INTERACTION OF SOCIAL HOUSING AND SOCIAL SAFETY NET PROGRAMS: A BASIS FOR DISCUSSION

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For :
The Centre For Future Studies in Housing and Living Environments

FOREWORD

In the spring of 1991 the Centre for Future Studies in Housing and Living Environments, at Canada Mortgage and Housing Corporation, initiated a research project examining the issues related to the future of social housing within the social safety net. The project aims to re-examine the role of social housing within the social safety net and to explore the potential changes or improvement to this role to respond to the social challenges of the coming decade and beyond.

As such, the work conducted as part of this project tends to be more holistic, long reaching and exploratory than policy work often undertaken as part of the periodic examination of individual CMHC programs. This paper on Interactions of Social and Social Safety Net Programs: A Basis for Discussion constitutes a first step in exploring how, from the standpoint of service providers and recipients, social housing interacts, complements or counteracts other social programs.

As the title indicates, the Centre for Future Studies hopes to stimulate discussions, information sharing and debate on how social housing programs can better interact with other social programs. In an era of fiscal restraint, increasing competition, emerging new social needs and calls for better co-ordination, it is important that the potential contributions of social housing be considered and debated when exploring new policy directions for the social safety net.

The Manitoba-based study team for this paper was given a broad and challenging mandate to identify the type and range of interactions which occur between social housing and other social programs. Displaying commitment, enthusiasm and genuine concern and interest, the study team met and interviewed representatives of over 30 groups and agencies related in one way or another to the social housing and social services sector in the Winnipeg area. The results presented in this paper are a reflection of what they heard and of their own professional expertise and experience.

Given the range of interaction issues considered and the exploratory nature of this work, the ideas and arguments presented are often based on perceptions, albeit based on day-to-day experience, and have often not been substantiated or studied in detail. In addition, the issues and examples discussed are based on the 1991 realities in the city of Winnipeg. The experience and approaches may therefore vary across cities and provinces.

The Centre for Future Studies does not consider these study limitations as an impediment to its usefulness. The Centre aims to use this paper as one instrument to stimulate discussions on the future role of the social housing safety net. It is our hope that the points of view expressed in this paper will be

supported by some and challenged by others, that new evidence and examples in other cities and provinces will be brought forward and that new research will be stimulated on the questions raised by this research. The Centre intends to pursue its work in this area, and input of ideas and research in this area will be welcomed.

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AVANT-PROPOS

Au printemps 1991, le Centre d'études prospectives sur l'habitation et le cadre de vie de la Société canadienne d'hypothèques et de logement entreprenait un projet de recherche sur l'avenir du rôle du logement social à l'intérieur du filet de sécurité sociale. Il s'agissait d'explorer des changements ou des améliorations possibles afin de répondre aux défis sociaux de la prochaine décennie et des années qui suivront.

Il s'agit donc d'un projet plus holistique, axé sur le long terme et l'exploration, que le travail d'orientation souvent exécuté dans le cadre de l'examen régulier des programmes particuliers de la SCHL. Intitulé <u>Interaction des programmes du logement social et du filet de sécurité sociale - Base de discussion,</u> le présent document constitue un point de départ en vue de déterminer, du point de vue des fournisseurs et des bénéficiaires de services, comment le logement social rejoint, complète ou neutralise les autres programmes sociaux.

Comme son nom l'indique, le Centre d'études prospectives espère favoriser la discussion, le partage d'information et le débat visant à déterminer comment les programmes de logement social peuvent mieux rejoindre les autres programmes sociaux. Compte tenu des compressions budgétaires actuelles, au moment où la concurrence s'accroît et qu'apparaissent de nouveaux besoins sociaux, Il importe en outre de prendre en considération les contributions possibles du logement social lorsque nous explorons les nouvelles orientations générales du filet de sécurité sociale.

L'équipe d'étude manitobaine qui a préparé le présent document avait le mandat large et difficile de déterminer le type et la gamme des interactions qui existent entre le logement social et les autres programmes sociaux. Ses membres ont travaillé avec dévouement, faisant preuve d'enthousiasme et affichant un intérêt réel à l'égard du problème. Ils ont rencontré et interrogé des représentants de plus de 30 groupes et organismes intéressés d'une façon ou d'une autre par le secteur du logement social et des services sociaux de la région de Winnipeg. Les résultats publiés ici reflètent ce que les membres de l'équipe ont entendu et leur propre jugement professionnel.

Compte tenu de la gamme des interactions considérées et de la nature exploratoire du travail, les idées et les arguments présentés sont souvent le fruit des perceptions des membres de l'équipe au jour le jour, et il a fréquemment été impossible de les étayer ou de les analyser en profondeur. Les questions et les exemples inclus sont fondés sur les réalités de 1991 dans la ville de Winnipeg. Il est donc possible que la situation diffère dans les autres villes ou provinces.

Le Centre d'études prospectives ne considère pas que ces restrictions affaiblissent l'étude. Il veut utiliser le présent document comme instrument afin de faciliter le débat sur l'avenir du logement social et du filet de sécurité sociale. Nous espérons que les points de vue exprimés ici seront apppuyés par les uns et contestés par les autres, nous voulons que les autres villes et provinces fassent connaître leur situation et nous souhaitons que nos travaux provoquent de nouvelles analyses des questions qui nous ont intéressés. Le Centre entend poursuivre ses activités en la matière et vous invite à y participer.

Centre d'études prospectives sur
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INTERACTION OF SOCIAL HOUSING WITHIN THE SOCIAL SAFETY NET

1.0 EXECUTIVE SUMMARY

1.1 STUDY OBJECTIVE

The objective of this study is to identify and explore the interaction between housing and other safety net programs to facilitate further discussion and research on social housing policy directions. The study was conducted for the Centre For Future Studies in Housing and Living Environments at Canada Mortgage and Housing Corporation and is part of a longer term project that is looking at policy directions for the 1990s and beyond. In addition to conducting a review of existing literature, the study team met and interviewed representatives from over 30 groups and agencies related in one way or another to the social housing or social services sector in the Winnipeg area. The results presented in this paper are a reflection of what they heard and of the team members own professional expertise and experience.

1.2 ISSUES COMMON TO ALL CLIENT GROUPS

The strength of social housing in the interaction process is the role that adequate, affordable shelter can play as a vital stabilizer. Security of tenure allows households to access other social support services. Housing can be the focus for other supportive and preventive services that facilitate reintegration into society. It also supports independence.

Housing's role in the interaction process can be strengthened by such aspects as a suitable location relative to other services, proximity to affordable transportation, and design and amenity features that decrease the need for some support systems and facilitate delivery of others.

Many aspects of the relationship between housing and other services that inhibited interaction were also highlighted.

Fragmentation of service delivery, compartmentalization of budgets and duplication of services were considered by many to be more of a problem than limited resources. This is compounded by competition between service providers. Integrated and coordinated delivery through community-based mechanisms could, in many instances, provide better service in a more cost effective fashion.

There was a general concern that housing agencies lack awareness of the clients' social and economic needs and the support services within the community that may be able to assist them. To ensure better integration of housing with other social safety net programs, housing agencies could build awareness of, and

provide information about, other social safety net programs. Tenant Resource Workers, Community-Based Delivery Systems, and Community Resource Centres are approaches which might improve effective referral and interaction.

Integration of projects into the wider community could be attained by using housing as a focus for the delivery of services enhancing interaction. Also, many felt that an income mix of social assistance recipients and those working mitigated ghettoization and improved constructive and pertinent interaction with the social programs and the wider community.

Tenant involvement in management and a more co-operative relationship between management and tenants can foster interaction of housing with other support services. Tenant eligibility criteria may be unnecessarily inflexible and may hinder interaction with other support programs.

Conflict resolution approaches and housing orientation programs are helpful preventative tools to diffuse tenant frustration and avoid conflict and the possible need for eviction which limits the stabilizing role of housing.

There was an identified need for an increased emphasis on client counselling and the structuring of more effective links between clients and community services. It was not clear where the responsibility for structuring these links rests - with housing or other social service agencies.

There is a need to refocus the emphasis of housing managers to increase their sensitivity to the social needs of tenants, and their familiarity with social safety net programs. A revival of courses for Social Housing Managers and the increased use of Tenant Resource Workers are possible options that CMHC and Provincial/Territorial housing agencies may wish to consider.

New approaches to the delivery of social housing and social safety net programs are constrained by fears about accountability and the movement towards the extensive use of "professional" expertise and strict adherence to inflexible standards. Less reliance on "professionalism" and more experimentation with community-based delivery models may help foster a more effective interaction between housing and other community-based services.

1.3   FINDINGS RELATED TO SPECIFIC CLIENT GROUPS

There were a number of aspects of the interaction that were particularly important to specific client groups. These aspects are highlighted on a client group basis below.

Single Parent Households

Young, adolescent mothers are often disenfranchised, i.e. too old to access child welfare and too young to access adult programs including social housing.

Housing has the potential to serve as a focal point for delivery of services such as day-care, skills training etc., however, the reality is often a lack of access to housing and fragmentation of program delivery contributes to increased stress.

Careful site selection and more flexible program criteria can enhance the accessibility of support services, alleviate safety concerns and help offset other difficulties such as lack of access to transportation.

The needs of newly separated women must be addressed to safeguard family stability and support them in employment. Appropriate housing options can be helpful, particularly during the difficult transition period after separation. It should be noted that a more affluent background does not necessarily prevent the need for assistance in a period of crisis.

The Mentally Disabled

Deinstitutionalization has had a considerable impact on the demand for supportive housing, but the former public investment in the "institutional home" has not been transferred to the social housing sector. Group home situations lack privacy, adequate amenity space, and are often overcrowded.

Problems specific to the mentally disabled in the delivery of housing and other social programs include labelling and eviction because of erratic or "odd" behaviour; the inaccessibility of continuing care to group home residents; the need for "safe houses" to provide crisis support, counselling and medication monitoring and the NIMBY Syndrome when integration of the group home into a neighbourhood is attempted.

Fragmented responsibility for delivery of housing and other services compounds the above situations.

The Physically Disabled

Housing and care services for the physically disabled person who needs a deep level of service is generally geared to the needs of geriatric clients. This often inhibits younger clients who wish to lead a normal lifestyle and seek employment, resulting in unnecessary dependence.

Project locations are often inaccessible to transportation and other necessary services and project amenities do not facilitate the effective delivery of other support services. The supply of appropriate units in rural areas is a particular problem.

There is inadequate provision for the needs of families with a disabled parent both in terms of available neighbourhood housing options and specific design and retrofitting assistance.

Newcomers

There was a lack of consensus among those interviewed on whether special housing for newcomers or immediate integration with the larger society is most appropriate.

Service agencies do not always understand the needs of immigrants and refugees. Insensitivity to cultural differences, paternalism and misunderstanding at service access points often result in newcomers rejecting or withdrawing from services that are offered, including social housing.

Social housing does not always enhance integration of newcomers into the community and interaction with other support services.

The Homeless

Social housing is often inaccessible to, or inappropriate for, "transients" and the "hard to house."

Housing that combines meals, detoxification, help with money management and hygiene, and chemical addiction is in short supply.

Repeated use of hostels and emergency shelters does little to facilitate integration with other services or to provide stability or rehabilitation (if that is what the homeless person is seeking).

Lack of access to social housing, and the social safety net by an increasing number of homeless families must be addressed.

The Elderly

Barriers to independence amongst the frail elderly include lack of availability of support services such as health care, transportation, meals and cleaning services. Fragmentation of service delivery compounds their problems.

Barrier free design features in social housing decrease the need for some support systems and facilitate the delivery of others. Design and retrofitting which allows "aging in place" could extend the ability of the elderly to remain independent.

The location of social housing is vital to necessary interaction with other support services. "Enriched" housing for the frail elderly, for support in temporary illness situations and programs to allow community programming to support the elderly in their homes, are all initiatives which should be encouraged.

Youth at Risk

"Youth at risk" have few shelter options.

Special social housing options with appropriate counselling support, which respects their need for independence and enables them to establish control over their lives may have to be considered to avoid expensive social costs to the individual and society as a whole "down the road."

If we encourage adolescent parents to keep their babies, appropriate social housing and support services must be provided.

Low Income Working And Social Assistance Families

There is concern that rents for welfare recipients and the working poor in social housing are far too high.

The current rent-to-income scale should be reconsidered and be based on net income because the present ratio has a penalizing effect, particularly for the working poor.

The combined problems of earning exemptions, tax back rates, and loss of other benefits such as dental care, reduce the incentive for people to get off welfare and out of social housing.

People with AIDS

Very little social housing has been made available for people with AIDS. The need group is predominantly young, male and poor.

There is a lack of consensus about whether congregate housing incorporating residential and care support, or provision of support in a home environment permitting integration with the wider community, is the most appropriate form of care for persons with AIDS.

Victims of Abuse

There is a lack of emergency shelter for abused women and social housing has not been particularly receptive to victims of abuse.

Some social housing agencies have now set aside a few units for emergency use, but safety is an ongoing problem, despite some constructive initiatives such as buzzer systems by social housing management.

There is a need for longer term transitional housing while women receive counselling, skills upgrading and employment programs, and to provide a stable base for accessing other support programs.

1.4   THE EXTERNAL ENVIRONMENT

The study determined that certain external variables or factors not only affected the interaction between social housing and the social safety net, but also suggest that changes will have to be made in future policy directions if interaction is to be effective. Findings related to external factors are summarized as follows:

The changing nature of the economy is creating an increased number of unstable low paying positions. This places additional stress on housing and social safety net programs.

The study also raises the question of whether an emphasis on market responsiveness and efficiency, privatization of programs, and decentralization of government functions actually facilitates interaction of housing and other social support services.

Another question is whether past emphasis on housing initiatives to facilitate the operation of the private market, combined with recent cuts in funding to social housing, may have made housing the weak link in the safety net system.

Broad social changes have occurred over the last two decades and poverty has shifted to encompass new groups in society. However, many felt that housing and other social support programs have not been adjusted accordingly.

The strong sense of community and the support network that went with it has changed and in some places disappeared. New approaches may be required to respond to an increasingly diverse community.

Changes in housing and social service programs have lagged behind the changing population, family, and household profiles. This not only leaves gaps in the safety net through which groups fall, it also makes the interaction of the current programs less effective in accommodating a diversity of client needs.

Divided responsibility, combined with what many would suggest is the absence of an integrated and coordinated housing and social policy has limited the effectiveness of interaction between housing and the support service network. The current approach is considered by some to be "piece meal" in nature and lacking a long term vision.

Fiscal restraint combined with devolution of responsibilities means some jurisdictions are taking on added responsibility without an adequate funding base. This threatens the effectiveness of interaction.

INTERACTION DU LOGEMENT SOCIAL A L'INTÉRIEUR DU FILET DE SÉCURITÉ SOCIALE

1.0   RÉSUMÉ

1.1   OBJECTIF DE L'ÉTUDE

La présente étude a pour objet de déterminer et d'explorer l'interaction entre les programmes de logement social et ceux du filet de sécurité sociale afin de faire progresser la discussion et la recherche concernant l'orientation du logement social. L'étude a été exécutée pour le Centre d'études prospectives sur l'habitation et le cadre de vie de la Société canadienne d'hypothèques et de logement dans le cadre d'un projet de longue durée concernant l'orientation générale des années 1990 et au-delà. En plus de passer en revue les documents existants sur la question, les membres de l'équipe ont rencontré et interrogé des représentants de plus de 30 groupes et organismes concernés d'une façon ou d'une autre par le secteur du logement social ou des services sociaux de la région de Winnipeg. Les résultats présentés ici reflètent ce que les membres de l'équipe ont entendu et leur propre jugement professionnel.

1.2   L'ENVIRONNEMENT EXTERNE

L'étude a révélé que certains facteurs externes influencent l'interaction entre le logement social et le filet de sécurité sociale et nous portent également à croire qu'il y aura lieu de modifier les orientations d'avenir pour rendre l'interaction efficace. Voici un résumé des constatations relatives aux facteurs externes.

La nature changeante de l'économie engendre un nombre de plus en plus élevé de postes instables peu rémunérés, sollicitant ainsi encore plus les programmes de logement social et ceux du filet de sécurité sociale.

L'étude nous porte également à déterminer si le fait de privilégier la capacité d'adaptation et l'efficience du marché, la privatisation des programmes et la décentralisation des fonctions gouvernementales facilite réellement l'interaction entre le logement social et les autres services de soutien social.

En outre, il faut savoir si le logement social ne serait pas devenu le maillon faible du filet de sécurité sociale parce que nous avons privilégié par le passé des initiatives de logement favorisant le bon fonctionnement du marché privé, combinées aux dernières réductions du financement du logement social.

Les deux dernières décennies ont donné lieu à de grands changements

sociaux et la pauvreté s'est transformée en englobant de nouveaux groupes de la société. Nombreux sont ceux qui croient cependant que les programmes de logement social et les autres programmes de soutien du filet de sécurité sociale n'ont pas été rajustés en conséquence.

Le grand sentiment d'appartenance à la collectivité et le réseau de soutien qui l'accompagnait ont changé et sont disparus dans certains endroits. Nous devrons peut-être trouver de nouvelles formules pour répondre aux besoins d'une collectivité de plus en plus diversifiée.

Les programmes de logement social et de service social n'ont pas évolué aussi rapidement que la population, la famille et les ménages se sont transformés. Non seulement cela a-t-il eu pour effet de trouer le filet de sécurité sociale, l'empêchant ainsi de supporter certains groupes, mais l'interaction des programmes actuels répond également avec moins d'efficacité aux besoins diversifiés de la clientèle.

La responsabilité partagée et ce que beaucoup d'intéressés considèreraient comme l'absence d'une politique intégrée et coordonnée de logement social et de services sociaux ont limité l'efficacité de l'interaction entre le logement social et le réseau de services de soutien. D'aucuns considèrent que la démarche actuelle est peu ordonnée et sans vision à long terme.

Les compressions budgétaires et la délégation des responsabilités signifient que certaines sphères de compétence doivent composer avec plus de responsabilités sans base adéquate de financement, ce qui menace l'efficacité de l'interaction.

1.3 QUESTIONS QUI CONCERNENT TOUS LES GROUPES DE CLIENTS

La force du logement social convenable et abordable dans le processus d'interaction est le rôle qu'il peut jouer en tant que stabilisateur vital. La sécurité d'occupation permet l'accès des ménages aux autres services de soutien social. Le logement peut être le point de convergence des autres services de soutien et de prévention qui facilitent la réintégration dans la société. Il favorise également l'indépendance.

Le rôle du logement dans le processus d'interaction peut être renforcé s'il est situé par exemple dans un endroit convenable par rapport aux autres services, s'il se trouve à proximité des systèmes de transport abordable et s'il est assez bien conçu pour être muni des commodités qui diminuent la nécessité de recourir à certains systèmes de soutien et permet d'en offrir d'autres plus facilement.

De nombreux aspects des rapports entre le logement et les autres services qui entravaient l'interaction sont également ressortis.

Nombreux étaient ceux qui considéraient que la distribution fragmentée des services, leur double emploi et la compartimentation des budgets étaient des facteurs plus importants que la restriction des ressources. En outre, la concurrence entre les fournisseurs de services n'arrange pas la situation. La distribution intégrée et coordonnée par le biais de mécanismes collectifs pourrait fournir dans bien des cas de meilleurs services de façon plus rentable.

La majorité des personnes interrogées croyait que les organismes de logement ne sont pas assez sensibilisés aux besoins sociaux et économiques des clients et connaissent mal les services de soutien de la collectivité qui peuvent les aider. Pour mieux intégrer le logement aux autres programmes du filet de sécurité sociale, les organismes de logement pourraient étudier les autres programmes du filet de sécurité sociale et les faire connaître. Les conseillers des locataires, les systèmes de distribution installés dans la collectivité et les Centres de ressources communautaires sont autant d'outils qui pourraient améliorer l'aiguillage et l'interaction.

Il serait possible d'intégrer des projets dans l'ensemble de la collectivité en faisant du logement le point de convergence de la distribution des services, de façon à améliorer l'interaction. Bien des personnes croient également que des gens aux revenus divers, des bénéficiaires de l'aide sociale et des travailleurs doivent se côtoyer afin d'éviter la formation de ghettos et d'améliorer l'interaction constructive et pertinente avec les programmes sociaux et l'ensemble de la collectivité.

La participation des locataires à l'administration et une meilleure collaboration entre l'administration et les locataires peuvent faciliter l'interaction du logement avec les autres services de soutien. Les critères d'admissibilité des locataires sont peut-être inutilement inflexibles et peuvent nuire à l'interaction avec d'autres programmes de soutien.

Les démarches de résolution des conflits et les programmes d'orientation en matière de logement sont des outils de prévention utiles pour diminuer la frustration des locataires, éviter les conflits et le recours possible à l'expulsion, qui limite le rôle de stabilisation du logement.

Il est ressorti qu'il y a lieu d'accorder plus d'importance au counseling et qu'il faut structurer des liens plus efficaces entre les clients et les services communautaires. Il n'a pas été déterminé clairement s'il appartenait aux organismes de logement ou à ceux des services sociaux de structurer ces liens.

Il faut modifier la ligne de pensée des gestionnaires des ensembles immobiliers afin de mieux les sensibiliser aux besoins sociaux des locataires et

de les familiariser avec les programmes du filet de sécurité sociale. La reprise des cours à l'intention des gestionnaires du logement social et un plus grand recours aux services des conseillers des locataires sont des options possibles que la SCHL et les organismes de logement des provinces et des territoires peuvent considérer.

L'obligation de rendre compte et la nécessité grandissante de recourir à des services «professionnels» tout en devant respecter à la lettre des normes inflexibles sont des facteurs qui limitent l'élaboration de nouvelles formules de distribution des programmes de logement social et du filet de sécurité sociale. On pourrait peut-être favoriser une meilleure interaction entre le logement et les autres services communautaires en délaissant le «professionnalisme» pour mettre à l'épreuve des modèles de distribution communautaire.

1.4 CONSTATATIONS CONCERNANT DES GROUPES CLIENTS PARTICULIERS

Certains aspects de l'interaction concernant des groupes clients de façon particulière sont mis en valeur ci-dessous.

Ménages de parent unique

Les mères adolescentes sont souvent désavantagées du fait qu'elles sont trop vieilles pour bénéficier de l'aide sociale à l'enfance et trop jeunes pour les programmes destinés aux adultes, dont ceux du logement social.

Le logement peut constituer une plaque tournante sur laquelle s'articulent des services comme la garde de jour et la formation professionnelle. En réalité, l'accès au logement est souvent aléatoire et le morcèlement de la distribution des programmes fait augmenter la tension.

Une sélection minutieuse des emplacements et des critères de programmes plus flexibles peuvent rendre les services de soutien plus accessibles, rassurer les gens et aider à solutionner d'autres problèmes comme le manque d'accès au transport.

Les besoins des femmes qui viennent de se séparer doivent être pris en considération pour préserver la stabilité familiale et les aider dans l'emploi. Il serait bien qu'elles aient des options convenables de logement, particulièrement au cours de la période de transition difficile qui survient après la séparation. Il ne faut pas oublier que la sécurité matérielle ne signifie pas nécessairement qu'une personne n'a pas besoin d'aide en période de crise.

Les handicapés mentaux

La déshospitalisation a eu un impact considérable sur la demande de logement en milieu de soutien, mais l'investissement public d'hier au titre du logement «institutionnel» n'a pas été transféré au secteur du logement social. Les foyers de groupe manquent d'intimité et de commodités et sont souvent surpeuplés.

Les handicapés mentaux ont souvent des problèmes particuliers en ce qui a trait à la prestation des programmes de logement et autres programmes sociaux. Ils sont «étiquetés» et expulsés en raison de leur comportement déconcertant et bizarre; les personnes qui demeurent dans des foyers collectifs n'ont pas accès aux soins de longue durée; il faut offrir des «foyer d'hébergement» pour soutenir les personnes qui sont en situation de crise, fournir des services de conseils et de surveillance des médicaments, sans oublier de prendre en considération le syndrome du «pas de ça chez nous» lorsqu'il s'agit d'intégrer un foyer collectif dans un quartier.

La responsabilité partagée de la prestation du logement et d'autres services aggrave les situations décrites ci-dessus.

Les handicapés physiques

Les services de logement et de soins à l'intention des handicapés physiques à qui il faut des services spécialisés sont souvent axés sur les besoins de clients gériatriques. Cela gêne les clients plus jeunes qui veulent mener une vie normale et se trouver un emploi. On crée ainsi une situation de dépendance inutile.

Les emplacements des projets sont souvent inaccessibles et les autres services et aménagements nécessaires ne facilitent pas l'efficacité d'autres services de soutien. La prestation d'unités convenables dans les secteurs ruraux est un problème particulier.

Nous ne répondons pas suffisamment aux besoins des familles dont l'un des parents est handicapé. Celles-ci ont en effet besoin de se loger dans leur quartier et il leur faut un endroit particulier où elles peuvent s'installer dans les meilleures conditions d'efficacité énergétique.

Nouveaux arrivés

L'avis des personnes interrogées était partagé lorsqu'il s'agissait de déterminer s'il valait mieux offrir un logement spécial aux nouveaux arrivés ou les intégrer immédiatement dans l'ensemble de la société.

Les organismes de services ne comprennent pas toujours les besoins des

immigrants et des réfugiés. L'insensibilité aux différences culturelles, le paternalisme et l'incompréhension aux points d'accès des services font souvent en sorte que les nouveaux arrivés refusent des services offerts, y compris le logement social.

Le logement social ne favorise pas toujours l'intégration des nouveaux arrivés dans la collectivité et l'interaction avec les autres services de soutien.

Le logement social est souvent inaccessible ou non conforme aux besoins des personnes de passage et de celles qui sont difficiles à loger.

Il n'existe pas suffisamment de logements fournissant des repas, des services de détoxification, de gestion monétaire, d'hygiène et d'aide aux toxicomanes.

Le recours continuel aux services des foyers et des abris de secours ne facilite pas l'intégration avec les autres services et ne favorise pas la stabilité ou la réadaptation (si c'est ce que la personne sans abri désire).

Il faut solutionner le problème de l'accessibilité insuffisante du logement social et du filet de sécurité sociale que connaissent de plus en plus de familles sans abri.

Les personnes agées

Les obstacles qui empêchent les personnes âgées fragiles d'êtres indépendantes comprennent le manque de disponibilité des services de soutien comme les soins de santé, le transport, les repas et les services de nettoyage. La fragmentation de la prestation des services aggrave leurs problèmes.

Le concept d'aménagement pour accès facile du logement social diminue jusqu'à un certain point la nécessité de recourir à certains systèmes de soutien et facilite la prestation de quelques-uns. Les programmes qui permettent aux gens de vieillir chez eux pourraient aider les personnes âgées à demeurer indépendantes.

La situation du logement social est d'une importance vitale pour assurer l'interaction avec les autres services de soutien. Le logement «amélioré» à l'intention des personnes âgées fragiles afin de les soutenir lorsqu'elles sont malades (temporairement) et les programmes communautaires de soutien des personnes âgées chez elles sont autant d'initiatives à encourager.

Jeunes en danger

Les «jeunes en danger» disposent de peu d'options en matière de logement.

Afin d'éviter que les particuliers aient à payer un coût social élevé et que l'ensemble de la société s'en ressente à long terme, il y aura peut-être lieu de considérer des options spéciales de logement comprenant un soutien adéquat en matière de conseils, respectant le besoin d'indépendance des jeunes et leur permettant de se prendre en main.

Nous devons offrir des services convenables de logement social et de soutien aux parents adolescents que nous encourageons à garder leurs bébés.

Familles à faible revenu qui travaillent et familles qui bénéficient de l'aide sociale

Il ressort que le prix de location du logement social des bénéficiaires de l'aide sociale et des travailleurs économiquement faibles est beaucoup trop élevé.

Le rapport entre le loyer et le revenu doit être repensé et fondé sur le revenu net parce qu'il a actuellement un effet de pénalisation, particulièrement pour les petits salariés.

Les gens sont moins portés à laisser l'aide sociale et à abandonner le logement social en raison de la somme de problèmes que sont les exemptions relatives au revenu, les taux de remboursement des prestations et la perte d'autres avantages comme les soins dentaires.

Personnes atteintes du SIDA

Il existe très peu de logements sociaux à l'intention des Sidéens. Ceux-ci sont en grande partie jeunes, de sexe masculin et pauvres.

Les personnes interrogées ne s'entendaient pas quant aux services les plus convenables à offrir aux Sidéens. Elles hésitent entre l'habitation collective comprenant un soutien résidentiel et des soins, et la prestation de soutien dans le milieu de vie, permettant l'intégration dans l'ensemble de la collectivité.

Victimes de mauvais traitement

Il n'existe pas suffisamment d'abris de secours pour les femmes maltraitées et le logement social n'a pas été particulièrement réceptif aux besoins des victimes de mauvais traitements.

Certains organismes de logement social ont maintenant prévu quelques unités pour les situations d'urgence, mais la sécurité est un problème constant en dépit d'initiatives constructives des administrateurs du logement social, comme l'installation de systèmes d'avertisseur.

Il faut offrir un logement transitoire de plus longue durée offrant des conseils et des programmes de perfectionnement professionnel et d'emploi aux femmes, constituant ainsi une base stable d'accès aux autres programmes de soutien.

Puisqu'on prévoit une demande restreinte pour ce document de recherche, seul le sommaire a été traduit.

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2.0 INTRODUCTION

2.1 PROJECT DESCRIPTION

Housing is a critical component of the Canadian safety net of social support programs. It is therefore important to examine the current and future role of housing and housing policy within this safety net system. However, no document currently exists which provides a comprehensive discussion of the various interactions between housing and other safety net programs.

The objective of this study, therefore, is to identify and explore these interactions and bring them together in one document in order to facilitate further research and discussion. The study is not intended to examine interactions at a very detailed level or to take into account all provincial variations in programs or delivery systems. It is intended to develop broad but valid generalizations.

For the purposes of this study the terms "social housing" and the "social safety net" are defined in the following way:

Social Housing: publicly sponsored, owned, and managed housing. Third sector housing (non-profits and cooperatives) is also included as it plays an increasingly important role in the accommodation of low and moderate income households. Programs such as the Residential Rehabilitation Assistance Program (RRAP) and Neighbourhood Renewal Initiatives are also considered. It was discovered that they too play a role in the interaction with other safety net programs and the context in which services are delivered.

Social Safety Net: the array of universal services delivered under the Canada Assistance Plan (CAP) including Medicare, Family Allowance, Old Age Security, Education, etc. Important in this context is the idea of collective responsibility for insuring a basic minimum standard of living for all citizens with respect to a range of basic needs. Other support services, which are less universal in nature, but for the purposes of this study are important, include Home Care, Child Care, Unemployment Insurance, and a range of programs that are delivered to the frail elderly, the mentally and physically disabled, the homeless, and other disadvantaged groups. Included are a vast array of community support services.

The simplified matrix (Figure 1) illustrates the framework of interaction that is being discussed. Within this framework of housing and other social support programs the study attempts to answer some very basic questions. Some of these questions include:

- where does this interaction occur?
- what is the nature of this interaction?
- what can housing do to facilitate client access and interaction with other social support programs?
- what are the barriers and weaknesses that inhibit interaction?
- what are the strengths of the relationship between housing and other social support services?
- where can improvements be made?
- what new initiatives have been introduced that facilitate interaction?
- what trends are expected to affect this interaction in the future? What will the impacts be?
- what program and policy changes (to both housing and other social services) could be considered to improve interaction and accommodate current and future trends?

2.2   PROJECT METHODOLOGY

The study method and associated tasks are outlined below.

2.2.1   Literature Review

One of the first tasks undertaken by the project team was a brief review of key documents. Recent housing program evaluations and reports on safety net programs from Health and Welfare Canada, provincial documents, journals, reports, and academic literature were reviewed to help identify the nature of interactions and critical issues associated with the interface between housing and other safety net programs. The review also helped to provide some of the regional variations that are important to the interface. The review was certainly not comprehensive but it did help to identify some critical issues and important external trends that impact the interaction. A list of the documents covered is included as Appendix A.

2.2.2   Interviews With Key Actors

To further clarify the interaction and issues and more specifically identify where and how interaction takes place the study team interviewed thirty-three key individuals in housing and social support programs. The majority of those interviewed were actually involved in delivery and management of particular programs. A list of those interviewed and the organizations they represent is included as Appendix B.

Figure One

Social Housing Social Safety Net Interface

SOCIAL SAFETY NET COMPONENTS

CLIENT/NEEDS GROUPS AND INDIVIDUALS

HOUSING PROGRAMS (COMPONENTS)	INCOME SUPPORT	- welfare	- unemployment	- pensions	EDUCATION	- skills training	MEDICAL SERVICES	HEALTH	- nutrition	- meals on wheels	TRANSPORTATION	CHILD CARE	ELDERLY SUPPORT	COUNSELLING	LIFE SKILLS	SAFETY/SECURITY	HOME CARE	CHILD SUPPORT
POLICY - who is served																		
ALLOCATION PROCESS - core need																		
DELIVERY - fragmentation																		
PROGRAM STRUCTURE - subsidy/criteria - cost sharing																		
PROPERTY MANAGEMENT - points rating - rent calculation																		
SITE SELECTION																		
DESIGN OPTION																		
PROJECT SIZE																		
UNIT SIZE																		
STANDARDS																		
NEIGHBOURHOOD INTEGRATION																		
JURISDICTIONAL ISSUES																		
QUALITY/CONDITION																		

(Row labels at left spanning vertically: CLIENT/NEEDS GROUPS AND INDIVIDUALS)

Note: cells on matrix identify interaction, issues, questions, etc.
There are individual frameworks for each client group.

2.2.3 Study Team Think Tank Sessions

During the project the four team members participated in six four hour think tank sessions. The sessions were used to sharpen the understanding of the nature of the relationships between housing and support services, identify issues, problems, trends, and necessary policy changes. The discussion in these sessions was based on material from the literature review, the interviews, and the workshop session as well as the experience of the four team members. The sessions proved to be particularly useful in clarifying current key issues and relationships as well as external impacts upon the safety net and the need for future changes in housing and social policy.

2.2.4 Workshop

The study also incorporated a one day workshop with approximately twenty representatives of housing and social service programs. Participants came from a wide range of areas of expertise and included those directly involved in delivery as well as people involved in policy development and community-based organizations. The list of participants and the agencies they represent are included as Appendix C. The agenda for the workshop is included as Appendix D.

The study team started with an initial and very simplistic framework (Figure 1). The literature review, the interviews, the workshop, and the think tank sessions were used throughout to continually expand, clarify, and strengthen this interaction framework. The whole study approach was designed to cast as wide a net as possible over the actors in housing and other safety net programs. The approach proved to be quite successful in capturing not only the nature of the interaction between social housing and other social services but the difficulties associated with this interaction, the trends that impact upon it, and suggestions on what kind of changes should be made to facilitate interaction.

2.3   STUDY LIMITATIONS

Readers of this report should be aware that there were a number of factors that limited the nature and amount of material that is included. CMHC's terms of reference for the study called for the development of preliminary work on the topic. The objective was not to provide all the answers but to provide a "first cut" at the topic area, raise issues for discussion and areas for further research. As a result this study did not examine interactions at a very detailed level and instead developed broad, but in the study team's opinion valid, generalizations. In addition, the study team feels that regional differences and urban/rural/northern

differences may be very important to the interaction of housing and social programs. However, the nature of the topic, terms of reference for the study, as well as time and funding prevented any in-depth review of program differences on a regional basis and how they impact the interface. The literature review highlighted some regional differences and the combined expertise of the study team identified others but the report focuses basically on interaction in the Winnipeg/Manitoba area. The reader, however, will be able to transfer the basic issues and comments to his/her particular jurisdiction.

In addition to conducting a review of existing literature, the study team met and interviewed representatives from over 30 groups and agencies related in one way or another to the social housing or social services sector in the Winnipeg area. The results presented in this paper are a reflection of what they heard and of the team members own professional expertise and experience. There has been very little research undertaken in this area. As a result this study falls in the category of exploratory, or developing research. Because of the various constraints identified, some of the material is subjective and should not be viewed as conclusive, nor is it backed up by objective data. However, given the time and funding constraints the project team does feel that the document represents a substantive but initial review of the topic.

3.0   COMMON ISSUES ON INTERACTION

The external factors affect the housing/safety net interface at a very broad level and affect all clients using housing and other safety net programs. However, the project team also discovered that there are many aspects of the interaction (both strengths and weaknesses) between social housing and other safety net programs at a much more immediate level that also have a common affect on clients. For example, adequate, affordable housing has a tremendous stabilizing influence on impoverished households as well as households with special needs. It is often the key to their ability to access other services, their "ticket" back to integration within society. This particular section focuses on these common issues.

3.1   HOUSING, THE STABILIZER

There was a consensus that stabilization was a role that social housing plays in the interaction process. Without security of tenure in adequate affordable housing, access to other services is very difficult.

The project team constantly heard the theme that housing was a stabilizer which allowed households the opportunity to access other social support services. It was pointed out that unless people obtained adequate, suitable, and affordable housing and had security of tenure, there was little value in trying to address other social and economic needs. Housing is a basis for re-integration into mainstream society.

Many examples were put forward to illustrate this point. Perhaps one of the best is in the Winnipeg School Division No. 1 as highlighted in the box on the next page.

The project team also heard the importance of housing as a stabilizer for the deinstitutionalized, for women escaping abusive situations, for youth at risk, and for the homeless on the street. In fact, the theme came up in the discussion in almost all client situations. The lack of safe and secure housing makes it more difficult to deliver other safety net programs. There was consensus that stabilization was a role that social housing has to play in the interaction process.

The cost benefit of providing stability through housing should be explored. Housing is critical for high risk groups as a primary need and for their safety. Housing can be a cornerstone for health. The degree of wellness of people can be directly related to the degree of control people have over their environment.

The Winnipeg School Division No. 1 highlighted the importance of housing in education. They pointed out that mobility amongst some students in the inner city is extremely high. Many students move from one school to another every couple of months. This does not facilitate the educational process. These students are moving because the family is constantly moving from one dwelling to another. Generally those dwellings are inadequate and the rent exceeds thirty percent of their income. It is not unusual to find them bouncing from one slum landlord to another. This is more typical for native households, who have the added problem of discrimination.

The Winnipeg School Division has hired what they call a Housing Registry Coordinator. The role of this person is to seek out and maintain a list of housing units that are for rent in the area, and to provide this list as a resource to parents who are seeking housing. The coordinator also provides information on public housing and helps with the application process and generally acts as an advocate to assist people to find permanent suitable housing. The School Board instituted this position simply to try and improve the education of students by reducing housing mobility. This illustrates the importance of stable housing, but it also illustrates the lack of adequate accommodation in communities and the lack of resources by housing agencies to perform the same function. We have the Department of Education beginning to play a housing role. They are facilitating the interaction of housing with other services.

3.2 EVICTION POLICY AND THE NEED FOR HOUSING ORIENTATION PROGRAMS

The lack of housing management skills on the part of clients often leads to eviction which defeats the role of housing as a stabilizer and key to accessing other social services.

Often eviction occurs because newly arrived tenants lack the basic skills to operate in a reasonable manner in the project. Many simple things such as what not to put down the toilet, how to clean the sink, how to defrost the fridge, how to operate the vacuum cleaner, and how they should relate to other tenants are not known to some new tenants. Lack of knowledge of these skills can lead to eviction. Eviction means they cannot access social housing again and therefore they lose the stabilizing features of housing and this makes it more difficult to access other social support services.

There was a perceived need for counselling and education of future tenants before occupancy and for periodic ongoing programs after occupancy. These programs should focus on housing management skills, the responsibilities of tenants and management under the lease arrangement, familiarization with the projects facilities, information about services in the community, and other general life skills such as budgeting.

3.3   ELIGIBILITY CRITERIA

Access to social housing is often inhibited by "suspect" criteria. This limits needy households' access to the stabilizing role of housing and the potential it provides for accessing other services.

Often it was stated that tenant eligibility criteria lacked flexibility, common sense, and tended to hinder interaction with other support programs. It could not be definitely determined if this was myth or reality. However it was pointed out that there are very few four bedroom social housing units. The study team also heard that social housing management generally tend not to accept large families if there are more than two people per bedroom. Even though the household's physical environment would be improved significantly, despite a little crowding within the unit, these families are often forced into much less acceptable units on the private market.

It was also pointed out that some tenants could not get into social housing because they did not have the necessary references from previous landlords. Often tenants could not get references. Perhaps they had been in a very mobile situation, they might have been evicted from their previous unit, or they might have moved recently from the rural areas or reserves. However, without these references they were not able to move into social housing which might have stabilized their lives and allowed them to access other services. For example some social housing managers will not accept references from the Native Women's Transition Centre in Winnipeg. It is not considered a form of housing even though some native families may live there for several months.

There was a general consensus that Housing Authority managers often focused too strictly on property management regulations without considering the other social and economic circumstances. Often, it was felt, that they used these rigid aspects of criteria to avoid housing the "hard to house." This prompted one participant of the workshop to ask what social housing was for, if it was not for the "hard to house." If these households are not stabilized in social housing they will find it very hard to access other services and will become a long term expensive burden on society.

3.4   FRAGMENTATION INHIBITS EFFECTIVE INTEGRATION

There was a general consensus that the fragmented delivery of housing and other services, the compartmentalization of budgets and the lack of integration between formal and informal support systems reduced the effectiveness of the resources available.

3.4.1 Fragmented Delivery

Fragmentation was also a constant theme. Many saw fragmentation of services as a major problem. One agency counted over one hundred other agencies to which they refer their clients. They felt a central agency for referrals was needed. Clients simply are not aware of and do not know how to access appropriate programs. Agencies themselves are often unaware of other programs in the community. Good and complete information is essential to link things up. Social housing is part of this problem.

3.4.2 Compartmentalized Budgets

There is a concern that budgets are too compartmentalized. Budgets are allocated for very specific purposes and targeted to very specific need groups. There is not enough flexibility to deal with those problems that do not fit nicely into little boxes. Program fragmentation does not facilitate delivery of services. Housing was criticised as it too is part of this compartmentalization. We target housing programs to very specific groups, leaving many to fall between the cracks.

3.4.3 Integration Of Informal And Formal Support Systems

It was also pointed out that there should be better integration between formal and informal support systems. Government agencies providing services are not coordinating their efforts to the extent that they should, with informal services being provided by community-based organizations. They are often delivering the same service, to the same client group, tripping over each other in the field while both are being funded by public money. It was pointed out that the Core Area Initiative in Winnipeg had funded community-based groups to deliver services which were almost identical to services being delivered by provincial or municipal line departments.

3.4.4 Fragmentation And Resources

There was a direct link between fragmented delivery and availability of resources. Many people felt that the lack of resources was not the problem. There might be enough money, it is just too compartmentalized, delivered by too many different agencies, and too fragmented to be effective.

3.4.5 Solution To Fragmentation

> Some people felt there should be more networks such as the "Inter Agency Group" in the inner city of Winnipeg. Although Inter Agency does not deliver any services it is a collection of representatives of many agencies that deliver services in the inner city of Winnipeg. Through newsletters, meetings, and activities by the coordinator, Inter Agency makes their collective members aware of the services of fellow members. This not only builds awareness, it prevents duplication of services.

3.5 COMPETITION BETWEEN SERVICE PROVIDERS

Delivery agencies are protective of their funding and resources which prevents more cost effective approaches for the system as a whole. The "us against them" mentality has to change.

Closely related to the fragmentation issue was the concern about the competitive nature of many service agencies in the community. It was pointed out that in a two block area of inner city Winnipeg there were projects of five different housing agencies. They represent both public and non-profit agencies. They are providing housing to basically the same clientele, and they were competing for units from the same budget pool. In addition each of the projects was attempting to build in support services such as child care, counselling, and other social and recreational based services for their clientele. They also all maintain their own waiting list, many with duplicate names from other agencies.

Less competition and more integration and coordination might have allowed them to deliver services on a community basis and have provided a better service in a more cost effective fashion. However each was pursuing its own mandate and attempting to protect its own turf and staff base.

This problem extends beyond housing to other support service agencies. It was also discovered that if housing agencies attempted to provide some social supports within the project, through their own organization, this was often criticised by support service agencies in the community providing similar services. They saw housing as a threat to their particular role.

3.6 LACK OF AWARENESS

Housing agencies lack awareness and may have to accept more responsibility for ensuring that management and staff are aware of what services are in the social support system.

Also related to the fragmentation issue is the problem of building awareness and providing information. There are so many programs available from so many agencies that housing management cannot keep up. It is even more difficult for the client. Many of the clients come to the city from rural areas, reserves, or abroad and have absolutely no awareness of what programs might be available. To ensure better integration of housing with other safety net programs it is the responsibility of housing agencies to ensure that management and staff are aware of what is in the system. In addition, they should have mechanisms for making their clients aware.

It was also felt that governments do not send out the proper message. They set up services but they do not build awareness, they do not promote the services, and they expect people to access them on their own. People needing service have to come down to an office, often difficult to reach. The private sector, on the other hand, sells their services; they get out and seek the client. Government could take a similar approach which would facilitate overall interaction.

3.7   PROFESSIONALISM AND STANDARDS

The move toward "professionalism" in the delivery of housing and social services may have inhibited effective interaction with other community-based services.

Over the last several decades governments have moved towards a delivery system of social housing and other social support services which extensively utilize the expertise of "professionals." For example, services including property management in social housing are delivered according to particular criteria and on the basis of specific standards. This move towards "professionalism" and standards limits the role that community based individuals and volunteers can play in the delivery of services. Not all aspects of a particular service need to be provided solely by professionals.

It was pointed out on several occasions that the delivery of many services does not require qualified professionals. Volunteers and community-based individuals can wash windows, paint, and do other jobs just as adequately. This move toward "professionalism" has limited the role of tenant self-management, and community-based delivery models. Less reliance on "professionalism" might facilitate these models and create a more effective interaction between housing and other community-based services.

3.8   PROJECT LOCATION, DESIGN, AND AMENITIES

Attention to simple factors such as location of the project relative to other services and amenities and design features that accommodate client needs or facilitate the delivery of other program services can do a great deal to facilitate interaction of housing and other safety net programs.

3.8.1   Project Location

There were many examples of how particular features of a project either facilitated or hindered interaction with other social support programs. Project location can be both a positive and negative aspect.   Not surprisingly it was suggested that projects close to shopping, health services, educational services, transportation, and recreational facilities promoted interaction. However locations far removed from those services tended to discourage such interaction. In fact, it was pointed out that in many places, including Winnipeg, projects that are not properly located with respect to other facilities and services are experiencing high vacancy rates.

3.8.2   Amenity Space

Amenity space can be every bit as important as project location. It was suggested by several people that restrictions on amenity space in social housing are so great that it is difficult to design an appropriate amenity space to do programming that would enrich housing and facilitate interaction with other support programs. Offices for Tenant Resource Workers, space for visiting health professionals where they could meet tenants in private, space for congregate meals, and space for social and recreational programming were all considered features that positively impacted the integration of social housing with other services. However, these features were not always available.

The Winnipeg Regional Housing Authority uses the small kitchen and adjoining lounge area to prepare and serve a congregate meal at noon in many of their projects. It is funded through the Provincial Department of Health which pays for the coordinator who cooks the meals and the fee (approximately three dollars per meal) buys the food. The seniors volunteer to help with preparation and serving which provides them with a sense of purpose and food preparation facilitates socializing. Without this amenity space this function would not be possible. However because the facility is there to deliver such a congregate meal it raises the nutritional level of the seniors, provides a social atmosphere, and generally creates a more positive environment in which the seniors get out and take more interest in life and interaction with the community as a whole. This is only one example of how amenity space can facilitate interaction.

Many community-based organizations that provide housing under the non-profit program would like to use the social housing project as a centre for wider community involvement. However, program funding and structure prevents them from building in the necessary amenity space. This restricts community interaction with the project and no doubt restricts the access tenants have to community support programs.

3.8.3 Project Design

A number of aspects of project design were also raised in the interaction equation. There are very few four bedroom social housing units built under today's programs. Without these larger units, large families, particularly natives and newcomers, are often forced into private sector accommodation which is neither affordable nor adequate. This creates affordability problems for them, it also fails to stabilize their lifestyle, and makes interaction with other safety net programs more difficult.

There was also concern that some projects were designed in a fashion which isolates people from the broader community. They promote residential segregation as opposed to harmonization with the community. They may, for example, face inward on a central court as opposed to focusing outward onto the community. This tends to reduce the interaction between the project and the community, raising problems of isolation, and in some cases even hostility, between the project and the community. This does not foster integration with community-based services.

This concern was much more pronounced with respect to the large, high density projects built in the 50s and 60s. Most projects built today are much smaller and residential segregation is thus less of a problem. However, some did question if integration with the community can be effective even when facilitated by project design given the discussion on the changing nature of the community.

Other items mentioned as hindering interaction included the lack of design features to accommodate a frail aging elderly population, social and recreational activities for families, and space for tenant related organizations.

3.9 THE IMPORTANCE OF TRANSPORTATION IN THE INTERACTION EQUATION

The importance of the relationship between housing and access to adequate transportation cannot be ignored in the interaction process.

The importance of transportation in the interaction equation was a spin-off from the discussion of project location. It was also a concern common to almost all client groups, families, the mentally disabled, the physically disabled, senior citizens, and other special needs groups such as immigrants and refugees.

Transportation is often an off-shoot of their position in poverty. There is little money from a welfare budget for transportation costs. If a project is a long way from shopping, tenants have to take a bus to the grocery store then get a cab back. If child care is not available, two or three children in tow often make this trip even more difficult. For those on welfare the cost of transportation often comes out of the food money. The cost of transportation to health, recreational, educational, and other social support services, however, is also a problem.

Another problem centres on the fact that the public transportation system does not easily accommodate the frail elderly, the mentally or physically disabled. The system for the public at large does not build in the design features to accommodate these people and in many cities there is no parallel transportation system to deliver services specifically to these need groups. This not only creates affordability problems but it also reduces access to other social support services. This, however, is true of need groups that live in private housing as well as those in social housing.

A very specific example of how access to transportation can impact the interaction of social housing clients with other services came to light during the interviews. Many large families in social housing who are living on welfare run out of food money before the end of the month. They are eligible for food hampers from the food bank but the food bank does not deliver hampers, they have to be picked up. Without the money to cover the transportation costs, households continue to go hungry.

Although not related specifically to transportation, it has been suggested that there should be telephones for common use in all social housing projects. Many people cannot afford to get a phone installed and they have no money to use a pay phone and very little money for transportation. It is hard to access proper services without the use of a telephone. A telephone is also crucial to safety in many situations. Northwest Community Coop, a community health centre, in Winnipeg's north end has installed a phone for the specific use of

tenants in the Gilbert Park and Selkirk Park housing projects. This has facilitated the access of tenants to other services in the community and the city at large.

3.10 HOUSING MANAGEMENT PHILOSOPHY

Social housing managers may have to become more attuned to the social needs of tenants and more familiar with social support programs and how to access them.

On a number of occasions it was pointed out that housing bureaucracies are great property managers but poor social workers. Housing bureaucracies are established to deliver projects, select clients, and act as property managers. The focus is on the unit and not the family.

There is a need to refocus the emphasis of housing managers. After all housing is more than shelter. A change in management philosophy is required. Management must become more attuned to the social needs of tenants, more familiar with other safety net programs, more familiar with how to access these programs, more attuned to integration with the community, and incorporate staff whose expertise extends beyond inspection, rent collection, and property management functions.

In the mid 1970s, CMHC funded training courses for social housing managers. These courses were delivered in Winnipeg by the Institute of Urban Studies at the University of Winnipeg. Content of these courses included communications theory and management skill development, and they were specifically designed to increase management sensitivity to client problems and awareness of resources available to resolve them. A revival of such courses may be something CMHC and/or Provincial/Territorial housing agencies may wish to consider. The Tenant Resource Workers previously mentioned were also considered by the respondents to be a very positive first step.

3.11 THE NATURE OF SOCIAL HOUSING PROGRAM DELIVERY

There is little consensus on whether the shift of social housing program delivery to the third (non-profit) sector has facilitated the integration of housing with other safety net programs.

The nature of delivery of housing programs was also raised under this general theme. Some felt that the changing direction of program delivery from the public to the third sector (coop and non-profit) had made it more difficult to integrate housing with other safety net programs. They also felt that there was not as good a match between social assistance clients and social housing clients

in coop and non-profit projects. This was apparently true for both families and senior citizens. Some also felt that stricter targeting to the very low income households made integration with other safety net programs easier.

However, there were other individuals who took the opposite view. They felt the involvement of coops and non-profit organizations facilitated interaction between housing and other safety net programs. Third sector housing is generally sponsored by cooperative and community-based organizations. Their programs and philosophy tend to be less focused on the delivery and management of housing units and more involved with individuals and family and with building a sense of community. The shift from very specific housing objectives to community and household objectives was generally felt to facilitate the interaction with other safety net programs. It was also felt that the third sector made a better job of incorporating volunteers in the delivery and provision of services.

A concern was raised that the very small coops and non-profits had neither the expertise nor the critical mass of units required to deliver other social support services, if in fact it is their responsibility to deliver such services. A certain critical mass of units is required before it is economical and feasible to hire or incorporate the expertise necessary to access and deliver other support services. It was suggested that we may want to consider an umbrella organization for small non-profits so they can work together effectively to deliver and access other support services.

This discussion raises the issue of the nature of third sector groups and organizations that are taking on more and more responsibility for the delivery and management of social housing. Are they too orientated toward the delivery of new social housing units? Does their philosophy support and enhance interaction with other community-based services? Can they be a vehicle for community-based delivery?

3.12 THE INTENSITY AND CONTINUITY OF HOUSING SERVICES

The needs of social housing residents are often continuous but the provision of many social services is on a nine-to-five Monday-to-Friday basis.

Another aspect associated with delivery philosophy focused on the frequency of service. It was pointed out that housing is a service provided twenty-four hours a day, seven days a week, 365 days a year. However, the support services that residents of housing often require are delivered between nine and five, Monday to Friday. If you have a crisis on the weekend, holidays,

or during the night, you do not have the access to services and the supports are not there.

It was suggested that the delivery philosophy of many support services provided by the government has to change. Too many people faced with a crisis situation are ending up in the hospital, the police station, or other crisis centres because the services they require are only available between nine and five, five days a week. The private sector is now starting to pick up on this particular gap but private sector rates are only affordable by moderate and higher income people. In Winnipeg, for example, Medox Health Services are providing many aspects of care on a twenty-four hour basis.

In general, it was felt that people involved in the management of social housing should provide a more compassionate and supportive role in assisting tenants to access other services. In addition, it was felt that the delivery philosophy of public safety net programs had to change from the nine-to-five, Monday-to-Friday approach. A more "round the clock" approach to delivery typified by the private sector could facilitate better interaction.

3.13 DEFINITION OF HOUSING NEED

The overall disadvantages of targeting housing to the low income may outweigh the advantages of limiting social housing to those most likely to require other safety net services.

Stricter targeting to low income households, based on the Core Need definition, has been introduced recently as a basis for targeting housing subsidies. Although there was a consensus that this limited access to social housing to those most likely to require other safety net programs, there was no consensus on whether this had facilitated integration with other services. Some felt that concentration of the low income and special needs groups in projects facilitated delivery of other support services. Others, however, pointed to the advantages of maintaining an income mix. Overall, it was felt that the large concentration of low income, and ghettoization of special needs groups in the older public housing projects had a number of disadvantages which overrode any benefits of interaction.

3.14 RISK AND ACCOUNTABILITY

Risk and more flexible accountability systems are required to facilitate innovative projects that might contribute to more effective interaction.

It was generally felt that senior levels of government and the social housing agencies that deliver the programs were reluctant to take the risks necessary to facilitate interaction. This reluctance to take risks, when combined with very rigid accountability requirements, hindered initiatives that might facilitate interaction. Tenants self-management and community-based delivery models, it was felt, have been hindered by this particular attitude of housing agencies. They are limiting factors to innovative initiatives and demonstration projects that might facilitate new means of interaction. If risks are taken, and accountability is more flexible, there will be failures but successes might result in tremendous savings down the road.

3.15   SUMMARY

The discussion in this section on common issues has outlined the strengths and weaknesses of the interaction between housing and other safety net programs. In general, social housing is viewed as a stabilizer in the interaction process. Access to adequate and affordable housing, where households have security of tenure, facilitates access to other services. The discussion also indicates that many changes may be necessary if interaction is to be more effective in the future. It also raises many questions that have yet to be answered. Initiatives to facilitate interaction that have already been implemented, plus other changes and alternatives that may improve the relationship between housing and other safety net programs, will be discussed in Section 5.0.

4.0 SPECIFIC CLIENT ISSUES

There are interaction issues that are either unique or to a large extent tied to specific client groups. This section will highlight these issues. Although some of these issues have been mentioned in a general sense in the previous section, they are repeated here because of their importance to a specific client group.

The clients and issues are not discussed in any order of priority nor does discussion necessarily include all recipients of social housing programs. As with the section on Common Issues the purpose is to highlight the nature of the interaction and the strengths and weaknesses related to it.

4.1 SINGLE PARENT HOUSEHOLDS

Single parent households face service gaps and fragmented delivery. Housing can serve as a focal point for delivery of services but location and project amenities must be appropriate.

As most single parent households are headed by a female, the discussion in this section is decidedly focused on the female led family.

4.1.1 Gaps In The Support System

The situation for the very young adolescent mother is extremely precarious, especially if she has no family support. The very young mother is often too old to access child welfare, but is not old enough to access adult programs, including social housing. They can be virtually abandoned by the system. Webber cites cases of sixteen to eighteen year olds who have been "black listed" by Child and Family Services.[1]

4.1.2 Fragmented Delivery

Fragmentation of program delivery, both in the area of housing and in other safety net components such as welfare, unemployment, skills training, health programs, child care, family and personal counselling, and child support programs, contribute to increased stress for the mother and child in its most important formative years. Housing can serve as the focal point for the delivery of these other services through tenant resource programs, in-house child care and counselling services, etc.

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[1] Webber, M. (1991)

The situation seems to be particularly difficult for older but newly separated women who become employed. The logistical problems often become overwhelming, especially if they have several children, including school age and infants. They may be have to utilize more than one child care because of the ages of the children, if this service is not available in the social housing project. Locating social housing in close proximity to child care and transportation facilities is difficult. Some public housing projects meet these criteria but in these projects the waiting lists are very long. Thus housing is more difficult for working mothers than for those on welfare. In the face of such difficulty, the working mother may decide, and may even be encouraged, to access welfare so she can care for her children herself. There is an enormous stigma to welfare use and it seems very difficult for women to get off welfare even when the children are older. Many lose their employment skills and confidence after they have been out of the workforce for some time.

Young single parents need parenting skills and other life skills programs showing them how to shop, prepare nutritional meals, budget their money properly, and manage the home. They also need literacy skills, counselling, advocacy, referrals, and information. They are a very high need group but they often have low functioning skills, a lack of self-confidence, and often come from broken homes. They have to learn how to make their own choices and decisions and how to cooperate with other women. These services are fragmented and they may also not be available. Affordable housing with security of tenure can be the stabilizer but housing agencies may have to take some responsibility in helping this group access and obtain other services.

4.1.3   The Importance Of Location And Project Amenities

Site selection is particularly important for this group as they tend to lack private means of transportation. Accessibility of other services is critical to the interaction process. It was also discovered that site selection impacts on the issues of safety and security, which tend to be very important for women. Some inner city projects were considered a hostile or unsafe environment for single parent families.

On the other hand concentrating this client group in the suburbs also presents its problems. The suburbs generally lack services such as child care and transportation and they are distant from employment opportunities. This, however, is as much a problem for society as a whole related to how we build and use our cities as it is for housing agencies.

The aspect of project amenities is also very important for this client group. There were examples of projects which sought funding under the Non-Profit Program to include a room for child care, and a room where single parent mothers could meet, socialize, and basically share each other's experiences, problems, and successes. Because a project requested these amenities it was disqualified from funding. In this case, specific program criteria made the provision of a supportive environment for women very difficult.

4.2 THE MENTALLY DISABLED

For the mentally disabled, the role of housing in the interaction process is to provide security of tenure, a private stable environment, a setting for prevention, and integration into the community.

The care of the mentally disabled has been moving from an institutionalized medically based model to a deinstitutionalized community support approach. Deinstitutionalization has had a considerable influence on the demand for supportive housing. Institutions were a form of shelter and there was considerable housing investment in the institutionalization approach. However, with deinstitutionalization investments have not been transferred to the community. Many of the deinstitutionalized mentally disabled have ended up in group homes with three or four persons to a room and three or four rooms sharing a bathroom. We were told this is not housing, it is warehousing. What people need most is privacy. A group home situation often takes away privacy.

Housing agencies are not always properly equipped to deal effectively with mental health problems. Erratic, strange, and often violent behaviour is generally followed by eviction. Many lose their housing over and over again and some move as much as twice a month. The biggest issue is keeping their housing. Without it they cannot access other support services. Many get picked up by the criminal justice system and many become homeless, moving from one shelter to another or they end up in emergency shelters. These situations serve to worsen their mental condition.

Some group homes for the mentally disabled receive twenty-four hour supervision. However, group home residents are not eligible for continuing care. As soon as the client needs any level of medical support, the group home can no longer provide care. For example, they cannot administer medication, and therefore the client must be moved into a more institutionalized setting before it may be really necessary.

There is also a greater need for "safe houses." This is a place where the mentally disabled can go when they can no longer cope with their problems themselves. If there were safe houses where they could receive counselling, help with medication, and general support, a lot of crisis situations could be prevented. The Salvation Army in Winnipeg has such a crisis centre for short term stays. More of these centres would mean fewer of the mentally disabled would end up in the criminal justice system or back in institutions.

These clients are at a particular disadvantage in small rural communities. There is no adequate housing in these communities and even if there was, there are no support services in place. Most of them end up in large urban centres in what they consider a hostile and unfamiliar environment.

Neighbourhood integration is certainly a significant problem for this clientele. Many problems are encountered by group homes in their attempts to integrate into neighbourhoods. Providing the necessary safety and security and the needed support services in a setting that can blend into a neighbourhood is a difficult task. However, the greater difficulty often comes in convincing the neighbourhood that it is just a myth that the presence of a group home will destroy their neighbourhood and devalue land prices. The regulatory environment has to be changed to allow greater dispersion and group homes should be a universally accepted land use in almost all residential areas of the city.

Jurisdictional issues are also a particularly significant problem for this group. Programs which fund the construction or renovation of group homes may be federal. The delivery of the program and the licensing of a home may be provincial. However, the municipality has jurisdiction over zoning, which ultimately affects the siting and design of the project. In addition, the delivery of the services may also involve several provincial and municipal departments.

4.3   THE PHYSICALLY DISABLED

The appropriate interaction of housing and support services is not in place for the physically disabled. There is not enough universally designed housing incorporating the proper amenities. It is doubtful if there are adequate services in the community, even if housing was in place.

The interaction of housing and support services is also very problematic for the physically disabled. Their disabilities mean that they have special housing needs in terms of design and support services which substantially increases the cost of their housing. Many felt that there is not enough of this type of housing available.

Despite the perceived scarcity of units for the physically disabled many of the units that are available remain vacant in Manitoba and in other provincial jurisdictions. This situation is the result of a number of problems. Often the unit is fine but the project does not facilitate the delivery of other services. Sometimes the geographic location or location within the project is not suitable. It may be too far from the community services that are required by the individual. Sometimes the sponsoring group does not provide, or attempt to access, other necessary services. The interaction between housing and other support services is just not in place. An example of successful interaction was the Fokus Projects initiated by groups such as the Canadian Association of Paraplegics. Clustered, accessible apartments in private rental buildings facilitate the delivery of support services and tenant interaction.

The situation is even more complicated for disabled persons in rural communities. Not only do they face very restrictive housing options but the necessary support services are not present, or the need is not sufficient to warrant provision of a range of services. Many of these individuals end up gravitating to the major urban communities.

More disabled people are increasingly attempting to live active, normal lives. Disabled women are having children more often, and attempting to hold their families together in the face of great difficulty. A couple of examples illustrate very clearly the problems of interaction in the safety net programs.

In the first example, a quadriplegic woman with four small children was left alone after her husband was imprisoned. A homemaker was placed in the home which was a large two storey structure in the inner city. The woman was forced to block off the upper floor to prevent the children from leaving the area where she could supervise them. What was needed was a large mobility dwelling and attendant care, in a family neighbourhood, with child care in close proximity. Some public housing has child care on site but not services for the disabled. Conversely, most apartments suitable for the disabled, are not family orientated.

In the second example, a woman over thirty-five and suffering from Multiple Sclerosis was widowed during her first pregnancy. The woman did receive a space in public housing but the building had no services to support her disease which is accelerating and there is no child care. A daytime homemaker was provided but in the long term the family needs child care which will pick up and deliver the child as well as a physical environment which will support the woman in her attempts to remain independent.

The lessons are obvious. There is not enough universally designed housing. The housing does not incorporate sufficient amenities to allow delivery

of other services. It is doubtful that services required exist in the community. The necessary interaction is just not in place.

4.4 NEWCOMERS

Social housing should enhance integration into the community and interaction with other support services.

Newcomers include recent immigrants and refugees. Immigrants and refugees are not eligible for social housing in the first year of their residence in Canada, although Ontario has reconsidered this regulation.

With respect to newcomers there is an underlying controversy as to whether it is desirable to provide special housing service to this clientele in isolation of the rest of the community or if immediate integration with the larger society should be the main objective. Most people interviewed, albeit not a representative sample of the population, appear to lean towards an emphasis on integration with the community in general.

Social housing may not always enhance integration into the community and interaction with other support services. Newcomer tenants in social housing are often very isolated. Sometimes they face discrimination. Ghettoization may not be the answer, it may be better to integrate them into the larger community as quickly as possible. Sometimes when they do access social housing there is a negative backlash as it is perceived that they are taking units away from long term residents on the waiting list.

Service agencies, including social housing agencies, do not adequately understand the needs of refugees and immigrants. They may face discrimination, too much bureaucracy, and access to the information demanded is difficult, particularly when there is little understanding of language difficulties and anxieties. They need strong advocacy support if interaction is going to be successful. People at access points to services are not trained to deal sensitively with newcomers. There is little room for input from people being served and little opportunity for them to feel in control. This often results in a rejection or withdrawal from services being offered. Many often want to live in an extended family situation and social housing criteria generally prevent this.

The immigrant and refugee community in Winnipeg has developed IRCOM House (Immigrant and Refugee Community House) in a response to a perceived need for longer term transitional housing with supports for newcomers. The project provides transitional housing funded by CMHC, and also incorporates services which are available to the wider immigrant community. People are

encouraged to move into independent settings as quickly as possible and it is hoped they will return as volunteers to provide services to others.

Immigrants and refugees need programs such as English as a Second Language, teaching of life skills in a new environment, new parenting skills, budgeting skills, and a good housing orientation program. The International Centre in Winnipeg provides a ten unit orientation program and two of those units are on housing. It was suggested that there should also be an orientation program for social housing managers and private landlords. Perhaps government housing agencies have a responsibility to fund, and maybe even provide, the orientation for both newcomers, housing managers and private landlords.

4.5 THE HOMELESS

There needs to be more housing options for this client group but housing alone is not sufficient. There is concern that repeated use of hostels and emergency shelters does little to facilitate integration with other services. Security of tenure is needed to facilitate drug therapy and medical services, as well as counselling, and training in life skills.

Existing housing projects are often closed to the homeless individual. They have been labelled as the "hard to house" or as "the unhouseables." Often their homeless situation is accompanied by behavioural disorders that make them unwanted residents of social housing projects. Because of the lack of adequate housing many of them live on Winnipeg's river banks or under bridges. This is common in other urban areas in Canada as well.

With more families becoming homeless the integrated provision of services with housing is even more critical. The bottom line is simple. Once you become homeless regardless of whether you are an individual or a family the difficulty in accessing services increases. Hostels and temporary shelters do not necessarily facilitate this interaction. They may be a necessary transitory step but people must move on to more permanent housing if interaction with other services is going to be possible.

There needs to be more housing options for this client group but housing alone is not sufficient. The Main Street Hostel in Winnipeg is an example of the combination or interaction of services that are required for this particular group. The hostel provides a room, meals, a detoxification centre, help with managing money, and basic health care and hygiene services. One interaction that is not available but is desperately needed are chemical addiction programs combined with a residential component. The Salvation Army has the only program of this type in Winnipeg.

One interesting comment received was that in the case of homeless transients passing through Winnipeg, welfare often bought them a bus ticket to send them on their way. This was less costly than a couple of nights lodging in a shelter at $20 per night.

There is considerable concern that repeated use of hostels and emergency shelters does little to facilitate integration with other services and simply results in a deterioration of their mental and physical condition and often leads to gaol or death. Security of tenure is needed to facilitate drug therapy and medical services, as well as counselling, and training in life skills. Hostels are designed mainly as temporary emergency shelter. In some cases they are allowed to stay only a short time and must move on to another hostel or spend more time on the street. Hostels are also designed to accommodate singles, not families.

4.6   THE ELDERLY

Integration is crucial as the elderly are heavy users of a variety of services. Design and amenity features in social housing can decrease the need for some support systems and facilitate the delivery of others.

The integration of programs is a critical issue particularly for the frail elderly who may need so many other support services such as health care, transportation, help with meals and cleaning, etc. Fragmentation of existing programs leads to inefficiency and increased costs, as well as jurisdictional difficulties. For example, should social housing provide support services such as meals and home care? If so, who should pay for these services? Health? Social Services? Or Housing? Should seniors contribute, and are pensions adequate to allow seniors to access enriched housing?

4.6.1   Design Can Foster Independence

The majority of social housing for senior citizens was built to accommodate a population that could live independently. However more and more of the elderly, both those living in the buildings and those on the waiting list, are substantially older than the population for which the units were originally designed. We are now dealing with many elderly who could be classified as "frail elderly." They can no longer live in a completely independent fashion. However, the older buildings and even some of the ones being constructed today do not include the proper amenities and design features which accommodate the needs of an elderly population that is becoming increasingly frail. Without these features it is not only difficult to accommodate these elderly in a residential setting but it is even

more difficult to deliver the appropriate support services. The interaction of housing and support services is not being facilitated.

Design is particularly important in facilitating the interaction of services for seniors. Barrier free design features decrease the need for some support systems and facilitate the delivery of others. What is needed is flexibility in design to accommodate present and future services along a continuum. The design of older social housing projects does not facilitate independent living for the seniors who occupy them. This increases their need for support services, including meals and home care. It also has implications for safety and security. Substantive retro fitting will be required to facilitate and reduce the need for other support services. Before this renovation can take place it may be necessary to re-examine the building codes. Current codes do not facilitate the retro fitting of older buildings and they contain some regulations that seem unnecessary today. There seems to be a reluctance to engage in extensive renovations and retro fitting perhaps because evaluations of such approaches are too heavily weighted towards cost effectiveness. The cost of renovations is not the only "yardstick" that should be considered.

4.6.2 Location May Enhance Integration

The location of social housing is particularly important for the elderly if adequate integration with other services is to be facilitated. Access to transportation, health services, social and recreational activities are essential. The lack of adequate transportation is a very critical issue in the rural setting. Distances to services in rural communities is often greater and there are fewer options for transportation available. This hinders integration with other services and often means that housing for seniors is concentrated in larger urban centres. However, a grant program introduced by the province of Manitoba for communities who wish to develop support services for the elderly is an interesting concept. Although resources are limited, some services are provided to maintain independence. They include grocery shopping, home maintenance, transportation, and congregate meals. The community determines need and decides what services will be offered.

4.6.3 In House Support For Hospital Discharge Patients

The early discharge policies of hospitals has also had an impact on the management and operation of social housing for seniors. On long weekends, for example, the Winnipeg Regional Housing Authority has to make assessments of elderly tenants being returned from the hospital for the weekend. The Housing Authority sometimes ends up sending patients

back to another hospital. This does little to improve the health of the individual involved and is an obvious indication that some sort of transition housing or in-house support may be required for the elderly recently released from hospital.

4.6.4 Home Care Services

With an aging population social housing authorities are also finding that they are getting involved in providing supports which were not part of their original mandate. One example of the increasing complexity of management is that a number of aging elderly tenants are no longer able to do heavy cleaning. However, in Manitoba, Home Care does not provide heavy cleaning. Should housing authorities have to provide this service? Should seniors pay for this service from the private sector?

The lack of heavy cleaning leads to pest problems and the need for pest control but housing authorities find they have to relocate the tenants while pest control is being done.

4.6.5 Preventive Or Follow-up Care

It was also obvious that there was a need for follow-up and preventive care for elderly with mental health problems who are living within social housing. If schizophrenics do not get follow-up care between each crisis they end up going off their medicine and back into the hospital. A preventive approach could possibly avoid the cycle of crisis situations and expensive hospitalization. However, is it the responsibility of the housing authority to provide this preventive care? If so, who should pay for this care? This of course raises the question of jurisdictional responsibility.

4.6.6 Housing And Personal Care Homes

Several people suggested there should be greater integration between personal care homes and independent social housing for seniors. Personal care homes accommodate people who cannot live independently and require ongoing and relatively heavy levels of service. In Manitoba they accommodate people who require what has been described as levels two, three, and four care. These homes provide their residents with meals, housekeeping, nursing, and social/recreational activities. It was suggested that personal care homes could extend these services to the elderly living in independent social housing and enrich the housing environment of those "frail elderly" who require some services but not at the level offered in personal care homes.

It was suggested that personal care homes could provide the limited services required in independent housing in a better, more cost effective fashion than Home Care or the Victoria Order of Nurses (VON). Current provincial policy prevents them from doing this. The policy questions that need to be addressed in this respect are: Should personal care homes be allowed to contract to Home Care to provide these services? Should they be given coordinating and delivery responsibilities? Should they be allowed to replace Home Care and the VON in some areas?

4.7   YOUTH AT RISK

Social housing can play the role of stabilizer and be a focus for preventive care, but the associated supports must be delivered in non traditional fashion.

Youth at risk have very few emergency shelter options. Many of the shelters have a minimum age limit of eighteen or nineteen years. Older teenagers are left without adequate shelter resources which address their special needs and circumstances. This group can easily fall between special facilities for children and facilities designed for adults.

The clientele in this category generally require non traditional service approaches that are not provided by the current system. For example, Winnipeg's "Street Links Program" incorporates non traditional approaches to program delivery (see box on next page).

Social housing without the needed supports really just may set youths at risk up for a fall because they generally have a great deal of difficulty managing their own lives and landlords generally have bad experiences with youth tenants. They need access to social housing, but they also have to have the resources to go with it. There must be programs to help them manage their lives. One example is the McDonald Youth Services in Winnipeg which acts as an advocacy group for youth and also assists them to find housing options and delivers orientation programs that emphasize the skills they need to live independently.

Many of these youth are adolescent parents. If society encourages adolescent parents to keep their babies then should not society provide good, clean, affordable housing? There appears to be a definite lack of housing options for this particular clientele. There is also a lack of safe houses or drop-in centres where they can access information and receive counselling services. The housing is basic but the service components must be built in. This is one group that is certainly under-served by the social housing and safety net system.

Public Health Nurses patrol the streets on foot or in a van offering a range of services that include:

- Counselling on health issues and risk reduction for prostitutes
- Education on AIDS prevention and other health risks
- Referral to community services including housing
- Advocacy and Assistance with the "System"
- Needle Exchange
- Condom Distribution

Winnipeg's "Beat The Street" program also incorporates non traditional literacy programs. These programs use "peer tutors" and incorporate every day situations into literacy skill training. Often the tutors are only slightly more literate than the learners but they relate to their students much more effectively than professional teachers.

4.8 LOW INCOME WORKING AND SOCIAL ASSISTANCE FAMILIES

4.8.1 The Working Poor

Rent scales may penalize the working poor, reducing their ability to access other services and incentive to move back into the workforce.

Some special issues raised seem particularly important for the low income working family. It was felt that the rent to income scale should be reconsidered and be based on net income. The current rent to income scale does little to enhance the role of housing as a social safety net program. This ratio penalizes low income households and in some areas does not reflect the cost of other goods and services, i.e. remote and northern areas.

It was suggested the rent scale should be re-examined. Initially it was established so that the very low income households paid as little as 16%. The scale was graduated and as incomes increased the rent as a percentage of income rose to 25%. Above a certain income all households paid a flat rate of 25%. However, the graduated scale has never been adjusted upward to reflect the general inflation in incomes. Most households now pay a minimum of 25% or, in some jurisdictions, 30%. This neglects consideration of the fact that other costs have increased as well. We need a new scale. The lower end at 16% has to be set at a higher income level. Lower income households will then pay less, leaving more residual income for other basic needs.

Special rates for welfare recipients in social housing in some jurisdictions help address economic hardship but many felt the working poor are being penalized. However there was not complete agreement on this.

4.8.2 Families On Social Assistance

The shelter component of welfare is too low to access adequate and affordable housing and "tax back" rates on income earned while on welfare reduce incentive for people to get off welfare.

There was also considerable concern about the shelter component of welfare. Many people pointed out that it was not sufficient and that households ended up taking money that was to be allocated for food and clothing to pay the monthly rent. This relationship does little to facilitate interaction between housing and social welfare support programs.

There was also a suggestion that the tax back rate for employment income should be minimized. In Manitoba a regulation states that if you make more than $50 a month it comes off your welfare cheque. This is an economic barrier to self-improvement. This is a barrier to creating interaction between housing and other support services, particularly employment support. The Manitoba barrier has not been adjusted for fourteen years. Nova Scotia allows two hundred, New Brunswick two hundred, Quebec one hundred, Ontario one hundred and seventy-five, and Saskatchewan one hundred and twenty-five.[2] There is also the problem that if you earn more money your rent also goes up. The combined problems of earning exemptions and the tax back rate on other earned income reduces the incentive for people to get off welfare and get out of social housing. It was also pointed out that other benefits such as dental care are lost when people no longer receive welfare.

It has to be acknowledged that this whole issue is very complex. It also varies considerably across jurisdictions. It is certainly one area that merits considerable attention and further research.

Many suggested that the rates for welfare recipients in social housing and the rents for the working poor were far too high. It was pointed out that such tenants, if they choose to participate in leisure, recreational, or entertainment activities, are left with too little money for other basic necessities. "The only way you can live in public housing on welfare or the wages of the working poor and still have adequate income for other necessities is if you are a good Calvinist." This does little to foster an atmosphere in which you attempt to improve your position in life. It creates a situation of frustration and hopelessness to which people eventually are resigned.

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[2] National Council of Welfare (1990)

4.9   PEOPLE WITH AIDS

Housing agencies have not played a prominent role for this group. Some felt there should be residential and support services in a congregate location, others preferred home support.

It was very obvious from the interviews and the discussion during the workshop that this was one group that has received little in the way of housing assistance. The need group are predominantly young, predominantly male, and tend to be poor. Higher income people with AIDS do not surface as users of the social safety net. Often the families of the people who access the safety net system have deserted them.

There were two solutions suggested to deal with this particular clientele. Some people felt strongly that we should be providing AIDS houses or hospice care or a combination of residential and support services in a congregate location. However, other people were adamantly opposed to this approach. They felt it only increased isolation and withdrawal from the community at large. It was felt that people in this situation would stop going out and would just move from the residential unit to the hospital and back to the residential unit as their health improved and deteriorated as is common with people with AIDS.

Other people preferred the option of home support. They saw integration and contact with the wider community as a positive situation. They also strongly felt that support services such as Home Care and the services of health care professionals should be provided within the person's home. Though they did agree that for those who had been rejected by their families residential care may be the only option.

The lack of long term experience with this particular clientele certainly has had a bearing on the lack of services that are provided. It no doubt has an impact on the lack of consensus on how the problems of this clientele should be handled.

4.10   VICTIMS OF ABUSE

Housing must provide two options: short term crisis shelter and longer term transitional accommodation. Both have to provide safety and stability while other services are organized and obtained.

Victims of abuse, generally women, are a clientele in transition. On a national basis there is a substantive lack of emergency shelter for abused women.

However, of even greater concern is the lack of counselling and treatment for these victims during the transition period.

Social housing in Manitoba has not been particularly receptive to victims of abuse. These are generally individuals in a crisis situation and quite often a unit is not available on short notice. However, some social housing agencies have now set aside a few units for emergency use that can be used by women in transition. Safety for such women in social housing projects is a problem. Very few projects are patrolled and most of the units have only minimal security systems to prevent access by the victim's spouse or partner. Some projects are now providing buzzer systems so the women can alert project management to a crisis situation. Locks can also be changed and dead bolts provided for a fee. However security certainly remains an issue.

As well as requiring short term crisis housing this clientele also requires longer term transitional housing while they receive counselling, skills upgrading, and employment support programs. This housing is also in short supply.

Winnipeg Regional Housing Authority, working in cooperation with WISH (Women In Second Stage Housing), a support group for battered women, is providing transitional housing for women and their children. This is done on a contractual basis with the Housing Authority providing the housing (waiving some of their usual eligibility criteria) and WISH providing the support services and job training needed by the women. This is an example of very positive interaction between housing and another support agency.

It became obvious that there are few housing options available to facilitate the needs of this particular group. Because these options are not available it makes it even more difficult to access other services. However it has been acknowledged that even with housing to stabilize the situation, most of the services that they require are not available in the community.

5.0 ALTERNATIVES TO FACILITATE INTERACTION

During the project the study team uncovered a number of initiatives or suggestions that appear to hold considerable promise for improving interaction between housing and other safety net services. These initiatives and ideas are discussed below.

5.1 TENANT RESOURCE WORKERS

Tenant Resource Workers are an important key to awareness building and integration of housing with other support services.

Housing agencies and many other support service agencies involved with housing stressed that one important key to awareness building and proper integration of housing with other support services was the Tenant Resource Worker. Winnipeg Regional Housing Authority has hired four Tenant Relations (Resource) Officers. The positions are funded by the Department of Health and represent a good example of positive interaction between departments.

The role of the Tenant Resource Worker is to connect residents with needed services. They are knowledgeable about residents' needs because they get to know the tenants very well and they are also aware of the programs they require in the community. They help residents make their own connection or lead them to appropriate resources but do not necessarily do the work for them. Their role is to build awareness and point the residents in the right direction, although for those who need assistance they take them by the hand and help them apply. They become an advocate for the tenant. Often other staff are so overwhelmed by their work load that it is impossible to keep abreast of all the various programs. However, this is the duty of the Tenant Resource Worker. This leaves other staff more time to deal with their own job responsibilities.

Although these Tenant Resource Workers are only operating in seniors projects at the moment, the manager of the Winnipeg Regional Housing Authority felt that the system would also work in family housing. He feels strongly that they are the key to effective interaction between housing and other support services.

5.2 COMMUNITY-BASED DELIVERY

There was a general feeling that a community-based model could redeploy fragmented funding and deliver an enriched level of services more successfully and effectively.

It was felt by many that the current mind set within bureaucracy is to provide more dollars and staff to solve problems. This is out of tune with the political philosophy of the time. Many community-based representatives also felt that there were enough dollars within the social service system, but too much fragmentation and proliferation of professionals and agencies serving specialized needs. A constant theme throughout the interviews and the workshop was that the problems of fragmentation, awareness building, and the competitiveness of the various housing and social support service agencies could be overcome if a community-based model for delivery of housing and support services was implemented.

Small programs at the community level seem to run more effectively. The Logan community has a number of volunteer coordinators and the cooperative and community environment does a great deal to help tenants through the red tape. However community-based delivery cannot happen overnight and even the Logan community needed much help from established agencies such as the Manitoba Department of Housing to get started initially. In one way, a symbiotic relationship has developed between the community-based group and its provincial government partner.

The Logan community in Winnipeg's inner city serves as an example of the community-based model. Social housing serves as the focus for the community-based organization but a total of 150 services are delivered within the Logan neighbourhood. Many of them are facilitated by the Logan community organization. However, the community has found that many of the services they do want, i.e. a food bank, did not exist. This service was created by the community.

The community-based organization is active in building awareness, distributing information, and generally linking people with needs up with the services that are available. There is a general feeling that the services should tap into what the community wants, not get the people to tap into what the agencies offer. The community organization is well placed to identify community needs and encourage and facilitate the agencies to deliver the required services.

5.3   COMMUNITY RESOURCE CENTRES

Community Resource Centres may be able to play a role as a clearing house for information and referrals and an advocate for those seeking housing and other support services. A "one stop shopping centre."

To facilitate interaction of social housing with other services and to complement the community-based model of delivery, many suggested there should be Community Housing Resource Centres. Such centres are funded by some municipalities in the United Kingdom. They employ community housing workers who are familiar with client needs in the community as well as a vast

array of housing and other social support services. They become an information conduit and an advocate for those seeking housing and other service programs. In a sense they are a one stop shopping centre, or a clearing house for information and referrals. They facilitate access to both public and private housing but in addition they promote interaction between housing and other support services.

In Canada, the federal government at one point did something similar with energy resource centres which many people felt worked effectively. It was suggested that they could be effective tools of interaction and they might work quite well with the community-based model of delivery.

However, it was acknowledged that the coordination of services, even at the community-based level, is not enough. Many felt that there is a need to rethink the fundamental top down nature of the approach taken by housing and other social support agencies. The bottom up, community-based approach is not currently part of the mandate of most housing agencies.

5.4 HOUSING NEEDS TO BE INTEGRATED

Integration of projects with the wider community and integration of income groups within specific projects may facilitate interaction with other social/community services.

5.4.1 Integration With The Wider Community

Integration from a variety of perspectives was considered to be a limiting factor in the interaction between social housing and other safety net programs. The lack of integration with the wider community was considered to be a problem. Housing projects, many suggested, should be used as a basis for delivery of services to the wider community. Amenities such as child care and social and recreational activities should be open to the community as well as the tenants of the project.

The Lions Club of Winnipeg, which has eight hundred senior citizen units, has instituted what they call "The Club." The Club is open to members of the community aged fifty-five plus as well as the tenants. It is operated by staff and volunteers and sponsors social activities, recreational activities, health programs, educational programs, and a variety of day trips and holiday excursions. This not only helps build a sense of community for the tenants in the project, but the integration of resident and community people builds awareness about other social programs, services, and activities. It is an excellent means of raising the level of awareness and interaction of social housing residents with other community and support services.

A cautionary note on this aspect was raised by a number of people interviewed. They pointed out that some tenants of social housing, particularly seniors, regarded facilities in the project as their own and resisted community participation. In addition, sometimes members of the community felt that the housing authority should be providing facilities for residents of projects as opposed to these residents accessing community services. This most often happened when there was a scarcity of facilities or services. All agreed that interaction should be fostered, but it has to be carefully nurtured by housing authority management, community leaders and operators of community-based services. It was also pointed out that greater community involvement and outreach activity by community members could play an effective role in breaking down the NIMBY syndrome.

5.4.2 Income Integration In Projects

Concern was raised about targeting of social housing to the very low income households. Many felt an income mix was a better approach. A mix of incomes means that tenants are more likely to have a mix of skills. There will be a mix of those on social assistance and those working. This may help to build awareness and integration with others for social support and even economic opportunities. Larger, older projects built at high density in the past and now targeted strictly to low income were often labelled as "bad" projects. They do little to raise the self-image of the tenants in the project, or to facilitate the integration of the tenants with the wider community and as a result do not facilitate integration with other community-based support services.

5.5 TENANT INVOLVEMENT WITH MANAGEMENT

There was general agreement that anything that facilitated tenant involvement in management or cooperation with management would facilitate the interaction of housing with other community-based services. Tenant involvement builds a sense of community, it enhances respect for the project, it builds leadership skills, and it provides tenants with more control over their own environment. Providing tenants with more input into project management generates a pro-active atmosphere and self-reliance which facilitates positive involvement with other safety net and community programs.

Another consistent theme throughout the exercise was that increased tenant involvement in management and a more cooperative relationship between management and tenants would foster the interaction of housing with other social support programs. A community economic development worker offered evidence to prove that tenant self-management is a more cost effective route. The research

he provided illustrated an increase in occupancy rates, a decrease in vandalism and damage, and an increase in community spirit among other things.

> In the Logan Community Housing Project, which has extensive tenant involvement in self-management, very positive spin-offs were reported. The project has a zero percent vacancy rate and eighty percent of the tenants are long term. All but one child from Logan was a perfect attender at the elementary school last year. The school has a ninety percent migrancy rate. Logan had the highest voter turn out of any neighbourhood in the inner city in the last provincial election. It represents seventy percent of the geographic area of the neighbourhood but accounts for only ten percent of the crime. There were only twenty-six dollars in rent arrears in the past fiscal year. There are four hundred people on the waiting list.

The empowerment of tenants, particularly if it is through a community-based approach, develops a sense of community which has an impact on the required level and nature of demand for social services. The demand shifts from anti-social demands on the safety net to demands that are more pro-social and prevention orientated. In his opinion a movement into tenant self-management could have a very positive impact on the social safety net programs.

Some people interviewed sounded a note of caution on tenant self-management. They were in full agreement that tenants should be more involved in decision making and there should be greater cooperation between tenants and management, but were not convinced that self-management was the route for everyone. They felt that there were many social housing tenants, particularly senior citizens, who did not want to become involved in management issues. In addition, they felt that tenant self-management for families in social housing would require tremendous expenditures in support systems and upgrading of skills. They felt there were some social housing family tenants without the skills or commitment to organize and maintain the necessary level of involvement among tenants. They also felt that many lone parent families, given their commitments to child care, did not have the time or energy to involve themselves in management issues. They felt that targeting housing to the very low income was a mistake because it did not facilitate tenant involvement in management. There was not the necessary mix of skills nor was there the commitment or long term stability amongst tenants to carry out a self-management exercise. They felt that tenant management worked best under the coop model in mixed income projects. However, it has to be acknowledged that there are successful tenant associations in public housing projects that are 100% targeted to very low income households.

Nevertheless, everyone agreed that more tenant involvement in management and project operation would be a positive feature. It was pointed out that the Gilbert Park housing project in Winnipeg used to have a Tenant Relations Officer and a Youth Coordinator. They organized activities such as

clothes recycling, regular meetings between tenants and the police, a Block Parent program, a garden awards project, and other social and recreational activities. They also acted as a conduit between tenants and government agencies. These positions have been discontinued and when they were, the interaction between housing and the community, and housing and other social support programs dropped extensively.

5.6   CONFLICT RESOLUTION AND MEDIATION SKILLS

Conflict inhibits interaction with other services. Housing management staff may have to develop skills in conflict resolution.

The high frustration levels common amongst people in poverty and on social assistance often results in considerable conflict between tenants and management, tenants and other social support agencies, and amongst tenants themselves. This conflict does little to facilitate interaction with other services. Tenant Relations or Tenant Resource Officers could play a key role in this situation although not all of them have skills in conflict resolution.

Many people interviewed identified a need for conflict resolution and mediation skills in housing management. This idea was raised in association with a number of different client groups that access social housing including single parent families, the deinstitutionalized, street youth, and the homeless.

6.0   THE EXTERNAL ENVIRONMENT

It was obvious from early work on the literature review and the interviews that there was a contextual or external environment within which the interaction between social housing and other safety net programs takes place. This external environment cannot be ignored. It affects the nature of current interaction. Because of these external factors changes will have to be made in the 90s and beyond, if interaction is to be effective. These external factors are grouped under common headings below and the implications for the interface between housing and social services is briefly explained in each case.

6.1   THE ECONOMIC FRAMEWORK

The changing nature of the economy is creating an increased number of unstable low paying positions. This places additional stress on housing and social safety net programs.

A recent Statistics Canada publication (Black and Landry) shows that the structure of the Canadian economy is changing. Employment growth is concentrated in either highly skilled, well paid and secure jobs, or low skilled, marginal, unstable and poorly paying positions. There is increasing competition for these low paying, unstable positions especially among those in the sixteen to twenty-four age group. The fact that they are low paying and unstable contributes to the growth in poverty and the dependence on social safety net programs, including housing.

The unstable nature of these marginal positions is particularly important. Household incomes fluctuate, they are dependent on unemployment insurance for at least part of the year, and in some cases they end up on provincial or municipal welfare rolls. They also end up on the social housing waiting lists. Fluctuating incomes create a situation where people may be in and out of social housing on a regular basis. This instability does little to facilitate access to services.

These low paying positions also generate a need for more than one member of a household to work. Today, in Canada two incomes are often required to maintain an adequate standard of living. Although this may not necessarily increase the demand for social housing it does increase the demand for other social support services such as child care. However, child care is not broadly available and is often expensive to obtain. This may end up driving two income households into social housing to reduce their housing costs. However if a child care space is not incorporated within or available within a reasonable distance from social housing projects, the safety net is not interacting in a fashion

which supports the working poor. Child care is also a respite for single mothers on welfare.

The current political rhetoric and philosophy talks about turning the social safety net into a "social trampoline." The safety net catches them but in turn is supposed to bounce them back into the mainstream of society. However given the changes in the structure of employment in our economy the trampoline theory may not work because there is generally nothing for them to bounce back to. Canadians only bounce back into low paying unstable positions and very quickly hit the safety net again. Current economic policy with its limited increases in funding to social services and employment support programs may not facilitate the social trampoline approach. This is a key issue that has to be considered in structuring future policy.

The Canadian economy is also rapidly becoming part of the world wide economic system. In this process of globalization there is a need to become more competitive. Competition is having its impact on wage rates as well as subsidies designated for a wide range of safety net programs.

6.2   SOCIAL CHANGES

Appropriate changes in safety net programs, including social housing, have not been made to accommodate broader social changes in Canadian society.

Over the last two to three decades there have been a number of significant social changes in Canada. However, changes to the safety net system including social housing have not kept pace. For example, we have seen a significant increase in the number of lone parent families. Unmarried adolescent mothers are being encouraged rather than discouraged to keep children born out of wedlock. Some also argue that easier access to divorce has also increased the number of lone parent families, most of them females living on lower incomes. These families need affordable housing options combined with child care. Although there have been societal changes we have not adjusted social policies and programs accordingly.

We have also created new awareness about abuse of children, spouses, and the elderly, but we have provided few of the required supports. For example, more transition housing for women fleeing abuse combined with appropriate counselling and security are needed to deal with the affects of this increased awareness. More projects similar to those sponsored under the Project Haven Program are required.

We have also created "Welcome Home Programs" as we have decentralized the treatment of mentally handicapped from an institutional to a community model (i.e. deinstitutionalization). However we have not put the necessary housing and support services in place to accommodate people in the community. These examples serve as evidence that safety net programs and the interaction of social support programs have not kept pace with changing societal trends.

6.3   THE CHANGING NATURE OF POVERTY

Poverty has shifted to encompass new groups in society but housing and other social support programs have not been adjusted accordingly.

Poverty trends illustrate that the incidence of poverty is declining among some groups and increasing amongst others. In addition new groups are experiencing poverty. The incidence of poverty amongst the elderly has declined significantly, although the absolute number in poverty is still increasing. The incidence of poverty, however, is increasing significantly amongst young families, particularly female headed, lone parent families. In addition many households in poverty are members of visible minorities or disadvantaged groups such as newly arrived immigrant and aboriginal households. The safety net however, including social housing, has not shifted accordingly. Many provinces still place a strong emphasis on providing housing for senior citizens and less attention is given to providing housing for families, particularly lone parent families, members of visible minorities, and other vulnerable groups such as youth at risk. There are too few housing initiatives targeted to these groups even though housing might facilitate the delivery of other safety net services.

6.4   CHANGES IN THE NATURE OF COMMUNITIES

The nature of community and the support network that went with it has changed. New programs and new methods of delivery are required to respond to an increasingly diverse community.

Prior to World War II and even into the late 50s, Canadian communities illustrated considerable homogeneity and a capacity to respond to social problems. The nature of community and the support network that went with it has changed. Homogeneity has been replaced by diversity. New immigrants represent a variety of ethnic groups. The changing nature of the family has added a number of household arrangements that are substantially different from the nuclear family so common two to three decades ago. The homogeneous geographic community has been replaced by a number of communities of interest widely dispersed in a geographic sense. We have become a very pluralistic

society. New programs, new methods of delivery and/or revisions to existing programs may need to be considered to respond to this diversity.

The safety net and the interactions of programs within it are no longer adequate to accommodate this diversity. With the "break down of community" governments with professional staff moved in to deliver services. Now that all levels of government are reducing their funding, there is little left in the community to pick up the slack.

6.5   CHANGING DEMOGRAPHIC, HOUSEHOLD, AND FAMILY PROFILES

Changes in housing and social service programs have lagged behind the changing population, family, and household profiles. This not only leaves gaps in the safety net through which groups fall, it also makes the interaction of the current programs less effective in accommodating a diversity of client needs.

An aging population profile is dictating a need for changes in social programming. Changes in both housing and support services seem to be lagging behind this particular trend. For example, the majority of social housing for senior citizens was built to accommodate a population that could live independently. However more and more of the elderly, both those living in the buildings and those on the waiting list, are substantially older than the population for which the units were originally designed. They can no longer live in a completely independent fashion.

Household composition is changing and the profile today illustrates a greater proportion of small households. The typical nuclear family coexists with single parent households and couples without children. Families, like communities, have changed. The proportion of households that consist of nuclear families declined from 88.7% in 1981 to 87.3% in 1986. Lone parent families made up 11.3% of census families in 1981 and 12.7% in 1986. Extended families are only common amongst certain ethnic groups. Traditional family arrangements are gradually being replaced by a variety of household combinations, most of them much smaller in size. The decline in the number of family households, both extended and nuclear, has weakened the role of the family as a support vehicle. This has placed a greater demand on support services including housing. The growing number of one person households and single parent households has added significantly to the demand for a variety of safety net programs.

As is the case in the changing nature of the community, safety net programs have not adjusted to accommodate the changing nature of household relationships. There has been a lag between changes in the family structure and changes in the support system. Our housing and social support services have

been built around the nuclear family and are not designed to accommodate these newer household profiles to the same extent.

6.6   POLITICAL PHILOSOPHY

Does an emphasis on market responsiveness and efficiency, privatization of programs, and decentralization of government functions facilitate interaction of housing and other social support services?

Public goals and national agendas change with shifting political and social interests. The social political philosophy that swept the western world in the 1960s fostered a new social consciousness and a concern about social equity and social justice. It generated new faith in public programming and enterprise as instruments of maintaining a degree of social equity. The movement helped to solidify and enhance a number of social programs that had been gradually introduced since the second world war. Social housing was one of the areas effected. The safety net of programs, including social housing, was radically effected by the activities of the 1960s. However, programs were introduced in isolation and there was never a comprehensive approach to planning that fostered effective integration.

Neo-conservatism combined with the economic recession of the early 1980s injected a dose of pragmatism into social programming. It dampened the faith in public involvement as an instrument of maintaining social equity. The doctrine of market responsiveness and efficiency as a goal was reasserted. Privatization of programs and decentralization of government functions have become the by-words of the past decade. This has eroded parts of the safety net system and widened the cracks that were already present in the range of programs. It has also made integration even less effective in a system that was never comprehensively designed to facilitate integration in the first place.

6.7   FISCAL RESTRAINT

Fiscal restraint combined with devolution of responsibilities means some jurisdictions are taking on added responsibility without an adequate funding base. This threatens the effectiveness of interaction.

In recent years the federal government has capped the level of funding for the delivery of many social services such as education and health care. Increased fiscal responsibility for funding these services has devolved to the provincial or municipal governments, or to the community. This change has not always been accompanied by a change in the revenue base to adequately accommodate the

additional responsibilities. Some jurisdictions, particularly municipalities, are taking on added responsibility for housing and other support services without an adequate funding base.

6.8 HOUSING POLICY

Has past emphasis on housing initiatives to facilitate the operation of the private market, combined with recent cuts in funding to social housing, made housing the weak link in the safety net system?

Housing initiatives in Canada fall under two broad policy categories. One category is designed to facilitate the effective functioning of housing markets in order to maximize the number of households able to meet their needs independently in the market place. The second category includes program initiatives designed to address the issues of equity and social justice in housing. A substantive proportion of public expenditures on housing, in the past, have fallen into the first category and were not social housing initiatives. As a result, a large proportion of housing expenditures may not have been designed to facilitate the interaction between housing and other social support services.

The past emphasis on initiatives to facilitate the operation of the private market may have made housing a weak link in the safety net system. Recent reductions in funding to social housing may make this link even weaker.

This situation is perhaps best illustrated by the level of horizontal inequity associated with social housing programs where only a portion of Canadian households in core housing need can obtain a social housing unit or assistance.

6.9 FRAGMENTED RESPONSIBILITIES

Divided responsibility, combined with what many would suggest is the absence of an integrated and coordinated housing and social policy has limited the effectiveness of the interaction between housing and the support service network. The current approach is considered "piece meal" in nature and lacking a long term vision.

Fragmented responsibility for the provision of adequate social housing has always been a cloudy issue. Although the vast majority of the financing has been provided by the federal government, delivery has been in the hands of a number of agencies representing various levels of government as well as non-profit and for-profit groups. This divided responsibility, when combined with what many would suggest is a lack of an integrated and coordinated housing and social policy, has reduced the effectiveness of housing within the support service

network. In addition, housing delivery agencies often become competitors for the same budget pool, as opposed to agencies that work together to deliver housing within the sphere of safety net programs.

Jurisdictional issues may further complicate effective delivery when one considers the fact that housing programs may be similar in a variety of provinces, particularly if they are controlled by federal criteria, but other safety net programs can vary significantly from one province to another. Housing policies are not always changed, nor can some be changed, from province to province to facilitate interaction.

6.10   SUMMARY

A number of these external factors such as demographic change, changes to the nature of the family, and the increasing diversity of communities work in tandem to weaken the effectiveness and interaction of safety net programs. The relationship of other factors counter each other. However, all of these factors highlight the need for change. Unless there are changes to the safety net programs, including social housing, the effectiveness of interaction could continue to decline in the face of these current and future trends.

7.0   POINTS TO PONDER

For summary purposes possible changes and suggested initiatives are raised as "points to ponder." The list is certainly not comprehensive. The text of the report raises many other issues and ideas.

1) Would orientation programs providing new occupants with housing management skills help reduce evictions which defeat the stabilizing role of housing?

2) Does eligibility criteria work against some of the more hard to house clients and prevent access to social housing and its stabilizing influence?

3) Does the fragmented delivery of housing and other services, the compartmentalization of budgets and the lack of integration between the formal and informal support systems prevent more efficient interaction? Should we be less concerned about the resources available and more concerned about the inefficiency with which these resources were delivered?

4) Has fragmented responsibility for the development of housing policy weakened the role housing can play in the support service network?

5) Does the competitive nature of delivery agencies and their protective nature towards funding and staff resources prevent cost effective interaction in the system as a whole? Perhaps there is too much of an "us against them" mentality?

6) Should social housing managers become more attuned to the social needs of tenants and more familiar with social support programs?

7) Are Tenant Resource Workers employed by housing agencies who match resident needs with other support services the key to more successful integration?

8) Will communities be able to pick up the slack created by reductions in government funding to safety net programs? Will community-based delivery models be effective given the current changes in the nature of communities?

9) Given the complex and encompassing nature of housing can community-based models operated by community groups redeploy fragmented funding and efficiently deliver housing and effectively integrate it with other services?

10) Would Community Resource Centres that function as a clearing house for information and referrals and an advocate for those seeking housing and other support services facilitate interaction? Can they operate effectively in a community-based delivery model?

11) Has the use of "professionals" to deliver services been extended to an extreme? Has this inhibited integration of services, particularly at the community level? Does it limit the role the community can play?

12) Would greater efforts to integrate projects with the wider community facilitate interaction?

13) Does income mixing facilitate housing clients' interaction with other safety net programs? Does the income mix have to be project based? Can small projects successfully integrated with the community provide the positive interaction people suggest is associated with income mixing?

14) Does providing tenants with more input into project management generate a pro-active atmosphere which facilitates positive involvement with other safety net and community programs?

15) Is the importance of project location, design and amenities space and the relationship to transportation services in facilitating interaction with other services too often neglected?

16) Does delivery of housing by third sector (non-profit) groups facilitate interaction with other services? Are third sector agencies too delivery orientated? Should funding to the third sector be focused on agencies with broader social/community mandates? Would this facilitate interaction?

17) Do social services have to be delivered on more than a "nine to five" Monday to Friday basis to facilitate interaction with housing?

18) Should housing agencies be prepared to take more risk and accept more flexible accountability systems so that innovative projects that might facilitate interaction can proceed? There may be failures but those that succeed might result in tremendous savings and benefits for the social safety net as a whole.

19) Have housing and social service programs lagged changing household and family profiles? Has this created gaps in the safety net? Has it made interaction of current programs less effective?

20) The changing economic structure is creating an increasing number of unstable, low paying positions. Is this placing stress on housing and other safety net programs? Given this change is it possible for the social safety net to perform as a social trampoline? What effect will this have on the demand for social housing?

21) Have changes in the safety net programs kept pace with broader societal changes? Has this created gaps? What are these gaps? What changes are required?

22) Does the devolution of responsibility for funding and delivering housing services to local levels of government increase or decrease its effectiveness in the social safety net?

23) Does the current political philosophy with its emphasis on market responsiveness and efficiency, privatization of programs, and decentralization of government functions facilitate interaction of housing and other social support services?

24) Has past emphasis on housing initiatives to facilitate the operation of the private market, combined with recent cuts in funding to social housing, made housing the weak link in the safety net system?

25) Is it the responsibility of housing agencies to address the social welfare needs of their clients? Should housing agencies just provide the "setting" which facilitates delivery of other services?

8.0   CONCLUSIONS

The objective of this study was to identify and explore the interaction between housing and other safety net programs to facilitate further discussion and research on social housing policy directions. The study was conducted for the Centre For Future Studies in Housing and Living Environments at Canada Mortgage and Housing Corporation and is part of a longer term project that is looking at policy directions for the 1990s and beyond. In addition to conducting a review of existing literature, the study team met and interviewed representatives from over 30 groups and agencies related in one way or another to the social housing or social services sector in the Winnipeg area. The results presented in this paper are a reflection of what they heard and of the team members own professional expertise and experience.

Key factors of the external environment are documented which we believe affect the nature of the current interaction and will probably influence future opportunities for interaction. Social demographic factors such as changes in household and family composition, our changing economy, our political philosophy, housing policy, social policy including the changes to our safety net programs and the changing nature of poverty, our changing community, and finally, jurisdiction issues are discussed.

The paper presents the interactions in two ways and provides specific examples of these interactions. Common issues are discussed and special client issues are documented.

The common theme and strength of housing in the interaction process is its role as a stabilizer. Adequate, suitable and affordable housing is a stabilizer that allows households the opportunity to access other social support services.

Fragmentation was another common theme and major problem. The compartmentalization of government budgets that allocates dollars for very specific purposes and targets programs to very specific groups was seen as a major impediment and in the final analysis does not facilitate the delivery of services. The direct link between fragmented delivery and availability of resources was explored and documented.

Competition of delivery agencies in the community was raised. Less competition and more integration and coordination might allow for better interaction.

Awareness building and information sharing are also identified as major themes. The key to awareness building and appropriate integration of housing with other support services it was suggested is the Tenant Resource Worker.

Perhaps surprisingly, we heard from many that there were adequate dollars within the social service system, but that there is too much fragmentation and

proliferation of professionals and agencies serving specialized needs. A related suggestion that we need to rethink the fundamental top down nature of the approach taken by housing and other social support agencies is seen as a major step in the right direction. Indeed, most people see the bottom up, community-based approach as the way of the future. Given that housing is a very complex and encompassing product a great deal more evaluation work on existing community initiatives has to be undertaken to determine the suitability of community-based models for the variety of circumstances that have to be addressed. The need to carefully evaluate community-based models is further strengthened when one considers the changing nature of the community.

The study team concludes that, if housing is part of the social service system then housing must be integrated into that system. Most people believe that, today, this is not the case.

The income mix approach is seen by many as a better way to go. Targeting of social housing has many problems associated with it and in many ways detracts from interaction. The need for a social mix within a project may not be as important if small projects are constructed and successfully integrated into the community. There appears to be a lack of empirical evidence on the whole issue of income mixing.

In the future, greater tenant involvement in housing management and a more cooperative relationship between management and tenants is a must. Many felt that such involvement is cost effective and ultimately will foster the interaction of housing with other social support programs.

There is general agreement that anything that facilitates tenant management involvement and cooperation will facilitate the interaction of housing with other social support services.

Accountability was another common theme. Accountability is one area where governments are attempting improvements, but it is distorted by the fear of a loss of job security on the part of the program providers. Good financial practices must be a part of any program. Nevertheless, it is essential to maintain a balance between financial control, flexibility, and caring for people.

Particular features of housing also contribute or detract from interaction. Location can facilitate or hinder. Projects close to good public transportation, shopping, health services, educational services, and other recreational facilities contribute in a positive way to interaction. Projects far removed from these services tend to discourage interaction.

Amenity space can be as important as location. Project design is also key. The combination of project design, amenities, and location can decrease the need for some

support systems and facilitate delivery of others. Projects designed in a fashion that isolate people from community, detract from interaction.

Another very important common issue was associated with the delivery and management philosophy practised by housing agencies. Housing bureaucracies are established to deliver projects, select clients and act as property managers. Most are very good at these functions. The focus is on managing individual housing units. Very few housing managers focus on the needs of the individuals and the families occupying these homes. We heard one clear message - the need to refocus and to emphasize the role of housing managers in making housing more than just shelter. A change of management philosophy is required. Management must become more attuned to the social needs of tenants, more familiar with other safety net programs, more familiar with how to access programs, and more sensitized to integration with the community. Management could also incorporate staff whose expertise extends beyond inspection, rent collection and property management functions.

Some felt that there is still a need to resolve the basic question of responsibility for the social welfare of housing clients. Is this, in fact, a responsibility of housing agencies, or should housing agencies just provide the necessary setting?

The nature of delivery of housing programs has also been raised. Some people feel that the changing direction of program delivery from the public to the third sector (coop and non-profit) has made it more difficult to integrate housing with other safety net programs. Some expressed the concern that third sector agencies were too delivery-oriented and that senior levels of governments should place greater emphasis on groups that had broader social and community-based mandates. This would help ensure a more effective integration of housing and other services.

In general, it is felt that people involved in the management of social housing should provide a more compassionate and supportive role in assisting tenants to access other social services and that housing managers have to take some risks to facilitate interaction and not hide behind "professionalism" and standards.

Many of the common issues are exemplified by specific client groups. This study focused on single parent households, mentally and physically disabled persons, newcomers, homeless people, elderly persons, youth-at-risk, low income working families and families on welfare, people with AIDS, and victims of abuse. Although some of the specific issues vary, most of the common issues applied to each of the client groups interviewed.

In the final analysis, housing is our community. Housing must provide for more than physical survival and a stable base for living. Housing must be supportive and allow individuals and families to cope with personal problems, to make appropriate use

of support services, and to decrease or even eliminate dependency on the other parts of the social safety net.

APPENDIX A

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APPENDIX B

ORGANIZATIONS OR PERSONS INTERVIEWED

City Public Health Nursing

Community Educational Dev. Assoc.

Winnipeg Housing Authority

Carpathia & Westboine Coops

Winnipeg Housing Rehab. Corp.

Host Program for Refugees

Executive Director, KINEW Housing

Jack's Place

Residential Care & Family Services

Cdn. Mental Health Association

Age And Opportunities

Native Women's Transition Centre

McDonald Youth Services

Independent Living Resources

Manitoba Health Organizations

Support Services To Seniors

Canadian Paraplegic Association

DSI Tandem

Northwest Community Cooperative

Manitoba Mental Health Association

Family Services Winnipeg Inc.

Winnipeg School Division No. 1

Main Street Project

Children's Home and P.O.W.E.R.

Immigrant Women's Resource Centre

The International Centre

Salvation Army

"Persons with AIDS"

North End Women's Centre

Winnipeg Housing Coalition

Lions Housing Centre

APPENDIX C

ORGANIZATIONS PARTICIPATING IN THE WORKSHOP

City Public Health Nursing

Community Educational Consultant

Canada Mortgage and Housing Corporation

Winnipeg Housing Authority

Winnipeg Core Area Initiative

Social Work, U. of M.

Family Studies, U. of M.

Manitoba Multicultural Seniors' Association of Manitoba

City of Winnipeg

Manitoba Department of Housing

Logan Com. Dev. Corp.

STD Street Links

Ten Ten Sinclair Housing

APPENDIX D

THE INTERACTION OF HOUSING AND SOCIAL SERVICES
WORKSHOP AGENDA: THURSDAY, JUNE 13th 1991

9:00- 9:05 am   Introduction Of Project Leaders And Brief Overview Of The Project

9:05- 9:10 am   Comments From Centre For Future Studies

9:10- 9:20 am   Introduction Of Participants

- each participant should provide brief background on mandate of organization they serve, type of services provided, the clientele served and safety net programs involved.

9:20-10:15 am   The Interaction Of Housing And The Social Services
                                  Nature Strengths And Weaknesses

a) The Nature Of Interaction
- does social housing facilitate interaction?
- is interaction encouraged?
- who initiates interaction?
- who does it serve?
- who does it not serve and why?
- is frequency/level of service appropriate?
- are services funded or fee for service?

The purpose of discussion here is to define as clearly as possible the range of relationships that exists between housing and other service programs. Each participant is expected to contribute to this discussion their experience and knowledge from their field of work and expertise.

10:15-10:30 am   Coffee

10:30-12:15 pm   b) What Doesn't Work And Why (Weaknesses/Barriers)
- fragmented delivery
- lack of coordination
- lack of awareness
- lack of appropriate staff
- level of funding
- lack of specific services
- problems with project design, management or location
- government philosophy

c) Strengths Of This Relationship/Interaction
- does interaction respond to needs?
- does social housing facilitate coordination?
- does social housing build awareness?
- is third party delivery better?
- do features of unit/project facilitate delivery?

Participants will be asked to identify and describe both positive and negative aspects of the relationship between social housing and other support/service programs. Identification of gaps, overlap, and barriers to effective access and delivery is particularly important.

12:15- 1:15 pm   Lunch

1:15- 3:30 pm   d) How Can The Relationships Be Improved?
- based on the above discussion what changes are necessary to address problems outlined above
- opportunities that exist that can be built upon
- long term versus short term improvements
- policy versus institutional changes

Specific Issues

This section will provide an opportunity to discuss more global issues that may not be addressed earlier in the workshop. For example:
- Jurisdictional Issues
- Erosion Of Safety Net Programs
- Alternatives To Current Programs

Policy Directions For The Future

How will the client base change? Are changes necessary in housing policy/program approaches? Are new housing programs or support service initiatives required? Where will the stress points be in the future?

Discussion in this section should be forward looking.

The project team will facilitate discussion with prepared topic areas, questions, etc.

We look forward to your participation.