

RESEARCH REPORT



Inventory of Projects and Programs Addressing Homelessness



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**Inventory of Projects
and Programs
Addressing
Homelessness**

submitted to
**Canada and Mortgage and
Housing Corporation**

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INVENTORY OF PROJECTS AND PROGRAMS ADDRESSING HOMELESSNESS

EXECUTIVE SUMMARY

The project produced an inventory of programs and projects addressing homelessness that have been completed since the 1987 International Year of Shelter for the Homeless in the following regions: North America, Europe and Australia, with the focus being on Canada and the United States. The inventory is not intended to be exhaustive, but rather to include selected examples of initiatives that show some innovation and have, in most cases, not been previously documented or widely disseminated. Initiatives were selected based on the following criteria: 1) alternative financing; 2) illustration of partnerships; 3) innovative management and/or administration; 4) comprehensiveness illustrating a multi-strategy approach; and, 5) self-help.

The primary product for this study is a series of fact sheets describing specific initiatives that have addressed the range of homeless issues. Each fact sheet provides the following descriptive information: 1) the initiative's location; 2) the year established; 3) the initiative's objective; 4) the responsible agency(ies); 5) the target population; 6) the services provided; 7) unique/innovative aspects; 8) source(s) of funding; 9) methods of reducing costs; 10) total budget; and 11) a contact for further information.

The document is intended as a resource guide for organization devoted to the problems and challenges of homelessness.

INVENTAIRE DES INITIATIVES ET DES PROGRAMMES TOUCHANT LES SANS-ABRI

RÉSUMÉ

Ce projet servira à produire un répertoire des programmes et des initiatives visant les sans-abri, réalisés depuis 1987, déclarée Année internationale du logement des sans-abri, en Amérique du Nord, en Europe et en Australie, en accordant une attention particulière aux initiatives et aux programmes canadiens et américains. L'inventaire qui sera sélectif ne retiendra que les initiatives novatrices qui, pour la plupart, n'ont jamais été documentées ni diffusées à grande échelle. Les initiatives ont été sélectionnées en fonction des critères suivants : 1) le mécanisme de financement; 2) les partenariats; 3) le caractère novateur des méthodes de gestion ou d'administration; 4) l'intégralité du concept; 5) la participation des sans-abri à l'initiative.

Le répertoire consistera en une série de feuillets documentaire qui décriront chacune des initiatives retenues. Chaque feuillet fournira les renseignements suivants : 1) l'endroit de l'initiative; 2) l'année de sa réalisation; 3) l'objectif de l'initiative; 4) les organismes responsables; 5) la population cible; 6) les services offerts; 7) les caractéristiques particulières ou novatrices; 8) les sources de financement; 9) les moyens employés pour réduire les coûts; 10) le budget total; 11) le nom d'une personne-ressource.

Ce document pourra servir de guide de ressources aux divers organismes qui œuvrent auprès des sans-abri.



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I.0 INTRODUCTION

The isolation, poverty and despair of homelessness is starkly at odds with the wealth and prosperity of western post-industrial societies. Despite the development of a range of programs, policies and projects over the past four decades, governments and communities continue to struggle with images of homeless men, women and children.

In 1987, the issue of homelessness was placed centre-stage as the United Nations declared an International Year of Shelter for the Homeless (IYSH). One positive consequence of this event was the increased recognition of, and support for, the “front-line” organizations which had been directly involved with the homeless for years. Many of the innovative and successful initiatives developed and carried out by governments and community-based organizations were documented as a result of IYSH (Oberlander and Fallick, 1988; Hulchanski, 1987). While the energy and enthusiasm surrounding the issue of homelessness that had surged during IYSH inevitably subsided, homelessness continued.

In the eight years since IYSH, economic recession, unemployment and budget cuts have presented further challenges to addressing the issue of homelessness. With traditional solutions to homelessness failing to solve the problem adequately, there is a growing need to develop innovative alternatives. Increasingly, it has been recognized that simply providing emergency shelters does not address the root causes of homelessness. Efforts and policies are, accordingly, emphasizing initiatives aimed at preventing homelessness as well as more comprehensive supportive and rehabilitative approaches, including counselling, treatment for substance abuse, education, training and employment placement. The need to innovate is, by necessity, stimulating new small-scale local initiatives, often capitalizing on local resources and community networks. Rather than being driven by government-defined programs, these initiatives increasingly must cobble together funding from a variety of sources and partners, demanding considerable co-operation and collaboration. It is these types of initiative that may very well become the mainstay of any future interventions.

The mandate of this study was to review examples of innovative initiatives addressing homelessness carried out since 1987 in several western countries, including Canada, the United States, Australia and a selection of European countries, and to produce an inventory of notable initiatives. Rather than being extensive or comprehensive, the current study includes initiatives that are innovative and, in many cases, have not yet been documented nor widely disseminated. This approach was based, in part, on a belief that, typically, practitioners working with the homeless have very little time to document their efforts, since they are fully occupied serving their clients. Yet, the information about their efforts could be invaluable to others attempting to address similar problems.

The primary product of this study is a series of one-page fact sheets describing specific initiatives that have addressed a range of homelessness issues. These fact sheets are descriptive rather than evaluative. Each fact sheet provides only enough detail to offer a general description of the type of activities and services involved and to provide a contact for further information. By opening lines of communication, this report should contribute to the ongoing development of networks of practitioners and other interested participants. In this sense, the document is intended as a resource guide for organizations devoted to the problems and challenges of homelessness.

While the focus of the study was Canada and the United States, an attempt was made to identify initiatives in several other countries outside of North America. It was felt that identifying initiatives from other countries might provide some valuable comparisons and insights. Other recent work related to methods to count homelessness — also undertaken for Canada Mortgage and Housing Corporation (CMHC) — covered Australia and the U.K., so these countries were included here as a logical extension of this recent work (Bentley, 1995). In addition to Australia and the United Kingdom, efforts were also made to identify the work taking place in other European countries. The project did not achieve a large degree of success in identifying specific responses outside North America, primarily as budget and time constraints limited the

ability to follow leads to contacts, or because these contacts did not have specific project/initiative information. Nonetheless, a few notable examples were found and are included in the inventory.

While the report consists mainly of a series of fact sheets, the following sections provide a brief overview and context for the presentation.

- Section 2 provides a definition of homelessness used in this report. This section also contains a general overview of the causes and characteristics of homelessness in post-industrial countries, including a comparison of homelessness in several case-study countries. While it is beyond the scope of this report to provide a detailed discussion of the causes and contributing factors that underlie the problem of homelessness, a bibliography containing references to this literature is included.
- Section 3 outlines the research approach used and the criteria for the identification and selection of initiatives.
- Section 4 provides an overview of the issues addressed by the selected initiatives.

2.0 BACKGROUND TO HOMELESSNESS IN WESTERN POST-INDUSTRIAL COUNTRIES

2.1 DEFINITIONS OF HOMELESSNESS

The starting point for the identification of initiatives addressing homelessness in North America, Australia and Europe is the acknowledgment that homelessness is not simply a result of individual choice and behaviour. A popular, stereotypical view is that a life of homelessness is either chosen by an individual, or is the direct result of an individual's failure. Oberlander (1988) has suggested that rather than being an issue of personal choice and responsibility, the problem may be a systemic one. From this perspective, homelessness may occur in any society which is defined by both a market-based economy and weak or inadequate community and social service networks. For example, the lower incidence of homelessness and more limited examples of responses from Scandinavian countries may indicate, in part, the effect of more extensive social welfare systems in these countries. In this case, it is the system itself which provides preventative measures to homelessness, though these measures are not necessarily couched in terms of homelessness. That is, in the Scandinavian countries characterized more as social welfare states, state-provided income support and housing assistance act to mediate the incidence of homelessness.

This systemic view is strongly reflected in the responses that were identified in this study — all of which heavily emphasized supportive approaches to addressing homelessness. One respondent specifically articulated this issue in discussing their approach: “[Our] focus is on organizing social resources around need; it is not about the disability of the individual but on enriching, supporting and rectifying the support system to meet personal needs.”

Within the context of systemic marginalization, homeless individuals are disproportionately characterized by a range of physical, mental, psychological and social problems (Bentley 1995). The three most typical characteristics, often found concurrently amongst the homeless, include the following:

- high rates of disability — two thirds to three quarters of homeless people suffer from either a mental or physical disability, or substance abuse;
- family and social estrangement — homeless people are often either rejected by, or have left, family; and
- extreme poverty.

In addition to these characteristics, the homeless population as a whole has become increasingly heterogeneous in terms of age groups, gender and household formation. This includes the presence of runaway and “throw-away” youth, homeless families with children, single women and single mothers.

The initiatives identified in this report were selected on the basis of a broad definition of homelessness implicit in current research. Rather than simply referring to the complete absence of shelter, this definition includes various kinds and degrees of residential uncertainty and instability (Cordray and Pion, 1991). The category of unstably housed individuals has emerged, in part, out of the recognition of the dynamic nature of homelessness. For example, based on admission, prevalence and turnover rates in emergency shelters in New York and Philadelphia, Culhane (1995) has documented the significant turnover among the homeless. These high turnover rates reveal that homelessness is largely a transitional phenomenon with a small core of permanent homeless.¹ This transitional phenomenon underpins the importance of including, in the definition of homelessness, households “at risk” of becoming homeless due to tenuous survival at the margins of poverty (Burt, 1991). The at-risk or unstably housed population includes those individuals sharing many of the characteristics of the homeless described above, but not currently without shelter. The high probability that individuals falling in this category will and often do, at some point, experience homelessness reinforces the need for preventive strategies.

¹ A separate research project is currently being undertaken by Canada Mortgage and Housing Corporation specifically to address the methodological issues of measuring homelessness with the objective of developing an effective enumeration system.

2.2 HOMELESSNESS: DOMESTIC AND INTERNATIONAL CONTEXTS

CANADA

Canada does not formally recognize the issue of homelessness in its national housing legislation, other than implicitly including the homeless under the general term "households in need."

Although there is no explicit legislation to provide funding and programs to serve homeless people in Canada, a number of existing programs do provide significant funding. In Canada, the predominant forms of housing assistance since the early 1970s have been for the development of non-profit housing projects and for rehabilitation of both owner-occupied and rental properties. These programs have provided assistance both to construct and to rehabilitate properties, including rooming houses and single-room occupancy hotels (SROs) targeted to the homeless and at-risk population.

In 1994, joint federal and provincial expenditures on housing programs accounted for 1.5 percent of all program expenditures (i.e. government expenditures net of payments to service national and provincial accumulated debt). Almost all of these housing expenditures (\$4.1 billion) are directed to the existing stock of public and non-profit housing, accounting for approximately six percent of Canada's housing stock.

While ongoing funding for new non-profit development was cancelled as part of a government restraint effort in 1994, rehabilitation programs were retained for two years (1994-95) and broadened to include rental properties again. A specific allocation has been identified to rehabilitate existing rooming house accommodation, a stock which typically houses individuals at risk. With a budget of \$17 million over the two-year period 1994-96, the program is expected to assist in the rehabilitation of over 1,100 units, a stock that might otherwise be lost through abandonment and demolition.

The Province of Quebec, which already had a unilateral rehabilitation program focussed on the rental and rooming stock, combined its program with the new federal funding. The cities of Quebec and Montreal also provide municipal funding to facilitate a rooming house acquisition and rehabilitation program. The Province of British Columbia initiated a new program in 1994 focussed on producing accommodation for the homeless and individuals at risk, the only such explicitly designed program in Canada. Some 150 units are planned in 1994-95. In addition, a small number of initiatives at the local level have also developed shelter space, but no count of these efforts is available.

Separate from the housing programs, the joint federal-provincial social security system provides income assistance to families and individuals in need and includes both a living allowance and a specific component intended to cover shelter costs. In fact, funding for shelter allowances through the income assistance programs (totalling an estimated \$5.3 billion in 1993-94) is 20 percent higher than the total housing expenditure (\$4.1 billion). Most health and other social services — including various services to homeless people — are funded through the social security system, although delivered by local municipal agencies. (In the fact sheets, this funding source may be referred to as social assistance, income support or general welfare.) The allowance rates are established by the provincial government and vary by province. At the time of writing, Canada's social security system is the subject of a major government review.

U.S.A.

Housing policy in the United States is primarily the function of the federal government, although all three levels of government intervene in the private housing market. The administration of federal government housing programs is the responsibility of the U.S. Department of Housing and Urban Development (HUD) which develops programs and allocates funds. Federal grant programs need not be made directly to the states, but can be made directly to local government, state institutions or private individuals. The states exercise residual powers not claimed by the federal government. As creatures of their respective state governments, the role of local governments has traditionally been highly limited.

About 1.8 percent of total federal expenditures are directed at the housing sector and most of this goes toward subsidizing rental costs for low-income households. Only five percent of households live in some form of social housing, with public housing accounting for approximately 1.5 percent of the total housing stock. Since the early 1980s, the emphasis of government policy has shifted from the subsidization of new construction to the supplementation of income through rental assistance and vouchers.

In the U.S., the Stewart B. McKinney Homeless Assistance Act of 1987 established a range of funding programs addressing homelessness and, in addition, has established an independent federal monitoring agency, the Interagency Council on the Homeless, within the executive branch of government. HUD administers more than 60 percent of all targeted homeless assistance funding, provided through six different grant programs enabled by the McKinney Act. The current administration's plan to end homelessness, "Priority Home! The Federal Plan to Break the Cycle of Homelessness," seeks to integrate housing, social services, health care and economic development. The multi-agency plan is being led by HUD, which is implementing a new "continuum of care" approach to homeless assistance. This approach is meant to reduce the number of homeless through partnerships with local governments and private sector non-profit groups that help people gain access to housing and the services they need. There are five components to the approach (Lindblom, 1991):

- increasing quality and availability of emergency shelters;
- using shelters to provide food and emergency assistance, referrals, short-term assistance and stabilization;
- providing permanent or transitional housing as soon as possible, and providing rehabilitative and developmental assistance;
- identifying and stabilizing the situations of those people most at risk before they become homeless; and
- increasing the provision of, and access to, permanent housing.

The "Priority Home!" plan relies on broad structural changes, including welfare reform, expansion of the earned-income tax credit and a possible tax credit to expand subsidized housing for low-income households. The administration has also proposed doubling funding for the McKinney Act to \$1.7 billion and consolidating the six programs into a single block grant.

The current mood of fiscal restraint is placing considerable pressure on funding allocated to low-income households and the homeless. To date, the results of this climate have included proposals for large cuts to HUD's budget, delays in the increase in funding for the Homeless Assistance Act and the elimination of several HUD programs targeting the homeless and low-income households. Currently, the various programs supported under the McKinney Act are subject to a bill before Congress that may significantly reduce funding in this area, potentially by as much as 30-50 percent over the next seven years, if the budget goal of a balanced budget is to be achieved by 2002 (NCH, 1995).

AUSTRALIA

Like Canada and the U.S., Australia is a federation with a national (commonwealth) and state governments. Australia has a high rate of home ownership, with some 70 percent enjoying this tenure; 25 percent of households rent privately, while the social housing stock represents 5 percent of the stock, just a little less than the ratio in Canada (6.5%). State housing authorities are the primary vehicle for the provision of assisted housing, although a small local government and community-based non-profit sector has been encouraged over the past decade through the 1984 Local Government and Community Housing Program.

Responsibility for housing and social welfare is split between the national and state governments; as in Canada, the federal influence derives primarily from its taxing and spending capacity. Housing is not mentioned in the constitution, which allocates residual powers to the state level. Housing policy and funding is shared between the commonwealth and is organized under the Commonwealth-State Housing Agreements

(CSHA), similar to the Federal-Provincial Global Agreements in Canada. The CSHA are renegotiated periodically, the most recent revision occurring in 1989.

Distinct from Canada, homelessness is explicitly recognized in a set of funding programs specifically targeted to this group. Commonwealth assistance for the homeless was formally reorganized in 1985 into the Supported Accommodation Assistance Program (SAAP) and the Crisis Accommodation Program (CAP). CAP provides capital grants primarily to state housing authorities to acquire or build emergency shelters, while SAAP provides the ongoing operating funding for support services. Its original three programs are now amalgamated, but still establish funding priorities between general (singles) accommodation and women's emergency services and youth support. Both of these programs are currently under review in a bill tabled in November, 1994. With a commonwealth-state funding and program mechanism in place, most initiatives addressing homeless issues are funded through formal programs. There are, however, a number of charitable- and foundation-funded organizations that provide a variety of services.

In addition, separate programs have been established to address the needs of Aboriginal peoples (referred to as Aboriginal and Torres Strait Islanders). These include a public rental program providing permanent rental accommodation. Grants are also provided to Aboriginal organizations under the community housing and infrastructure program to construct or to purchase accommodation (somewhat analogous to the Urban Native Housing program in Canada). A variant of this program also provides mortgage loans at concessional rates to Aboriginal and Torres Strait Islander persons to purchase their own home. Finally, temporary accommodation is assisted through Aboriginal Hostels Ltd. Funded by the commonwealth government, this organization either owns or operates hostels providing accommodation as well as education, training, health care and treatment of substance addiction.

U.K.

Distinct from the other countries discussed here, the U.K. is not a federation. The central government is solely responsible for all functions and delegates certain responsibilities directly to the local level of government, known as local authorities. In fact, most activities responding to the homeless are undertaken under the auspices of local government, including specialized units to provide referrals, counselling and provision of homeless services to people with special needs.

In the U.K., the Housing (Homeless Persons) Act of 1977, now included as part of the Housing Act of 1988, expressly defines the obligations of local authorities to provide housing for those defined "in priority need," the so-called statutory homeless. While 64 percent of households are homeowners, an additional 28 percent of the stock is public/non-profit. With over one quarter of the housing stock owned by the public/non-profit sector, a significant resource exists to address the local obligations to serve the statutory homeless. However, demand for housing under this provision has far outstripped the supply of available units, resulting in the placement of statutory homeless families in bed-and-breakfast accommodation — at very high costs to local authorities. It should also be noted that the priority need groups include: households with dependent children, including pregnant women; individuals vulnerable due to age or mental or physical illness; and people made homeless by an emergency. As such, individuals and youth, unless deemed ill, are not generally covered by the legislation. Local authorities are also required to re-house only those households in priority need that have previously established residency in that locality. Thus, provisions in the U.K. exclude people without formal connections to local municipalities as well as non-priority groups, the so-called rough sleeper population.

A shift in housing policy in the U.K. through the 1980s has largely removed the role of local authorities as new providers, replacing them with non-profit housing associations. At the same time, local authorities have retained nomination rights to some of the housing association stock and, through this mechanism, are eventually able to place statutory homeless families into permanent accommodation. Concurrent with the shifting emphasis toward non-profit housing associations, the principal form of housing assistance has shifted to a shelter allowance, housing benefit. The mounting costs of housing benefits and the costs of meeting

statutory obligations through the use of bed-and-breakfast accommodation have prompted a review of existing legislation in the form of a White Paper.

Over the past decade, the emerging issue has been one of homelessness among refugees and minorities. Falling outside of the formal system, assistance to these groups is more tenuous, often relying on religious or other voluntary charitable organizations. Nonetheless, much assistance continues to be provided through local authorities. One example identified used a local authority guarantee of rent payment to help independent refugee children access private rental housing. The Chartered Institute of Housing has developed a Housing Management Standards Manual, with an extensive section on homeless services, including an overview of best practices (Chartered Institute of Housing, 1995).

SUMMARY

In the U.K., Canada and Australia, the existence of publicly funded supply programs has enabled providers to produce dedicated housing for homeless people. The existence of these programs has, arguably, stimulated little innovation beyond design in the procurement of housing. In the U.S., in contrast, there is little assistance to develop new housing, except some small grant programs such as the Supportive Housing Demonstration program, Community Development Block Grants and the Low Income Housing Tax Credit which is used to generate capital at favourable interest rates; this typically involves very complex legal agreements and tends to produce only moderately affordable housing, beyond the reach of most homeless households. As a result of fewer formal supply programs and the complex legal requirements, efforts to integrate disparate sources of funds in the U.S. are often characterized as innovative funding mechanisms — the innovation seems largely related to overcoming the inherent complexities of these multi-funded approaches.

In all countries, whether housing assistance is supply- or demand-based, it is often separate from other social and health supports. In each country, the health and social service ministries or departments generally have responsibility for funding support services. This means that providers are required to access a plethora of programs to provide the range of services required to serve the homeless — increasingly the need for a range of supportive services including health, recovery from substance abuse or physical abuse, personal development, training and employment are noted as critical prerequisites to alleviating ongoing homelessness.

The problem is multiple and unco-ordinated funding pervades all countries, although recent efforts in the U.S. — the “continuum of care” approach — seem to be moving toward addressing this problem.

Reflecting the large at-risk population as well as the multi-faceted nature and causes of homelessness, emerging models for addressing the challenges of homelessness suggest a comprehensive approach emphasizing the use of prevention strategies. This is central to the recent HUD plan, “Priority Home! The Federal Plan to Break the Cycle of Homelessness.”

3.0 APPROACH AND RESEARCH METHODS

In order to target particular initiatives for inclusion in this inventory, a set of selection criteria was established:

- **ALTERNATIVE FINANCING/LOW COST**

This refers to funding beyond specific publicly funded programs and typically includes use of other funds generated through donations, foundations or enterprise initiatives. Also included are initiatives that seek to provide housing at low cost, such as acquisition and rehabilitation of deteriorated or abandoned buildings.

- **PARTNERSHIPS**

Involves agencies from differing backgrounds such as coalitions of service providers as well as public-private partnerships and foundation/non-profit arrangements.

- **INNOVATIVE MANAGEMENT/ADMINISTRATION**

Recent efforts have emphasized empowerment and client participation (tenant management). These initiatives involve arrangements that diverge from the traditional, often paternalistic, public or non-profit provider/operator role to include some form of client involvement in either design, development or ongoing management and decision-making responsibilities.

- **COMPREHENSIVENESS**

Reflecting the multi-faceted nature of the problem of homelessness, advocates and policy analysts have argued for more comprehensive and co-ordinated strategies. This category involves such multi-agency approaches and strategies.

- **SELF-HELP**

Again responding to limited resources as well as the notion of empowerment, there is a growing interest in initiatives where individuals help themselves — typically achieving through a group effort things that they could not do as individuals, either due to lack of access to resources or loans, or lack of skills or confidence.

These criteria were selected to reflect the motivations underpinning the study: the declining levels of government funding support for housing programs and other social support programs. While used here in the specific context of management and administrative approaches, the notion of innovation underpinned much of the identification process.² It was believed that providers will increasingly be required to deliver their services within constrained funding. Accordingly, it was felt that it would be useful to identify initiatives that have found ways to overcome this serious problem.

The actual identification of possible initiatives was undertaken through a number of complementary approaches:

- **LITERATURE SEARCH**

A literature search was employed to assist in identifying possible initiatives or contacts as well as to develop a further understanding of the issues and range of initiatives available. This search has also been used to identify background material on the context in other countries.

² This "requirement" may have dissuaded respondents from self-identifying if they did not perceive themselves as providing a particularly innovative approach, even though others might see it this way.

- **WEB/INTERNET POSTING**

A request for information was posted on two discussion lists on homelessness — the list maintained by the Communications for Sustainable Futures (CSF) (homeless@csf.colorado) and the list maintained by the Association of Progressive Communications (APC) (jus.homeless@web.apc.org). The csf@colorado list — initiated only in January, 1995 — tends to be primarily U.S.-based, although it has begun to attract some participation from Canada, the U.K. and Australia; the APC network provides a broader international participation, although it is less prolific (details on Internet sources relating to homelessness are included in Appendix B).

- **DIRECT PERSONAL CONTACT**

Direct personal contact with colleagues and acquaintances in the U.S., U.K. and Canada, as well as some sources identified in Sweden, the Netherlands and Australia have been used to identify specific projects.

- **CHRA MAIL LIST**

Given the desire to document a number of Canadian initiatives, a special request was inserted in the monthly mailing of *Update* (both in French and English) by the Canadian Housing and Renewal Association (CHRA) seeking to identify contacts. This newsletter reaches an extensive network of Canadian housing practitioners and advocates expected to be aware of homeless initiatives.

- **APA/CIP CONFERENCE WORKSHOP**

The joint conference of the American Planning Association and the Canadian Institute of Planners was held in Toronto, April 8-12, 1995. This was a specific conference session on “The Planning Process and the Homeless,” emphasizing examples of how homeless people, community housing workers and planners have moved toward innovative workable solutions. An information sheet was handed out to the audience (approximately 75 people) and the project was brought to the attention of participants during the discussion period of the workshop. A similar effort was made at a Canadian Mental Health Association educational forum on homelessness held May 4, 1995, in Ottawa.

The information sheet posted on the Internet, included in the mailouts and provided to direct contacts (in the form of a fax follow-up to telephone conversations) identified the project objectives and the information being sought. The recipients were asked to contact the researchers if they were able to provide either contacts or specific project information.

The following key information elements were requested:

- brief project description (objective, size, target group, responsible agency);
- years of operation;
- capital and operating costs (physical plant versus support services);
- sources of funding and partners/contributors;
- types of support and programs provided to residents;
- innovative features; and
- contact person and phone/fax.

The responses to these various requests for input were very limited — less than six responses. As a result, a more pro-active approach of pursuing specific contacts was required. This involved directly phoning or e-mailing individuals anticipated to have some involvement or awareness of specific initiatives (many of these were identified through the Homeless discussion list on the Internet).

The challenge of identifying innovative initiatives was twofold. First, networks of homelessness organizations function largely in geographic isolation from one another. Therefore, once contact is made with one network in one city, a further round of establishing contacts must take place in order to identify initiatives within a second network in a different city. Second, innovative initiatives are largely informal and undocumented, especially since only more recent (i.e. post-1987) initiatives were being sought. In the end, the only effective method for identifying individual initiatives was to make contact with the informal networks that exist in every city and community in each of the case study countries. "Networking" involved establishing a series of contacts within a particular community or city, each contact progressing closer to the individuals directly familiar with the specific innovative initiatives within these community-based networks.

As an initial and modest exploration of initiatives, this direct contact approach provided a number of interesting initiatives.

4.0 CATEGORIZATION AND ORGANIZATION OF INITIATIVES AND FACT SHEETS

Consistent with the mandate to cover a full range of responses, a typology was developed encompassing a full range of clients/consumers and possible associated characteristics. This typology was intended to organize the initiatives into a meaningful and presentable framework.

TYPOLGY OF HOMELESS INITIATIVES

<i>Range of Client Groups</i>	<i>Range of Possible Associated Characteristics</i>
Youth	Family conflict
Families with children	Rural migrant
Individual adult male/female	Unemployed/elderly/underemployed
Victims of family violence	Displaced/evicted
Aboriginal people	Substance abuse
Refugees	De-institutionalized
Immigrants	Mental/physical disability
	Abuse

The range of client groups was intended to be comprehensive and is often not mutually exclusive. For example, a refugee may be both an individual adult female and a victim of family violence. Many of the initiatives covered a range of client groups, while some were more targeted — e.g. youth services programs and emergency shelters for victims of family violence. Similarly, the characteristics associated with homelessness are not necessarily unique to any one group. This overlap between client groups and associated characteristics posed a challenge in organizing the initiatives.

An attempt was then made to identify responses covering the spectrum of homeless individuals and families. In this regard, a range of eight responses were identified, extending from outreach through permanent housing. This list of responses, while based on the notion of a spectrum or continuum, is not specifically ordered as such. Rather, it is provided as an organizational framework. If these were ordered, prevention strategies might be placed at the beginning of this list since averting homelessness can be more effective than any remedial response. Meanwhile, comprehensive strategies are not so much part of a continuum as they are an amalgamation of the other types of response. The alphabetical labels are provided as a form of enumeration and identification in the fact sheets.

- A. **Street outreach** (typically no overnight accommodations)
- B. **Emergency shelters** (overnight accommodation on a day-to-day basis)

- C. **Transitional/supportive housing** (duration of stay may range from one week to a year or so)
- D. **Permanent housing** (some form of tenancy or occupancy agreement of an ongoing nature)
- E. **Rural responses** (including small urban and unincorporated areas)
- F. **Community development/enterprise** (training, skills and employment-based, and targeted to homeless people)
- G. **Prevention** (interventions either prior to becoming homeless or aimed at breaking the cycle of homelessness)
- H. **Comprehensive** (broad-based initiatives covering most of the above, including strategies)

The details of each initiative are presented in the fact sheets, which have been sub-divided into these eight categories. Although these categories have been used for ease of presentation, some initiatives could equally have been listed under a different label. For example, the Sailivik Soup Kitchen/Aids Outreach (Fact Sheet E.3)* is presented under rural initiatives but clearly also falls under street outreach.

A total of 55 initiatives are included in the inventory, primarily from Canada (27) and the U.S. (23). The international examples comprise an additional five examples. The objective of these fact sheets is to provide sufficient information to explain the initiative and as a point of contact for more detailed follow-up. In each case, the responsible organization was asked to review the information and to verify its accuracy. The fact sheets are appended and organized under the range of responses.

* Throughout the remainder of this report references to a particular fact sheet will be noted as (E 3), for example

5.0 OVERVIEW OF INITIATIVES

While the appended fact sheets provide a descriptive review and contact for each initiative, this format is not able to convey the enthusiasm and commitment of the providers or clients of each initiative. In many cases, much more information was provided and is available from the contacts identified. Inevitably, in preparing this document the authors were imbued with strong impressions of particular initiatives. Also, as more information was obtained and organized, the opportunity was available to compare and reflect on commonalities and differences in approaches. This section provides a brief overview, drawing from these reflections.

In reviewing the various initiatives identified and in discussions with providers, it became evident that, in many cases, the responsible agency had originally developed as a service/support organization. In seeking to address various health, employment and other developmental issues, these agencies naturally gravitated toward the provision of shelter, either transitional (i.e. one month to one year) or permanent. In contrast, many traditional housing providers, especially in the Canadian context where a fairly significant non-profit housing system has developed since the early 1970s, have exhibited a more limited tendency to broaden their focus and services into the health and social services area. This implies that there may be opportunities for these housing-based organizations to play a role in the development of more comprehensive and integrated strategies. An important exception to this observation is an organization of non-profit housing providers in Montreal, La Fédération des organismes sans but lucratif d'habitation de Montreal (FOHM). FOHM has developed a co-ordinating mechanism and contracts with other service and support providers to ensure that residents in their housing projects have ongoing access to these support services that, in turn, permit them to live independently despite the residents' histories of social marginalization, abuse and poverty (H.8).

While this research project was sponsored by a housing agency, the focus was not merely on identifying and documenting only housing initiatives. As noted earlier, the problem is much broader than a lack of affordable and accessible housing. Indeed, most innovation was found in the areas of support and prevention, rather than in the provision of permanent housing. In part, this may be a function of the high cost and complexity of producing housing and the fact that, in all countries reviewed, the provision of permanent shelter involves (or requires) significant government funding. The program framework associated with funding often works to hinder rather than stimulate innovation (or at least to remove the imperative for innovation). Nonetheless, some innovations were found in the form of management structures and design.

A particular case in point is the Portland Hotel in Vancouver (D.3). This involved the development of a management agreement for a community group to manage a single-room occupancy (SRO) hotel in that city's downtown east side. Such establishments provide a significant stock of relatively lower-cost housing, although the physical condition and standards tend to be very poor due to landlord neglect. These establishments often exist primarily as an excuse to operate a pub or tavern under the auspices of a hotel liquor license. Separating the management of the residential component, in which the landlords are for the most part disinterested, allowed the community group to develop a more supportive living environment as well as increased security of tenure for residents. There was also some opportunity to physically upgrade the building, although in this case, municipal standards, limited funding and initially unanticipated structural problems emerged as significant impediments.

Another initiative focussed on prevention through preservation of the important rooming housing stock, is the rooming house renovation program in the City of Montreal (G.8) — an example that, since 1994, has been expanded across Canada (for two years 1994-96) through the Rental and Rooming House Residential Rehabilitation Assistance Program. This is a federal program, but is cost-shared by provincial housing agencies in many provinces and usually delivered by a municipal agency. It provides a renovation grant (forgivable loan) on the condition that landlords meet certain building adequacy standards, and enter into an agreement to limit rent levels; and ensure access to individuals earning below a certain income threshold for a period of time following the renovation and relating to the economic life of the repairs (5-15 years).

In Toronto, a related approach has involved the development of an inspection and monitoring program both to retain this affordable stock and to ensure that landlords maintain a certain standard of physical repair and, in some cases, personal care, especially those where individuals with mental and physical disabilities are provided with housing (see Rupert Hotel Pilot G.5 and Open Door Monitoring Program G.3).

Chronic poverty is a common characteristic of homelessness and many initiatives seek to address this problem by developing or linking with community economic development or enterprise organizations. Many initiatives in this area seek not only to create opportunities for employment but to enable homeless people to regain self-esteem and confidence in their own capabilities. A number of such organizations are ultimately able to develop their enterprises to the point of self-sufficiency — a notable example being the Delancy Street Enterprise in San Francisco (H.6). The Downtown Clean and Safe Program in Portland is another insightful case and one which also illustrates a creative form of financing (F7). This initiative provides employment through a downtown street cleaning program, funded through a “voluntary tax” on businesses in the area (should one third of businesses oppose it, the levy may be removed — to date this has not occurred). This Portland initiative has enabled some 5-10 formerly homeless individuals to move onto mainstream employment. The Rideau Street Youth Initiative in Ottawa similarly involves the improvement of a downtown area, in this case, involving street youth in a recycling program and a graphic design shop (F3). A training and education component is provided and gives a \$2,000 education voucher as an incentive for participation.

Notable initiatives that address the provision of housing as well as embracing the concept of self-help, include the Chesapeake Area Recovery Communities (C.1) in which dilapidated houses are acquired through various loan mechanisms, renovated by recovering victims of substance abuse and either occupied or sold to liquidate post-renovation equity; the Youth Build program in New York (F6), which involves a training and employment program for street youth, similarly involves the rehabilitation of abandoned houses which are then made available to young homeless families living in temporary shelters; and the Downtown Women’s Project in Victoria, B.C (F2), which similarly involves a program of training in construction/renovation skills for ex-street women who are building a women’s emergency shelter.

Another area that was targeted was the issue of rural homelessness. This issue has been identified as an area where there is some anecdotal evidence but little documentation of responses (Bentley, 1995). While portrayed as predominantly an urban problem, a number of contacts raised the issue of rural migrants. Accordingly, some effort was made to identify initiatives under the category of rural homeless. Although rural was not specifically defined, it was applied in the context of responses undertaken in small communities (generally under 30,000 population) or unincorporated areas, including remote and northern communities, and Inuit and Aboriginal communities. A particularly innovative response is currently under development in Oregon. This involves the development of “a minimum shelter community” — essentially, tents, vehicles and, ultimately, some form of built shelters. In addition, the project (Project Recover — E.1) will provide an industrial kitchen, education and compensated work therapy (for recovering substance abusers) and is engaged in the development of local economic development, particularly through ecosystem restoration contracts with the Department of Fish and Wildlife. Other rural initiatives included are the Central Vermont Community Land Trust (E.4), an outreach centre in N.W.T. (E.3) and a shelter for single parents in Casper, Wyoming (E.2).

Perhaps the most innovative area of activity is that of prevention, including efforts to prevent homelessness occurring in the first place. This is the emphasis of the Housing Education Project in the U.K. (G.9), targeting youth still in school. Also effective as prevention strategies are initiatives that intervene during the cycle of homelessness to mediate the immediate problem that may have pushed the individual/family into homelessness. The Homeless Diversion Program in New York is an example of such an intervention (G.6). This involves a special multi-disciplinary team of social workers and counsellors meeting with families at risk or immediately upon becoming homeless to divert them, often with some assistance, back into permanent housing in their own community, where family or community support networks can also assist them. Culhane (1995) has documented the flow of homeless families through the shelter system, maintaining that placing various support services in conjunction with emergency shelters is too late in the system to be preventative.

It also works to encourage families to go to shelters. Such support systems, he argues, are required at the community level as a means to avert entry into the shelter system.

The trauma caused for families as a result of displacement from their home can have a lasting effect on children. Two notable responses to this issue are the Kidstart Program, funded in various locales by the Better Homes Foundation (G.1), and the Yesler Early Childhood Center in Seattle (C.6). The Kidstart Program involves case management for pre-school children of homeless families and develops developmentally appropriate education programs for these children while assisting the parents to access special services in the community and assisting in the establishment of such programs in the community.

As advocates have argued for a long time, the largest problem faced by many organizations is the fragmented nature of the funding and service delivery system. In addition to any cost of overlap, this creates cracks in the system through which at-risk individuals and families can readily slide, and creates frustration among providers who have become adept, but frustrated, at writing funding proposals, taking time away from other responsibilities. The examples of comprehensive strategies in San Francisco (H.5) and Baltimore (H.4) are included as two responses to this issue, which was, of course, given further stimulus by the Clinton plan to end homelessness — “Priority Home!” Under “Priority Home!,” a number of funding sources are consolidated into block grants and localities are required to develop long-range strategic plans in order to qualify for these funds. These two examples are the result of well resourced city bureaucracies, albeit working in collaboration with community groups. In addition, other more grassroots coalitions have developed and also provide good examples of comprehensive approaches — e.g. FOHM in Montreal (H.8), Saint Vincent De Paul Village in San Diego (H.3), the Street Health Coalition in Ottawa (A.6) and the Rupert Hotel Coalition in Toronto (G.5).

A very recent emerging area of innovation that warrants monitoring is the linking of shelters and homeless residents into the information network. A number of drop-in centres and shelters provide access to computers to prepare letters of application for employment, etc. Recent efforts have, however, moved toward gaining access to the Internet and World Wide Web as a means to include and to empower the homeless in the massive structural shift in the economy. This includes postings on vacancies in shelters and on employment opportunities. It also aims to provide an outlet for homeless individuals to write and to post their experiences and to share these with others. While some pioneering efforts were identified in this area, none had yet progressed to the point where an ongoing initiative could be documented. The Internet and World Wide Web are nonetheless emerging as a useful source of information on the subject of homelessness and a number of home pages have been established on the Internet. A list of access points is provided in an appendix for any interested reader.

It is hoped that the brief descriptions provided in the appended fact sheets will prove useful to other providers serving the homeless and at-risk population. Moreover, as contacts are made it is expected that the network that might evolve can add to the list of possible resources and contacts in efforts to continue innovating in the face of what appears to be a growing need and dwindling resources.

6.0 FACT SHEETS

CATEGORY A: STREET OUTREACH

- A.1 VICTORIA STREET ASSOCIATION, VICTORIA, BRITISH COLUMBIA.**
- A.2 AGAINST ALL ODDS, TORONTO, ONTARIO.**
- A.3 SELF-HELP AND RESOURCE EXCHANGE, SAN DIEGO, CALIFORNIA.**
- A.4 COURT OUTREACH PROGRAM, OTTAWA, ONTARIO.**
- A.5 OUTREACH PROGRAM, SUBURBAN OTTAWA, ONTARIO.**
- A.6 STREET HEALTH COALITION, OTTAWA, ONTARIO.**

CATEGORY: STREET OUTREACH

A.1

NAME OF INITIATIVE

Victoria Street Community Association (VSCA) Street Centre

LOCATION

Downtown Victoria, British Columbia.

YEAR ESTABLISHED

1992

OBJECTIVE

To address problems of street homeless through community economic development.

SIZE

Approximately 100 persons use the Street Centre on a daily basis.

RESPONSIBLE AGENCY(IES)

The VSCA, a non-profit community association. Assistance was initially provided by the City of Victoria Social Planning Division.

TARGET POPULATION

The VSCA is a downtown storefront community centre serving the street population.

SERVICES PROVIDED

VSCA provides a wide range of services, including drop-in for a cup of coffee, companionship, referral and advocacy programs, community economic development for homeless/street people, peer outreach, needle exchange, use of phone, computer and photocopy machines and various workshops including life skills and enterprise skills. A volunteer program (Street Works) provides individuals with opportunities to undertake work in the centre which qualifies them for a special supplement of \$50-\$100/month from the Ministry of Social Services. This can include janitorial labour, helping on phones, helping in production of a monthly street newsletter (*The Red Zone*) which has a distribution of approximately 1,000 copies. A peer outreach program staffed by a recovered former addict provides counselling and helps individuals experiencing addiction problems and assists in directing them into treatment programs. A community health nurse also visits the centre on a regular basis to provide health counselling. The centre is staffed by full-time employees, including a co-ordinator. Most of the counsellors are former homeless/addicts providing peer counselling. Space is provided in the centre for various groups to use. A workshop provides tools and materials to build items for sale — a successful drum-building enterprise has developed from this space.

UNIQUE/INNOVATIVE ASPECTS

Developed and operated largely by the street community. Extensive use of peer counselling.

SOURCE OF FUNDS

Original start-up funding (\$20,000) was provided by the Healthy Community Initiatives Fund (B.C. Ministry of Health) to support the community development process that culminated in the establishment of the association. No capital funding is required since the premises are leased. Sub-programs are each funded separately (e.g. Street Works, outreach program, Street Meet Conference, Canada Drugs, B.C. Aids). These programs are generally funded by a provincial ministry — Health, Social Services or Skills Training and Labour, or in some cases through the federal Department of Health. (Social assistance programs are also cost-shared with the federal government, although funds flow from provincial ministry.) This discontinuous program-based funding (rather than ongoing core funding) creates ongoing uncertainty for the organization.

Most staff are on six-month contracts. Staff serve as quasi-bureaucrats, constantly completing program applications for new funding. Recently, the funding for various skills programs has shifted from Social Services to Skills Training and Labour. The evaluative mechanism for renewal is now based on clients' success in securing work — often a problem for street homeless with multiple problems — and may cause difficulty in maintaining funding.

METHODS FOR REDUCING COSTS

Much of the work in the centre is undertaken by volunteers although individuals on social assistance can earn a supplement of \$50-\$100/month (the maximum without reducing social assistance benefits).

TOTAL BUDGET

Approximately \$275,000 in 1994-95 (representing the total from a range of funding programs).

CONTACT ORGANIZATION

Victoria Street Community Association

Name: Bruce Wallace

Position: Co-ordinator

Address: 1 Centennial Square, Victoria, B.C. V8W 1P6, Canada.

Phone: (604) 386-2347 Fax: (604) 386-2313

SIMILAR INITIATIVES

A subsequent initiative documented separately (Medewiwin — D.1) involved development of a permanent housing project for "hard-to-house" former street homeless.

CATEGORY: STREET OUTREACH

A.2

NAME OF INITIATIVE

Against All Odds

LOCATION

Downtown Toronto, Ontario.

YEAR ESTABLISHED

1993

OBJECTIVE

To increase safety for women who are homeless; to increase the supportive networks and sense of community among homeless women; to reach the most marginalized and victimized women; to provide women who are homeless with information about needed resources; and, to create a women's voice in the homeless community on issues related to violence.

SIZE

132 encounters over past six-month period, based on four outreach workers working four hours per week.

RESPONSIBLE AGENCY(IES)

Regent Park Community Health Centre

TARGET POPULATION

Women who are homeless (all age groups).

SERVICES PROVIDED

Peer support, crisis counselling and active listening skills development. A three-month training workshop is provided to outreach workers, all of whom have lived on the streets and in shelters. Workshops (two hours, two times per week) cover a variety of topics related to outreach, including information/referral, advocacy, health, safety and violence issues.

UNIQUE/INNOVATIVE ASPECTS

The program produces two types of outputs. In addition to providing peer resources on the street and in drop-in centres, the outreach workers themselves benefit through the training and employment (although it is only part-time hours and modest pay). The development of skills and self-esteem has helped outreach workers to achieve greater success in securing permanent housing for themselves as well as in their employment efforts. Three of the participants have become board members and are active in community organizations. Following each semester (i.e. a three- to six-month funding period), participants meet to evaluate and plan for the next "semester."

SOURCE OF FUNDS

Various small grants from the city, the province and some foundations.

METHODS FOR REDUCING COSTS

Limit the time worked to four hours per person/week. The workers earn \$160 a month, the maximum permitted without jeopardizing their social assistance benefits. There is insufficient budget to hire longer-term workers or for more hours per week.

TOTAL BUDGET

Sporadic, depends on grants obtained. Currently seeking a grant of \$26,000 to cover three to four outreach workers for a period of six months.

CONTACT ORGANIZATION

Regent Park Community Health Centre

Name: Josie Ricciardi

Position: Co-ordinator, Community Health

Phone: (416) 364-2261 Fax: (416) 364-0822

CATEGORY: STREET OUTREACH

A.3

NAME OF INITIATIVE

S.H.A.R.E. (Self-Help And Resource Exchange)

LOCATION

Initially San Diego, now numerous locations.

YEAR ESTABLISHED

1983

OBJECTIVE

To provide food to homeless and poor households. S.H.A.R.E. was initiated by St. Vincent de Paul Village (H.3).

SIZE

S.H.A.R.E. Southern California works closely with over 300 churches, social agencies, civic groups, schools and senior centres to assist with food distribution to over 20,000 participants.

RESPONSIBLE AGENCY(IES)

Multiple agencies.

TARGET POPULATION

Poor and homeless individuals and families.

SERVICES PROVIDED

In exchange for payment of \$14 and two hours of volunteer service, participants receive a package of wholesome, nutritious food at a 50-percent savings. S.H.A.R.E. pools its resources to pass on the savings created by its buying power for food. Along with the food, people create strong communal relationships with teams working to improve their neighbourhoods and, in turn, their towns and cities. S.H.A.R.E.'s first food distribution, in May, 1983, was held in Jack Murphy Stadium (San Diego); food was distributed out of the backs of trucks to fewer than 7,500 people. However, during the next several years, S.H.A.R.E. experienced a dramatic growth, paralleling that of St. Vincent de Paul Village (H.3).

UNIQUE/INNOVATIVE ASPECTS

Self-help/voluntary aspects of program. There are 27 S.H.A.R.E. affiliates throughout the country, distributing a quarter of a million food packages — some 5,400 tons of food — every month. According to recent estimates, S.H.A.R.E. volunteers put in some 800,000 hours each month in 7,000 communities in 33 states throughout the U.S. In addition, S.H.A.R.E. has branches both in Mexico and Guatemala.

CONTACT ORGANIZATION

S.H.A.R.E. Southern California

Address: 3350 E St., San Diego, CA 92102, U.S.A.
Phone: (619) 687-1000 Fax: (619) 687-1010

SIMILAR INITIATIVES

As noted above under "Unique/Innovative Aspects."

CATEGORY: STREET OUTREACH

A.4

NAME OF INITIATIVE

Court Outreach Program

LOCATION

Ottawa, Ontario.

YEAR ESTABLISHED

1994

OBJECTIVE

To provide community support services for homeless people with serious mental health problems and problems with the law.

SIZE

150 homeless people helped so far; 50 percent successfully completed program.

RESPONSIBLE AGENCY(IES)

Provincial Crown Attorney's Office, Canadian Mental Health Association (CMHA), Regional Municipality of Ottawa-Carleton.

TARGET POPULATION

Homeless and at-risk adults experiencing serious mental health problems and in minor conflict with the law. Homeless people in conflict with the law who have been rejected by most local shelters and have exhausted their shelter alternatives.

SERVICES PROVIDED

The program seeks to provide shelter alternatives to prisons by diverting homeless persons from court to the appropriate services/resources and by sensitizing the criminal justice system to the needs of people who are homeless and in conflict with the law. The program operates out of an office located in the courthouse and includes counselling and referrals to appropriate social and health services, such as drug and alcohol rehabilitation and hospital intervention for medication needs. The Crown Attorney's Office, police and lawyers refer those homeless people who have been charged and convicted to the program. The homeless are released prior to sentencing on the condition that they participate in the program. Participants check into the program every two weeks for a period of three to six months.

UNIQUE/INNOVATIVE ASPECTS

Diversion of homeless persons from the legal system. Upon successful compliance with the terms of the conditional release and involvement with the program, any charges against the homeless participant are dropped.

SOURCES OF FUNDING

The Crown Attorney's Office funds the salaries of two full-time staff as well as the costs of transporting participants. CMHA provides funding for administrative overhead — staff includes one full-time worker and one summer student.

CONTACT ORGANIZATION

Canadian Mental Health Association (CMHA)

Name: Donna Petty

Position: Program Co-ordinator

Address: 1355 Bank St., Suite 402, Ottawa, ON K1H 8K7, Canada.

Phone: (613) 737-7791 Fax: (613) 7373-7644

CATEGORY: STREET OUTREACH

A.5

NAME OF INITIATIVE

Outreach Program

LOCATION

Suburban Ottawa, Ontario.

YEAR ESTABLISHED

1994

OBJECTIVE

Assist homeless families and individuals living in shelters to find affordable housing.

SIZE

139 clients served in 1994, 66 percent of whom were single-parent families.

RESPONSIBLE AGENCY(IES)

Housing Help, a non-profit community-based tenant rights advocacy organization.

TARGET POPULATION

Homeless families and individuals living in shelters outside the downtown core and facing barriers in accessing housing which are related to transportation, discrimination, communication, abuse or eviction.

SERVICES PROVIDED

The primary activity of the outreach caseworker is to provide caseworker services to homeless families at two west-end emergency shelters: a family shelter and a shelter for abused women and their children. In general, outreach services are provided to families and individuals who have been referred to the outreach worker by agencies, Housing Help staff or other individuals. The outreach worker either visits the clients or meets with them at Housing Help and assists them in identifying housing options and in developing short- and long-term housing plans. Other than housing searches, outreach services include advocacy work for shelter residents, providing general landlord and tenant information, and information and help with social service agencies, translation, help with moving and furniture delivery, and a follow-up to ensure the housing options remain permanent.

UNIQUE/INNOVATIVE ASPECTS

To facilitate this work, Housing Help has established partnerships with 10 other community agencies that serve the city's west end and suburbs.

SOURCE OF FUNDING

Ontario's Ministry of Housing provides funding for one full-time outreach worker and one half-time person responsible for scanning rental listings in newspapers as well as funding for operating expenses.

CONTACT ORGANIZATION

Housing Help

Name: Michael Wilson

Position: Executive Director

Address: 520 Bronson Ave., Ottawa, ON K1R 7Y9, Canada.

Phone: (613) 563-4532 Fax: (613) 563-8019

CATEGORY: STREET OUTREACH

A.6

NAME OF INITIATIVE

Streethhealth Coalition

LOCATION

Inner city, Ottawa, Ontario.

YEAR ESTABLISHED

1989

OBJECTIVE

To improve access to health and to health care for people who are homeless, unstably housed or who use the services of shelters and day programs.

SIZE

Close to 1,000 people were screened for health services in 1994.

RESPONSIBLE AGENCY(IES)

The Streethhealth Coalition is a community-based coalition of 27 organizations made up of local institutions, individuals and the formerly homeless, and providing a range of services including shelters, day programs, social services, outreach and health care.

TARGET POPULATION

The program is designed to address the absence of quality medical, dental, footcare and other forms of health care available to homeless or street-involved adult men and women, especially Native, Inuit and sight-disabled persons, and those who are HIV+ or who have tuberculosis.

SERVICES PROVIDED

Through its member organizations, the coalition provides a comprehensive range of health-related services. Some examples follow. (1) Improving communication and partnerships between organizations assisting the homeless. This allows many organizations to follow one person using the same plan, even when that person changes locations or institutions. (2) Advocacy on behalf of clients to improve access to safe shelter and appropriate treatment options and improve access to health insurance. (3) Support for the development of shelter options for clients with special health needs within the shelter system, including the establishment of convalescent care. (4) Prevention, treatment of active cases, education and contact-tracing for clients with tuberculosis. (5) Prevention, testing, education and care for clients who are HIV+. (6) Basic footcare education program offered at shelters, chiropody outreach program and shoe-boot collection drive. (7) A dental outreach program, which was recently established in partnership with the Regional Health Department.

Service delivery takes place using an outreach program where workers and volunteers are used as advocates. Primary care service, provided by nurses attached to each of the coalition's member organizations, is used as a backup to the outreach program.

UNIQUE/INNOVATIVE ASPECTS

Development of a coalition capable of economies of scale to facilitate comprehensive delivery of services with greater access to funding. Clients are increasingly relying on primary care services offered by the coalition and are using the hospitals for emergencies.

SOURCE OF FUNDING

The vast majority of funding is derived from in-kind contributions from member organizations. Secondary sources include fundraising undertaken by a volunteer, as well as donations.

METHODS FOR REDUCING COSTS

Speaking to church groups who then fundraise, and do sock, underwear and towel drives.

TOTAL BUDGET

1994-95, several hundred thousand dollars (not estimated).

CONTACT ORGANIZATION

Street Health Coalition, c/o Sandy Hill Community Centre

Name: Wendy Muckle

Position: Chairperson

Address: 221 Nelson St., Ottawa, ON K1M 1C7, Canada.

Phone: (613) 789-1500 ext. 2510 Fax: (613) 789-7962

SIMILAR INITIATIVES

Street Health, Toronto, Ontario (A.6).

CATEGORY B: EMERGENCY SHELTER

B.1 LONG TERM SERVICES FOR YOUTH, HALIFAX, NOVA SCOTIA.

B.2 NDINAWE, WINNIPEG, MANITOBA.

B.3 OUT OF THE COLD, TORONTO, ONTARIO.

CATEGORY: EMERGENCY SHELTER

B. I

NAME OF INITIATIVE

Long Term Services For Youth Association (LTSFYA)

LOCATION

Halifax, Nova Scotia.

YEAR ESTABLISHED

February, 1987, following a 1984 study addressing the rising concern about street youth. Supervised residence and follow-up counselling were the initial services. Independent apartments were added in 1992 and a drop-in crisis centre, Phoenix Centre and House, was initiated in 1994.

OBJECTIVE

LTSFYA focusses on the need to provide the appropriate support to enable youth to establish the skills, confidence and ability to live independently.

SIZE

In the first five months of operation, the drop-in centre recorded 1,724 contacts with youth; 165 youth have lived in Phoenix House with an average stay of 12 months; 33 youth have been involved in the apartment program; and 155 have used the follow-up program.

RESPONSIBLE AGENCY(IES)

LTSFYA is a community-based non-profit service agency providing long-term residential care, counselling and health services for at-risk youth.

TARGET POPULATION

Target group is youth at risk and homeless youth (aged 16-24).

SERVICES PROVIDED

LTSFYA delivers four programs. (1) Phoenix Centre for youth is a drop-in crisis resource centre providing 24-hour counselling. The centre provides a first exit off the street and a range of services including coffee/juice, shower and laundry, health care and counselling, emergency shelter referrals and assistance in finding long-term accommodation. (2) Phoenix House is a 10-bed supervised (24 hours) residence (three-month to two-year stays). It provides long-term care to youth aged 16-24 who have no safe place to live. (3) A supervised apartment program currently involving three independent living apartments (three youth plus a live-in counsellor). Two of the units are for males, and one is for females. (4) Follow-up counselling and advocacy for former residents to ensure that former residents have access to support and counselling services.

UNIQUE/INNOVATIVE ASPECTS

The LTSFYA has evolved from a residential shelter to a full continuum of services which have adapted in response to identified needs.

SOURCE OF FUNDS

Total operating budget is approximately \$750,000. The apartment units are rented while the long-term shelter was provided by a local foundation, so no capital or mortgage financing is involved. Two thirds of funding is provided through provincial and municipal social services, primarily in the form of a per diem covering room and board for youth residents. LTSFYA must raise the remaining one third of the budget (\$197,000) through its own fundraising efforts. Donations are sought from various church and service groups as well as foundations. The volunteer board as well as some 60 other active volunteers are involved in fundraising activities.

METHODS FOR REDUCING COSTS

One third of the budget is raised through fundraising activities, including canvassing for support from service associations and foundations.

TOTAL BUDGET

\$750,000 per year.

CONTACT ORGANIZATION

Long Term Services For Youth Association

Name: Linda Wilson

Position: Executive Director

Address: 6035 Coburg Rd., Halifax, NS B3H 1Y8, Canada.

Phone: (902) 420-0676 Fax: (902) 422-7656

SIMILAR INITIATIVES

Victoria Street Community Association (A.1).

CATEGORY: EMERGENCY SHELTER

B.2

NAME OF INITIATIVE

Ndinawe

LOCATION

Inner city, Winnipeg, Manitoba.

YEAR ESTABLISHED

Opened October, 1993.

OBJECTIVE

Ndinawe is an emergency shelter for runaway youth. Ndinawe provides emergency shelter and counselling to youth to assist them in dealing with life issues.

SIZE

The shelter has a capacity of 16 beds in a co-ed group home. Beds are relocated between male and female dorms to meet demand. In its first year of operation the shelter assisted some 300 youth.

RESPONSIBLE AGENCY(IES)

Ndinawe is a community-based, non-profit service agency.

TARGET POPULATION

Assists runaway youth using traditional Aboriginal healing approaches. Eligibility is not restricted to aboriginal youth; non-Aboriginals tend to account for approximately one fifth of residents.

SERVICES PROVIDED

Provides 24-hour supervised, short-term, emergency accommodation (one to three weeks) and counselling. Most youth have either left the family home or a Child and Family Services (CFS) placement (foster home or group home) and have been living on the street. Staff act as mediators with CFS to place youth back with family or back into youth placement system. A number of youth have returned three to six times indicating the need for a longer-term accommodation.

UNIQUE/INNOVATIVE ASPECTS

The program name is derived from the term, Ndinawemaaganag Endaawaar, which translates to "our relative's house" and reflects the Native culture of extended family — staff are seen as siblings or aunt/uncle. The program relies extensively on Aboriginal approaches, including sharing circles, talking circles and discussion with elders. It also tries to reconnect Aboriginal youth with Native traditions (placement homes may often be non-Aboriginal), including the sweat house and the pow wow. Non-Aboriginal youth are invited, but are not obligated, to join these traditional activities — and most do so enthusiastically.

SOURCE OF FUNDS

The shelter was assisted with a grant from a foundation to acquire and renovate an existing rooming home. Ongoing operating funding to cover staff costs as well as food and building operation are provided by Child and Family Services through the provincial social assistance budget.

CONTACT ORGANIZATION

Ndinawe

Name: Gwen Gosek

Position: Executive Director

Address: 370-372 Flora Ave., Winnipeg, MB R2W 2R5, Canada.

Phone: (204) 586-2566 Fax: (204) 589-4086

CATEGORY: EMERGENCY SHELTER

B.3

NAME OF INITIATIVE

Out of the Cold Program

LOCATION

Downtown Toronto, Ontario.

YEAR ESTABLISHED

1987

OBJECTIVE

To provide food and shelter on winter nights.

SIZE

Twenty-two churches in the City of Toronto provided over 30,000 person-nights of assistance over the 1994-95 winter. (This was a one-third increase over the previous winter and includes repeat visitors.) These are estimates as there is no formal registration.

RESPONSIBLE AGENCY(IES)

Local churches.

TARGET POPULATION

Street homeless and others in poverty.

SERVICES PROVIDED

Overnight shelter and warm meal. The program is very informal, initiated as a loose network of churches which has expanded through the efforts of the principal proponent of the initiative, Sister Susan Moran. The program runs through the winter months (October-March) when overnight temperatures in Toronto are almost always below freezing and can often be below -15°C. Increasingly, families in poverty have also come in for a warm meal, although they are not always homeless.

UNIQUE/INNOVATIVE ASPECTS

This is an unfunded informal network.

METHODS FOR REDUCING COSTS

Space is provided in churches at no cost. Food is donated or purchased by individual churches; 1,500 volunteers cook and serve meals.

CONTACT

Name: Sister Susan Moran
Phone: (416) 920-1056

CATEGORY C: TRANSITIONAL/SUPPORTIVE HOUSING

- C.1 CHESAPEAKE AREA RECOVERY COMMUNITIES, BALTIMORE, MARYLAND.**
- C.2 MAINSTAY RESIDENCE, WINNIPEG, MANITOBA.**
- C.3 HOPE COMMUNITY/HOPE DISCOVERY, OTTAWA, ONTARIO.**
- C.4 VOICE MAIL PILOT, TORONTO, ONTARIO.**
- C.5 HOUSING WITH DIGNITY, PHILADELPHIA, PENNSYLVANIA.**
- C.6 YESLER EARLY CHILDHOOD CENTER, SEATTLE, WASHINGTON.**
- C.7 NAZORG, ZWOLLE, NETHERLANDS.**

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.I

NAME OF INITIATIVE

Chesapeake Area Recovery Communities (CARC)

LOCATION

Baltimore, Maryland.

YEAR ESTABLISHED

1992

OBJECTIVE

To provide a supportive environment in which victims of substance abuse can recover and develop life and employment skills to achieve independence. CARC's motto is "if you give a person a fish you feed someone for a day; if you teach a person to fish, you feed someone for life."

SIZE

Current capacity in seven operating houses is 30 individuals with the expectation of a capacity of 75 by year-end. Of the six individuals housed/treated in first year, three are now living independently. From the second year, 17 are recovered and leading active lives.

RESPONSIBLE AGENCY(IES)

CARC is a non-profit organization assisting victims of substance abuse.

TARGET POPULATION

The target population is alcoholics and addicts, both male and female in the early stages of recovery from addictions. Individuals come from shelters, detox centres, courts and the street.

SERVICES PROVIDED

The focus of the program is on drug and alcohol addiction treatment through a structured home and concurrent construction skills development/employment training. A key part of the program is the acquisition and rehabilitation of houses, some of which are then occupied by CARC clients, while some are sold. The project director provides technical expertise in house construction, while clients are taught construction skills, beginning with basics, such as using a sledgehammer to knock out walls, and progressing through a full set of skills. Manual labour provides both skills and self-esteem to participants. It also occupies individuals, helping them overcome addiction problems. Residents must demonstrate their willingness to take responsibility for their rehabilitation during the 30-day intensive stay in a structured house. Some individuals who have severe mental disabilities are not accepted into the houses.

CARC houses have no on-site medical staff and, as such, are not legally considered to be treatment centres. These specialized services are provided from elsewhere in the community and come to the project as necessary. This avoids community care licensing requirements which typically generate NIMBY opposition. However, zoning authorities argue that these are group homes requiring zoning approval. From the structured house, participants move to a group house (Phase 2) and then into houses or apartments of their own (Phase 3). Phase 2 and 3 houses are run and managed by the residents. By the time they leave the third stage, residents are capable of leading an independent lifestyle and are expected to work, pursue educational opportunities and become involved in a community service program of their own choice.

UNIQUE/INNOVATIVE ASPECTS

Client involvement; development of revolving fund of capital through housing rehabilitation.

SOURCE OF FUNDS

Capital is obtained through renovation loans from various private sources. An initial loan was obtained from an individual and was used to purchase the first house. The house was rehabilitated and refinanced to pay off the loan. This approach has been replicated several times. One mechanism used to acquire a loan has been to sell low-income tax credits to individuals (individual gets both return on capital as well as a tax credit). Local businesses have been approached for loans/contributions on the basis that treated individuals will help to improve the community. Individuals in Stage 1 structured houses are paid \$120 per week of which \$60 is returned as rent and goes toward repaying construction loans and operating costs. As residents take on more responsibility their wages increase and they pay higher rents for more independent units. Low wage-cost allows the construction company to bid low on city housing rehabilitation work.

METHODS FOR REDUCING COSTS

Participants undertake much of construction/rehabilitation work themselves. To date no government funding or loans have been used.

CONTACT ORGANIZATION

Chesapeake Area Recovery Communities

Name: Chase Ridgley

Position: Project Director

Name: Greg Reynolds

Position: Public Relations

Address: 2612 N. Charles St., Baltimore, MD 21218, U.S.A.

Phone: (410) 235-2721 or 243-1380

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.2

NAME OF INITIATIVE

Mainstay Residence

LOCATION

Winnipeg, Manitoba.

YEAR ESTABLISHED

November, 1993.

OBJECTIVE

To provide supervised accommodation to individuals who are unable to function in the community and to assist these individuals to stabilize their lifestyles in order to arrange independent accommodation in the community.

SIZE

34-bed supervised room and board facility. Almost 90 percent of residents remain for fewer than five months.

RESPONSIBLE AGENCY(IES)

The Main Street Project.

TARGET POPULATION

Men and women who are largely disadvantaged, in personal distress, often chemically dependent and homeless.

SERVICES PROVIDED

The Main Street Project's Mainstay Residence replaces an aging and inadequate shelter facility of the Main Street Project. The residence provides accommodation, meals and a "dry" stable living environment on a short- or long-term basis. The residence operates on a 24-hour basis, seven days a week and is staffed by a manager and three shift supervisors; 24-hour supervision provides stability, security and continuity to residents who have various levels of functioning. A structured environment provides an opportunity for residents to learn and practice everyday life, social and sobriety skills. Residents are also provided with individualized assessment and counselling as well as referrals to appropriate social service agencies. Group meetings are held to provide residents with a forum to raise concerns and to encourage problem-solving, self-reliance and independence. Mainstay also offers organized recreational activities. Residents prepare a work plan of goals during intake/assessment which can range from successfully living independently in alternate accommodation to continuing to live long-term in the hostel when better alternatives are not available.

UNIQUE/INNOVATIVE ASPECTS

The Mainstay Residence is frequently viewed as a last resort since other agencies have been unwilling or unable to accommodate program participants.

SOURCE OF FUNDING

Grants from the City of Winnipeg and the United Way of Winnipeg cover staff costs; a per diem is charged to placing agencies (city and provincial welfare, public trustee or self) to cover costs of food, bedding and other client services and residential costs; a subsidy from Canada Mortgage and Housing Corporation and Manitoba Housing Corporation cover mortgage and other related costs.

TOTAL BUDGET

1994-95, \$67,478 operating costs, \$268,165 total expenses.

CONTACT ORGANIZATION

Main Street Project Inc.

Name: John Rodgers

Position: Executive Director

Address: 75 Martha St., Winnipeg, MB R3B 1A4, Canada.

Phone: (204) 982-8242

SIMILAR INITIATIVES

Vancouver Lookout (non-profit, much bigger); City of Vancouver Social Services Department Shelter for the hard-to-house.

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.3

NAME OF INITIATIVE

Hope Community/Hope Discovery

LOCATION

Downtown Ottawa, Ontario.

YEAR ESTABLISHED

1988-90

OBJECTIVE

To provide transitional/supportive housing for men and women who would otherwise be in emergency shelters and to assist individuals in finding their own level of independence through a range of carefully designed programs.

SIZE

In 1994, Hope Community served 63 men and 13 women who remained for an average of 7.3 months in the facility's 52 rooms. Hope Discovery has a total of 42 rooms and provided for 144 individuals who remained for an average period of 2.5 months.

RESPONSIBLE AGENCY(IES)

Shepherds of Good Hope

TARGET POPULATION

Hope Community targets the general shelter population, three quarters of whom are estimated to have a history of psychiatric disability; Hope Discovery targets single men and women with a history of drug and alcohol abuse. Both projects address the constraints to independent living. The Hope Community program addresses issues related to money management, medication management, personal hygiene, anger management and behavioural modification. Many of the Hope Discovery residents have recently come through drug or alcohol programs and need an atmosphere that is clean, safe and sober.

SERVICES PROVIDED

24-hour supervision and support customized to individual needs of clients. This can include helping with meals, room inspections on a daily basis or allowing people a maximum amount of independence. In the case of Hope Community, services include medication management for those needing to control psychiatric problems. Residents in the Hope Discovery program are encouraged to link up with existing support structures within the community, such as AA, NA, detox programs and longer-term programs. Residents are also encouraged to enter into a system of peer support.

UNIQUE/INNOVATIVE ASPECTS

Level of intervention is designed to match the needs of individual clients; hiring of staff who would not be hired by other non-profit agencies.

SOURCE OF FUNDING

Hope Community — Ministry of Health (\$60,000), Ministry of Community and Social Services (\$80,000), rental income (\$240,000), private donations (\$100,000-\$150,000). Hope Discovery — rental income (\$180,000), Trillium Foundation (\$20,000), private donations (\$50,000).

METHODS FOR REDUCING COSTS

There were practically no start-up costs, since buildings were leased as-is from a private owner rather than being newly constructed and alterations were carried out by in-house staff. Funding is primarily for staffing/maintenance. Staff are non-professionals with salaries ranging from \$7.50 to \$14/hour and are considered "difficult to supervise" by other organizations.

TOTAL BUDGET

1994-95, \$500,000 (Community); \$250,000 (Discovery).

CONTACT ORGANIZATION

Shepherds of Good Hope

Name: Luciano deLuca

Position: Co-ordinator

Address: 233 Murray St., Ottawa, ON K1N 5M9, Canada.

Phone: (613) 562-1453 Fax: (613) 789-0888

SIMILAR INITIATIVES

Options Bytown, Ottawa, Ontario. Not as heavily staffed but greater use of professionals.

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.4

NAME OF INITIATIVE

Voice Mail Pilot Project

LOCATION

Downtown Toronto, Ontario.

YEAR ESTABLISHED

October, 1994.

OBJECTIVE

To provide homeless men and women with reliable access to a telephone and the ability to receive messages.

SIZE

100 subscribers, 13 on waiting list.

RESPONSIBLE AGENCY(IES)

Central Neighbourhood House is a community-based multi-service agency in downtown Toronto.

TARGET POPULATION

Homeless men and women, and rooming house residents without access to a telephone.

SERVICES PROVIDED

Central Neighbourhood House offers a place where neighbours can meet neighbours in one of several social, recreational or educational programs. The program addresses problems of housing, health care, violence against women, quality of family and neighbourhood life. The Voice Mail Pilot Project makes voice mail available to 100 homeless and under-housed men and women who otherwise have no access to a phone or message service. This service helps many find and keep work as well as stay in touch with doctors, family and social services. The service is available 24 hours a day from any touch-tone phone.

UNIQUE/INNOVATIVE ASPECTS

The project was initiated following feedback from homeless community members and rooming house residents that not having access to a phone or message service was a significant obstacle to finding work, finding a place to live or maintaining important relationships in their lives.

SOURCE OF FUNDING

City of Toronto Homeless Initiatives, United Way of Greater Toronto, Ministry of Citizenship, JobsOntario — Community Action.

CONTACT ORGANIZATION

Central Neighbourhood House

Name: Ruth Mont

Address: 349 Ontario St., Toronto, ON M5A 2V8, Canada.

Phone: (416) 925-4363 Fax: (416) 925-1545

SIMILAR INITIATIVES

Pilot Voice Mail Project, Partnership for the Homeless/MFS Intelenet, Parsippany, New Jersey, USA; Community Voice Mail, Seattle, Washington; Community Technology Institute, Seattle, Washington; and 10 other projects across the U.S.A.

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.5

NAME OF INITIATIVE

Housing with Dignity

LOCATION

Downtown Philadelphia, Pennsylvania.

YEAR ESTABLISHED

1988

OBJECTIVE

Permanent housing for the homeless.

RESPONSIBLE AGENCY(IES)

Dignity Housing.

TARGET POPULATION

Homeless in Philadelphia, especially families with children.

SERVICES PROVIDED

Provides permanent housing, home-ownership opportunities, jobs, and social and health services. Offers clients access to a variety of programs and resources such as high school equivalency preparation, tutoring, literacy activities; workshops on child abuse prevention and family planning; support groups on tenant issues, women's issues, substance abuse, domestic violence. Youth programs include cultural and recreational activities for children up to age nine, and educational, cultural, and counselling services for youth aged 10-18. Emergency Assistance Fund provides emergency grants for child care, food, utilities, transportation and other basic needs. Education fund offers two \$500 scholarships to Dignity youth entering college.

UNIQUE/INNOVATIVE ASPECTS

Program initiated and designed by homeless people.

SOURCE OF FUNDING

Many agencies contribute to creation and maintenance of Dignity-owned units, including Philadelphia Housing Development Corp., Philadelphia Office of Services for Homeless Adults, Philadelphia County Assistance Office, Main Line Unitarian Church, Superior Moving Company, WPVI-TV and the United Way of Southeastern Pennsylvania.

CONTACT ORGANIZATION

Dignity Housing

Name: Alicia Christian

Position: Director

Address: 1340 East Washington Lane, Suite 2, Philadelphia, PA 19138, U.S.A.

Phone: (215) 224-9890

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.6

NAME OF INITIATIVE

Yesler Early Childhood Center

LOCATION

Downtown Seattle, Washington.

YEAR ESTABLISHED

1990

OBJECTIVE

To provide young children of homeless families with Head Start services and to allow parents to search for income and permanent accommodation.

SIZE

The program has a daily capacity of 18 children; 55-70 children participate each year. The high turnover of participants takes place because eligibility is limited to children of parents living in Seattle Emergency Housing temporary shelters. Residents of these shelters remain for six to eight weeks, although children of parents offered transitional housing are permitted to remain in the program.

RESPONSIBLE AGENCY(IES)

The program is a collaboration between Neighborhood House Head Start which provides classroom services, Seattle Emergency Housing Services, which provide family support services, and Health Care for the Homeless, which provides basic health care services.

TARGET POPULATION

Homeless children, aged 3-5, living with families who are residents of the Seattle Emergency Housing family shelter.

SERVICES PROVIDED

The centre began as a pilot project for families living in the Seattle Emergency Housing family shelter. The centre offers pre-kindergarten for children, aged 3-5, allowing parents to leave their children somewhere while they look for work. The program is offered eight hours a day, four days a week, 12 months a year. As families leave the housing component, the children are referred to an early childhood education and assistance program in their new neighbourhoods. The program also identifies serious medical and dental needs, provides two thirds of the child's daily nutritional needs and helps link families into the social service network of their new neighbourhoods when they are placed in interim or permanent housing.

UNIQUE/INNOVATIVE ASPECTS

Targeting the needs of the children of homeless families; partnership between a variety of service providers allows for cost savings.

SOURCE OF FUNDING

The program was originally funded by the State of Washington's Early Childhood Education and Assistance Program. Over the past few years, funding has also been provided by the federal Head Start program. Funding is administered by the City of Seattle which has designated the organization as a delegate agency of the city.

TOTAL BUDGET

The average cost to the agency for providing services to each child is approximately \$5,000 per year.

CONTACT ORGANIZATION

Neighborhood House Head Start (Umbrella of Neighbourhood House Organization Non-Profit Social Service Organization in Seattle).

Name: Frank Diemi

Position: Director

Address: 905 Spruce St., Seattle, WA 98104, U.S.A.

Phone: (206) 461-8456 Fax: (206) 461-3857

CATEGORY: TRANSITIONAL/SUPPORTIVE HOUSING

C.7

NAME OF INITIATIVE

Nazorg ("After-care")

LOCATION

Zwolle, eastern part of the Netherlands.

YEAR ESTABLISHED

April, 1994.

OBJECTIVE

The aim of the project is to improve the reintegration of clients of shelters into the community.

SIZE

Approximately 100 people have been moved to permanent housing from the community's three shelters.

RESPONSIBLE AGENCY(IES)

Netherlands Institute of Care and Welfare (Nederlands Instituut voor Zorgh en Welzijn-NIZW)

TARGET POPULATION

The program addresses the difficulty facing residents of shelters in making the transition from supported living to independent and permanent housing.

SERVICES PROVIDED

Assessment begins while participants are residing in the shelters in order to determine the level and nature of support required upon leaving the shelter. A partnership was developed with five local social service agencies which are responsible for the individual participants trying to make the transition to independent living. These agencies agreed to adapt the types of support offered to participants, including using outreach. These agencies are in communication with staff at the shelters who inform them when a participant has decided to leave the shelter. After a year of this program of offering support to people who leave the homeless shelters, participants have found it increasingly easy to leave the shelter and remain independent of the system.

UNIQUE/INNOVATIVE ASPECTS

The program methodology was developed on the basis of interviews with residents of local transitional shelters. The program involves a complete system of support with case management teams (nazorgteam). Zwolle and another two proposed locations should be an example for other towns to improve the reintegration of this difficult target group.

SOURCE OF FUNDING

The local government pays for six hours a week of social services staff to cover the expense of co-ordination between participants and the social service agencies. This amounts to about 25,000 guilders a year (about C\$38,000). The NIZW took the initiative related to program development, including initiating the program and establishing partnerships, and continues to support the program and mobilize stakeholders.

METHODS FOR REDUCING COSTS

All the agencies involved in the project have incorporated the program into their existing workload and have altered their methods to accommodate the program.

CONTACT ORGANIZATION

Nederlands Instituut voor Zorh en Welzijn (NIZW)

Name: Saskia Warme

Address: Catharijnesingel 47, Postbus 19152, Utrecht 3501, DD Netherlands.

Phone: (011) (30) 306-649 Fax: (011) (30) 319-641 E-mail:s.warmer@nizw.nl

SIMILAR INITIATIVES

Two similar pilot projects will be started in the fall in different cities.

CATEGORY D: PERMANENT HOUSING

- D.1 MEDEWIWIN Non-PROFIT HOUSING, VICTORIA, BRITISH COLUMBIA.**
- D.2 SINGLES HOUSING OPPORTUNITIES PROGRAM, TORONTO, ONTARIO.**
- D.3 PORTLAND HOTEL, VANCOUVER, BRITISH COLUMBIA.**
- D.4 CARRUTHERS ALUMNI/QUEEN MARY APARTMENTS, OTTAWA, ONTARIO.**
- D.5 L'ENTENTE (AGREEMENT), MONTREAL, QUEBEC.**
- D.6 THE WOMEN'S HOUSING COALITION, ALBUQUERQUE, NEW MEXICO.**

CATEGORY: PERMANENT HOUSING

D.1

NAME OF INITIATIVE

Medewiwin

LOCATION

Downtown Victoria, British Columbia.

YEAR ESTABLISHED

1993 (occupied January, 1994).

OBJECTIVE

To provide permanent housing and development of skills for independent living in a supportive environment for hard-to-house former homeless.

SIZE

16 self-contained bachelor units.

RESPONSIBLE AGENCY(IES)

Medewiwin was initiated by and is now operated by the Victoria Community Street Association (VSCA — A.1).

TARGET POPULATION

Target group is hard-to-house individuals and includes youth and adults, men and women and former street people with mental/physical disabilities. The supportive program involved a number of workshops on life skills, personal health, basic cooking, and how to seek and retain work.

SERVICES PROVIDED

Medewiwin is a non-profit housing project for the hard-to-house. Formerly a motel, the project was converted in 1993 to provide 16 self-contained bachelor units as well as a common kitchen and activity space. This is a supportive environment with one full-time manager/support person and a half-time support worker, both closely integrated with the VSCA. Residents participate in various counselling, skills and employment programs operated by the VSCA. As a former motel site, much of the property was a paved parking lot. Half this area was torn up by residents to provide garden space which was cultivated for the first time in 1994 and provided a rich harvest of fresh fruit and vegetables. While the produce is currently consumed by residents, there are plans to establish a roadside market stand on the property (it is on a main street).

UNIQUE/INNOVATIVE ASPECTS

Extensive involvement of street community in planning and development, and revenue generation. Conversion of a motel into a project for the homeless.

SOURCE OF FUNDS

Project development funding was provided by the B.C. Ministry of Housing, Recreation and Consumer Affairs. The motel was purchased and renovated through a grant from the ministry and is leased back to the project for \$1 a year. (This was an interim arrangement following the end of the federal-provincial non-profit program and development of the specifically targeted Homeless/At Risk Program under the Homes B.C. Initiative). An operating subsidy is available to cover project operating costs where these exceed rents. All residents are currently on social assistance and pay the shelter component of welfare to rent. (Any who move off welfare into employment will pay rent on a rent-geared-to-income basis based on 30 percent of income). The costs of support services are funded separately through the Ministry of Social Services.

METHODS FOR REDUCING COSTS

Residents deemed capable of taking on responsibilities are identified as resident managers. These individuals are assigned one day per month when they are assigned as the manager and are responsible for the daily running of the project. Residents participating in this program develop project management skills and receive a payment of \$50/month through funding provided by the Ministry of Health.

CONTACT ORGANIZATION

Medewiwin

Name: James Mullen

Position: Manager

Address: 360 Gorge Rd. E., Victoria, BC V8T 2W2, Canada.

Phone: (604) 480-5151 Fax: (604) 386-2313

SIMILAR INITIATIVES

With the exception of the conversion of the existing motel, Medewiwin is fairly typical of projects developed for the homeless under the former federal-provincial non-profit program, or under unilateral provincial programs. In almost all cases, housing budgets fund the housing operations while social, health and supportive services are provided by other ministries.

CATEGORY: PERMANENT HOUSING

D.2

NAME OF INITIATIVE

Singles Housing Opportunities Program (SHOP)

LOCATION

Various sites in Toronto, Ontario.

YEAR ESTABLISHED

Approved by city council in 1988.

OBJECTIVE

To facilitate housing alternatives for disadvantaged individuals living in temporary shelters or on the streets. To work in partnership with community housing groups to provide a supportive environment through housing opportunities, housing management and community development.

SIZE

Twenty-two SHOP projects have been developed and are managed by 13 different community sponsors. In total, these provide 136 units of permanent accommodation.

RESPONSIBLE AGENCY(IES)

SHOP is administered by the City of Toronto Housing Department with funding through the Ontario Ministry of Housing. The properties are owned by CityHome, a municipal non-profit housing corporation, and leased on a management contract to the sponsor society. These are typically community-based service/support organizations.

TARGET POPULATION

Former homeless individuals making transition from temporary shelters to independent living.

SERVICES PROVIDED

The City of Toronto and its housing corporation, CityHome, provide technical support to community housing organizations in acquiring and developing/rehabilitating housing for homeless individuals. Most units are located in scattered houses across the city or in clustered apartments. The houses are typically divided into shared apartments where a number of individuals share an apartment. Tenants have private bedrooms but may share a common living and dining area. The rehabilitation of the properties has, in most cases, involved a high level of resident participation in the design decisions. This has been found to be important in helping future residents (who would be living together) to develop a relationship prior to moving. Subsequently, ongoing support from the sponsor organization facilitates independence and self-sufficiency. The program's current focus is on diversifying its portfolio to accommodate changing households, as once independent residents may wish to live with a partner or, in some cases, be joined by children who have been separated from them.

UNIQUE/INNOVATIVE ASPECTS

The project emphasizes small groupings of individuals in integrated housing, emphasizing enhanced and participatory management that assists in achieving independence. A key aspect of the program is the participation of residents in the design and management of the properties.

SOURCE OF FUNDS

Capital funding is provided through a 100-percent insured mortgage through Canada Mortgage and Housing Corporation. The SHOP program is supported within the provincial non-profit housing program and provides ongoing operating subsidies over a 35-year period to cover the difference between operating costs and revenues from rents (based on 25 percent of income or the shelter component of social assistance). A program co-ordinator position is also funded by the City of Toronto.

CONTACT ORGANIZATION

City of Toronto Housing Department, Policy and Program Division

Name: Simon Liston

Position: SHOP Co-ordinator

Address: 20 Adelaide St. E., Toronto, ON M5C 2T6, Canada.

Phone: (416) 392-0602 Fax: (416) 392-0560

CATEGORY: PERMANENT HOUSING

D.3

NAME OF INITIATIVE

Portland Hotel

LOCATION

Downtown Vancouver, British Columbia.

YEAR ESTABLISHED

1991

OBJECTIVE

To ensure ongoing availability and adequacy of an existing rooming house hotel as permanent housing for at-risk residents of the City of Vancouver's downtown east side, particularly the hard-to-house population. The Portland Hotel was initiated as a pilot project to assess the feasibility of the non-profit management of the existing single-room occupancy (SRO) stock in which private interests were primarily concerned only with maintaining accommodation as a condition of retaining a hotel pub license.

SIZE

As renovated, the Portland Hotel provides 70 bedsitting units.

RESPONSIBLE AGENCY(IES)

Instigated by the Downtown Eastside Residents Association (DERA), the hotel is now operated by the Portland Hotel Society, a non-profit housing corporation.

TARGET POPULATION

Hard-to-house individuals living in the City of Vancouver's downtown east side.

SERVICES PROVIDED

The first floor of the six-storey building is occupied by a public lounge. DERA negotiated a management agreement with the hotel owners to undertake renovations (using a \$150,000 start-up grant from the province), lease the rooms at a fixed monthly rate over a five-year period (with an option to renew for a further five years), and manage the residential portion of the property, including provision of support services. The owners would continue to own the building and retain control and operation of the pub. The two parts of the property could not be legally separated (e.g. through strata title) since the pub license was based on its classification as a hotel. Under the city building bylaw, building renovations beyond 10 percent of the building value triggered a requirement to upgrade to minimum seismic requirements. Due to this cost limit the non-functioning elevator could not be replaced. Renovations included adding common kitchen facilities on each floor, installation of mini-fridges in each unit and the construction of a laundry and small office in the lobby. The hotel houses a high proportion of hard-to-house individuals — many dually diagnosed with mental illness and substance addiction. A supportive environment has evolved to include 24-hour supervision. An unstructured, responsive support environment is provided with nine full-time staff members, most trained in nursing or psychiatric care. Life skills and social skills are developed with the assistance of a life-skills co-ordinator.

UNIQUE/INNOVATIVE ASPECTS

The initiative was extremely low budget (only a \$150,000 grant to cover all renovations). This proved to be insufficient as the building now requires significant repair and has no resources. Due to poor state of physical repair, the Portland Hotel is to be replaced by a new structure funded by the provincial non-profit housing program (which includes a homeless and at-risk component — the only such program in Canada). This will provide a new building with 74 units. The existing hotel will revert to its former private SRO status.

SOURCE OF FUNDS

A \$150,000 capital renovation grant was provided by the Ministry of Social Services and Housing. Originally, as a condition of the capital grant, no ongoing funding from the Ministry of Social Service was provided. Residents pay the shelter component of social assistance (\$325) as rent and this was intended to cover management costs. This has proven impractical and funding is now provided by the Ministry of Social Services to support staffing.

METHODS FOR REDUCING COSTS

As a pilot, costs were to be minimized. However, the age of the structure and unanticipated needs of tenants have proven this to have been inadequate.

TOTAL BUDGET

1992 operating budget was \$519,000.; rent revenues covered \$260,000; staff salaries were supported through subsidies from the (provincially funded) Greater Vancouver Mental Health Services Society and the Ministry of Health.

CONTACT ORGANIZATION

The Portland Hotel Society

Name: Liz Evans/Mark Townsend

Address: 412 Carrall St., Vancouver, BC, V6B 2J7, Canada.

Phone: (604) 683-0073 Fax: (604) 683-6653

SIMILAR INITIATIVES

Other SRO hotels were investigated for similar management agreements. More detailed physical inspections, however, revealed renovation costs to render projects unfeasible.

CATEGORY: PERMANENT HOUSING

D.4

NAME OF INITIATIVE

Carruthers and Queen Mary Alumni Apartments

LOCATION

Downtown Ottawa, Ontario.

YEAR ESTABLISHED

Carruthers was established in 1993, Queen Mary in 1994.

OBJECTIVE

To provide safe, affordable housing to young adults (aged 16-24) experiencing significant difficulties, in order to allow them to realize personal and professional goals.

SIZE

19 units (Carruthers) and 24 units (Queen Mary)

RESPONSIBLE AGENCY(IES)

Youth Services Bureau of Ottawa-Carleton Non-Profit Housing Corporation.

TARGET POPULATION

Young adults (aged 16-24) and single parents. Participants are struggling with the effects of poverty, family dysfunction, histories of abuse, substance abuse, criminal activity, low self-esteem, and limited coping skills and resources. Participants demonstrated that, with some support from the Bureau and their peers, they could successfully adjust to independent living and experience a sense of community.

SERVICES PROVIDED

Young people were consulted extensively on building features that had created difficulty for them in other living situations. The resulting recommendations, particularly in the area of safety features, have been incorporated into the building design of the two apartment projects. Although classified as long-term housing, residents are encouraged to view their accommodation as a stepping stone toward total independence and toward the pursuit of their personal, educational and vocational goals. Residents have access to the range of support services offered at the Youth Services Bureau and are provided with referrals to other community services that better meet the needs identified. A team of four staff are dedicated to the provision of support to the tenants in the form of counselling, drop-in, life skills training and advocacy. Considerable time and energy are devoted to supporting the development and maintenance of strong tenants' associations within each building. Through projects, leisure, recreational and social activities, residents are provided with the opportunity to build a sense of community with their peers, to promote mutual support, networking and reduce isolation. Two additional projects are proposed which will also reflect the changing needs of residents.

UNIQUE/INNOVATIVE ASPECTS

Program design relies heavily on consultation with youth participants.

SOURCE OF FUNDING

Ministry of Housing funds capital and operating costs (\$164,437 for Carruthers and \$256,127 for Queen Mary). Staff support services are funded through the Ministry of Community and Social Services (\$27,464 and \$36,785 respectively).

TOTAL BUDGET

1994-95, \$191,901 (Carruthers), \$292,912 (Queen Mary).

CONTACT ORGANIZATION

Youth Services Bureau of Ottawa-Carleton Non-Profit Housing Corporation

Name: Judy Perley

Position: Director, Housing and Alumni Services

Address: 1338¹/₂ Wellington St., Ottawa, ON K1Y 3B7, Canada.

Phone: (613) 729-1000 Fax: (613) 729-1918

CATEGORY: PERMANENT HOUSING

D.5

NAME OF INITIATIVE

L'Entente (The Agreement)

LOCATION

Downtown, west end, Montreal, Quebec.

YEAR ESTABLISHED

November, 1989.

OBJECTIVE

To enable people who do not have a fixed address to gain access to social assistance

SIZE

350 participants at Project Genesis in 1994, 500-600 expected this year.

RESPONSIBLE AGENCY(IES)

Project Genesis, Face à Face.

TARGET POPULATION

Individuals without a fixed address and wishing to apply for social assistance.

SERVICES PROVIDED

Following agreements with the City of Montreal in 1989 and 1990, respectively, Project Genesis and Face à Face permit individuals to use their community organizations as a fixed address in order to collect social assistance payments. Individuals use the community organizations on a drop-in basis, where they complete a social assistance application form and are provided with advice on apartment hunting and referrals to appropriate housing agencies. Welfare cheques are collected at the community organizations at the end of the month. A second cheque can be collected the following month if the participant has been unable to secure a fixed address.

UNIQUE/INNOVATIVE ASPECTS

Low cost response to the dilemma facing individuals without a fixed address who require welfare cheques. Without a fixed address, individuals are generally ineligible for social assistance.

SOURCE OF FUNDING

No costs attached to the program.

CONTACT ORGANIZATION

Project Genesis

Name: Marcie Klein

Position: Co-ordinator of Individual Services

Address: 5940 Victoria Ave., Montreal, PQ H3W 2R8, Canada.

Phone: (514) 738-2036 Fax: (514) 738-6385

SIMILAR INITIATIVES

Shelters in Montreal have similar agreements with the city but with certain conditions.

CATEGORY: PERMANENT HOUSING

D.6

NAME OF INITIATIVE

Women's Housing Coalition

LOCATION

Albuquerque, New Mexico.

YEAR ESTABLISHED

1988

OBJECTIVE

To assist motivated homeless and low-income single mothers in becoming self-sufficient.

SIZE

69 units; 28 clients (each client has an average of two children).

RESPONSIBLE AGENCY(IES)

The Women's Housing Coalition, a private non-profit organization.

TARGET POPULATION

Homeless and low-income single mothers requiring job readiness, self-development, education and training.

SERVICES PROVIDED

Affordable housing, training in basic property maintenance, self-development workshops, goal setting, case management and referrals to community social services.

UNIQUE/INNOVATIVE ASPECTS

Some properties have been acquired through the Resolution Trust Corporation (RTC) and house non-clients as well as clients, as per RTC's purchase agreement.

SOURCE OF FUNDING

Private foundations, corporations and individuals. A federal grant currently funds the Basic Property Maintenance Training Program. The Women's Housing Coalition charges below-market rate rent to each client and rents some units to non-program low-income tenants as per the Resolution Trust Corporation's purchase agreement.

METHODS FOR REDUCING COSTS

Leasing properties from the department of Housing and Urban Development; purchasing properties at a reduced rate from the Resolution Trust Corporation; purchasing properties by obtaining private low-interest loans; utilizing the services of volunteers, including two full-time volunteers from the Volunteers in Service to America program; soliciting donations; and fundraising events.

TOTAL BUDGET

\$397,000

CONTACT ORGANIZATION

The Women's Housing Coalition

Name: Angie Ludi

Position: Executive Director

Address: 2626 San Pedro NE, Suite I, Albuquerque, NM 87110, U.S.A.

Phone: (505) 884-8856 Fax: (505) 884-6728

CATEGORY E: RURAL RESPONSE

- E.1 PROJECT RECOVER, GLENWOOD, OREGON.**
- E.2 SETON HOUSE, CASPER, WYOMING.**
- E.3 SAILAVIQ CENTRE, IQALUIT, NORTHWEST TERRITORIES.**
- E.4 CENTRAL VERMONT COMMUNITY LAND TRUST, MONTPELIER REGION, VERMONT.**

CATEGORY: RURAL RESPONSE

E.1

NAME OF INITIATIVE

Project Recover: Okios Village

LOCATION

Glenwood, Oregon (between Eugene and Springfield), an unincorporated area that has long been recognized as an established homeless camping area. Okios Village will be the urban and logistical hub for other rural or remote temporary, low-impact, integrative communities.

YEAR ESTABLISHED

1993; expects to be operational with a minimum shelter camp by November, 1995.

OBJECTIVE

To develop a self-supporting minimum shelter community/safe haven (similar to a budget KOA campsite) to serve the increasing population of rural homeless that tends to live in campgrounds and state/national parks. Many homeless depend upon rural or remote areas on national and state forest and park land to escape harassment by urban authorities, and where they are able to subsist on meagre resources like food stamps and small quantities of cash. Project Recover's goal is to become as nearly as possible to self-supporting. For the past two years, it has organized homeless individuals and provided training in co-operation with the Oregon Department of Fish and Wildlife (ODFW) and undertaken stream and river surveys. Project Recover (PR) is currently working with the ODFW to develop a restoration strategy for the Mohawk watershed. PR expects that, as it proceeds, it will develop contracts to undertake various ecosystem restoration projects and compensated work therapy programs in conjunction with local veterans' organizations and veterans' industries.

SIZE

Site is 16 acres. One acre is paved, another is occupied by a 24,000-square-foot structure. The capacity of site when developed will range from 60 persons/day to 300 persons/day, with 150 persons/day being the preferred alternative at this time.

RESPONSIBLE AGENCY(IES)

Project Recover was initiated by three formerly homeless veterans.

TARGET POPULATION

People who are homeless and financially distressed with additional resources available for veterans.

SERVICES PROVIDED

Residents will live in tents, vehicles, or constructed modular structures. Those wishing to build will be assisted, with available resources, in the construction of modest homes which, in one alternative, could be relocated to more remote temporary (six months to five years) communities which PR hopes to develop in rural areas where PR will assist in the development of ecological restoration projects and contracts, and building of an end-product forest management strategy. Construction projects will meet as high a standard as is feasible, e.g. there will be no shipping pallets covered with plastic. In addition to the minimum shelter community, which will maintain a strict drug- and alcohol-free policy, the program will provide a day access/service centre to anyone in need, an industrial kitchen for Food for Lane County's Food Rescue Express program (Oregon Food Bank), compensated work therapy, educational programs, child care, and office/administration.

UNIQUE/INNOVATIVE ASPECTS OF INITIATIVE

Project anticipates operation on a self-sufficient basis after capital costs, and simultaneously addresses several of area/region's highest priority needs — homelessness/housing, rural economic development/diversification, and watershed/forest ecosystem restoration.

SOURCE OF FUNDS

Capital budget is \$2.5 million (\$1.95 million for land; \$250,00 for capital improvements). Approximately half of the capital cost is being raised through private donations. The project has applied for Veterans' Affairs and HUD grants for the remainder.

METHODS FOR REDUCING COSTS

Project has gained support from the community (Eugene/Springfield and Lane County) and has personal commitments (not written commitments) from a broad variety of trades and professional people. Also, donations of some equipment (especially for the kitchen and day access centre) from local and regional manufacturers and distributors, whom organizers know, are expected. At this point, legal services, real estate commissions, and engineering fees have been donated or given at a reduced rate (at least the preliminaries), even though Project Recover is not able to offer tax deductibility until it receives Section 501(3)(c) status from the Internal Revenue Service.

TOTAL BUDGET

Assuming capital funds are all raised and no debt service remains, total operating costs for the alternative outlined above will be \$250,000/year. This does not include approximately \$165,000/year in wages that will be supported through revenue-generating contracts and serve as compensated work therapy programs. As of July 14, 1995, there are eight alternatives to the basic outline provided above. Outcomes will depend upon timing of funds' availability and status of real estate negotiations.

CONTACT ORGANIZATION

Project Recover

Name: Tom Musselwhite

Address: PO Box 3789, Eugene, Oregon 97403, U.S.A.

Phone: (503) 344-2363 Fax: (503) 485-025 E-mail: hac@efn.org

CATEGORY: RURAL RESPONSE

E.2

NAME OF INITIATIVE

Seton House

LOCATION

Casper, Wyoming (about 50,000 population).

YEAR ESTABLISHED

1990

OBJECTIVE

To assist homeless single parent families and their children toward self-sufficiency.

SIZE

Seven families are currently housed, but will be expanding to 11 in the summer of 1995.

RESPONSIBLE AGENCY(IES)

Originally established through the Brothers of the Holy Cross, but no longer associated with the Catholic Church in order to receive other funding. Seton House is incorporated as a non-profit organization.

TARGET POPULATION

Target is homeless single-parent families. However, pregnant mothers and parents with children in foster care working towards reunification are also accepted.

SERVICES PROVIDED

Shelter — individual apartments; families stay from a few days to as long as nine months; food, clothing, case management, transportation, minimal child care. Counselling related to life skills, parenting, alcohol and drug, health issues and ceramics. The program is co-ordinated with other agencies such as the Safe House for battered women, the homeless clinic, Central Wyoming Mission, so as not to duplicate services. Many of the program's families move into low-income housing when available (after three to four months, on average). The centre continues to be a resource centre for ex-residents who are encouraged to return for visits with both staff and other residents. In this way, the centre provides support, information, referrals and a social atmosphere to assist them as they continue to become self-sufficient.

UNIQUE/INNOVATIVE ASPECTS

This shelter is the first and only one of its kind in Wyoming.

SOURCE OF FUNDS

Funding is from the United Way; federal; private foundations; and private local individuals.

CONTACT ORGANIZATION

Seton House

Name: Susan Kates-Doyle, M.S.

Position: Shelter Director

Address: 324 E.H., Casper, Wyoming 82601, U.S.A.

Phone: (307) 234 9111 E-mail: Phugsley@aol.com

CATEGORY: RURAL RESPONSE

E.3

NAME OF INITIATIVE

Sailivik Centre Soup Kitchen/HIV/AIDS Outreach Program

LOCATION

Iqaluit, Northwest Territories.

YEAR ESTABLISHED

1994

OBJECTIVE

To enhance life skills and promote independent living among unemployed and homeless residents of Iqaluit.

RESPONSIBLE AGENCY(IES)

Canadian Mental Health Association (CMHA).

TARGET POPULATION

The program is a response to the recognition that some of the existing educational, counselling and support facilities are either not accessible, not appropriate or are too intimidating for unemployed males, single mothers and street youth who require community support. All Sailivik Centre activities are, therefore, offered in a grassroots environment.

SERVICES PROVIDED

Since it was founded in 1989, the CMHA Baffin Branch has provided grassroots support to address mental health issues in Iqaluit. The CMHA rented a building from the Anglican Church which has become known as the Sailivik Centre. The Centre houses the CMHA's Baffin branch office, the soup kitchen, meeting rooms and several other community facilities. The people using the soup kitchen facilities have begun to work as volunteers. The program has brought about a sense of community involvement and awareness, with the community providing generous donations of food and individuals going out hunting for caribou to be donated to the soup kitchen. Extensive renovations to the kitchen were carried out in 1995. The plans are for the soup kitchen to begin providing classes for street youth and welfare recipients in home economics, nutrition and budgeting. Fundraising activities will be undertaken to establish a community food bank. In addition, a newsletter will be developed. The HIV/AIDS Outreach Program raises awareness and promotes prevention through videos, questionnaires, pamphlets, posters and community workshops to adult and youth groups in the community. The program has also promoted awareness by involving the community in the Global AIDS Vigil Memorial Service, and two quilt projects for Iqaluit residents who have died from AIDS. An adult HIV/AIDS outreach worker, operating out of the Sailivik Centre, provides education on HIV and AIDS in local liquor establishments, homeless and women's shelters, and gambling homes. A youth outreach worker works with homeless and neglected youth, school drop-outs, young offenders and residents of half-way homes.

UNIQUE/INNOVATIVE ASPECTS

Community mobilization aspect. Grassroots approach to service delivery. One of few initiatives addressing homelessness in the North.

SOURCE OF FUNDING

The Kitchen relies mainly on donations from the community and local businesses, and on the use of volunteer staff. Funding from the Community Wellness Program was provided to upgrade the kitchen facilities. The HIV/AIDS program salary is funded by Health and Welfare Canada.

CONTACT ORGANIZATION

CMHA Baffin Branch, Soup Kitchen Committee

Name: Markus Wilke

Position: Secretary Treasurer

Address: PO Box 1492, Iqaluit, NW X0A 0H0, Canada.

Phone: (819) 979-5306 Fax: (819) 979-4830

CATEGORY: RURAL RESPONSE

E.4

NAME OF INITIATIVE

Central Vermont Community Land Trust (CVCLT)

LOCATION

Barre-Montpelier Region, Vermont.

YEAR ESTABLISHED

1988

OBJECTIVE

Retain the affordable housing stock in the Barre-Montpelier region through several programs.

SIZE

21 low-income housing units in Montpelier, 60 individual projects in Barre.

RESPONSIBLE AGENCY(IES)

CVCLT in co-operation with Barre Neighborhood Housing Services.

TARGET POPULATION

Targets assistance to special populations, including rural seniors.

SERVICES PROVIDED

In Montpelier, CVCLT acquired, rehabilitated and now manages 21 units of low-income housing in three buildings. Eight of these units are reserved for occupancy by clients of Washington County Mental Health Services. The Mental Health Services office provides referrals, support services and rental subsidies. In co-operation with Barre Neighborhood Housing Services, which supplies acquisition financing, CVCLT has acquired 20 individual projects and has 40 more under contract since January, 1988. CVCLT also maintains a rental duplex in Barre for persons waiting to buy housing. CVCLT sells some low-cost properties, but retains a 99-year ground rent and controls much of the resale of such properties. The Shared Housing for Rural Elders Program helps low-income elderly retain and live on their properties, sharing housing with others and preventing future development of the land. Title passes to CVCLT upon death.

UNIQUE/INNOVATIVE ASPECTS

A community land trust used to provide affordable housing.

SOURCE OF FUNDING

State of Vermont and federal government.

TOTAL BUDGET

1989-90, \$833,700 (\$158,00 in McKinney Act funding).

CONTACT ORGANIZATION

Central Vermont Community Land Trust (CVCLT)

Name: Rick DeAngelis

Position: Director

Address: 90 Washington St., Barre, VT 05641, U.S.A.

Phone: (802) 476-8811

CATEGORY F: COMMUNITY DEVELOPMENT/ENTERPRISE

- F.1 HARD TIMES CAFE, HARRISON, MICHIGAN.**
- F.2 DOWNTOWN WOMEN’S PROJECT, VICTORIA, BRITISH COLUMBIA.**
- F.3 RIDEAU STREET YOUTH INITIATIVE, OTTAWA, ONTARIO.**
- F.4 HOSPITALITY HOUSE, SAN FRANCISCO, CALIFORNIA.**
- F.5 TRINITY HOUSING /THIRD AN’ EATS, WASHINGTON, D.C.**
- F.6 YOUTH BUILD PROGRAM, HARLEM, NEW YORK CITY, NEW YORK.**
- F.7 DOWNTOWN SAFE AND CLEAN, PORTLAND, OREGON.**
- F.8 JOB TRAINING PARTNERSHIP, SALT LAKE CITY, UTAH.**

NAME OF INITIATIVE

Hard Times Cafe

LOCATION

Harrison, Michigan (county population 28,000).

YEAR ESTABLISHED

November, 1991, shortly after the state eliminated general assistance.

OBJECTIVE

The Hard Times Cafe (HTC) helps disadvantaged people work together to meet immediate needs while developing skills, motivation and opportunities to become self-sufficient.

SIZE

Between November, 1991 and February, 1995, 467 patrons have visited the Hard Times Cafe. Almost all have demonstrated improvement in some aspect of their lives. Over 7,800 meals have been served (the "cafe" is not a full-time enterprise — meals are served only during the weekly meeting, Thursday evenings); 40,777 hours of community work have been performed and patrons have earned 245,535 "hard times dollars" — these can be exchanged for vouchers to purchase necessities such as housing, utilities, transportation, food and medical needs. Patrons have reported finding 180 jobs and 100 have returned to school.

RESPONSIBLE AGENCY(IES)

The Hard Times Cafe is supported by two Clare County staff and run by a board of trustees (nine elected patrons and nine from the community). It is currently seeking to incorporate under Section 501(3)(c) in order to gain access to charitable donations.

TARGET POPULATION

Patrons of the Hard Times Cafe include welfare recipients, long-term unemployed, mentally ill, developmentally disabled, and homeless persons, as well as low-income families and others who experience hard times. Many of the patrons are at risk of homelessness.

SERVICES PROVIDED

The HTC meets once a week to serve a meal and provide information about how to get food, shelter, jobs, clothing and medical help, and to plan community service activities. Patrons develop thinking, planning and organizing skills during discussions at the weekly meetings. Patron co-ordinators learn organizational and management skills while carrying out administrative tasks. Patron elders develop leadership and problem-solving skills while providing structure and direction to the program. At the Hard Times Cafe, patrons have full authority for all structures and activities of the program. All decisions are made by consensus. Patrons earn Points of Improvement (POI) for performing community service. The POI can then be exchanged either for vouchers or in the Hard Times Store, stocked with donations from the community. The vouchers can be used to pay for food or other services in the Community (however the budget is very small, approximately \$11,000 per year). Patrons are involved in a wide range of community service activities including carpentry work, maintenance, painting, sewing, operating looms, retail operation, wood cutting, tree planting, gardening, truck driving, dock work, janitorial, and food preparation, among others. Work sites include a YMCA camp, a community action agency, a non-profit used clothing store, crossing guards, the County Road Commission, a girl scout camp, Habitat for Humanity and the Clare County Animal Shelter.

UNIQUE/INNOVATIVE ASPECTS

Voluntary and self-help. Patron co-ordinators are responsible for day-to-day operations such as record keeping, computer systems, emergency needs and work site management. The 24-member Patron Co-ordinator Team has administrative responsibility for the program. The Board of Trustees, comprising the nine elders and up to nine community members, has legal authority for the corporation. Any elder, co-ordinator or board decision can be overturned by a vote of the patrons.

SOURCE OF FUNDS

Funding has been provided by the Campaign for Human Development of the Saginaw Diocese, area churches, community donations and patron-run fundraising events. Over 70 local businesses have contributed to the program. County staff serve as advisors but have no direct authority.

METHODS FOR REDUCING COSTS

Over 100 volunteers have assisted the Hard Times Cafe in preparing the weekly meal, acting as "coaches" and trainers, and assisting in administrative tasks.

TOTAL BUDGET

Approximately \$11,000/year, excluding staff time of two county staff.

CONTACT ORGANIZATION

Clare County Department of Social Services

Name: Bob VanOosterhout

Position: Psychologist

Name: Gretchen Wilbur

Position: Volunteer Services Co-ordinator

Address: P.O. Box 469, Harrison, Michigan 48625, U.S.A.

Phone: (517) 539-4258 Fax: (517) 539-5302

NAME OF INITIATIVE

Downtown Women's Project

LOCATION

Downtown Victoria, British Columbia.

YEAR ESTABLISHED

January, 1994.

OBJECTIVE

To build and operate an emergency shelter for homeless women, address long-term housing needs of homeless women and provide construction skills to formerly homeless women.

SIZE

The shelter, which is currently under construction, will have 15 beds and a drop-in centre; the long-term facility will include 10 bachelor units and five double-sized bachelor units with a shared kitchen and separate entrances to a hallway to accommodate 20 women. There are currently 11 ex-street women involved in the construction phase.

RESPONSIBLE AGENCY(IES)

Greater Victoria Women's Shelter Society. Initial consultation process involved the City of Victoria.

TARGET POPULATION

The program is designed to meet the needs of homeless and at-risk women identified as the target group during a series of public meetings. Needs identified include shelter and support, access to training and employment, upgrading life skills, counselling, safety and meeting basic physical needs. The construction of the project involves women who are currently receiving social assistance and have a history of at-risk behaviour, but are no longer homeless.

SERVICES PROVIDED

The program currently offers training in construction and relevant work experience. A room has been rented at the Y where counselling, advocacy, and life-skills training related to communication, anger management, conflict resolution, budget management and math tutoring are offered. Referrals are provided for sexual abuse and substance abuse counselling. When the building is completed, these support services will be moved to the shelter, where housing and food, access to laundry facilities, and a drop-in centre will be provided. Completion of the shelter is planned by year's end.

UNIQUE/INNOVATIVE ASPECTS

Participant involvement in program design and implementation. Application of alternative design for "double-bachelor" apartment.

SOURCE OF FUNDING

The City of Victoria provided \$65,000 in start-up funding. The training component is funded by the Provincial Ministry of Skills, Training and Labour, while building and construction costs are funded by the Ministry of Social Services and B.C. 21, a capital works program of the Employment and Investment Ministry. Operating costs will be met by the Ministry of Social Services and various non-profit social service agencies. Funding is also provided by the Ministry of the Attorney General, Ministry of Health, and Secretary of State Canada. The Regional District Public Health Office has agreed to provide staff for four hours a week.

METHODS FOR REDUCING COSTS

Intensive community support through donations, discounts of building materials and volunteer tradespeople.
A 60-year lease on the land was acquired from the provincial government for \$1 per annum.

TOTAL BUDGET

1995, \$1.5 million plus operating costs of \$300,000-\$400,000.

CONTACT ORGANIZATION

Downtown Women's Project

Name: Janet Rabinovitch

Position: Co-ordinator

Address: 809 Burdett St., Victoria, BC V8W 1K8, Canada.

Phone: (604) 480-1408 Fax: (604) 480-1548

SIMILAR INITIATIVES

Vancouver Downtown Eastside Women's Centre, The Bridge Project for Women, Vancouver; The Homeless Women's Project and Women's Initiative for Self-Employment, San Francisco, California.

NAME OF INITIATIVE

Rideau Street Youth Enterprises (RSYE)

LOCATION

Inner city, Ottawa, Ontario.

YEAR ESTABLISHED

Begun in May, 1993, through a partnership of the local ward councillor, local businesses, social services agencies and street youth, with the active involvement of police and local residents.

OBJECTIVE

The purpose of RSYE is to help street youth build the capacity to take charge of their own lives.

SIZE

Approximately 265 street youth were involved in the Job Bank in 1994 and 70 street youth were involved in the arts and crafts program.

RESPONSIBLE AGENCY(IES)

A board of directors, which includes representation from businesses and social agencies, provides overall direction to the activities of Rideau Street Youth Enterprises.

TARGET POPULATION

The focus is on homeless youth, aged 24 years and under, living in downtown Ottawa, estimated to number between 200 and 250. The specific needs to be addressed by RSYE were identified by street youth during a consultation held in May, 1993.

SERVICES PROVIDED

RSYE helps youth move away from life on the street through programs that assist them to enter the work force or pursue their education. The Rideau Street Youth Initiative (RSYI) provides shorter-term responses to help street youth address some of their immediate needs, provides an opportunity for youth to develop leadership skills and skills in areas which matter to them, and gives them a chance to play an active part in the changes which are occurring in that part of the city. The initiative operates from 9 a.m. to 7 p.m., Monday to Friday. Through the RSYI, street youth have the opportunity to participate in the organization of a number of activities and projects, including the development and publication of a street newsletter, *The Voice*; a daily job bank which provides temporary employment with local businesses; the development of skills in the area of arts/crafts/theatre/music; and, the organization of special events such as a summer music night. While RSYI is not a counselling program, staff are able to make quick referrals to relevant programs if the youth are in crisis or require specialized help. Social services agencies provide a variety of support services, such as counselling, emergency food and shelter, advocacy, life-skills training and health services, and assist in the process of reintegration. The links with these other organizations are facilitated by the board of directors.

NoSort Recycling began in May, 1994, as a federally supported pilot project and currently employs 13 street youth on a full-time basis for six months. The program is oriented to providing longer-term solutions for street youth by demanding a six-month commitment toward the development of skills and education. Participants get off welfare during the program, and commit to six months of full-time employment and returning to school. Toward the end of the program, participants develop a career plan. Upon successful completion of the program, participants are provided with a \$2,000 voucher which is used toward either returning to school or starting up a small business. The initiative offers a recycling service tailored to the needs of local businesses. Revenue is generated in two ways: (1) through approximately 200 contracts with local businesses to pick up recyclable garbage; and (2) through the sale of recycled products to a local waste management company. The long-term objective is to make NoSort Recycling into a self-supporting business.

UNIQUE/INNOVATIVE ASPECTS

Multi-stakeholder partnership; involvement of participants in problem identification; development of a comprehensive range of solutions to address the needs of street youth, including income generation for street youth.

SOURCE OF FUNDING

RSYE originally received \$15,000 in start-up grants for a demonstration project from local businesses. Funding for RSYI is now provided by the District Health Council, Regional Social Services, Trillium Foundation and JobLink Ontario. Funding for NoSort Recycling is provided by the federal government through Youth Services Canada. Job Bank revenues and sale of arts and crafts products from RSYI will amount to \$45,000 in 1995. Revenues from the collection and sale of recycled garbage through the NoSort Recycling initiative will total at least \$78,000 in 1995.

METHODS FOR REDUCING COSTS

Revenue generation.

TOTAL BUDGET

1995, \$143,000 (RSYI), including \$73,000 for staff salaries and \$30,000 for participant wages; \$295,000 (NoSort), including \$208,000 for staff and youth wages.

CONTACT ORGANIZATION

Rideau Street Youth Enterprises (RSYE)

Name: Nancy Mitchell

Position: Chair, Board of Directors

Address: 3-69 Havelock St., Ottawa, ON K1S 0A4, Canada.

Phone: (613) 234-3413 Fax: (613) 234-3413

CATEGORY: COMMUNITY DEVELOPMENT/ENTERPRISE

F.4

INITIATIVE

Hospitality House Arts Program

GEOGRAPHIC LOCATION

San Francisco, California.

OBJECTIVE

Provide job training and skills development.

RESPONSIBLE AGENCY(IES)

Hospitality House Arts Program.

TARGET POPULATION

Homeless and low-income clients

SERVICES PROVIDED

Offers free art materials, workspace and instruction to homeless and low-income people. Program sponsors, exhibits and sells participants' work to help them gain independence. Shelter, counselling, job training and other services are also available to enable adults and teenagers to re-enter the work force and achieve self-reliance. The program sponsors an Open Door Art Studio, Art Workshop, literary (writing) program, an off-site Senior Citizens' Painting Workshop, exhibitions, the annual Tenderloin Arts Festival, and an art rental and sales program.

UNIQUE/INNOVATIVE ASPECTS

Independence through development and application of artistic abilities of homeless people of different ages.

SOURCE OF FUNDING

Nearly 50-percent self-sustaining from auction and other sales; funds from the city, the state, private foundations and individuals, and the United Way.

TOTAL BUDGET

1989-90, \$196,000.

CONTACT ORGANIZATION

Hospitality House Arts Program

Name: Sharon Tanenbaum

Position: Director, Arts Program

Address: 146 Leavenworth St., San Francisco, CA 94102, U.S.A.

Phone: (415) 776-2102

CATEGORY: COMMUNITY DEVELOPMENT/ENTERPRISE

F.5

NAME OF INITIATIVE

Trinity Housing/Third an' Eats Restaurant

LOCATION

Washington, D.C.

YEAR ESTABLISHED

1988

OBJECTIVE

To provide jobs, on-the-job training and housing for the homeless and unemployed of Washington.

SIZE

20 units.

RESPONSIBLE AGENCY(IES)

Community Family Life Services.

TARGET POPULATION

Long-term transitional shelter and career training for homeless families.

SERVICES PROVIDED

A community development corporation purchased a vacant and severely deteriorated apartment complex. Over a two-year period, it renovated the building into 20 units of long-term transitional housing for homeless families. In 1991, the corporation established a lunch and catering restaurant in the basement of the building which simultaneously provides training and income for the homeless and unemployed.

UNIQUE/INNOVATIVE ASPECTS

Community-based initiative resulting in independent living and revenue generation for homeless and unemployed participants.

SOURCE OF FUNDING

The city provided the initial funding for purchasing and renovating the building. The land is still owned by the city. The city funds the capital costs and the federal government providing funding for operating costs.

TOTAL BUDGET

1995, \$100,000 for operating and maintaining the building, and an additional \$250,000 for operating the restaurant and paying wages to employees.

CONTACT ORGANIZATION

Community Family Life Services

Name: Rev. Thomas J. Knoll

Address: 305 "E" Street NW, Washington, D.C. 20001, U.S.A.

Phone: (202) 347-0511 Fax: (202) 347-0520

CATEGORY: COMMUNITY DEVELOPMENT/ENTERPRISE

F.6

NAME OF INITIATIVE

Youth Build Program

LOCATION

East Harlem, New York City, New York.

YEAR ESTABLISHED

1979

OBJECTIVE

To provide opportunities for high school drop-outs to gain job and life skills and to provide affordable housing to young homeless families.

SIZE

71 formerly homeless parents and their children, and 45 youth, many of them at-risk homeless, trained in an 11-month program each year. Over 600 youth have been trained since the program's inception and more than 150 formerly homeless people have been housed.

RESPONSIBLE AGENCY(IES)

Youth Action Programs and Homes Inc. (Youth Action)

TARGET POPULATION

The training component targets young people aged 17-24 living in East Harlem. The shelter component targets young homeless families living in shelters.

SERVICES PROVIDED

The program is based on a model initially developed in 1979, though it has changed over the past five years. The core of the initiative is now an 11-month program offered to local high school drop-outs who commit to 5½ months of on-the-job training and 5½ months of academic work. Job skills are acquired through the renovation of city-owned abandoned apartment buildings, supervised by in-house staff. To date, six nine-unit, two-bedroom buildings have been renovated. An in-house team of two full-time and one part-time accredited teachers provide a comprehensive educational program, the goal of which is to have participants complete their high school education. Participants receive an allowance based on the minimum wage during the construction phase, and a below minimum wage during the education component. The program also offers a range of personal and group counselling services related to job-hunting skills, personal and professional development, crisis intervention, as well as referrals to a number of agencies in the city. A second component is leadership development, which involves the youth in the identification and design of community-based intervention strategies addressing a range of social, economic and political issues affecting the East Harlem community. The third component involves the identification and placement of young homeless families in the renovated buildings. The New York City Department of Human Resources identifies potential tenants currently living in the city's shelters, while the program's participants screen these applicants for placement.

UNIQUE/INNOVATIVE ASPECTS

The program has been replicated across the U.S. due to its innovative approach of combining the development of youth with shelter for the homeless.

SOURCE OF FUNDING

Historically, the program relied on funding from the city and the State. In 1995, the program received a grant of \$1 million from the U.S. Department of Housing and Urban Development. New York State's Department of Social Services also provided a \$1.25 million grant. Americorp, an agency of the President's Corporation for National Service Program, provided \$200,000 toward stipends for the youth participants. Much of this funding will go toward the renovation of a seventh building, which is planned for September, 1995. Participants will renovate a 12-unit building, including three commercial units and a neighbourhood park.

TOTAL BUDGET

1995, \$2.5 million.

CONTACT ORGANIZATION

Youth Action

Name: Young Lee

Position: Development Director

Address: 1280 Fifth Avenue, New York, NY 10029, U.S.A.

Phone: (212) 860-8170 Fax: (212) 860-8894

SIMILAR INITIATIVES

This model has been applied in 40 cities across the U.S.A.

CATEGORY: COMMUNITY DEVELOPMENT/ENTERPRISE

F.7

NAME OF INITIATIVE

Downtown Clean and Safe Program

LOCATION

Downtown Portland, Oregon

YEAR ESTABLISHED

1988

OBJECTIVE

To provide training and job opportunities to the homeless population in downtown Portland, provide basic sidewalk cleaning services and provide a comprehensive graffiti removal program to the downtown Portland area.

SIZE

There are currently 21 participants in the cleaning component (1995). Every year, 5-10 participants are moved into mainstream jobs.

RESPONSIBLE AGENCY(IES)

Association for Portland Progress, a downtown advocacy and services organization, in partnership with Burnside Projects Inc., a program providing shelter and services to homeless persons. An advisory committee composed of property owners, property managers, retailers, city commissioners, local police and private citizens, oversees the program.

TARGET POPULATION

Downtown Clean and Safe Program serves homeless, unemployed and recovering substance abusers.

SERVICES PROVIDED

In 1988, the City of Portland established a downtown Economic Improvement District (EID), paid for through mandatory assessments to property owners. The Association for Portland Progress operates a sidewalk cleaning and security program within the EID. Homeless unemployed are hired to help keep the district clean and safe. Uniformed cleaning crews clean sidewalks, wash windows and remove graffiti within the EID. Employees have moved to mainstream employment in the city's parking garages and janitorial services. Potential crew members must have lived at the Burnside Projects for at least 90 days and want to return to independent living. They are screened by counsellors at Burnside and the Oregon Department of Employment. They serve a 90-day probationary period on clean-up and security crews and must maintain their counselling program at Burnside during this time.

UNIQUE/INNOVATIVE ASPECTS

Addresses the issues of employment and training; and requires no public funds.

SOURCE OF FUNDING

All funds are from property management service fees assessed to the businesses located within the Economic Improvement District. Service fees are based on the number and capacity of elevators, square footage of building and number of employees. The fees are administered by the City of Portland and are targeted exclusively for APP's program. The fee can be stopped when more than 33 percent of the EID's businesses oppose the fee. However, there is a debt rate of under two percent of the total assessment value.

TOTAL BUDGET

1995: the cleaning crew component of the program had a total budget of \$418,500 for 1995-96, almost two thirds of which goes toward salaries for participants.; the Downtown Clean and Safe's total budget is approximately \$2 million, including over \$1 million for security services, and the remainder for crime prevention, marketing and retail business development.

CONTACT ORGANIZATION

Association for Portland Progress

Names: Rick Williams

Position: Executive Vice-President

Address: Cascade Building, 520 SW Yamhill, Portland, OR 97204, U.S.A.

Phone: (503) 224-8684 Fax: (503) 323-9186

SIMILAR INITIATIVES

The International Downtown Association, in Washington, D.C., has contact information for downtown economic districts across the U.S. with similar initiatives.

CATEGORY: COMMUNITY DEVELOPMENT/ENTERPRISE

F.9

NAME OF INITIATIVE

Job Training Partnership Act (JTPA) Program

LOCATION

Salt Lake City and Tooele County, Utah.

YEAR ESTABLISHED

July, 1989.

OBJECTIVE

Getting low-income and homeless persons back into the work force.

SIZE

JTPA includes over 1,000 participants in their IIA program for adults, IIB summer program for youth, and IIC program for youth aged 16-21. There are 50 homeless involved in these programs. JTPA also includes an additional 10 programs. More than 900 clients were placed in the first 10 months.

RESPONSIBLE AGENCY(IES)

Salt Lake County Economic Development and Job Training Division. Policy making for the JTPA is done by a Private Industry Council (PIC) which must be 51 percent private sector. There is also representation from employment security agencies, human services agencies and private non-profits. The PIC represents the service delivery areas, of which there are nine in Utah.

TARGET POPULATION

Economically disadvantaged individuals and families at the Salt Lake City Community Shelter and other homeless people in the county.

SERVICES PROVIDED

The program offers case management, life skills, competency training, and development assessment. Specifically, staff help clients set goals for employment, make referrals to jobs or training, co-ordinate public and private community resources, and advocate for job placement with employers. A Job Service employee visits the centre twice weekly to discuss job openings with clients. Transportation and bag lunches are provided by the centre for clients during their job search. Reading, spelling, vocabulary and math tests are administered. Clients are referred to community education where remedial education is offered. The program arranges for career-oriented training that continues for up to two years. The program also covers any related tuition costs. Training is supported only if the occupation is in demand. Participants check in once a month with a case manager. They can receive life plan counselling to ensure the training period is useful and oriented towards employment. When training is near completion, a case manager offers individual job development in order to identify the ideal work setting (e.g. locating employment near their home). The program also offers follow-up for up to a year after completion of training — where a case manager works with employers and any necessary work tools are provided.

UNIQUE/INNOVATIVE ASPECTS

A new sub-program, as part of Program IIA, was recently developed where eight percent of funds are set aside for non-traditional training for women. This program includes training in a variety of construction-related trades and financial support for participation in apprenticeship programs. Participants are involved in residential construction projects throughout the city, rebuilding older homes owned by the County. These homes then house the homeless or very low-income households. New housing is also being constructed as a temporary residence for AIDS victims.

SOURCE OF FUNDING

Mostly federal Department of Labor funding which is funnelled through the state Human Services Office. Federal funding is also offered through the Department of Health and Human Services. The state provides funds for assessment and case management of clients.

METHODS FOR REDUCING COSTS

Volunteers help establish employment and training plans.

CONTACT ORGANIZATION

Salt Lake County, Economic Development and Job Training Division

Name: Sherri Spence

Position: Employment and Training Manager

Address: 2001 South State, S2100 Salt Lake City, UT 84190, U.S.A.

Phone: (801) 468-3246 Fax: (801) 468-3684

CATEGORY G: PREVENTION

- G.1 BETTER HOMES FOUNDATION, VARIOUS, U.S.A.**
- G.2 ROOMING HOUSE INFORMATION CENTRE, TORONTO, ONTARIO.**
- G.3 OPEN DOOR ROOMS REGISTRY, TORONTO, ONTARIO.**
- G.4 CREATING NEW OPPORTUNITIES, ST JOHN, NEW BRUNSWICK.**
- G.5 RUPERT ROOMING HOUSE MONITORING PILOT, TORONTO, ONTARIO.**
- G.6 HOMELESS DIVERSION PROJECT, NEW YORK CITY, NEW YORK.**
- G.7 SAFE HOMES FOR YOUTH, SUBURBAN OTTAWA, ONTARIO.**
- G.8 ROOMING HOUSE RENOVATION, MONTREAL, QUEBEC.**
- G.9 HOUSING EDUCATION PROJECT, UNITED KINGDOM.**

CATEGORY: PREVENTION

G.I

NAME OF INITIATIVE

The Better Homes Foundation Fund (TBHF)

LOCATION

Numerous cities in U.S.

YEAR ESTABLISHED

The Better Homes Foundation commenced with a number of articles on homeless families and children in 1988.

OBJECTIVE

The Better Homes Foundation (TBHF) was established by Better Homes and Gardens magazine to raise funds and provide grants to develop and implement long-term solutions to family homelessness. TBHF has three objectives: (1) building a rigorous knowledge base in the area of homeless children, special needs populations such as dual-diagnosis adults and homeless victims of family violence; (2) creating and funding program models, service demonstrations and technical assistance based on research findings; and, (3) disseminating knowledge base and research findings.

SIZE

As a public charity, TBHF has made grants of over \$4.2 million to 235 programs in 36 states.

RESPONSIBLE AGENCY(IES)

The Better Homes Foundation — a non-profit, non-endowed public charity, research and service organization.

TARGET POPULATION

Homeless families and children.

SERVICES PROVIDED

The program focusses on special initiatives for homeless families. Organizations serving the homeless can submit grant applications to TBHF for funding assistance. In addition, the TBHF is actively involved in research and advocacy and has been successful in obtaining research grants to support these activities. A key part of TBHF is ongoing monitoring and evaluation of funded programs. A specific initiative of TBHF is the Kidstart Program, a case management program specifically targeted to preschool children who have lived on the streets or are living in shelters. This is a grant program providing funding to community organizations to provide case management, psychological and educational services. The goal of the program is to enrol preschoolers in developmentally appropriate education programs, to assist parents in obtaining special services and to develop community-wide service networks on behalf of homeless families. Other programs have focussed on helping homeless families with preschoolers stabilize in permanent housing; and a demonstration program for pregnant homeless women to identify risk factors in infants born in conditions of poverty.

UNIQUE/INNOVATIVE ASPECTS

Kidstart (see above); monitoring and evaluation focus as a means to build and share research findings.

SOURCE OF FUNDS

In 1988, appeals were made through the magazine for donations to begin the foundation. Corporate partners have also contributed to support Kidstart. Grants are made to local programs on a one-year basis but are renewable. TBHF research and advocacy work has been supported through successful application for research grants.

METHODS FOR REDUCING COSTS

Corporate partnerships. No government funding involved except for some research grants.

CONTACT ORGANIZATION

The Better Homes Foundation Fund

Name: Pat Dubus

Position: Director, Programs and Evaluation

Address: 181 Wells Ave., Newton Center, MA 02159-3320, U.S.A.

Phone: (617) 964-3834 Fax: (617) 244-1758

CATEGORY: PREVENTION

G.2

NAME OF INITIATIVE

Toronto Rooming House Information Centre (RHIC)

LOCATION

Toronto, Ontario.

YEAR ESTABLISHED

1992

OBJECTIVE

The creation of the Rooming House Information Centre was stimulated by an inquest and subsequent Rooming House Review Task Force following a number of deaths in a fire at the Rupert Hotel rooming house. Among its recommendations, the Task Force identified the need for an information clearing house with the objective of improving the safety, and preserving and promoting the licensed rooming house stock in the City of Toronto.

RESPONSIBLE AGENCY(IES)

City of Toronto Housing Department.

TARGET POPULATION

Through advocacy and education, the initiative targets tenants and landlords of rooming houses as well as the general public and city officials.

SERVICES PROVIDED

The RHIC provides information to operators, tenants and others regarding legislative and policy changes affecting rooming house operation, explanation of the rooming house licensing process and requirements, the respective obligations and rights of occupants and operators, a rental vacancy registry and referral service, and assistance in co-ordinating support services. Monitoring and advising on the support services of rooming house tenants has become a major priority. The RHIC distributes a Rooming House Handbook, a quarterly information newsletter and has convened a number of information/education forums for owner-operators and tenants. The Handbook includes a directory of community assistance organizations. The Rooming House Registry provides a weekly vacancy list of affordable units. Landlords can place free ads, provided rents are below affordable thresholds (current maximum \$330/month unfurnished, \$350/month furnished). All advertised premises must comply with city bylaws and be free of health, building and fire violations, although physical inspections are not a condition of registration. Any infractions are verified on the city information system.

UNIQUE/INNOVATIVE ASPECTS

The Rooming House Information Centre recognizes the role and importance of the rooming house stock as a source of accommodation for many low-income inner-city residents and is focussed on both preserving and upgrading this stock and ensuring appropriate support services.

SOURCE OF FUNDS

A co-ordinator position is funded within the staffing complement of the City of Toronto Housing Department.

CONTACT ORGANIZATION

City of Toronto Housing Department

Name: Bushra Junaid

Position: Co-ordinator, RHIC

Address: 20 Adelaide St., Toronto, ON M5C 2T6, Canada.

Phone: (416) 392-1274 Fax: (416) 392-0560

SIMILAR INITIATIVES

Open Door Rooms Registry/Monitoring Service, Toronto (G.3).

CATEGORY: PREVENTION

G.3

NAME OF INITIATIVE

Open Door Rooms Registry

LOCATION

Downtown Toronto, Ontario.

YEAR ESTABLISHED

1990

OBJECTIVE

The Open Door Centre is a multi service day shelter which includes a rooming house registry among its services.

RESPONSIBLE AGENCY(IES)

The Open Door Centre is a community-based non-profit organization.

TARGET POPULATION

The registry program targets homeless individuals and families as well as those living in shelters who are seeking more permanent accommodation.

SERVICES PROVIDED

Landlords listing in the registry must qualify through a building inspection to ensure that the property meets building and fire standards. The city has provided a training program to qualify the Open Door staff to inspect the properties for code compliance, checking physical conditions and safety. The Open Door staff inspectors also review the visitor rules, amenities and furnishing, determine if rent receipts are issued, and check phones and appliances. In addition to the initial inspection upon application to the register, Open Door undertakes ongoing monitoring to confirm continual compliance (often using prospective tenants). Where building deficiencies are found, corrective measures are identified to prevent closure of the property and eviction of existing tenants. The property is not registered until deficiencies are rectified. A number of repair/rehabilitation assistance programs exist in the city of Toronto, funded either by the city, the province or the federal government to provide rehabilitation grants to the rooming house stock. The Open Door Centre also operates a day shelter providing light snacks for men and women over age 16, counselling and a needle exchange.

UNIQUE/INNOVATIVE ASPECTS

Monitoring the condition of rooming house stock to ensure ongoing safety and to avoid eviction.

SOURCE OF FUNDS

The Open Door Centre receives funding from various provincial ministries as well as the City of Toronto's drop-in program funding. The Rooming House Registry is partially funded under the city's Homeless Initiatives Grant Program.

CONTACT ORGANIZATION

The Open Door Centre
Name: Bob Jackson
Position: Executive Director
Address: 315 Dundas Street East, Toronto, ON M5A 2A2, Canada.
Phone: (416) 366-7124

SIMILAR INITIATIVES

Rupert Pilot Monitoring Project (G.5.). The City of Toronto also operates a housing vacancy registry which covers vacant apartments as well as rooming houses (G.2). The city checks for outstanding bylaw infractions as recorded on their internal systems but unlike Open Door does not inspect all properties as a condition of registering.

CATEGORY: PREVENTION

G.4

NAME OF INITIATIVE

Creating New Opportunities Initiative

LOCATION

St. John, New Brunswick.

YEAR ESTABLISHED

1994

OBJECTIVE

To provide a residentially based supportive and sharing environment into which to discharge persons with mental disabilities on a long-term basis. Focus is on organizing social resources around need; it is not about the disability of the individual, but on an enriching and supporting system and rectifying the system to meet personal needs.

SIZE

To date 10 individuals have been identified for placement.

RESPONSIBLE AGENCY(IES)

Community Mental Health Services (delivered through municipality; social services funded by the province).

TARGET POPULATION

Persons with mental disabilities who have experienced long-term institutionalization.

SERVICES PROVIDED

Life sharing between individuals who share both their home and life. Community Mental Health Services continues to provide ongoing support and education to assist the life sharer. Process involves a gradual discharge — first visiting for a day, a weekend and, eventually, a trial discharge. Medical professions, life sharers, family members and others participate in ongoing process (circles) to discuss and solve issues relating to support services.

UNIQUE/INNOVATIVE ASPECTS

Key aspect is that life sharing is mutually beneficial and respectfully negotiated between two people who like each other and choose to live together. Home provider receives some financial support and this has helped some participants move off welfare.

SOURCE OF FUNDS

Ministry of Health (Mental Health Services) provides funding for the community centre and support services as well as payment to home/life sharer. This is undertaken as part of a new long-term health strategy in New Brunswick, focussing on person-based individualized budgets rather than funding brick-and-mortar institutions.

METHODS FOR REDUCING COSTS

Residentially based care is more cost effective than institutional care and provides a higher quality of life. Some participants have been able to move off welfare as result of a stipend paid to the life sharer, though income is not a primary focus of this initiative.

CONTACT ORGANIZATION

Community Mental Health Services

Name: Guy Legare

Position: Co-ordinator, Creating New Opportunities

Address: Mercantile Centre, 3rd Floor, 55 Union St., St. John, NB E2L 5B7, Canada.

Phone: (506) 658-3737 Fax: (506) 658-3739

SIMILAR INITIATIVES

Centre for Community Change Through Housing and Support, Burlington, Vermont.

CATEGORY: PREVENTION

G.5

NAME OF INITIATIVE

Rupert Hotel Coalition Pilot Project: Rooming House Monitoring Project

LOCATION

Inner city, Toronto, Ontario.

YEAR ESTABLISHED

1992

OBJECTIVE

The Open Door Monitoring Project was established as a pilot initiative to improve the physical condition and personal care in privately operated boarding houses and to facilitate the transition to a rooming house (independent living) over a two-year period. Parallel initiatives also involved the use of a rehabilitation program to upgrade sub-standard buildings.

SIZE

Pilot project monitored a total of eight rooming houses over a two-year period.

RESPONSIBLE AGENCY(IES)

Rupert Hotel Coalition (broad-based coalition involving provincial, municipal and community agencies).

TARGET POPULATION

Vulnerable individuals living in private rooming houses (single-room occupancy hotels), especially individuals suffering from mental illness — estimated between 27-40 percent of rooming house population.

SERVICES PROVIDED

The monitoring component was comprised of two separate components: a monitoring/liaison component and a support services component. The monitoring/liaison component required landlords to enter into a contractual operating agreement with the Open Door Centre (a non-profit service agency serving the homeless) and the Rupert Hotel Coalition. The operating agreement detailed physical and personal care standards that had to be maintained. In return, the landlords received a per diem of \$5 for each occupied bed. This money was intended to assist the landlord in raising and maintaining higher standards. As boarding houses, both room and board was to be provided. Prior to the monitoring, the quality and regularity of food service was reported to be highly deficient. This was particularly a problem for individuals suffering from physical and mental illness and for those on medication which should be taken with food. During the pilot project, a trained monitor inspected the properties regularly (in those cases where food services were provided, up to three times per day). In the event of non-compliance, various warnings were provided to landlords, ultimately resulting in withholding the per diem. The program enforced a regular meal schedule while monitors knocked on doors of tenants to come for their meal. Monitors also met regularly with landlords and tenants to plan menus and develop relations and trust with the tenants. This assisted in co-ordinating and liaising with a range of support services which previously had limited access to tenants. The regular meals improved socialization and peer support in the rooming houses. The monitoring also assisted in improving facilities for those who prepared their own meals. Overall physical conditions relating to safety and cleanliness were also monitored. The separate support services component involved some 11 different agencies, each responding to requests for assistance from tenants (with some counselling and referrals from the monitors).

UNIQUE/INNOVATIVE ASPECTS

This was a pilot initiative run between 1992-94. A proposal to institute and to fund an ongoing monitoring program, based on the evaluation and success of the pilot, has been developed and is currently under consideration. An important part of the initiative was the community development approach. Over the two-year period, a number of tenants became more independent and began cooking for themselves and taking responsibility for their own income (e.g. became responsible for their own banking rather than turning assistance cheque over to landlords).

SOURCE OF FUNDS

Funded jointly by the Ontario ministries of Housing, Community and Social Services, and Health, and the City of Toronto for a two-year period.

CONTACT ORGANIZATION

Community Residential Services of Toronto Inc.

Name: Harvey Stein

Position: Supervisor, Monitoring Liaison Services

Address: 2 Carleton St., Suite 1001, Toronto, ON M5B 1J3, Canada.

Phone: (416) 763-2188 Fax: (416) 763-2199

SIMILAR INITIATIVES

Habitat Services, Toronto, (416) 763-2188, monitors and funds boarding homes for psychiatric clients; Open Door Rooming House Registry (G.3).

CATEGORY: PREVENTION

G.6

NAME OF INITIATIVE

Homeless Diversion Project

LOCATION

New York City, New York.

YEAR ESTABLISHED

1991

OBJECTIVE

To intervene with families at risk, or those that have just lost their housing, and attempt to place them into permanent housing. Traditionally, the emergency shelter system has been used both for transitional shelter and as a way of gaining access to social assistance, including referrals and housing vouchers. The diversion program aims to provide the same type of supports from within the community.

SIZE

Approximately 2,000 families are assisted each month.

RESPONSIBLE AGENCY(IES)

New York Human Resources Administration.

TARGET POPULATION

Public assistance clients and families at risk or homeless.

SERVICES PROVIDED

A team of caseworkers meets with families at the income maintenance office in their neighbourhood. Families arriving at emergency shelters are referred back to this office. The diversion team explores all possible housing options, including living with friends or relatives or returning to a previous landlord. The team also ensures that the family is receiving, or applying for, all benefits for which they may be eligible. The diversion teams have access to public assistance (income support) special grants to prevent homelessness. The diversion team will contact a landlord to mediate any outstanding problems and, where necessary, can provide special allowances to assist with arrears causing eviction or provide security deposits, funds to acquire furnishings and emergency food allowance.

UNIQUE/INNOVATIVE ASPECTS

This is a recent initiative and is not known to exist elsewhere, although similar models are being developed in Philadelphia.

SOURCE OF FUNDS

Funding is provided through the city's Human Resources Administration Office. Some funding originates through federal/state emergency assistance programs and the shelter allowance of Assistance for Families with Dependent Children.

CONTACT ORGANIZATION

City of New York

Name: Mark Glickson

Position: Director, Diversion Services Program

Address: Office of Research Human Resources Administration, City of New York, 250 Church St,
10th Floor, New York City, NY 100013, U.S.A.

Phone: (212) 274-2294

SIMILAR INITIATIVES

City of Philadelphia operates a homeless prevention program directed at singles.

CATEGORY: PREVENTION

G.7

NAME OF INITIATIVE

Safe Homes for Youth

LOCATION

Urban and rural suburbs of Ottawa, Ontario.

YEAR ESTABLISHED

1994

OBJECTIVE

To keep youth within their own community/school and to prevent youth from going to downtown Ottawa where they may be exposed to a sub-culture of drugs and prostitution.

RESPONSIBLE AGENCY(IES)

Safe Homes for Youth is supported by a committee comprised of youth, community members, the Children's Aid Society, Youth Services Bureau and the Ontario Provincial Police.

TARGET POPULATION

Temporarily homeless youth living in suburban and rural areas.

SERVICES PROVIDED

The Safe Homes Network provides safe emergency shelter for youth who are temporarily homeless due to parental conflict and/or abusive situations. The youth, who would be assessed for suitability, are housed with screened volunteer families for a period of one to seven days. During this time, the youth are connected with appropriate youth service providers to either make more permanent housing arrangements or to be assisted with mediation to return to the family home. One of the issues encountered in offering this program are legal problems involved in having a volunteer offer a service such as this to youth in the community.

UNIQUE/INNOVATIVE ASPECTS

Addresses prevention of homelessness in suburban and rural communities. Supported by broad-based network of community organizations.

SOURCE OF FUNDING

Start-up funds were received from the United Way of Ottawa-Carleton New Initiatives Program and from the Regional Municipality of Ottawa-Carleton. The initial funding was used to develop the Policies and Procedures Manual, the Volunteer Manual and the recruitment and first training of volunteers. These funds were for 1994 and additional funding has not been secured to date.

METHODS FOR REDUCING COSTS

Reliance on volunteers.

CONTACT ORGANIZATION

Community Resource Centre of Goulbourn, Kanata and West Carleton.

Name: Peggy Austen

Position: Youth Community Development Co-ordinator

Address: 150 Katimavik Road, 2nd Floor, Town Centre, Kanata, ON K2L 2N2, Canada.

Phone: (613) 591-3686 Fax: (613) 591-2501

CATEGORY: PREVENTION

G.8

NAME OF INITIATIVE

Rooming House Renovation

LOCATION

Montreal, Quebec.

YEAR ESTABLISHED

1988

OBJECTIVE

To support the renovation of the existing stock of rooming houses and single-room occupancy hotels (SROs) while minimizing resulting increases in rent.

SIZE

The initiative resulted in the successful renovation of 3,568 rooms and 353 housing units between 1988-94.

RESPONSIBLE AGENCY(IES)

Housing and Urban Development Corporation of the City of Montreal (Société d'habitation et développement urbain).

TARGET POPULATION

Landlords/owners of SROs, rooming houses, co-operatives, non-profits and shelters in need of renovation.

SERVICES PROVIDED

Subsidies were provided to landlords of rooming houses to undertake renovations. The City of Montreal guaranteed a subsidy rate of 90 percent of renovation costs and assisted in the temporary relocation of roomers. The program was also used to renovate Montreal's major shelters.

UNIQUE/INNOVATIVE ASPECTS

Rooming houses are recognized to be the last and often only affordable alternative for homeless individuals in Canada. Many of the remaining unrenovated rooming houses represent serious threats to the health and safety of the individuals living in them. Preservation of this stock is seen as a cost-effective response.

SOURCE OF FUNDING

In 1989, the federal and provincial governments ended the provision of subsidies to the renovation program. In their absence, the City of Montreal was the sole funder of this initiative. In 1993-94, the Quebec government announced the initiation of the Quebec RepairAction Program. In 1994, the federal government announced a return to funding renovation and rehabilitation programs as part of the Residential Rehabilitation Assistance Program (RRAP) and provides assistance to landlords to upgrade sub-standard rental and rooming house units — \$5 million was targeted for Quebec rooming houses.

TOTAL BUDGET

In excess of \$11 million of the city's money went towards the renovation of 1,286 units in 1990, including more than 300 rooming house units. The Quebec government's 1994-95 budget for its rental renovation program was \$45 million.

CONTACT ORGANIZATION

Ville de Montréal, Société d'habitation et développement urbain, Module de l'habitation.

Name: Martin Wexler

Position: Chef de division

Address: 276 rue Saint-Jacques, 2^e étage, Montréal, PQ H2Y 1N3, Canada.

Phone: (514) 872-8237 Fax: (514) 872-3883

SIMILAR INITIATIVES

The cities of Vancouver and Quebec.

CATEGORY: PREVENTION

G.9

NAME OF INITIATIVE

Housing Education Project

LOCATION

Piloted in Yorkshire, now expanded to all of England.

YEAR ESTABLISHED

Local pilot in 1991, formalized in 1992.

OBJECTIVE

To prevent youth homelessness by promoting training in housing education for youth aged 15-18. The project aims are to raise general awareness of all issues concerning leaving home; to enable young people to make informed decisions about the realistic housing options available to them when they leave home (for whatever reason); to raise awareness among teaching staff about preparations for leaving home; and, to challenge attitudes and prejudices about homelessness.

SIZE

Project is run by a single project manager, managed by housing association executive director and supported by a steering group. Over 2,000 students were reached in the first six months of the project and over 10,000 information packages have been distributed.

RESPONSIBLE AGENCY(IES)

The Yorkshire Metropolitan Housing Foundation, an offshoot of the Yorkshire Metropolitan Housing Association (YMHA), is a registered charitable organization.

TARGET POPULATION

Originally, youth aged 15-18 in full-time education in south and west Yorkshire. Now expanded to a nation wide audience as well as into youth clubs. Plans are to extend training materials and resources for use with students with learning difficulties and those excluded from mainstream schools.

SERVICES PROVIDED

Development of information packages for students and teachers; development of teachers' resource package; in-service training for teachers and youth workers; school presentations; initiation of development of computer software for classroom use. Information includes details on rights and entitlements, information on housing, money and health; cultural awareness and knowledge of parents' expectations; communications and information-finding skills; decision-making and problem-solving skills; self-awareness and assertiveness.

UNIQUE/INNOVATIVE ASPECTS

Early intervention strategy. Stimulated by working with homeless youth, it was apparent that while a homeless situation may, in many cases, have derived from traumas at home, lack of knowledge about housing options is also a contributing factor.

SOURCE OF FUNDS

The pilot was funded by the YMHA. In subsequent years, the funding base has expanded to other business and charitable organizations, including Comic Relief (Charity Projects) Charitable Trusts, a bank and a building society.

METHODS FOR REDUCING COSTS

Already minimal.

TOTAL BUDGET

1993-94, £35,000 (approximately C\$70,000); in order to develop materials for special needs project 1994-95 budget proposal is £50,000 (C\$100,000).

CONTACT ORGANIZATION

Centre for Regional Economic and Social Research, Sheffield Hallam University.

Name: Anne Oxley

Position: Housing Education Project Manager

Address: Unit 10, Sheffield Science Park, 60 Howard St., Sheffield S1 2LX, England.

Phone: (011) (44) 253-3073 Fax: (011) (44) 253-2197

CATEGORY H: COMPREHENSIVE

- H.1 FREEDOM HOUSE, RICHMOND, VIRGINIA.**
- H.2 SERVICES AND EMERGENCY AID CENTRE FOR HOMELESS, HOUSTON, TEXAS.**
- H.3 ST VINCENT DE PAUL VILLAGE, SAN DIEGO, CALIFORNIA.**
- H.4 BALTIMORE'S APPROACH TO HOMELESSNESS, BALTIMORE, MARYLAND.**
- H.5 SAN FRANCISCO CONTINUUM OF CARE, SAN FRANCISCO, CALIFORNIA.**
- H.6 DELANCY STREET, SAN FRANCISCO, CALIFORNIA.**
- H.7 STREET CITY, TORONTO, ONTARIO.**
- H.8 FOHM, MONTREAL, QUEBEC.**
- H.9 SEATTLE-KING COUNTY COALITION FOR THE HOMELESS, SEATTLE, WASHINGTON.**
- H.10 THE GOOD PRACTICE UNIT, UNITED KINGDOM.**
- H.11 HANOVER WELFARE SERVICES, MELBOURNE, AUSTRALIA.**
- H.12 DAL, PARIS, FRANCE.**

CATEGORY: COMPREHENSIVE

H.I

NAME OF INITIATIVE

Freedom House

LOCATION

Richmond, Virginia.

YEAR ESTABLISHED

1983

OBJECTIVE

The mission of Freedom House is to embrace the hungry and the homeless and bring them into a healing community where they may begin to address the problems and issues which contributed to, or resulted from, their homelessness. The goal is to provide a stable, healthy and supportive environment in which change and movement toward self-sufficiency and independence may be accomplished. The term "guest" is used as a reminder of the ministry of hospitality. The mission of Freedom House also involves education and advocacy on behalf of persons who are homeless. Such advocacy prompts a co-ordinated effort among board members, staff, volunteers and guests to promote public awareness and to address the systemic issues which contribute to homelessness.

SIZE

Evening meal program serves 260 men, women and children per evening. Shelter includes a 50-bed overnight shelter and 12-bed transition house.

TARGET POPULATION

Chronically homeless men and women (meal program also serves children).

RESPONSIBLE AGENCY

The interfaith ministry of Freedom House was formed by a group of concerned people from various religious traditions in order to address the needs of the most vulnerable in Richmond. Freedom House was incorporated as a Virginia non-stock corporation and was granted tax-exempt status as a Section 501(3)(c) corporation by the Internal Revenue Service.

SERVICES PROVIDED

The project was initially established as an Evening Meal Program. Currently, Freedom House serves hot meals each evening Monday through Saturday. The Evening Meal Program also provides initial outreach and contact for the homeless of Richmond. In 1988, Freedom House opened the Community Shelter, a 50-bed shelter for men and women who are chronically homeless. Hospitality is offered on a referral basis for an extended period of time based upon the individual's needs. Case management, support services, an evening meal, showers, personal laundry facilities, workshops and support groups are also available to the residents. Freedom House is in the process of developing a self-standing bakery enterprise at the same location and is in the start-up phase of an arts and crafts enterprise which develops, markets and sells crafts made by homeless residents. In 1990, Freedom House began Sean's Place, a 12-bedroom transitional house. The building is leased on a five-year renewable basis to Freedom House by the Catholic Diocese of Richmond for \$1 per year. The Catholic Diocese owns the building and pays for all related building costs. Freedom House pays all utilities and assists with building maintenance as much as possible. This program provides housing, counselling, case management and all necessary support services to homeless men and women in order to assist in their transition from shelter life to permanent housing and a self-supporting lifestyle. Residents of Sean's Place are allowed to stay for up to 18 months to achieve their goals.

UNIQUE/INNOVATIVE ASPECTS

An additional component of Freedom House, First Homes, was initiated in 1991. It is an innovative, community-based project designed to empower families to become self-sufficient home-owners. Housing is leased from the U.S. Department of Housing and Urban Development (HUD) for \$1 per year. A local religious or civic group sponsors a family and is responsible for renovating the house, moving in the family and providing the one-on-one support services needed to assist the family in their goal of home-ownership. At this time, there is no mortgage, only a lease. These homes are leased to Freedom House (through the federal HOPE program) and sublet to the family. The family pays rent on a sliding scale and their utilities. The rent is funnelled into a revolving account which is designed to replenish the monies used for acquisition and initial rehabilitation of the homes. Rehabilitation is primarily paid for by the HOPE 3 funding, but the revolving rent fund allows the funding source to be continuous. If things go well, the family is, ideally, ready and able to assume a mortgage within three to five years of moving into the house. At this point, several local resources are used to offset the costs of the mortgage. HUD and other federal and local funds are mixed to subsidize the mortgage in order to keep payments at or below 25 percent of their gross income. Once the mortgage is done and closing has been finalized, the family has finished the program and they have total responsibility for the mortgage. Due to its great success, First Homes is being established as an independent non-profit subsidiary of Freedom House and is now known as First Homes, Inc.

SOURCE OF FUNDS

The Evening Meal program is supported by an impressive number of volunteer serving groups and cooking groups from local businesses and churches. Significant donations of food are provided by local restaurants and grocers, as well as through participation in a Department of Agriculture food bank program; 85 percent of the annual budget is fundraised from donations. In addition, Freedom House receives monies from several McKinney Homeless Act sources; Emergency Shelter Grant, Emergency Shelter and Food Grant, HUD Shelter Support Grant, and some local grant sources. Some of these monies are dedicated to specific programs and others come directly to Freedom House and are distributed within.

CONTACT ORGANIZATION

Freedom House

Name: Joel Ford, M.S.W.

Position: Executive Director

Address: PO Box 12144, Richmond, VA 23241, U.S.A.

Phone: (804) 649-9791 Fax: (804) 648-8321 E-mail: joelf@ix.netcom.com

CATEGORY: COMPREHENSIVE

H.2

NAME OF INITIATIVE

The S.E.A.R.C.H. Homeless Project

LOCATION

Inner city, Houston and Harris County, Texas.

YEAR ESTABLISHED

1989

OBJECTIVE

To provide a comprehensive system of responses and opportunities to enable the homeless to achieve personal development and independence.

RESPONSIBLE AGENCY(IES)

S.E.A.R.C.H. (Services and Emergency Aid Resources Center for the Homeless) is a community-based Section 501(3)(c) private non-profit corporation.

TARGET POPULATION

The programs serve all homeless — mentally ill or otherwise — singles and families. Approximately 70 percent of persons assisted are male and 30 percent female, including single-parent families. S.E.A.R.C.H. was a response to the absence of any longer-term strategies in Houston, where most efforts were focussed on emergency aid and shelters, rather than facilitating self-sufficiency.

SERVICES PROVIDED

There are six primary programs with two being tied to no-strings drop-in. (1) The Resource Center is a true drop-in day shelter which currently serves 125 persons per day and will go to 250 persons per day as soon as they move to new facilities in July. It is unique in that while it contains typical day shelter services (showers, meals, laundry, warm/cool shelter, individual mailboxes, phones, individual voice mail, clothes, blankets, barber/ hair stylist, personal hygiene items) it also has in-house service providers from 22 agencies in the area along with case management support. Individuals can ask to see any of the 22 representatives (mental health, substance abuse, night shelter, veterans' info, health and dental care, AFDC enrolment, "gold card" enrolment for the county hospital district's free service, and the like) or they can request a caseworker who will assist them in their movement to employment and housing. (2) The Mobile Outreach Program goes out to the encampments under freeway overpasses and in parks, to the abandoned buildings and apartments, suburban libraries, etc., where the homeless congregate. They bring bus/taxi vouchers for transportation to the resource centre as well as a mobile nurse clinician, clothes, food, blankets, forms for AFDC and other entitlements, personal hygiene items, information about services. (3) Once a homeless person indicates that he/she wants job training/placement, then they can enter the Employment Education Center. A number of individuals have successfully moved through the employment and training program and are now employed by S.E.A.R.C.H. and other Houston businesses. (4) House of Tiny Treasures is a fully licensed full-service child care for the children of homeless families who are involved in some sort of job training, educational program, job search, or part-time job. (Virtually all the women in the employment program have children.) Included are pick-up/drop-off services to the various shelters, parenting classes, enrolment in entitlement programs, health and dental care, distribution of food and clothes. (5) Through the Scattered Site Housing Program, S.E.A.R.C.H. provides about 75 "rolling stock" transitional housing units in apartments around the Houston area. A development worker assists individuals with referrals to landlords, negotiation of lease and setting up home. The first month's rent and one month of groceries are provided. Individuals must be actively enrolled in education or job training programs and have two years to achieve the goal of self-sufficiency. If a participant is not eligible for work due to physical or mental disability, assistance in obtaining entitlements

would be given. The Scattered Site Housing Program also has 32 units of shelter+care (permanent housing) to serve the mentally and physically disabled homeless participants. (6) On-site Supportive Housing Program. Once the new facility opens this summer, the top two floors will be dedicated to one-room efficiency apartments (not single-room occupancy, as they do have limited kitchen and bath facilities) along with a full-service kitchen and laundry room on each floor and a common living room. There will be 42 units for both transitional and supportive housing with an emphasis on AIDS patients, substance abusers and the mentally ill.

UNIQUE/INNOVATIVE ASPECTS

One-stop access to wide range of service agencies; multiple assistance in making transition back to permanent housing.

SOURCE OF FUNDS

Funding for acquisition and rehabilitation of the new facility has been obtained through a capital campaign (nearly achieved its goal of \$3.2 million).

METHODS FOR REDUCING COSTS

While many programs are partially funded through government programs, S.E.A.R.C.H. maintains an active fundraising campaign to collect funds from private donors and foundations.

CONTACT ORGANIZATION

S.E.A.R.C.H.

Name: Bonna Kol

Position: Associate Executive Director

Address: PO Box 7969, Houston, TX 77270, U.S.A.

Phone: (713) 739-7752 Fax: (713) 739-9201

CATEGORY: COMPREHENSIVE

H.3

NAME OF INITIATIVE

St. Vincent de Paul Village

LOCATION

Inner city, San Diego, California.

YEAR ESTABLISHED

St. Vincent de Paul Village was established in 1950 by the Catholic Diocese of San Diego and remained part of the Diocese until 1992 when it was reincorporated as an independent agency governed by its own board of trustees.

OBJECTIVE

To provide a comprehensive range of support services for homeless and poor singles and families in San Diego.

SIZE

350-bed emergency shelter (male/female); transitional housing for 150 single men; transitional housing for 30 teens; housing for 310 families; 1.6 million meals served annually; extensive range of support services.

RESPONSIBLE AGENCY(IES)

Independent non-profit agencies affiliated with the Catholic Diocese of San Diego.

TARGET POPULATION

Homeless and poor singles, youth and families.

SERVICES PROVIDED

The Village sponsors S.H.A.R.E. Southern California, a grassroots community-building organization that provides participants with a package of basic food staples at a greatly reduced price. In addition, St. Vincent de Paul Village operates a network of five thrift stores and an auction centre/warehouse that provide inexpensive clothing and furniture to low-income persons while helping to raise operating funds for its centres. In September, 1987, the Village opened the St. Vincent de Paul-Joan Kroc Center. Completed with funds raised exclusively from the private sector, the centre provides child care, kitchen, dining room, chapel, conference rooms, free medical/dental, counselling, job training, job matching, computer training, literacy and transitional housing for 310 persons (families, single men, women and children). In February, 1988, the first of two Josue AIDS centres was opened to provide housing for persons who are AIDS symptomatic or HIV positive. A second centre opened in 1993.

In October, 1989, SVDP Village completed the St. Vincent de Paul-Bishop Maher Center, a warehouse conversion project. This centre provides child care, kitchen, dining room, chapel, conference rooms, free medical/dental, counselling, job training, job matching, computer training, literacy and transitional housing for 150 single men. On June 1, 1992, the Village celebrated the opening of another vital program — the Toussaint Teen Center. This program provides transitional housing for 30 homeless teens. The centre is staffed 24 hours a day and offers counselling, case management, medical and dental care, and a county-run high school, as well as help in improving social and job skills that will enable the clients to become well-adjusted, productive adults.

The most recent addition to the Village is the Paul Mirabile Center, which opened in May, 1994. This centre provides short-term transitional housing for 350 single men and women. Up to 120 nights can be provided to individuals referred by other social agencies. Longer stays are sometimes available, if warranted. Also housed at the Paul Mirabile Center is an extensive medical/dental clinic, a job-training and adult education centre, and a second kitchen/dining room.

Other services provided by the St. Vincent de Paul Village program include a resource centre for information and referral; the Homeless Employment Linkage Program (H.E.L.P.) providing employment assessment, training, and placement services; a housing program to assist residents in obtaining permanent housing; a life skills program providing course work for employment skills development, literacy remediation and seminars for social skills development; a computer training program; a counselling and chemical dependency program; San Diego's only free medical clinic, providing services to over 1,000 patients/neighbours daily; a dental program with over 20 volunteer dentists; spiritual counselling and religious services available to staff and residents in all programs at the Village, with referral to neighbourhood churches; a children's services program, providing resident children with education, self-worth, social skills and a sense of security; daily meal services for 850 residents and 2,000 non-residents, as well as several other ancillary services.

UNIQUE/INNOVATIVE ASPECTS

No public funding. Comprehensive support network.

METHODS FOR REDUCING COSTS

Use of volunteers, development of network of supporting organizations, economies of scale.

CONTACT ORGANIZATION

St. Vincent de Paul Village

Address: 3350 E Street, San Diego, CA 92102-3332, U.S.A.

Phone: (619) 687-1000 Fax: (619) 687-1010 E-mail: psychgrfx@aol.com

St. Vincent De Paul Village Home Page: <http://www.sdic.com/SVDP/SVDPHome.tml>

CATEGORY: COMPREHENSIVE

H.4

NAME OF INITIATIVE

Baltimore's Approach to Homelessness

LOCATION

Baltimore, Maryland.

YEAR ESTABLISHED

1995

OBJECTIVE

To establish a comprehensive strategy to respond to the problem of homelessness in the city of Baltimore.

RESPONSIBLE AGENCY(IES)

City of Baltimore and Baltimore Homeless Relief Board.

TARGET POPULATION

All homeless and at-risk individuals/households.

SERVICES PROVIDED

The strategy is a comprehensive "continuum of care" approach. The approach begins with two fundamental elements: centralized funding, and central intake and support. The centralized funding system responds to the previous absence of any co-ordination and prioritization of funding sources and the excessive grant application efforts that resulted. The central intake and support system is part of a prevention strategy that will attempt to prevent periods of homelessness by providing appropriate eviction prevention services, including tenant-landlord negotiation, emergency grant assistance and early intervention services. The central intake will ensure a thorough assessment of needs and will assist applicants in developing a program to ultimately be restabilized in permanent housing. For those not formally entering the system, a homeless outreach team will actively identify unserved homeless individuals and link them with entitlements, benefits and services. To ensure that appropriate mechanisms and resources are available for referrals from the central intake system, the city is moving to improve substantially a range of functional areas, including: health services, temporary shelters, special needs housing and permanent affordable housing; a training and employment strategy with active private sector involvement; and a prevention strategy. The housing initiative involves the creation of an urban housing corps, in partnership with community groups, to undertake broad-scale rehabilitation of vacant houses. The final element of the continuum is a prevention strategy, to include: an intervention program, "People on the Brink," stabilization through pre-emptive assistance; a review of structural impediments, such as income support programs and existing minimum wage legislation; and, a public education program to sensitize the public and the business community to issues of homelessness and to develop a constituency of support.

UNIQUE/INNOVATIVE ASPECTS

Developed through a participatory and collaborative approach with broad input from providers.

SOURCE OF FUNDS

From a range of federal, state and city programs.

METHODS FOR REDUCING COSTS

The development of a centralized funding system is expected to reduce the administrative cost of preparing multiple funding requests as well as assisting in overcoming duplication and overlap in service delivery and administration.

TOTAL BUDGET

1994: total federal funding, \$10.6 million; state allocation, \$1.8 million; and city funds, \$1.6 million.

CONTACT ORGANIZATION

City of Baltimore

Name: Joanne Selinske

Position: Director, Mayor's Office of Homeless

Address: 417 E. Fayette St., Suite 1211, Baltimore, MD 21202, U.S.A.

Phone: (410) 396-3757 Fax: (410) 625-0830

SIMILAR INITIATIVES

San Francisco five-year plan (H.7).

CATEGORY: COMPREHENSIVE

H.5

NAME OF INITIATIVE

Continuum of Care San Francisco

LOCATION

San Francisco, California.

YEAR ESTABLISHED

1994

OBJECTIVE

To establish a comprehensive five-year plan for assisting individuals or families who are homeless or at risk of homelessness.

RESPONSIBLE AGENCY(IES)

City of San Francisco, Mayor's Homeless Budget Task Force.

TARGET POPULATION

Individuals or families who are homeless or at risk of homelessness.

SERVICES PROVIDED

The strategy adheres to the principles of the "continuum of care" approach — an integrated and co-ordinated system of housing, employment, and support services and resources to prevent and reduce homelessness. The approach is designed to move homeless people, as quickly as possible, to the greater levels of responsibility and independence that permanent housing, training and employment would provide. The continuum consists of five components. (1) Prevention addresses housing and service needs prior to the emergence of a crisis. Services include family support centres, eviction prevention, preventative health care and substance abuse relapse services. (2) Emergency services provide immediately accessible and integrated health, shelter and support services to address emergency situations and provide access to the next level of treatment, housing and support as necessary. (3) Transitional housing and services provide a transition for individuals and families who have substance abuse, mental health or other personal problems that need to be addressed prior to achieving stability in permanent housing. (4) The fourth component in the continuum is permanent housing connected to ongoing support services in order to facilitate residential, economic and personal stability and support networks that ensure self-sufficiency. (5) The final component offered is follow-up and support services to ensure ongoing access to full range of services and to monitor the success of the system and individual in reaching goals of self-sufficiency.

UNIQUE/INNOVATIVE ASPECTS

Consultative approach resulting in a comprehensive strategy and broad level of support. Specific strategies and actions are identified in the plan. A process to undertake the management and implementation of the plan will be established with the creation of a local board.

SOURCE OF FUNDS

In 1993-94, a total of \$79.9 million was incurred for homeless services in San Francisco; \$56.1 million of this flowed through city departments and was drawn from federal (\$14.6 million), state (\$2.4 million) and the city's general fund (\$39 million). An additional \$23.8 million flowed through non-profit community groups, including some \$20 million from private sector contributions.

TOTAL BUDGET

1993-94, \$79.9 million.

CONTACT ORGANIZATION

City of San Francisco

Name: Marc Trotz

Position: Homeless Co-ordinator, Mayor's Office

Address: City of San Francisco, San Francisco, CA 94102, U.S.A.

Phone: (415) 554-6125 Fax: (415) 554-6113

SIMILAR INITIATIVES

Baltimore's Approach to Homelessness (H.6).

CATEGORY: PREVENTION

H.6

NAME OF INITIATIVE:

Delancy Street

LOCATION

Inner city, San Francisco, California.

YEAR ESTABLISHED

The Delancy Street Foundation was founded in 1971; the housing project completed and occupied in 1991.

OBJECTIVE

To provide a structured environment where ex-offenders and victims of substance abuse can rehabilitate, develop employment and life skills and, ultimately, become self-sufficient.

SIZE

The project comprises 375,000 square feet, including accommodation, educational facilities, and recreation and commercial space. A total of 171 units accommodate approximately 500 individuals. Approximately one-quarter are female.

RESPONSIBLE AGENCY(IES)

The Delancy Street Foundation.

TARGET POPULATION

Ex-offenders, substance abusers and the homeless population.

SERVICES PROVIDED

The foundation's origins are in community economic development and the rehabilitation of ex-offenders. Initial efforts (1971) involved the development of local business enterprises in which the target population can develop employment and life skills. The businesses of the foundation include a print shop, a moving and transportation company, a construction company, a restaurant and catering service, a theatre, and a marketing company. Initially, the foundation operated a number of shelters in San Francisco, often involving the acquisition and renovation of existing houses. These activities were funded, in part, by the revenues generated by the foundation's business enterprises.

The Delancy Street housing development was funded, in part, through the sale of other properties, as well as through a loan, fully repaid through revenues from the various business operations. Construction of the housing project began in 1987 and was completed in 1991. Construction was undertaken largely by the relatively unskilled participants in The Delancy Street Foundation training programs. Delancy Street was developed both as a residence for individuals participating in the foundation's programs and as a place to consolidate the activities of the foundation. Individuals are provided with room and board. The residence is operated on a highly structured basis in which all forms of illegal drugs and alcohol are prohibited. Anyone failing to comply is required to leave immediately. Most individuals develop increasing levels of skill, education and independence with the typical cycle from intake to leaving Delancy Street being between three and four years. Since the foundation's inception in 1971, over 11,000 individuals have moved on to self-sufficiency and independent living. Concurrently, 22 percent of participants have exited the re-education program prior to completion.

UNIQUE/INNOVATIVE ASPECTS OF INITIATIVE:

No government funding. No paid staff. All residents directly involved as the foundation is self-governed and self-managed.

SOURCE OF FUNDS

All funding is generated through the training-school enterprises of the foundation. The \$15-million construction cost was funded through sale of existing properties (approximately two-thirds) and through a loan, tax credits, foundation grants and private donations.

METHODS FOR REDUCING COSTS.

Residents provide sweat equity — none are paid, but receive room and board in exchange for their participation in training-school operations that generate revenues.

TOTAL BUDGET

The average budget per participant is \$10,000 over two-year training programs.

CONTACT ORGANIZATION

Delancy Street Foundation

Position: Intake Office

Address: 600 Embarcadero, San Francisco, CA 94107, U.S.A.

Phone: (415) 957-9800 Fax: (415) 243-8711

OTHER SIMILAR INITIATIVES

Delancy has other operations in New York, New Mexico, North Carolina and Los Angeles.

NAME OF INITIATIVE:

Street City

LOCATION

Inner city, Toronto, Ontario.

YEAR ESTABLISHED

Occupied in 1990.

OBJECTIVE

Street City is an initiative both to provide permanent accommodation and to develop skills among homeless individuals through their direct involvement in the planning and development of their own housing. In addition to providing housing, the initiative's goals are to create employment and to provide job training to homeless individuals who may not fit mainstream employment programs.

SIZE

A total of 71 individuals are housed in six shared houses that are built inside an existing warehouse. The project draws its name from the design of the housing — an internal street within a warehouse building. The accommodation follows a rooming house model — private rooms with shared bath, kitchen and living area. Each shared house accommodates approximately 12 individuals. The planned mix was three houses for each gender.

RESPONSIBLE AGENCY(IES)

Street City is owned and operated by the Homes First Society — a non-profit housing agency serving the homeless population.

TARGET POPULATION

Homeless individuals. The street population in Toronto has increasingly shifted from the stereotypical older male alcoholic to psychiatric survivors, generally younger and often having various substance addictions.

SERVICES PROVIDED

Self-contained accommodation in an environment that encourages participation in management as well as other community enterprise initiatives. The potential residents formed construction teams (there was a male and a female construction crew) and developed construction skills while building their own housing. The internal street design and shared housing have contributed to the development of a strong sense of community. A staff of 12 provide 24-hour supervision, although residents actively participate in management decisions. Various small scale economic enterprises have developed within the community including bicycle repair and a catering service.

Street City is a warehouse building, owned by the city, located in a former industrial area undergoing redevelopment. In light of the ongoing redevelopment, the project was conceived as a temporary solution, originally three to five years. Due to environmental problems (soil contamination), redevelopment of the area has ceased. These site conditions also reinforce the need to develop alternative accommodation and eventually close the existing facility. Ongoing efforts tried to locate another site and funding, both secured in late 1994, with occupancy anticipated by late 1996.

UNIQUE/INNOVATIVE ASPECTS

In focussing on participation, the development of Street City required a considerable effort to allow homeless individuals to become involved. Sponsors of the project specifically wanted the future occupants to develop the trust and confidence to make their own decisions, both about the design and the operation of the project. While professions were/are involved, they take a low key role.

SOURCE OF FUNDS

The City of Toronto provided the building. A provincial program provided a capital grant to facilitate construction of the accommodation. Ongoing operating funding is provided through the general welfare program (Domiciliary Hostel Program) administered by the metro government and cost-shared by provincial/federal governments.

METHODS FOR REDUCING COSTS

Use of existing building, involvement of homeless in construction.

CONTACT ORGANIZATION

Homes First Society

Name: Paul Dowling

Position: Executive Director

Phone: (416) 214-1870 Fax: (416) 214-1873

CATEGORY: COMPREHENSIVE

H.8

NAME OF INITIATIVE

La Fédération des organismes sans but lucratifs d'habitation de Montréal (FOHM) (Federation of Non-Profit Housing Organizations of Montreal).

LOCATION

More than 60 buildings in Montreal, Quebec.

YEAR ESTABLISHED

June, 1987.

OBJECTIVE

To secure permanent accommodation for people who face difficulties in accessing decent housing; to provide shelter that is integrated with support services already available in the community to enable tenants to develop, regain or maintain their independence and either continue living within the shelter network or fully reintegrate into society.

SIZE

1,167 rooms, studios and wheelchair-accessible units in more than 60 buildings.

RESPONSIBLE AGENCY(IES)

A coalition of 32 non-profit housing corporations, FOHM itself directly manages six buildings, housing 193 tenants, through a management agreement with the City of Montreal's Municipal Housing Corporation.

TARGET POPULATION

Low-income, socially marginalized and difficult-to-house men and women, generally between ages 18-65, often with a history of homelessness. The majority of the target-population on social assistance, lack independent life skills and suffer from poor physical health, alcoholism, drug addiction, mental illness, social dysfunction, or domestic violence and abuse.

SERVICES PROVIDED

Each of the projects in the FOHM network is characterized by different levels of intervention, reflecting the varying needs of tenants and of the resources available to each project. The FOHM network of subsidized rental units is integrated with services offered by community groups, including food, temporary shelter and crisis centres, as well as public sector services such as hospitals, mental health clinics and community health clinics. In addition, tenants have available to them a variety of counselling services related to substance abuse, mental illness, violence, illiteracy, and social isolation, which serve to help them achieve independence provided either by counsellors or by superintendents/residents. Other aspects of community living include the promotion of basic life skills, such as personal hygiene, tidiness, eating skills, personal administration and money management; developing a sense of individual and collective responsibility, by involving the tenant in managing their own apartment or placing them on a tenant selection committee; overcoming individual and social isolation/marginalization by promoting tolerance amongst tenants, encouraging mutual support, and involvement in social activities, and by creating a positive atmosphere of community; and, by encouraging the integration of tenants into the external environment of the surrounding community.

UNIQUE/INNOVATIVE ASPECTS

Broad coalition approach to pooling resources and delivering comprehensive services aimed at supportive permanent accommodation.

SOURCE OF FUNDING

The member organizations generate a total of \$2 million from rents; \$46,000 from courses; \$7,000 from property management; \$7,000 from social management. In addition, \$4,000 in annual savings are generated for each member corporation by application to a property insurance scheme managed by FOHM. The network maintains only five full-time staff, with 30 other part-time staff divided amongst the member corporations, including 24 superintendents/residents and six counsellors.

CONTACT ORGANIZATION

La Fédération des organismes sans but lucratifs d'habitation de Montréal.

Name: Norma Drolet

Position: Directrice générale

Address: 1650 rue St-Timothée, suite 206, Montréal, PQ H2L 3P1, Canada.

Phone: (514) 527-6668 Fax: (514) 527-7388

SIMILAR INITIATIVES

Fred Victor Mission and Street City, Toronto, Ontario (H.7).

NAME OF INITIATIVE

Seattle-King County Coalition for the Homeless

LOCATION

Seattle and King County, Washington.

YEAR ESTABLISHED

May, 1989 (originated in 1979 with the formation of the Seattle-King County Emergency Housing Coalition).

OBJECTIVE

The mission of the coalition is to improve access to shelter and to provide shelter; to promote appropriate, co-ordinated, related services; and to reduce the causes of homelessness for the vulnerable populations of Seattle and King County.

SIZE

The coalition includes over 60 non-profit and government agencies from King County, representatives from the Seattle Police Department and formerly homeless people.

RESPONSIBLE AGENCY(IES)

The coalition is a formal organization with elected officers and standing committees. The steering committee, which is composed of the co-chairs of the coalition, provides overall co-ordination.

TARGET POPULATION

All homeless and at-risk populations of the Seattle and King County areas.

SERVICES PROVIDED

The coalition advocates at all levels of government and the private sector for "safe, sane and sanitary" shelter throughout King County; the need for strong programmatic standards for the delivery of services, and the need to eliminate the primary causes of homelessness. Through its various committees, the coalition provides a range of services which include promoting adequate and appropriate emergency and transitional housing with comprehensive support services; advocating for safe and sanitary, permanent low-income housing; working to eliminate homelessness through preventive measures such as rent assistance and social services; promoting inter-agency communication and co-ordinated service among providers; educating and mobilizing the public and private sectors; developing new service models; networking with other local and national emergency service coalitions; and, assuring that persons who are unemployed, or housed or served in member programs will not experience discrimination.

UNIQUE/INNOVATIVE ASPECTS

The coalition is successful because it works within the community infrastructure, bringing together political and business leaders and homeless people to work on issues and resolve disputes. For example, the dialogue among homeless people, non-profit service providers and government has enhanced creativity on the part of the providers and empowered homeless people to be involved in solutions to their own problems.

SOURCE OF FUNDING

Local governments and private funders support the coalition through paid memberships and by underwriting the costs of monthly mailings and other events. The coalition has helped the City of Seattle and King County leverage more federal, state and private funds than in most other areas of the U.S.

CONTACT ORGANIZATION

Seattle King County Coalition for the Homeless

Name: Linda Weedman

Position: Co-Chair

Address: 1118 Fifth Ave., Seattle, WA 9810, U.S.A.

Phone: (206) 461-4861 Fax: (206) 461-4860

SIMILAR INITIATIVES

There are coalitions in most urban areas in the US, although the Seattle-King County Coalition is one of this nation's first.

NAME OF INITIATIVE

The Good Practice Unit (Homelessness Services)

LOCATION

United Kingdom

YEAR ESTABLISHED

1993

OBJECTIVE

To catalogue good practices among housing associations and local authorities .

RESPONSIBLE AGENCY(IES)

Chartered Institute of Housing (U.K.)

TARGET POPULATION

Members of the Chartered Institute and others responding to homelessness.

SERVICES PROVIDED

The Good Practice Unit (GPU) within the Chartered Institute of Housing documents, updates and publishes case studies reflecting good practices among housing service providers in the U.K. In addition, the Institute has developed a Housing Management Standards Manual, with a specific section on homeless services, which presents a brief overview of good practices, including customer information systems, homeless prevention strategies, help for victims of family violence, temporary accommodation options and standards, rent guarantees, and resettlement support for homeless persons.

UNIQUE/INNOVATIVE ASPECTS OF INITIATIVE.

Centralized service provides information and resources to a broad range of providers.

CONTACT ORGANIZATION

The Good Practice Unit

Name: Janet Richards

Position: Head

Address: Octavia House, Westwood Way, Coventry, CV4 8JP, England.

Phone: (011) (44) 203-694-433 Fax: (011) (44) 203 695-110

SIMILAR INITIATIVES

The Housing Management Standards Manual presents an extensive overview of case studies in the U.K. In addition, individual case study fact sheets are available from the Good Practice Unit.

CATEGORY: COMPREHENSIVE

H.I.I

NAME OF INITIATIVE

Hanover Welfare Services

LOCATION

Inner city and suburban Melbourne, Australia.

YEAR ESTABLISHED

1964

OBJECTIVE

Hanover is a multi-service non-profit agency with a mission to empower homeless people to take greater control over their lives and to stimulate and to encourage change in Australian society to benefit the homeless.

SIZE

The program assists over 600 individuals daily in a full range of services, including advocacy and research, outreach, various shelter and permanent housing projects, and counselling/job skills programs. The program consists of three crisis accommodation facilities in inner-city Melbourne, including 50 beds for the general population, seven units for families and 15 beds for single women. Seventy houses/flats with approximately 240 beds are provided in the suburbs for transitional/supportive housing.

RESPONSIBLE AGENCY(IES)

Hanover Welfare Services.

TARGET POPULATION

Hanover provides specific services to the full spectrum of homeless and at-risk population with both general services and more specific programs directed to families, women and young adults.

SERVICES PROVIDED

A range of inner and suburban crisis assistance programs with counselling/personal support, meals, health services, employment and training, job placement and street outreach. Hanover's philosophy is to assess the needs of homeless people and to evaluate the outcomes of its service delivery to ensure both relevance and effectiveness. Programs and facilities set up in the 1970s-80s have been redeveloped in the 1990s — the 300-bed shelter has been closed and replaced by high quality crisis and supported housing which form "stepping stones" back to independent living. Hanover has stressed the links between homelessness and employment in advocating for policy change and has developed a range of job training, placement and work opportunities tailored to the individual needs of the homeless. Hanover undertakes research into homeless issues as an integral part of its work to advocate for change within the community, which may reduce the prevalence of homelessness.

UNIQUE INNOVATIVE ASPECTS

Emphasis on program evaluation and redesign.

SOURCE OF FUNDS

Hanover accesses funding through various government programs in order to provide its services. In 1993-94, just over 55 percent of its budget derived from government subsidies. Customer payments amounted to about 40 percent, with the remainder from private donations.

TOTAL BUDGET

1993-94, total budget expenditure was A\$56.1 million.

CONTACT ORGANIZATION

Hanover Welfare Services.

Name: Tony Nicholson

Position: Chief Executive Officer

Address: PO Box 1016, South Melbourne St., Victoria 3205, Australia.

Phone: (61) (39) 699-6388 Fax: (61) (39) 699-6790

CATEGORY: COMPREHENSIVE

H.12

NAME OF INITIATIVE

Droit à logement (DAL) "Right to Housing"

LOCATION

Paris, France.

YEAR ESTABLISHED

November, 1990, as a result of a march on city hall by militant homeless to demand access to vacant units.

OBJECTIVE

To represent the interests of the homeless and unstably housed in Paris and the surrounding region in working toward independent living.

SIZE

More than 550 homeless families have been housed as a result of the lobbying efforts.

RESPONSIBLE AGENCY(IES)

DAL brings together a coalition of organizations made up of the homeless and unstably housed and those working with the homeless.

TARGET POPULATION

The homeless and unstably housed of Paris and surrounding region.

SERVICES PROVIDED

DAL has been actively lobbying to have the government implement a long-dormant emergency law, passed in 1945, authorising the compulsory acquisition of abandoned buildings and apartments owned by institutions and making them available for the homeless. This law was kept in force until 1962 and 45,000 households were provided with housing as a result of this ordinance. At the same time that homelessness has reached crisis proportions, the number of vacant units in France is at an all-time high. For example, there is, on average, one vacant unit for each residential building in Paris. DAL is also a response to the growing dependence of the homeless on social assistance and emergency shelters. DAL lobbies against current state measures to reduce the number of available social housing units, to strengthen rules for eviction, and to allow for the sale of social housing units to private sector interests. DAL has developed an inventory of addresses of vacant and abandoned buildings in Paris. DAL publishes a monthly newsletter called *INFO DAL*. A homelessness committee was established in September, 1994. The committee is composed of homeless people and holds a general assembly, open to the public, twice a month. Another member of the coalition is involved in lobbying efforts to have free access to public transportation provided to the unemployed, marginalized and homeless residents of the Paris region.

UNIQUE/INNOVATIVE ASPECTS

Initiated by homeless activists; reliance on broad-based coalition.

SOURCE OF FUNDING

The coalition is composed of volunteers. Revenue generation takes place through the sale of the newsletter and T-shirts.

CONTACT ORGANIZATION

Comité Des Sans Logis (CDSL)

Address: 10, rue du Moulin de la Pointe, Paris 13^{ème} M Tolbiac, France.

Phone: (011) (33) (14) 565-3026

SIMILAR INITIATIVES

Similar committees have been established throughout France, including the cities of Rennes, Amiens, Clichy la Garenne, Montreuil, and Saint Denis. Recently, the San Francisco Coalition for the Homeless initiated a similar occupation of buildings in the Presidio, the vacated former military base in San Francisco.

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APPENDIX A: INDEX OF FACT SHEETS ON INITIATIVES RESPONDING TO HOMELESSNESS

CANADA

(27 initiatives)

Initiative	Against All Odds
City/Location	Toronto, Ontario
Type	Street outreach
Fact Sheet #	A.2
Initiative	Carruthers Alumni/Queen Mary Apartments
City/Location	Ottawa, Ontario
Type	Permanent housing
Fact Sheet #	D.4
Initiative	Court Outreach Program
City/Location	Ottawa, Ontario
Type	Street outreach
Fact Sheet #	A.4
Initiative	Creating New Opportunities
City/Location	St John, New Brunswick
Type	Prevention
Fact Sheet #	G.4
Initiative	Downtown Women's Project
City/Location	Victoria, British Columbia
Type	Community development/enterprise
Fact Sheet #	F.2
Initiative	FOHM
City/Location	Montreal, Quebec
Type	Comprehensive
Fact Sheet #	H.8
Initiative	Hope Community/Hope Discovery
City/Location	Ottawa, Ontario
Type	Transitional/supportive housing
Fact Sheet #	C.3
Initiative	L'entente (Agreement)
City/Location	Montreal, Quebec
Type	Permanent housing
Fact Sheet #	D.5
Initiative	Long Term Services for Youth
City/Location	Halifax, Nova Scotia
Type	Emergency shelter
Fact Sheet #	B.1

Initiative	Mainstay Residence
City/Location	Winnipeg, Manitoba
Type	Transitional/supportive housing
Fact Sheet #	C.2
Initiative	Medewiwin Non-Profit Housing
City/Location	Victoria, British Columbia
Type	Permanent housing
Fact Sheet #	D.1
Initiative	Ndinawe
City/Location	Winnipeg, Manitoba
Type	Emergency shelter
Fact Sheet #	B.2
Initiative	Open Door Rooms Registry
City/Location	Toronto, Ontario
Type	Prevention
Fact Sheet #	G.3
Initiative	Out of the Cold
City/Location	Toronto, Ontario
Type	Emergency shelter
Fact Sheet #	B.3
Initiative	Outreach Program
City/Location	Suburban Ottawa, Ontario
Type	Street outreach
Fact Sheet #	A.5
Initiative	Portland Hotel
City/Location	Vancouver, British Columbia
Type	Permanent housing
Fact Sheet #	D.3
Initiative	Rideau Street Youth Initiative
City/Location	Ottawa, Ontario
Type	Community development/enterprise
Fact Sheet #	F.3
Initiative	Rooming House Information Centre
City/Location	Toronto, Ontario
Type	Prevention
Fact Sheet #	G.2
Initiative	Rooming House Renovation
City/Location	Montreal, Quebec
Type	Prevention
Fact Sheet #	G.8
Initiative	Rupert Rooming House Monitoring Pilot
City/Location	Toronto, Ontario
Type	Prevention
Fact Sheet #	G.5

Initiative	Safe Homes for Youth
City/Location	Suburban Ottawa, Ontario
Type	Prevention
Fact Sheet #	G.7
Initiative	Sailavik Centre
City/Location	Iqaluit, Northwest Territories
Type	Rural response
Fact Sheet #	E.3
Initiative	Singles Housing Opportunities Program
City/Location	Toronto, Ontario
Type	Permanent housing
Fact Sheet #	D.2
Initiative	Street City
City/Location	Toronto
Type	Comprehensive
Fact Sheet #	H.7
Initiative	Street Health Coalition
City/Location	Ottawa, Ontario
Type	Street outreach
Fact Sheet #	A.6
Initiative	Victoria Street Community Association
City/Location	Victoria, British Columbia
Type	Street outreach
Fact Sheet #	A.1
Initiative	Voice Mail Pilot
City/Location	Toronto, Ontario
Type	Transitional/supportive housing
Fact Sheet #	C.4

UNITED STATES

(23 initiatives)

Initiative	Baltimore's Approach to Homelessness
City/Location	Baltimore, Maryland
Type	Comprehensive
Fact Sheet #	H.4
Initiative	Better Homes Foundation
City/Location	U.S.A. (various locations)
Type	Prevention
Fact Sheet #	G.1

Initiative	Central Vermont Community Land Trust
City/Location	Montpelier region, Vermont
Type	Rural response
Fact Sheet #	E.4
Initiative	Chesapeake Area Recovery Communities
City/Location	Baltimore, Maryland
Type	Transitional/supportive housing
Fact Sheet #	C.1
Initiative	Delancy Street
City/Location	San Francisco, California
Type	Comprehensive
Fact Sheet #	H.6
Initiative	Downtown Safe and Clean
City/Location	Portland, Oregon
Type	Community development/enterprise
Fact Sheet #	F.7
Initiative	Freedom House
City/Location	Richmond, Virginia
Type	Comprehensive
Fact Sheet #	H.1
Initiative	Hard Times Cafe
City/Location	Harrison, Michigan
Type	Community development/enterprise
Fact Sheet #	F.1
Initiative	Homeless Diversion Project
City/Location	New York City, New York
Type	Prevention
Fact Sheet #	G.6
Initiative	Hospitality House
City/Location	San Francisco, California
Type	Community development/enterprise
Fact Sheet #	F.4
Initiative	Housing with Dignity
City/Location	Philadelphia, Pennsylvania
Type	Transitional/supportive housing
Fact Sheet #	C.5
Initiative	Job Training Partnership
City/Location	Salt Lake City, Utah
Type	Community development/enterprise
Fact Sheet #	F.8
Initiative	Project Recover
City/Location	Glenwood, Oregon
Type	Rural response
Fact Sheet #	E.1

Initiative	San Francisco Continuum of Care
City/Location	San Francisco, California
Type	Comprehensive
Fact Sheet #	H.5
Initiative	Seattle-King County Coalition for the Homeless
City/Location	Seattle, Washington
Type	Comprehensive
Fact Sheet #	H.9
Initiative	Self-Help and Resource Exchange
City/Location	San Diego, California
Type	Street outreach
Fact Sheet #	A.3
Initiative	Services and Emergency Aid Centre for Homeless
City/Location	Houston, Texas
Type	Comprehensive
Fact Sheet #	H.2
Initiative	Seton House
City/Location	Casper, Wyoming
Type	Rural response
Fact Sheet #	E.2
Initiative	St Vincent De Paul Village
City/Location	San Diego, California
Type	Comprehensive
Fact Sheet #	H.3
Initiative	The Women's Housing Coalition
City/Location	Albuquerque, New Mexico
Type	Permanent housing
Fact Sheet #	D.6
Initiative	Trinity Housing /Third an' Eats
City/Location	Washington D.C.
Type	Community development/enterprise
Fact Sheet #	F.5
Initiative	Yesler Early Childhood Center
City/Location	Seattle, Washington
Type	Transitional/supportive housing
Fact Sheet #	C.6
Initiative	Youth Build Program Harlem
City/Location	New York City, New York
Type	Community development/enterprise
Fact Sheet #	F.6

INTERNATIONAL

(5 initiatives)

Initiative DAL
City/Location Paris, France
Type Comprehensive
Fact Sheet # H.12

Initiative Hanover Welfare Services
City/Location Melbourne, Australia
Type Comprehensive
Fact Sheet # H.11

Initiative Housing Education Project
City/Location United Kingdom
Type Prevention
Fact Sheet # G.9

Initiative Nazorg
City/Location Zwolle, Netherlands
Type Transitional/supportive housing
Fact Sheet # C.7

Initiative The Good Practice Unit
City/Location United Kingdom
Type Comprehensive
Fact Sheet # H.10

APPENDIX B: INTERNET INFORMATION REFERENCES ON HOMELESSNESS

One source of information utilized in this study was the Internet and World Wide Web (www). Initially, beginning with the Homeless home page — initiated and maintained by Communications for a Sustainable Future (CSF) — a variety of other sources were discovered. Many of these have come on-line only in the past six months, during this study.

HOMELESS is a global electronic discussion list focussed on the subject of homelessness. The topic is multi-disciplinary in its scope. In the HOMELESS list, you are likely to encounter communication from people who are currently homeless, from people who are currently “homed” and from people from all walks of life. The HOMELESS list invites any person with an interest in homelessness to participate in an exploration of the topic and the issues that surround it. The HOMELESS list is maintained through its host, CSF, located at the University of Colorado at Boulder. The HOMELESS list is an unmoderated and open list, so all messages posted to the list (Homeless@csf.colorado.edu) will automatically be redistributed around the world.

In addition to the discussion list, HOMELESS also maintains a global electronic archive of information relating to the topic. Currently, there are frequently asked question files, bibliographies and academic papers in the archive. The archive is accessible via FTP and Gopher at csf.colorado.edu under Progressive Sociology. It is also accessible via Mosaic, Lynx and other Web browsers at: <http://csf.colorado.edu/homeless>

- **To subscribe** to the HOMELESS discussion list simply send the message below to listserv@csf.colorado.edu
Sub Homeless Yourfirstname Yourlastname
- **If you have technical problems** in subscribing, contact Lynn Schaper at the host site, Communications for a Sustainable Future: schaper@csf.colorado.edu
- **To post directly** to the list, send your message to: Homeless@csf.colorado.edu

This will provide access to a host of other Internet addresses, including some specific organizations directly involved in providing shelter and services to homeless and at-risk people, as well as a number of valuable information sources, including the National Coalition for the Homeless and its information hotline, and the Department of Housing and Urban Development (where recent announcements as well as detailed program descriptions can be found).

As an illustration of the range of access and information available on homelessness through this source the home page menu of the HOMELESS list follows:

(To get to this electronically, Gopher to <http://csf.colorado.edu/homeless/index.html>).

HOMELESS HOME PAGE at Communications for a Sustainable Future

- Information about the Homeless discussion list
- Discussion list mail archive
- The complete CSF Homeless archive

Other resources on the Internet: (i.e. home pages you can access effective July, 1995). These can be accessed directly once you know the Gopher site or via the hypertext menu in the CFS homeless list home page. The Gopher site and sub-menu is listed for selected sites.

Bethesda Project: To be family with those who have none

Dorothy Day Hue Berkeley, California

GrantsNet

Homeless — U.K. home page (<http://s1.cxwms.ac.uk/Academic/AGPU/staffpag/robinson/interest/homeless>)

HandsNet Human Services Community (<http://www.handsnet.org/handsnet>)

Homeless-Missing Persons Project

HUD Gopher (<gopher://gopher.hud.gov/1/>)

(FILE) About This Gopher

(DIR) What's going on at HUD

(DIR) Programs at HUD

(DIR) HUD Assets Sales

(DIR) HUD USER Research Information Service

(DIR) HUD's Inspector General

(DIR) HUDCLIPS

(DIR) Other Information Servers

INNVISION San Jose, California

IUGM International Union of Gospel Missions

Italy: Mauro Guarinieri

Jervay Place: Low-income housing

Lead... or Leave Challenge: End Homelessness

National Coalition for the Homeless (<http://nch.ari.net/confer.html>)

About the National Coalition for the Homeless

What's New

Homeless Voices

Special Survey on Homelessness Research

Facts about Homelessness

Homelessness: Current Legislative and Policy Issues

Legislative Alerts

Current Organizing Projects

Public Education Projects

NCH Publications

Directory of State and National Homeless/Housing Advocacy Organizations

Upcoming Conferences on Homelessness, Housing and Poverty

Become a Member of the National Coalition for the Homeless
Other Useful Internet Resources
Non-profit Resources Catalog PAW Home Page
Overview of 54 Ways You Can Help The Homeless
Photographic Study of Homeless People
Project Handbook — Hunger and Homelessness
Ron Lunde's Homeless Home Page
Rainbow Family of Living Light
St. Vincent de Paul Village and S.H.A.R.E. Southern California