room (have they overdosed or just fallen asleep?)
- **Banning of guests** will be a group discussion. Attempted mediation with guest and staff will always be a first option.

**BE ALERT**

**BE PROACTIVE**

**BE AWARE**

**BE ENGAGED**

**Volunteers**

We are so excited to have you volunteer with Out of the Cold Homeless Shelter!! Thank you for taking time out of your busy schedule to help provide care, shelter and meals to our less fortunate friends in our community. We want this to be a rewarding, safe and enriching experience for you so please familiarize yourself with the following expectations and procedures. As Volunteers you will:

- Report directly to the Shift Captain
- Agree to respect the confidentiality of the guests we serve by not sharing guest’s names and/or stories outside of the shelter.
- Will respect the uniqueness of each guest and provide non judgmental care to all (no racial, sexuality, gender slurs or derogatory language will be tolerated)
- Acknowledge that some guests may be under the influence of drugs and/or alcohol
- Understand that some guests may present with mental health concerns
- Ask the Shift Captain for more information regarding addictions and mental health if needed
- Not administer medications to guests
• Not administer first aid treatment to guests UNLESS asked to help assist in a medical emergency by the Shift Captain (i.e. Call 9-1-1, help with CPR etc).
• Ask the Shift Captain prior to distributing food you have brought to donate.
• Acknowledge that we are not counselors for our guests
• View the people accessing our services as our Guests not our patients or clients
• Be responsible for reading and understanding the policy and procedure manual for the shelter and abide by it.

**Duties of Board Chair**

The board Chair is responsible for the overall operation of the Shelter and should be a periodic presence to volunteers and Shift Captains. Other responsibilities are:

• To schedule, call board chair meetings of the board at least three times during the shelter season (fall, winter, spring).
• To facilitate communications between OOTC and St. Paul’s including keeping the Dean informed of shelter activities.
• To communicate regularly with the Program Coordinator.
• To assist in applying for grants and to assist in the search for funding for the program.
• To respond in a timely manner to emergencies and significant emerging situations, including misbehavior by guests.
• To work with the Program Coordinator in issuing media releases.
• To write a year-end report for the annual Vestry meeting.

**Shift Captain Duties**

**Expectations**

• The prime responsibility of all Shift Captains is to ensure our guests and volunteers have a safe, friendly environment to be in. It is also their responsibility to make sure that the facility is respected and secure
• Is the only person to evict or caution a guest
• Is to orientate new volunteers (including that they have reviewed OOTC’s policy and procedure manual and signed form noting same)
• Is responsible for volunteers knowing their tasks and procedures for their assigned shift.
• Know the evacuation procedure.
• Will not administer medications to guests other than in an emergency situation i.e. naloxone, asthma puffer
• Agrees to respect the confidentiality of the guests we serve by not sharing guest’s names/or stories outside of the shelter.
• Is aware of the effects of commonly used street drugs / alcohol the signs of intoxication, overdose and withdrawal.
• Is aware of common mental health diagnosis, presenting issues and ways to engage therapeutically with same.
• Is responsible to take lead in dealing with issues presenting inside the Shelter i.e. violence, medical emergency, evacuation. The volunteers are only there as helpers.
• Is trained to and able to administer naloxone in accordance to instructions in an overdose situation.
• Is able to assess and administer CPR if required.
• Will respect the uniqueness of each guest we serve by providing care in a non-judgmental way to all (no racial, sexuality, gender slurs or derogatory language will be tolerated).
• Are expected to conduct themselves in a respectable and responsible manner at all times noting that they are the team leader.
• Will arrive looking clean, respectful, professional and tidy. No open toed foot wear.
• Is responsible for keeping the facility clean.
• To record problems in the Shift Captains Comments Book.
• To report critical incidents, fill out incident form and report to Program Coordinator.

Early Shift 6pm – 12am

• The Shift Captain must unlock the alley door so that volunteers can enter building (please arrive approx. 10 minutes early for your shift so that volunteers aren’t left out in the cold alleyway)
• Take any Thrift Shop materials and place them inside the office and label as thrift store
• Assign volunteers to either ‘Kitchen/Dinning room’ or ‘Registration desk/beds’.
• Assist volunteers with making beds, and setting up the Registration desk and setting up tables in the dining room.
• Transport clothing from storage room and place them neatly on the tables.
• Put sharps containers inside each bathroom in holders.
• Make sure volunteers register guests correctly (record names and ages of guests).
• Monitor outdoor stairwells for overdose possibilities or for guests that have fallen asleep ever 15-30 minutes
• Monitor bathrooms every 15 minutes (each guest in a stall must answer when requested to ensure that they are conscious and are not at risk for overdose)
• Complete Guest count every hour on the hour (# of guests total, # females, # males)
• Make sure that guests are aware that door is locked at 10pm give 15min warning.
• Lock outside door at 10pm and bring registration book into office.
• Do not allow guests to in and out after 10pm.
• Bedroom lights can start going off (if not off already)
• Hallways light to be turned off and lamp to be brought to hallways and turned on (to allow decreased light to promote sleep but to allow for enough light for safety of guests and staff)
• Movies are allowed all night but encouraged to be on a lower volume
• Continue to serve food if requested, clean up kitchen. Soup to be placed in containers for freezer prior to midnight.
• Keep Staff room and Janitors room closed.
• Make sure that guests are not using the far door to 4th ave, nor are upstairs, in back hallways (out of bounds areas)

Late Shift 12am – 8am

• Make rounds inside of building (upstairs and downstairs)
• Mop hallways if they are dirty, empty washroom garbage’s if full
• If using Janitor room make sure that it is closed and locked when you leave.
• In the morning put clothing items on cart and return to storage room.
• Complete guest counts on the hour (each hour) with # of total guests, # of females, # of males.
• Monitor bathrooms every 15minutes when in use, make sure that each stall responds verbally, monitor for signs of overdose
• Monitor bedrooms every 30minutes (with flashlight walk past each guest being alert for signs of distress)
• Begin waking up guests at 6:20 by turning on hallway light.
• Turn on bedroom lights at 6:25am with first wake up call.
• At 6:30 begin to enter bedrooms and rouse guests.
• Assist with guests waking, facilitate cleaning crew to start work and help distribute breakfast.
• Alert guests to need to leave shelter at 7:30. All guests need to have left by 8am at the latest.
   Often guests will linger around stairs outside, check in with them. Encourage them to move on.
Program Coordinators Duties

- Is responsible for the daily operation of the Shelter.
- To work with the Board chair in the operation of the shelter.
- Ensure all shift captains are trained properly and adhere to program policies and procedures.
- To call and run shift captain meetings at least three times during the shelter season.
- Ensure all volunteers have completed both their application form and volunteer agreement (noting that all volunteers must have read and be familiar with policy and procedure manual).
- To address any concerns or issues with shift captains or guests. Guests that had been involved with incidents within the shelter will meet with Program Coordinator and Shift Captain (if available) for mediation and resolution.
- To work with shift captains to make sure volunteer schedules are filled and posted online.
- To ensure all paper forms are available for volunteers, shift captains and guests.
- To report verbally or in writing to the Board at Board meetings.
- To initiate fundraising ideas for donations to the shelter.
- To make sure clothing donations are neatly stored in the storage room.
- To help in the planning and organization of special events i.e. Christmas dinner, Volunteer dinner.
- To record and send in nightly attendance figures to Bob King.
- To be a periodic visible presence to volunteers and shift captains.
- To work with volunteer shoppers to ensure there is adequate inventory for meals.
- To work with Board Chair in sending out media releases.
- To make sure medical supply kit is kept up to date.
- To arrange for the pick up and return of laundry (David Lister/Bob King)
- To work with the Board Chair to liaise with other shelter programs and attend relevant social service meetings in the community.
About this review:

The Rev’d Michael Shapcott is a Deacon in the Anglican Church of Canada and serves as Executive Director of the Sorrento Centre Retreat and Conference Centre. Michael is recognized as one of Canada’s leading community-based housing and homelessness experts. He has worked at the street-level, developed and managed affordable housing and support services, worked in public policy and advocacy and is a co-founder of the Canadian Alliance to End Homelessness. Michael was commissioned by St Paul’s to conduct a review of the Out of the Cold program. He conducted interviews with more than a dozen key informants, along with two dozen members of the St Paul’s community. A survey with St Paul’s collected two dozen responses.

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In gratitude,

The Rev’d Michael Shapcott, Deacon

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1 Matthew 22:36-40
2 See, for instance: https://www.devp.org/en/cst/preferential-option
6 See: http://nccdh.ca/glossary/entry/upstream-downstream
7 Full definition is here: https://www.homelesshub.ca/sites/default/files/COHhomelessdefinition-1pager.pdf
9 See: https://www.cafdn.org/our-impact/the-issue/
10 See: https://www.homelesshub.ca/community-profile/kamloops
12 See, for instance: https://homelesshub.ca/sites/default/files/attachments/2.1%20Frankish%20et%20al%20-%20Homelessness%20and%20Health.pdf
14 See: https://www.homelesshub.ca/sites/default/files/attachments/HousingVulnerabilityHealth-REACH3-Nov2010_0.pdf