PREVENTION



REGIONAL HOMELESSNESS PLAN DISCUSSION PAPER

INTRODUCTION

Consultations for the Regional Plan are intended to focus on three issue areas: Housing First, Prevention and Capacity Building.

The purpose of this is paper is to help shape the discussion on "prevention" and help identify priorities and strategies within this broad subject area. This paper looks at what is working well in our region, the available evidence about pathways into homelessness, successful prevention approaches and key challenges moving forward.

WHAT IS PREVENTION?

For the purposes of the Regional Homelessness Plan consultations "prevention" refers to programs or services aimed at helping to prevent people from becoming homeless. Or simply put: to prevent housing loss. "The most cost effective way to end homelessness is to stop it before it begins with effective prevention.

Every single individual or family comes into contact with a person, program or system that could prevent homelessness.

Communities need a thoughtful and methodical prevention strategy that includes: early detection, emergency assistance, policy and practice reforms to mainstream systems, system coordination, housing and support services and access to income necessary to sustain housing through employment or income support as required. "

(CAEH, 2012, p. 4)

Three Ways to Home identified: affordable housing, financial assistance, employment assistance, counselling and support (particularly for youth and families), addiction treatment services, mental health services, advocacy, family support and early intervention (youth), and improved access to services as necessary prevention services.

Within the Aboriginal community the following prevention activities were identified: helping people/families in financial difficulty, rent assistance, addressing family breakdown, early intervention, access to housing, preventing and treating substance abuse/misuse, preventing child abuse and neglect and building community capacity to be in charge of its own solutions.

Since the range of prevention activities is so broad, this paper aims to focus on actionable ideas from current practice and the literature, particularly for vulnerable populations.

WHAT HAVE WE ACCOMPLISHED IN METRO VANCOUVER?

A review of the inventory of services shows that there has been significant progress in some of the prevention areas identified in Three Ways to Home. A number of activities and initiatives are making a difference in our region.

Advocacy, Family Support, Financial Assistance and Early Intervention

Attachment 1 provides a list of the prevention services available in Metro Vancouver in 2003 and 2013. A number of tenant support services and advocacy organizations are providing support to tenants, helping to prevent evictions and providing referrals to housing and support services. There are currently two rent bank programs that offer funds to prevent evictions due to a short term crisis, and a program that helps low-income single mothers to clear outstanding debts that are barriers to securing or maintaining affordable housing. Other prevention services include tenant associations, legal assistance for tenants and a crisis support line for women fleeing abuse.

Prevention Services Targeted to Vulnerable Populations

The number of prevention services identified in the RSCH review of services in the region is relatively small, and there are few services targeted to vulnerable populations. The Elizabeth Fry Society and Keys Housing & Health Solutions have pilot prison homelessness prevention projects to prevent ex-offenders being released from prison from becoming homeless. There are also some services targeted toward youth and Aboriginal people. Broadway Youth Resource Centre in Vancouver provides support for youth seeking rental housing, and Spirit of the Children society in New Westminster provides support for Aboriginal families hoping to obtain or sustain their housing. There are Aboriginal run agencies that are focused on early intervention and youth, as well as a handful of cultural support services run by Aboriginal organizations that offer cultural activities and supports to Aboriginal youth and the Aboriginal community, but are not specifically focused on homelessness prevention.

Addiction Treatment

Since 2003, there has been a significant increase in the number of residential detox beds and the number of treatment and recovery beds. Detox beds increased by 81% from 86 in 2003 to 156 in 2013. Treatment and recovery beds increased by 50% from 907 in 2003 to 1,365 in 2013. Access to housing and supports has also increased. There are 229 housing supplements for people with addictions, including 20 targeted to youth. All of these housing supplements are new since 2003. In addition there are now nearly 300 supportive housing units targeted to people with addictions – all of which are new since 2003, and 152 new transitional housing units.

Mental Health Services

The service inventory shows only an 8% increase in the number of mental health services, centres/teams and facilities. Staffing for Fraser Region ACT teams has more than doubled in New Westminster, the Tri-Cities and Surrey since 2003.

Affordable/Supportive Housing

Since 2003, there has been a significant increase in the supply of supportive housing in the region, and the supply of portable rent subsidies for housing. Between 2003 and 2013, the number of supportive housing units more than doubled from 2,408 to 5,648, and the number of portable rent subsidies have seen a nearly threefold increase from 908 to 2,544. The number of second stage housing units for women fleeing abuse also increased from 72 to 108 between 2003 and 2013.

Employment/Income Assistance

Since 2003 the number of employment initiatives for people who are homeless has increased. Whereas in 2007 most of these programs were in Vancouver, they are now available in almost all the sub-regions. There has also been an increase in outreach services throughout the region to help people who are homeless access income assistance. The 2011 Homeless Count showed that 52% of people who were homeless were in receipt of income assistance, the highest percentage recorded since regional counts began in 2002.

KEY LESSONS/SUCCESS FACTORS

The research shows that loss of housing through eviction or lack of appropriate supports, family conflict or violence (including family breakdown), poverty and inability to find affordable housing are key pathways into homelessness. Contributing factors also include mental health issues and addictions. Research in Canada suggests that youth aging out of foster care are seriously at risk of homelessness and that 40 to 45% of homeless youth have been involved in the foster care system. Focusing on prevention of homelessness means focusing on preventing housing loss, finding ways to intervene before a crisis arises, and being able to mitigate the impact of a crisis when it does arise to prevent housing loss.

Service coordination is an area that has been raised as key in prevention to help identify people at risk and ensure they know where to go for help. In terms of how to achieve "prevention" the following key principles were identified from the literature:

- Prevention must be evident as a key aim strategically as an organization and in service delivery.
- Resource re- allocation is required.
- Collaboration is essential to achieve prevention. Access to services must be immediate and responsive, delivering the necessary interventions to prevent drift into homelessness.
- Funding must allow front-line workers to immediately react to the immediate needs of the clients.
- Discharge planning is effective in preventing homelessness.

WHAT DOES THIS MEAN FOR METRO VANCOUVER - CHALLENGES AND OPPORTUNITIES

It is clear that the Regional Homelessness Plan will recognize prevention as a key aim. It makes sense to prevent people who are at risk of homelessness from ending up on the streets or in shelter. While "prevention" covers a broad spectrum, the challenge is to focus on actions that can be implemented in the short to medium term and that have measurable impacts on reducing homelessness.

CHALLENGE: Discharging into homelessness

Without appropriate discharge planning, people being discharged from hospitals, addiction treatment facilities, prison and the foster care system can end up homeless. Youth serving agencies have identified a need for youth transitioning out of foster care to be able to continue accessing support through the child welfare system until the age of 24.

OPPORTUNITIES

Preventing discharges into homelessness is achievable. Good and emerging practices from across the country demonstrate that it is possible to reduce or eliminate institutional discharges into homelessness. Locally, Keys Housing & Health Solutions and the Elizabeth Fry Society are piloting an initiative to prevent discharges into homelessness for ex-offenders leaving prison. This approach could be extended to other target populations. In London, Ontario, a part-time staff person was assigned to two different hospital psychiatric wards to ensure people who were being discharged had access to social assistance, start-up funds for first and last month's rent and assistance finding housing.

CHALLENGE: Access to flexible funds to address short term housing crises

Many people become homeless because of unexpected short term crises such as job loss, family break-up, or unexpected expenses that create a short term problem for rent payment. Access to short term small amounts of funding can be an effective way to prevent an eviction.

OPPORTUNITIES

There are numerous examples of rent banks or programs offering short term financial assistance to people in danger of losing their housing in Canada and the US. Pairing rent bank assistance with tenant advocacy services and counselling has been shown to be effective in preventing housing loss for people experiencing short term crisis. There are currently only two rent bank programs in the region. One of the success factors for rent banks is sustained, predictable funding. In other provinces and in the United States these types of programs are provincially or state funded.

CHALLENGE: Increasing points of contact to initiate & target prevention efficiently

When people, families and children become homeless, it is too late to initiate prevention. Opportunities to help people before they are homeless get missed, whether due to lack of knowledge about resources, lack of points of contact with people who can help. On the other hand, not everyone who is "at risk" of homelessness will become homeless and providing support where it may not be necessary can be inefficient. Measuring the effectiveness of prevention strategies, which would help with targeting, is challenging.

OPPORTUNITIES

There are ways to improve our ability to address issues before families, youth and individuals become homeless. Supporting youth and families is an area that would likely have a big impact on preventing homelessness. Aboriginal people have identified support to families, addressing family breakdown and preventing child abuse and neglect as important areas for prevention. Two avenues for early intervention are through contact in the school system and the health care system. Another avenue could be debt counselling agencies. Given that the spectrum of need is great, focusing on youth and families has a great potential to help break the cycle of homelessness before it starts. Research that looks at pathways into homelessness in the context of predictive factors that shed light on those "at risk" who become homelessness and those who don't would be helpful.

Emergency Shelter Diversion is an emerging practice whereby shelter providers work with applicants to identify other options besides staying at a shelter. This involves asking a specific series of assessment questions to determine whether it is practical, feasible and safe for them to find an alternative to coming into a shelter.

CHALLENGE: Affordable and Supportive housing

One of the most important prevention strategies is permanent affordable and supportive housing. A significant number of supportive housing units have been added to the region's housing supply. It will be important to continue increasing the supply of supportive housing. The lack of sufficient federal and provincial funding programs for affordable housing is a challenge.

OPPORTUNITIES

The availability of shorter-term rent subsidies provides an opportunity to serve people who are at risk of housing loss and may require only minimal/short-term assistance to prevent homelessness. Over time, a successful focus on prevention and increased housing may reduce shelter stays and provide opportunities to transform shelter space into housing.

CHALLENGE: Poverty

The affordability of housing depends both on the cost of housing and the income available to spend on housing. Poverty or lack of sufficient income puts many people at risk of losing their housing.

OPPORTUNITIES

Increasing income and employment opportunities are effective ways to tackle the larger issue of poverty as a cause of housing loss. Enabling low income people to gain access to income support and upgrade education and skills to access higher paid employment are important avenues for reducing the risk of homelessness. Facilitating participation in these types of programs through access to childcare and other supports is important. There are good examples of employment training programs for adults as well as youth at risk. Another approach is through policy changes. In the lower mainland the City of New Westminster adopted a living wage policy whereby the starting wage at the City is linked to the cost of living. The City of Surrey has a Poverty Reduction Strategy entitled "*THIS is* How We End Poverty in Surrey" which provides recommendation in four policy areas – Transportation, Housing, Income and Support. Several Provinces have implemented province-wide Poverty Reduction Strategies aimed at ensuring a coordinated and cross-departmental response to alleviating poverty.

APPENDIX A: PREVENTION SERVICES

SUPPORTING STABLE TENANCIES/PREVENTING EVICTIONS, 2003-2013

ORGANIZATION	SERVICES PROVIDED	TARGET GROUP	REGION	2003	2013
BC Employment and Assistance	May provide families with emergency assistance through BC Employment and Assistance to help prevent an eviction. Ministry may pay rent direct to landlords to assist clients with budgeting.	Families in receipt of BC Employment Assistance	BC	V	
Residential Tenancy Office-Lower Mainland	24 hr information line. Provides information to landlords and tenants on their rights and responsibilities, and assistance with conflict resolution.	All	BC	V	
Tenants Rights Action Coalition (TRAC) - Tenant Information Hotline	Information to tenants on their rights regarding evictions, repairs, security deposits, rent increases and arbitrations. Help tenants prepare for arbitrations and obtain legal representation. Goal is to help achieve security of tenure for tenants.	All	BC	V	
Ministry of Energy & Mines - Residential Tenancy Branch - Burnaby	Administers the Residential Tenancy Act and aims to encourage self-resolution of landlord/tenant problems through education, information, and an accessible and inexpensive means for formal resolution of certain disputes. Provides information to landlords and tenants on their rights and responsibilities under existing legislation, through telephone enquiries, personal interviews, and correspondence. Information officers provide intervention, on request by a landlord or a tenant. Administers a resolution process using government-appointed dispute resolution officers.	At Risk Tenants, All	Burnaby, Vancouver		V
Lower Mainland Community Housing	Provide information and advice to landlords and tenants about rights and responsibilities.	All	Lower Mainland		
Seniors Housing Information Program	Information on how to promote stable housing for seniors and prevent evictions. Client Outreach Worker works with tenants and landlords to mediate disputes and prevent evictions. May attend arbitration hearings with clients.	Seniors and Vulnerable Adults	Lower Mainland	V	
Elizabeth Fry Society + Keys Housing and Health Services Society - Prison Homeless Prevention Project	Two year pilot project assists women and men leaving prison to plan for, find and retain long term housing.	Corrections	Fraser Region		
New Westminster Tenants Association	Provide information and advice to landlords and tenants about rights and responsibilities.	Landlords and tenants	New West		

Spirit of the Children Society - Aboriginal Family Housing Support	Support for Aboriginal families hoping to obtain or sustain their housing	Aboriginal families	New West	V
SOURCES Community Resource Centres - Surrey Rent Bank	Provides micro loans to qualifying low income individuals and families to prevent short-term crisis of eviction and/or disconnection of utilities.	Homeless, At Risk, All	Surrey	V
Broadway Youth Resource Centre - Youth Housing Registry	Provides a list of housing options for youth in Vancouver. Solicits and screens landlords, offers workshops to youth and landlords, connects landlords/youth involved in disputes with appropriate youth services for resolution, and provides advice and information on renting.	Youth	Vancouver	V
Downtown Eastside Residents' Association (DERA)	Helps individuals facing evictions in the Downtown Eastside.	All - in Downtown Eastside	Vancouver	
Network of Inner City Community Services Society - Rent Bank	Offers a short term funding to families and individuals that live in the City of Vancouver, at risk of eviction or essential utility disconnection due to a temporary shortage funds. Can provide a security deposit if current housing is deemed unsafe or unsustainable. Also provide low income individuals with tools to better manage their limited financial resources.	At Risk Tenants, All	Vancouver	V
Pivot Legal Society	Eviction prevention and housing support	At Risk Tenants, All	Vancouver	V
YWCA - Clean Slate Homelessness Prevention Program	Helps low income single mothers to clear outstanding debts that are acting as barriers to securing or maintaining affordable housing, such as utility bills.	Single mothers	Vancouver	

HOUSING RELOCATION ASSISTANCE, 2003-2013

ORGANIZATION	SERVICES PROVIDED	TARGET GROUP	REGION	2003	2013
PovNet	Information and referral for advocates, people on welfare, community groups and individuals involved in anti-poverty work. Provides information about welfare and housing laws and resources in BC.	All	BC (2003) Vancouver (2013)	V	V
BC Coalition of People with Disabilities	One-on-one assistance, information and support for people with disabilities who are homeless or at risk with income assistance advocacy and applications for subsidized housing.	Persons with disabilities	BC/Metro Vancouver		V
Purpose Society - Reconnect Program	Support systems for youth having housing related problems. Counselling.	Youth	Burnaby/ New West		
Seniors Housing Information Program	Information about housing options and services for seniors, older adults, and people with disabilities. Outreach worker also available.	Seniors and Vulnerable Adults	Lower Mainland	V	
The Housing Registry	For housing providers and applicants in search of affordable housing in the lower mainland. Provides a current, centralized database of applicant information. Partners include BC Housing, the BC Non-Profit Housing Association, housing providers, housing co-ops, lower mainland municipalities, information and referral service groups and other community- based organizations.	All	Lower Mainland (2003) / Metro Vancouver (2013)		V
Seniors Services Society	Information about housing options and services for seniors, older adults, and people with disabilities. Outreach worker also available.	Seniors and Vulnerable Adults	New West		V
North Shore Crisis Services Society - 24 hour Women's Support Line	Offers support for issues related to violence; organization also operates Sage Transition House.	Women in Crisis	North & West Vancouver		V
North Shore Community Resources Society	Information and referral services for health, housing, transportation, education, social services and financial matters. Publish Green Book (resources for North Shore). Senior one-stop information line, volunteer access program, and parent information line.	All	North Shore	V	V
Newton Advocacy Group - Mental Health Consumer Advocacy Program	Information on rights and responsibilities for mental health consumers dealing with BC Employment and Assistance and residential tenancy issues, CPP pension plans and employment insurance. Referral for housing options.	Mental health	South of Fraser	V	

Newton Advocacy Group - Supportive Community Resource, Referral and Advocacy Prog	Information and advocacy for people on or people coming off welfare.	All	South of Fraser		
SOURCES Community Resource Centres - Homelessness Prevention Program	Information, support, and advocacy provided to people who are homeless or at risk of homelessness; income assistance advocacy, housing advocacy, and assistance with form completion	Homeless, At Risk, All	Surrey		
City of Vancouver - Tenant Assistance Program	Information and referral on housing and related services and legal information on tenant/landlord rights and responsibilities.	All	Vancouver	V	
Downtown South Residents' Rights Association (DSRRA)	Referrals to help people find housing or help address issues with landlords. Also advocate to preserve existing low cost housing in the area.	All	Vancouver		
First United Church - Advocacy Program	Housing referrals, advocacy services and community programs. Three meals a week (Mon, Wed, Thurs) from 11-2:30pm. Movie and music therapy days once a week. Tues and Fridays foot care from 9-11am.	All	Vancouver		V
First United Church - Family Friendship Place	Personal and family crisis intervention, housing referrals, advocacy services and community programs.	All	Vancouver	V	
MOSAIC	Referral to housing services, information about landlord/tenant rights and resources.	Recent immigrants and refugees	Vancouver		

APPENDIX B: PROMISING PRACTICES

NIAGRA RESOURCE SERVICE FOR YOUTH (see resources)

The Youth Reconnect Program accepts youth referrals from schools, police officers and social welfare agencies. Once a young person is referred to the program, they will meet with program staff within 48 hours, in their home communities (often at their school), to determine what their needs are, and to develop a plan to address these issues. Program participants are adolescents, between the ages of 16-19. Many participants are at risk of becoming homeless or are homeless (couch-surfing) and live in a rural or under-serviced community. Many have dropped out or are at-risk of dropping out of school. Clients often do not have stable family, peer or community supports and are unsure or have difficulty accessing community support services. The Youth Reconnect Program links young people from the Niagara region with a range of services in order to prevent homelessness, or to get them back into housing as soon as possible. Since starting the initiative, there has not only been a marked decline in The Raft's youth hostel numbers, but use of all regional hostels by youth is down a minimum of 14%.

Typical interventions include: Housing and rent subsidies, plans for youth returning to school, or assistance creating education plans to help at risk youth remain in school, connecting youth with financial support programs and stable housing to ensure youth are able to continue with their education. As required, youth are referred to specialized services, including mental health, addictions, and family counselling.

The program works with 240 youth per year. For 2011, outcomes for youth included:

- 100% of youth referred to the Youth Reconnect Program were contacted within 48 hours of referral
- 85% of clients accessed adequate income support within the first 14 days of contact with the Youth Reconnect Program
- 76% of clients remained in school or started an education/training program
- 94% of the youth remained housed for three (3) months
- 70% of the youth remained housed for six (6) months
 - 95% of youth found regular or supportive housing in emergency hostels within 21 days
 - Youth reported increased levels of self-confidence and improved self-esteem (50% reported high confidence and self-esteem before the program, 88% after)
 - Youth reported improved sense of belonging (12% reported feeling very connected to the community before the program, 58% after)

NO FIXED ADDRESS PROJECT, LONDON ONTARIO

This project provided clients admitted to an acute psychiatric care ward in a London hospital with access to a staff person who could provide assistance with finding housing and securing income support prior to discharge. The project was based on a pilot project which demonstrated that participants who received this additional assistance while in hospital were still housed six months later, whereas six of the seven of those who received usual care were still homeless six months post-discharge. An Ontario Works (income assistance) staff person was linked directly to an acute care psychiatric ward within a general hospital in London, Ontario. This person provided assistance to any OW applicants and recipients on the ward in need of income and housing support. There was a direct computer link from the ward to the OW database, which meant appropriate action (e.g. community start up funds or paying rent that was in arrears to prevent eviction) could occur immediately. Ontario Disability Support Program (ODSP) participated by identifying a key contact for the project. A Canadian Mental Health Association (CMHA) housing advocate assisted clients in finding housing. The CMHA worker had access

to community housing resources, referral applications for individual support including group homes and a computer database listing current available rental housing in London.

The project was also extended to a tertiary care facility. The Ontario Works (OW) staff person provided assistance to OW applicants and recipients on the ward in need of income and housing support. A direct computer link to the OW database was provided at the hospital so fund transfers could occur immediately. Ontario Disability Support Program (ODSP) identified a key contact for the project. A Canadian Mental Health Association (CMHA) housing advocate had access to community housing resources, referral applications, and a computer database of current available rental housing in London, and assisted clients in finding housing. Phase 3 was unique in that tertiary care patients required more extensive support from the housing advocate. The housing advocate contacted housing options on behalf of some clients and visited some apartments with them as well. The housing advocate also checked where clients were on subsidized housing waiting lists and, for those not yet on the list, helped them fill out necessary forms.

ADDITIONAL RESOURCES:

- 1. A Plan Not a Dream: How to End Homelessness in 10 Years. Canadian Alliance to End Homelessness (2012). http://www.caeh.ca/wp-content/uploads/2012/04/A-Plan-Not-a-Dream_Eng-FINAL-TR.pdf
- The Comox Valley Community Capacity Initiative Collective: Delivering integrated service responses to Homelessness: Best Practice Review of Leading Communities for the Building Community Capacity Project in the Comox Valley, Vancouver Island BC

http://www.homelesshub.ca/Library/Delivering-Integrated-Service-Responses-to-Homelessness-A-Best-Practice-Review-of-Leading-Communities-for-the-Building-Community-Capacity-Project-in-the-Comox-Valley-Vancouver-Island-BC-55928.aspx

- 3. Pathways to youth homelessness Authors: Martijn, Claudine; Sharpe, Louise; Social Science and Medicine: 2006 http://www.homelesshub.ca/Library/Pathways-to-youth-homelessness-48167.aspx
- Understanding Tenancy Failures and Successes: A Research Project by Edmonton Social Planning Council & Edmonton Coalition on Housing and Homelessness 2012. http://www.homelesshub.ca/Library/Understanding-tenancy-failures-and-successes-55507.aspx
- 5. CHRA Policy Position Statement: Ending Youth Homelessness http://www.chra-achru.ca/en/index.php/our-work/youth-homelessness/policy-statement-on-ending-youth-homelessness/
- 6. Homelessness Hub Case Studies Prevention:
 - a. Niagara Resource Service for Youth http://www.homelesshub.ca/ResourceFiles/YouthReconnectProgramNiagara.pdf
 - b. NFA project, London, Ontario http://www.homelesshub.ca/ResourceFiles/NFAProject.pdf
- 7. What is Diversion? An overview of emergency shelter diversion as a practice and the context in the Waterloo Region.

http://www.homelesshub.ca/ResourceFiles/Diversion_Report_Final.pdf

- 8. Home Street Home: Preventing Youth Homelessness in Vancouver http://www.homelesshub.ca/Resource/Frame.aspx?url=http%3a%2f%2fsummit.sfu
- 9. 3. Sofas, Shelters and Strangers: A Report on Youth Homelessness in Niagara (2010) http://www.homelesshub.ca/ResourceFiles/Final%20Report.August%202010.pdf

AUTHOR: This paper was prepared by the Regional Steering Committee on Homelessness - Regional Homelessness Plan Advisory Group.

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