

**Needs and Demands for Youth  
Housing and Support Services in  
Charlottetown and Summerside,  
Prince Edward Island**

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# Executive Summary

This report presents the findings for this study of the needs and demands for youth housing and support services in Charlottetown and Summerside. The primary objective was to provide a “business case” outlining the scope of a potential building or structure and potential programs or services in each of Charlottetown and Summerside, to meet the needs of homeless youth age 16-18, and to prevent / reduce the likelihood of, youth homelessness.

There has been a perceived growth in the number of youth in need of some type of housing services and related programs. Persons with these needs in this age group do not easily fit into most of the existing programs, services, and facilities. Furthermore, because there is a “gap” in the ability of existing services – public, non-profit, and private – to respond to their needs, this report outlines the details of the potential demand for housing and support services and the potential options for solutions.

## Methodology

The following activities were conducted to complete this report: a literature review; an analysis of two case studies; secondary data review; a review of key documents and reports relevant to Prince Edward Island; interviews with key informants and service providers; and a review of anonymous cases of youth needing housing and support services. For the “historical” cases for the period of July 1, 2008 to June 30, 2009, the cases were submitted by: the Department of Community Services, Seniors, and Labour (both the Social Programs and Child and Family Services Divisions); Youth Justice Services; Charlottetown Boys and Girls Club; and the East Prince Youth Development Centre. For the “current” cases for the period of September 1, 2009 to November 30, 2009, the cases were submitted by these same agencies as well as Colonel Gray High School and Charlottetown Rural High School.

## Literature Review

Youth homelessness is a particular sub-component within the broad envelope of homelessness and in recent years has received more attention from a research and public policy perspective. There is an increasing number of youth in need of housing services and programs that are not currently provided within the framework of existing programs, services and facilities. The literature review situates youth homelessness issues (causes, concerns) and responses (solutions) within the larger context of homelessness in general, and offers observations to inform our understanding the specific issues of youth homelessness in Prince Edward Island.

The literature clearly identified that there is a continuum of “homelessness”:

- Absolute or core homelessness applies to those who live outdoors, in places not suitable for human habitation, and those living in shelters.

- Transitional homeless are people who stay temporarily with friends and relatives and are often considered to be “couch surfing” and are also often said to be the “invisible homeless”.
- At risk of becoming homeless includes people who are living in unsafe housing conditions and those who spend a very large proportion of their income on housing.

For the purpose of this project, youth homelessness is defined as:

Youth who have been abandoned by the guardians responsible for their care or who have left their homes without notice or guardian consent and who do not have permanent place of residence. This includes youth who are absolutely without shelter and are living on the street, or taking shelter in makeshift housing structures, under bridges, in cars, tents, etc. It also includes youth living temporarily with friends, couch surfing from one house to the next and therefore without reliable, permanent, appropriate housing or housing stability.

There are many different ways through which people end up in a homeless situation. Studies have shown that the pathways or means by which youth up end up in this situation are different than for adults. There is a slippery slope for youth as they experience occasional tertiary or secondary homelessness, but not absolute homelessness. They have infrequent exposure to risky behaviours. They may also experience chronic homelessness comprised of periods of sleeping rough, immersion into street culture and adoption of risky behaviours. What this means is that prior to ending up in absolute homelessness situation, youth experience a variety of temporary situations where they are without permanent shelter and during which they find temporary solutions.

The pathway into homelessness is more gradual for youth (multiple departures from home) and is not necessarily a progression from less severe to the most severe forms of absolute homelessness. Furthermore, homeless young people from rural regions may experience a longer early transition period into homelessness as they remain in contact with their family and friends, but a more significant break from their past once they enter chronic homelessness. In short, there tends to be a repetitive, iterative and episodic nature to youth homelessness. As youth move from one accommodation to another and transition back and forth from one form of temporary resolution to the next.

The factors that lead to youth homelessness are many and complex, and youth often suffer from numerous challenges at once. Research has identified specific causes of youth homelessness, including:

- lack of access to low-cost or affordable housing specifically for youth;
- few meaningful employment opportunities;
- poor transportation services;
- gaps in government services and assistance programs;
- dysfunctional families (including abuse and family violence, disinterested parents, family drug/alcohol abuse, strict parents, low incomes, disobeying house rules and being forced out, parental mental illness);

- history of social care;
- personal alcohol/drug addiction;
- criminal involvement;
- post traumatic stress disorder; and
- teen pregnancy.

Conflict with parents and poor family relations are often cited as the primary causal factors for youth to leave their home and end up in various states of homelessness. These factors distinguish youth from other groups of homeless persons. Young people leave their families when they feel there is no other choice. Older teenagers especially, tend to leave home largely at their own accord or as a result of a breakdown in the relationship with their parents. Others feel the need to leave home because of problems their parents were encountering, such as financial difficulties, eviction, or mortgage repossession.

The other discernable factor for homeless youth is their coping strategies. It is estimated from the literature that one-third to 60% of young people leaving home go to live with friends, approximately 20% go to live with relatives, whereas others to a smaller extent seek government shelters or begin living on the streets. “Homeless” youth commonly turn first to staying with family and friends. This reliance on family and friends is due to difficulties in and a lack of awareness concerning accessing and securing private or social tenancy at short notice, the overall lack of local accommodation, and limited awareness about possible temporary accommodation and services available in their area.

The literature review identified three levels of support programs for homeless youth:

- Primary: includes community outreach to young people themselves, and to teachers, physicians and counselors, before youth become homeless. The emphasis is on prevention and early intervention.
- Secondary: includes services to assist young people who are homeless or at high risk for becoming homelessness. The emphasis is on intensive support for psycho-social situations and skill development.
- Tertiary: includes intervening in both immediate and long term crisis situations. The emphasis is on housing, counseling, and basic needs.

Homeless youth report that they need four types of help: compassion, limits to and consequence for their action, practical assistance, and professional intervention. Successful transitional housing models can potentially meet these self-reported needs of homeless youth, and:

- Are inclusive and multi-pronged.
- Address personal and social needs.
- Provide appropriate shelter.
- Integrate a range of services.
- Are well organized.

## **Case Studies**

Two case studies were examined: Barnett House (Campbell River, BC) and Miramichi Youth House, Inc., (Miramichi, NB).

Although each youth housing facility is unique in terms of management structure, funding model, housing offered, operations, and services provided, there are some important findings from the case studies which should be taken into consideration in the development of solutions in the PEI context.

Both facilities are operated by a non-profit society. Barnett House is operated by an organization that was already in existence (John Howard Society of North Island - JHSNI), while Miramichi Youth House is operated by an organization that was created solely for this purposes.

The decision about which type of housing to provide was informed by local information and decision-making concerning the needs of the community. Barnett House offers independent small apartments in a large house, while Miramichi Youth House offers “beds” or rooms in a large house. In both cases, youth typically stay for less than one year. In the latter case, there is provision to take emergency cases for a few nights.

Barnett House has one program counsellor who occupies an office on-site – but does not provide direct supervision. The decision was made based on the fact that they provide independent apartments and that youth are not present most of the day. Miramichi Youth House has a case manager and youth workers on-site. Both examples use a case management approach to meet the needs of youth. Plans are developed for each, with specific goals and milestones.

Both organizations have required partnerships with government to be viable. In the Barnett House case, a memorandum between the JHSNI and key government departments commits all partners to a sustainable long term relationship. However, for Miramichi Youth House there are only year-to-year arrangements, making the facility less viable over the longer term. In this latter case, having the New Brunswick Housing Corporation hold the mortgage and be the owner of the facility has eliminated the need for mortgage payments. All of the funding is therefore directed to operations (staffing and programs, and related expenses). Miramichi Youth House also derives a revenue stream by renting apartments in its building to clients of the Department of Social Development; this suggests potential for some type of partnership arrangements or operating structures which allow for revenue streams from services (rental housing) rendered. For the PEI context, a long term memorandum or agreement with two or more appropriate government departments for operational support should be sought. In addition, discussions could be held with the PEI Housing Corporation about the possibility of holding the mortgage.

## **Situational Analysis**

There are four pillars of service provision for youth at risk of homelessness in PEI. Three of these pillars are governmental while the other is composed of various community-based organizations and initiatives (Figure 1). The Department of Community Services, Seniors, and

Labour, the Office of the Attorney General and Public Safety, and the Department of Health and Wellness are the three main government departments currently providing some form of services to “youth” and the former two are mandated by Provincial Acts to offer services specifically for “youth” with different definitions of “need”. While there may be informal linkages and partnership between these government agencies, in general they tend to work toward different aspects of youth homelessness in isolation of each other.

There are approximately ten community-based organizations that either have a youth specific mandate or provide some form of service to youth. These services often have education, employment, recreation, learning, and crime and harm reduction components. Some are more formal and have long histories of service provision (i.e., John Howard Society; Charlottetown Boys and Girls Club), some are specific to certain groups (i.e., Native Council of PEI; PEI Violence Prevention Services Inc.), some have traditionally served adults but have become flexible to respond to the increasing demand for youth services (i.e., Transition House) and others do not have any formal programming but have become first go-to places for some (i.e., Salvation Army, Trinity United Church). The majority of these groups have a focus in either Charlottetown or Summerside (sometimes both). Four of the ten groups have some form of housing mandate; however, none of these are specifically for youth.

### **The Costs of not Mitigating the Situation**

There are many costs associated with not addressing the growing problem of youth homelessness. These costs come to the individual (the youth at risk or in need), to society as a whole, and in the form of actual monetary and resource costs to government agencies and community groups as they pay for costly remediation programs, repair damages, and deal with immediate and day-to-day needs.

Perhaps the largest cost associated with continuing on “business-as-usual” is to the individual – the youth currently in need of services and those who are at risk of needing them in the future:

- exposure to physical violence;
- mental health problems;
- alcohol and drug abuse;
- drug dealing;
- sexual abuse;
- having many sexual partners (often for money or accommodation);
- conflicts with the law; and
- poor physical health outcomes (including viral infections, dental problems and death).

### **Need and Demand Analysis**

Information from the historical and current caseload / contact reports (as discussed in the methodology), and more general estimates of needs from the key informant interviews, were used to assess need and demand in both cities.

There were 211 cases in the historical time period (July 1, 2008 to June 30, 2009) and 80 cases in the current time period (September 1, 2009 to November 30, 2009). This latter figure should not be interpreted as a larger number of cases (extrapolated over a full year it would be 320 cases), but rather it should be noted that there was a more concerted effort to identify cases in this time period, and a larger number of groups (i.e., two high schools) participating in the information gathering exercise.

Taking into account the potential for duplicates, we estimated that there were 179 cases (98 in the Charlottetown area, 73 in the Summerside area, and eight which were “transients”) in the historical time period. We estimated 70 cases (50 in the Charlottetown area, 15 in the Summerside area, and five which were “transients”) for the current time period.

There could be somewhere between 200 and 300 youth age 16-18 each year in need of some type of combination of housing and support services. In two-thirds of the cases (in both data sets) housing assistance or need was requested (by the youth or the caller on their behalf) or discussed (in the course of conversation about the needs of the youth). On a proportional basis (based on the population of each city), the needs are roughly the same in both cities or perhaps even higher in the Summerside area. There is a large number of rural youth in need of housing and support services as well.

Long term housing and money for shelter (which could be for any length of time) were the two most common forms of housing assistance requested or discussed in the historical case records, while long term housing and short term housing were most common in the current case records. It is important to note that just because there was a request for or a discussion about these housing solutions, it does not mean that these are the optimal solution for any or all youth. Each case will be unique.

We also know that there are potentially many more cases of housing and service needs among youth age 16-18 in both cities and in the rural areas, since not all possible service providers or agencies participated in the data collection activities, and not all potential cases of need make themselves known to service providers or agencies. In addition, the anecdotal evidence provided by key informants suggests that there are many youth in need.

There is a need for each of the following types of housing to respond to needs:

- An emergency shelter (for 1-3 nights)
- Short term housing (for up to two months)
- Medium term housing (for up to six months)
- Long term housing (for up to two years)

However, there may not be sufficient numbers to warrant a separate facility for each of these needs, especially given that one of the goals of providing services is to re-unite youth with their families if and when possible.



Based on the data it could be argued that there likely is not enough demand over the course of a full year to keep a small emergency shelter of three to five beds full most nights. On any given night, there may be, but over the full year, it is highly unlikely.

Based on the data it could be argued that there should be enough demand over the course of a full year to keep each of three different types of housing facilities (short, medium, and long term housing) of five to ten beds (or rooms) each full most of the time. Whether or not individual youth absolutely need any of each of these housing solutions, rather than working on a solution that will address their issues and lead to reconcile them with their families, is difficult to assess.

## **Recommended Community-Based Responses**

It is recommended that in each city, a small facility which offers a short to medium term (up to six months or one year at most) housing solution for up to ten youth at any one time be constructed. We make this recommendation even when taking into account the potential 33% decline in the number of youth age 16-18 over the next 15 years. We make this recommendation even though 60% of the cases come from the Charlottetown area – there is a need in both cities and their surrounding rural areas. Given the small number of spaces we are recommending, the potential reduction in the number of youth age 16-18 in need will still be sufficient to warrant facilities of this size. The facilities could meet the needs of both genders if properly designed to allow for sufficient privacy for each gender.

It is important to note that we make this recommendation based on a “minimalist” approach. In other words, then ten spaces in each city will serve a minimum demand or minimum number of youth in need. It is not possible to quantify the absolute universe or number of youth in need at any given time. Given the range of issues identified by youth or those calling on their behalf, and the range of services requested, it is clear that a safe place in each city is needed. There appears to be highest demand for medium and long term housing. It is important also recognize that the recommendations are only one part of the range of solutions needed in the province and they respond to just one need among many.

Each facility should have the following features:

### **Physical Structure**

- A house, renovated or newly constructed, to provide a sense of “home”.
- Individual bedrooms for each youth.
- Shared bathroom, kitchen, living room and common room facilities much as in a family setting.
- An office.
- A separate bedroom for overnight staff.
- Full kitchen facilities.
- One room could be designated for emergency shelter needs.
- In a location which is located within reasonable walking distance of a number of service providers, agencies, organizations, and others with whom the youth may need to be in contact with to complete their personal and family development needs.

## Staffing

- A full time manager of the facility is required.
- A full time program staff person to deliver life skills and related services and support.
- Live-in support staff covering approximately 140 hours of the week (so that at least one person is there all the time providing supervision, including overnight).

## Services

- Existing services (e.g., addictions, parenting, anger management, etc.) available in communities and through government departments and agencies will be used.
- Staff interact with and coordinate with service providers and provide life skills for residents.
- Life skills, cooking, financial management and other “personal development” programs delivered on-site.

## Operations

- Policies and procedures for screening, assessment, and in-take need to be developed.
- Policies and procedures for rules and regulations, code of conduct, obligations of the youth, etc., need to be developed.
- Specific job descriptions for each staff position will need to be developed.

## Management and Governance

- The facility could be owned and operated by a non-profit organization with a board of directors in place. It could be an existing or new non-profit organization.
  - Liability insurance for the organization and its board members will be needed.
- The facility could be owned and operated by a private sector company.

## Business Case

We used the following assumptions to provide the basis for the financial calculations for the recommended solution in each community:

### New construction:

- 3,000 sq ft building, at \$200 / sq ft construction cost
- Land acquisition \$75,000
- Total cost \$675,000
- Downpayment of \$135,000
- Mortgage of \$540,000

### Purchase existing property:

- Property \$500,000
- Renovation \$175,000
- Downpayment of \$135,000
- Mortgage of \$540,000

For the purpose of keeping the illustration of the revenues and expenses as simple as possible, we assumed that the net cost, and therefore the net mortgage to be repaid, will be the same for either new construction or for the purchase of an existing property, with renovations. Furthermore, we assumed that the facilities will be standalone facilities with no other services or activities on site.

For initial discussion purposes, we proposed that a facility would cost approximately \$675,000, with a \$540,000 mortgage after a downpayment of \$135,000. The downpayment could come from a variety of sources including one or more of: fundraising; the PEI Homelessness Partnering Strategy; the PEI provincial government.

The operational costs for each facility will amount to \$432,000 to \$496,000 for each of the next five years (based on an approximate 3.5% cost of living increase each year). The operating model for each ten-bed facility will be that the majority of the revenues will come from a contribution agreement with the provincial government, starting with an initial \$414,000 contribution in year one and indexed to the cost of living increases (shown as 3.5% for illustration purposes). Some annual fundraising will also be needed to offset the costs. A multi-year funding agreement with the provincial government lasting at least five years, if not longer, to guarantee the funds required for operating costs, should be sought and secured.

The salary expenses for each facility would be \$306,000 in year one and increasing to \$351,000 in year five. The annual mortgage and taxes payments would be \$43,000.

## **Partnership Opportunities**

The implementation of the recommendations for housing and support services in each city will require a partnership among several stakeholders. By partnership we refer to real and tangible contributions to both the startup and the operations of the facilities. We assumed that an existing non-profit organization in each city is willing and able to step forward to lead the development, implementation, and operation of short and medium term housing and support services for youth age 16-18. It is possible that one organization in either city could be responsible for both facilities. It is also possible that a new non-profit organization may need to be formed in order to create an entity that will dedicate itself solely to this project. Furthermore, it is possible that a private sector organization may be interested in owning and operating a facility.

In either case, a large number of potential partners exist and may have a role in the successful creation of facilities in each community, including: City of Charlottetown; City of Summerside; CMHC; various community organizations; Construction Association of PEI; Credit Union; Department of Health and Wellness; Department of Community Services, Seniors, and Labour; Government of Canada; high schools; PEI Homelessness Partnering Strategy; PEI Housing Corporation; PEI Transition House Association; private companies; Province of PEI; RCMP / police services. The development of new housing facilities offering shelter and support services will not be possible without their involvement.

There may be potential to add a revenue stream from the provision of rental services, retail services, or commercial space within the development of each building. This presents an opportunity to generate income which could be used to add additional services or programs, or to reduce the amount of the operating agreement with the provincial government. However, there will be additional upfront capital costs associated with any such enterprise, as additional space must be included in the property.

### **Communications Strategy**

There are four components to a communications strategy for this project. The first concerns sharing the results of this study and the recommendations for implementation housing and support services solutions for youth age 16-18. The second concerns engaging youth and service providers in finalizing the details of specifically what the housing and support services offered will be. The third concerns obtaining support and buy-in from “the community” broadly defined, for the development of these facilities. The fourth concerns sharing the positive impacts and outcomes for the youth, their families, and the neighbourhoods, once the projects are up and running, and providing services.

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# 1. Introduction

This report presents the findings for this study of the needs and demands for youth housing and support services in Charlottetown and Summerside. The primary objective is to provide a “business case” outlining the scope of a potential building or structure and potential programs or services in each of Charlottetown and Summerside, to meet the needs of homeless youth age 16-18, and to prevent / reduce the likelihood of, youth homelessness. The full terms of reference for this project are found in Appendix A.

The PEI Community Advisory Committee on Homelessness (CAC) is responsible for implementing the Homelessness Partnering Strategy (HPS) and has identified this as one of its three main priorities. This report responds to the anecdotal evidence that there has been a perceived growth in the number of youth in need of some type of housing services and related programs. Persons with these needs in this age group do not easily fit into most of the existing programs, services, and facilities. Furthermore, because there is a “gap” in the ability of existing services – public, non-profit, and private – to respond to their needs, this report serves to outline the details of the potential demand for housing and support services and the potential options for solutions.

Looking at recent census statistics, we note that the number of youth age 15-19, the number of youth age 16-18, and the percent of the total population they comprise, has not changed much between 1996 and 2006 (Table 1). There are about 10,000 persons age 15-19 in the province, or just over 7% of the total population. There are about 6,000 persons age 16-18 in the province, or about 4.5% of the total population.

**Table 1: Population Trends, 15-19 Age Group, 1996-2006**

	PEI	Charlottetown (1)	Summerside (2)	Rest of PEI
<b>2006</b>				
All persons age 15-19	9940	4150	1100	4690
As a percent of total population	7.32%	7.08%	6.81%	7.68%
All persons age 16-18	5985	2430	675	2880
As a percent of total population	4.41%	4.14%	4.18%	4.72%
<b>2001</b>				
All persons age 15-19	10230	4215	1180	4835
As a percent of total population	7.56%	7.36%	7.28%	7.82%
All persons age 16-18	6075	2465	705	2905
As a percent of total population	4.49%	4.31%	4.35%	4.70%
<b>1996</b>				
All persons age 15-19	10060	4215	1100	4745
As a percent of total population	7.48%	7.37%	6.87%	7.74%

Note (1): Census Metropolitan Area

Note (2): Census Agglomeration

Source: Statistics Canada, Census of Canada.



However, it is expected that there will be significant changes in the number of persons in this age group in the coming years. For example, registration of children in Grades 1-9 (age 5-14) in the Eastern School District fell from 10,868 in 2001 to 8,857 in 2008. This is a 19% decline in school age children (MacDonald, 2009). Furthermore, in the 2006 census there were far fewer children in the younger age cohorts:

- Those under 5 years were just 6,690
- Those age 5 to 9 years were just 7,920
- Those age 10 to 14 years were just 9,375

This compares with 9,940 in the 15-19 age group. In the coming years there will be fewer and fewer total persons in the 16-18 age group. By 2021 there will be about 3,250 fewer persons age 15-19 (and thus fewer in the 16-18 age group) – a decline of almost 33% compared with the situation in 2006.

This changing demographic context will undoubtedly influence the nature of potential demand for housing and support services for this age group in the future. When the trends concerning changes in the needs of the 16-18 year-old population are considered in the following sections of the report, this context must be taken into account when formulating an assessment of demand and possible responses.

This report continues with a brief summary of the methods employed to complete the study, a review of the literature on youth homelessness, insights from two case studies or examples in other communities responding to youth housing and support services demands, a summary of the current situation concerning services and programs for this age group, and a summary of the needs and demands in each of the two cities. The report then provides recommendations for responding to these needs and demands including a business case for each. The report concludes with a discussion about partnership opportunities and a communications strategy.

## 2. Methodology

The following activities were conducted to complete this report: a literature review; an analysis of two case studies; secondary data review; a review of key documents and reports relevant to Prince Edward Island; interviews with key informants and service providers; and a review of anonymous cases of youth needing housing and support services. Each of these is discussed below.

### **Literature review**

This involved a review of published and unpublished (grey literature) literature on the subject of homelessness generally and youth homelessness specifically. The emphasis was on Canadian documents, with some American, Australian, and European material. The focus was on synthesising the range of root causes of and the range of solutions to, youth homelessness issues. Searches were conducted using the following sources: on-line journal search engines, published books, institutes and think tanks, organizations working on homelessness and other social justice issues, Canada Mortgage and Housing Corporation (CMHC), and others. The results of the draft literature review were discussed and revised in consultation with the CAC Project Manager, and used to shape the content of the interview guides.

### **Case studies**

From the literature review we identified five potential case studies (of communities similar to Charlottetown and Summerside, or initiatives delivered in similar jurisdictions) for the CAC to consider and select for in-depth analysis. Examples from Miramichi, New Brunswick, and Campbell River, British Columbia, were chosen. Telephone interviews were conducted with two key informants with each case study (a staff person and a board member). We also reviewed appropriate documentation from the two selected case studies. This included reports, fact sheets, budget summaries, and policy and program information. The case study information was used to understand how the housing and related programs and services are managed and delivered, their impact, and potential lessons for the PEI context.

### **Secondary data review**

A brief review of relevant secondary data associated with the youth population was conducted. This included recent historical census data, and administrative data on school population trends. The information was used to provide context for analyzing other information and for the proposed recommendations to the youth homelessness issue.

### **Document review**

Several key documents beyond “grey literature” were also reviewed. These documents focused largely on Prince Edward Island and came from various departments and agencies that had released reports or related documents on issues concerning youth homelessness. These documents included:

- Project No Gang report / review.
- Residential Services review.
- Child Protection Act review.
- Small Options report.
- East Prince Youth Development Centre annual report.
- Youth Addictions Strategy.
- LEAP/Wraparound program reports

### **Key informant interviews**

Interviews with 25 key stakeholders (17 in Charlottetown and 8 in Summerside) were conducted, largely by telephone. Some of these individuals also participate on the CAC. Collectively they represented key government departments and agencies, service providers, social organizations, and community-based organizations. They included a range of “positions” across the spectrum of stakeholders, including middle to senior levels of management and administration, executive directors, front line workers, and others. The list of those interviewed is found in Appendix B. The interviews were conducted to develop a preliminary assessment of the total number of youth who are potentially homeless or at-risk, their range of housing and programs / services needed, and the means by which each stakeholder has identified or tracked these numbers and the needs. The interviews also obtained information about the housing and life context for the various youth with whom each has contact, the kinds of responses provided, the referrals that are made, and so on. The interviews also provided an opportunity for stakeholders to provide their assessments of preferred solutions.

### **Caseload / contact review**

One of the main issues identified prior to the project startup was the inability to reasonably quantify the number of youth in need of housing and support services. It was recognized that some departments, agencies, and organizations kept detailed records, while others did not. It was also recognized that some individuals may have made contact with or received some service from more than one department, agency, or organization. There was also recognition of the need to maintain confidentiality, both within and across the various departments, agencies, and organizations.

An information sheet for each case of where the housing situation of a youth age 16-18 was in question, and was brought to the attention of a department or agency, (see Appendix C) was developed in consultation with representatives of Social Programs and Child and Family Services, within the Department of Community Services, Seniors, and Labour. The consultation focused on assessing and identifying what was realistically possible to obtain in terms of information about each case, and the process by which the data would be collected, reviewed, and sent to the research team.

In order to obtain some estimate of the potential number of youth age 16-18 with some type of housing and related support services need, two sets of “caseload” or contact data were obtained. The first covered the “historical” period of July 1, 2008 to June 30, 2009. This timeframe was chosen for convenience and based on the timing of the project. Through consultation with key

government departments and agencies, it was determined that they would be able to devote time and resources to “looking back” over all of their cases and contacts for that one-year time period, and to prepare information on each one that had some type of housing need identified or discussed. Furthermore, it was felt that assessing cases for a full calendar year (regardless of the start and end date) would provide the most accurate possible picture of the situation – rather than examining only a portion of the year when inquiries and contacts may be higher or lower than at other times of the year.

The second covered the “current” period of September 1, 2009 to November 30, 2009. The primary reason for adding this second short term period was to attempt to gain more detailed information about each case from each department, agency, and organization, using a set of questions / information items that would be consistently collected by each of them, on a common supplemental “in-take” form.

The following participated in both the historical and current period caseload / contact data collection activity:

- Department of Community Services, Seniors, and Labour (Social Programs, Child and Family Services)
- Youth Justice
- East Prince Youth Development Centre
- Charlottetown Boys and Girls Club

In addition to the above, the following participated in the current period caseload / contact data collection activity:

- Colonel Gray High School
- Charlottetown Rural High School

Attempts were made to involve Three Oaks High School in Summerside but scheduling problems and staff availability prevented this from happening.

All of the caseload / contact information was sent to the research team for analysis. The data was entered into two separate spreadsheets (one for each time period) for manipulation and analysis using SPSS (Statistical Package for Social Sciences).

There were three major challenges associated with this collection and review of caseloads / contacts. First, to ensure confidentiality and anonymity, no personal identification information was collected. The only demographic information collected was gender. Second, we worked with both Child Welfare and Income Support staff to find a way to reduce the likelihood of “counting” the same individual or case more than once. Both are located within the Department of Community Services, Seniors and Labour. All cases from each service within the department were sent to the Deputy Minister for review, duplicates were removed, and identifying information was removed, prior to release to the research team.

While this activity provided valuable information about the number of potential youth in need of housing and support services, and the specifics concerning their circumstances, there are three major limitations to the data. First, we know that there are potentially more cases / contacts than have been reported through this exercise. These would be for those persons who may have sought assistance from other departments, agencies, or organizations, who, for a variety of reasons, were not included in the caseload / contact review.

Second, with the exception of those cases specific to the Department of Community Services, Seniors and Labour (and specifically Child and Family Services and Income Support), we do not know for certain if each case is mutually exclusive. It is possible that for any one of the remaining cases where it was recorded that contact had been made with another department, agency or organization, they may have been counted and recorded more than once. This issue is discussed in more detail in the section concerning the need and demand analysis (Section 6).

Third, especially for the cases in the historical period, there were many information gaps concerning each case. We constructed a fairly lengthy and detailed information sheet for each case, looking for information concerning the nature of the inquiry, the services provided, the involvement of others in finding solutions, the circumstances of the youth and so on. For many cases this information was not recorded using the usual in-take forms. Even for the current period, it was not always possible to collect all of the information from the youth or from whoever was making the inquiry on their behalf.

## **Analysis**

All of the information from all of the sources was assessed and analysed to paint a picture of the situation and to formulate recommendations for addressing the housing and support services needs of youth age 16-18. This analysis included developing a typology or range of needs and potential responses, and developing a business case for each of the proposed community-based response.

## **Research Ethics**

All aspects of the project were approved by the Research Ethics Board at Mount Allison University.

## **Planned activities which were not undertaken**

There were two planned research activities which did not take place. The first was a series of focus groups with youth themselves who may potentially be users of any proposed housing and support services. It was proposed that the East Prince Youth Development Centre and the Charlottetown Boys and Girls Club would play lead roles in identifying and inviting individuals to participate and meet with the research team. However, the Research Ethics Board did not approve of this activity because it was felt that this was a vulnerable population open to potential coercion. It was also felt that it would be difficult for members of this group to realistically participate in such an activity because they would be hesitant to share their real stories and perspectives (in front of peers or researchers) for fear of “reprisals” or being reported to “the

authorities". It was decided that any engagement of youth themselves would have to take place after the conclusion of this project and its report, perhaps once decisions were made in principle to proceed with developing a response.

The second was a focus group involving most of the key informant interview participants, prior to developing proposed recommendations, so that they would have some opportunity to review the data and findings, and have some input. However, given the timing of the data collection activities (ending in November 2009 followed by a time period to allow for processing, data entry, and analysis) it was felt that there was too little time to allow for this step to happen in advance of preparing a final report.

## 3. Literature Review and Case Studies

### 3.1. Introduction

Over the past two decades there has been a sharp increase in the awareness about homelessness as a major social problem and public policy concern in this country (Snow 2008). Homelessness is certainly most visible in the largest urban centres (Frankish et al. 2005), and social and public policy responses have largely focused on these areas. More recently the federal government has introduced its Homelessness Partnering Strategy (HPS, formerly known as the National Homelessness Initiative) to provide funding support for designated communities to address the problem. While the bulk of the funds and interventions have been targeted to the largest urban centres in the country, some funds have been made available to “rural regions” and smaller urban centres, in recognition of the fact that homelessness is also an issue in these areas.

Youth homelessness is a particular sub-component within the broad envelope of homelessness and in recent years has received more attention from a research and public policy perspective (Evenson 2009; Kraus et al. 2001; Beer et al. 2006; Canada Mortgage and Housing Cooperation 2002, 2006; Taylor-Butts 2007). There is an increasing number of youth in need of housing services and programs that are not currently provided within the framework of existing programs, services and facilities. This literature review situates youth homelessness issues (causes, concerns) and responses (solutions) within the larger context of homelessness in general, and offers observations to inform our understanding the specific issues of youth homelessness in Prince Edward Island. This is especially the case given the rural region / small city context of this research project.

### 3.2. Homelessness

The literature clearly identifies that there is a continuum of “homelessness” ranging from absolute homelessness to at-risk of becoming homeless (Frankish et al. 2005; Canada Mortgage and Housing Cooperation 2001; Skott-Myhre et al. 2008):

- *Absolute or core homelessness* applies to those who live outdoors, in places not suitable for human habitation, and those living in shelters.
- *Transitional homeless* are people who stay temporarily with friends and relatives and are often considered to be “couch surfing” and are also often said to be the “invisible homeless”.
- *At risk of becoming homeless* includes people who are living in unsafe housing conditions and those who spend a very large proportion of their income on housing.

In short, people find themselves in a variety of situations: “For some, homelessness is temporary while for others it is a long-term reality” (Snow 2008: Box 2, pg. 5).

People become homeless for a variety of reasons; there is no single pathway to homelessness. Poverty and lack of affordable housing are said to be the primary reasons for why people become homeless (Snow 2008). Homelessness may also be brought on through poor life management skills of homeless persons including dependence, dissipation, derangement, defiance, disruptions

and derailment; all of which are related to difficulties in taking care of one's self and their personal conduct (Hänninen 2006). Others are homeless by personal decision and intention (Hänninen 2006).

Homelessness is associated with various risks for those who find themselves without permanent shelter. The most commonly identified risks include:

- Health-related risks – frequent drug and alcohol abuse, mental illness, poor nutritional status, HIV infection, sexually transmitted diseases, personal injuries, chronic conditions and death.
- Social-related risks – living in poverty, victimization, rape, engagement in acts of violence and criminal behaviour, low levels of education and employment rates.

### 3.3. Youth Homelessness

In recent years, our understanding of homelessness has evolved to recognize that it is not just the stereotypical group of single middle-aged men suffering with alcohol abuse; homelessness does not discriminate and includes families, children, women, and young people (often defined as between ages 16 and 24) (Snow 2008; Hänninen 2006; Canada Mortgage and Housing Corporation 2002). According to Raising the Roof—Canada's national charity addressing affordable housing and homelessness issues – youth homelessness is an unacknowledged national crisis (Evenson 2009). The organization gathered sources that estimate the number of homeless youth in Canada to be around 65,000. Snow (2008) indicates that almost one-third of Canada's homeless are between the ages of 16 and 24. If the numbers of homeless youth are similar to the homeless in general on a proportional basis, this estimate could potentially be doubled to include not just those living on the street and in shelters, but to include those living with friends and family, and those who at risk of becoming homeless. These estimates typically take into account what is known about the situation in larger urban centres. The number of homeless youth in rural regions and small cities across Canada is relatively unknown. Therefore it may be concluded that the total number of homeless youth is much higher than many suspect (Skott-Myhre et al. 2008).

For the purpose of this project, youth homelessness is defined as:

Youth who have been abandoned by the guardians responsible for their care or who have left their homes without notice or guardian consent and who do not have permanent place of residence. This includes youth who are absolutely without shelter and are living on the street, or taking shelter in makeshift housing structures, under bridges, in cars, tents, etc. It also includes youth living temporarily with friends, couch surfing from one house to the next and therefore without reliable, permanent, appropriate housing or housing stability (Regional Municipality of Wood Buffalo (2007: 01).

#### 3.3.1. Pathways to Youth Homelessness

There are many different ways through which people end up in a homeless situation. Studies have shown that the pathways or means by which youth up end up in this situation are different



than for adults. MacKenzie and Chamberlain (2002, c.f. Beer et al. 2006:233) suggest that there is a slippery slope for youth as they experience “occasional tertiary or secondary homelessness [not absolute homelessness] with infrequent exposure to risky behaviours to chronic homelessness comprised of periods of sleeping rough, immersion into street culture and adoption of risky behaviours”. What this means is that prior to ending up in absolute homelessness situation, youth experience a variety of temporary situations where they are without permanent shelter and during which they find temporary solutions.

The pathway into homelessness is more gradual for youth (multiple departures from home) and is not necessarily a progression from less severe to the most severe forms of absolute homelessness (Beer et al. 2006). Furthermore, homeless young people from rural regions may experience a longer early transition period into homelessness as they remain in contact with their family and friends, but a more significant break from their past once they enter chronic homelessness (Farrin 2003 c.f. Beer et al. 2006). In short, there tends to be a repetitive, iterative and episodic nature to youth homelessness (Zerger et al. 2008; Canada Mortgage and Housing Corporation 2002) as youth move from one accommodation to another (Argent and Rolley 2006) and transition back and forth from one form of temporary resolution to the next (Irish 2008).

The factors that lead to youth homelessness are many and complex, and youth often suffer from numerous challenges at once. Thus it is appropriate to think about a “web of causation” related to homelessness (Argent and Rolley 2006). Many authors (Skott-Myhre et al. 2008; Evenson 2009; Regional Municipality of Wood Buffalo 2007; Kraus et al. 2001; Robinson 2006; Robertson and White 2009; Eberle Planning and Research 2007) have identified specific causes of youth homelessness, including:

- lack of access to low-cost or affordable housing specifically for youth;
- few meaningful employment opportunities;
- poor transportation services;
- gaps in government services and assistance programs;
- dysfunctional families (including abuse and family violence, disinterested parents, family drug/alcohol abuse, strict parents, low incomes, disobeying house rules and being forced out, parental mental illness);
- history of social care;
- personal alcohol/drug addiction;
- criminal involvement;
- post traumatic stress disorder; and
- teen pregnancy.

Conflict with parents and poor family relations are often cited as the primary causal factors for youth to leave their home and end up in various states of homelessness. These factors distinguish youth from other groups of homeless persons (Skott-Myhre et al. 2008; Regional Municipality of Wood Buffalo 2007). Young people leave their families when they feel there is no other choice (Canada Mortgage and Housing Corporation 2002). Older teenagers especially, tend to leave home largely at their own accord or as a result of a breakdown in the relationship with their parents (Beer et al. 2006). Others feel the need to leave home because of problems their parents

were encountering, such as financial difficulties, eviction, or mortgage repossession (Robinson 2006).

The other discernable factor for homeless youth is their coping strategies. Beer et al. (2006) estimate from the literature that one-third to 60% of young people leaving home go to live with friends, approximately 20% go to live with relatives, whereas others to a smaller extent seek government shelters or begin living on the streets. This is echoed by other authors (Robinson 2003, 2006; Skott-Myhre et al. 2008; Robertson and White 2009; Eberle Planning and Research 2007) who have found that “homeless” youth commonly turn first to staying with family and friends. Robinson (2006) concludes that this reliance on family and friends is due to difficulties in and a lack of awareness concerning accessing and securing private or social tenancy at short notice, the overall lack of local accommodation, and limited awareness about possible temporary accommodation and services available in their area.

### 3.3.2. Risks Associated with Youth Homelessness

The absolute homeless youth are often isolated with no family ties and few friends (Canada Mortgage and Housing Corporation 2002; Beer et al.). However, evidence from Beer et al.’s (2006) literature review shows that homelessness significantly increases the likelihood of young people’s exposure to social groups and circumstance that promote engagement in high risk behaviours, particularly those criminal in nature.

Once young people become homeless, they are exposed to a variety of risks. Many of these are similar to the ones experienced by homeless adults (Kraus et al. 2001; Rachlis et al. 2009; Frankish et al. 2005; Beer et al. 2006; Regional Municipality of Wood Buffalo 2007; Evenson 2009):

- exposure to physical violence;
- mental health problems;
- alcohol and drug abuse;
- drug dealing;
- sexual abuse;
- having many sexual partners (often for money or accommodation);
- conflicts with the law;
- poor physical health outcomes (including viral infections, dental problems and death)

The risk of health problems increase greatly with the time spent homeless (Kraus et al. 2001). Compared to other homeless groups, youth (particularly young women) are more likely to be more engaged in risky sexual behaviours, have multiple partners, and are at higher risk for contracting sexually transmitted diseases and unwanted pregnancy (and baby death) (Frankish et al. 2005; Robertson and White 2009; Eberle Planning and Research 2007; Zerger et al. 2008).

Homeless youth are also much more likely to have a poor education and are less likely to have completed high school (Rachlis et al. 2009; Kraus et al. 2001; Ammerman et al. 2004; Evenson 2009). Indeed, Vissing (1999:02) states that a “failure to provide appropriate education services for homeless youth magnifies their misfortune and frustrates the growth of their intellectual

capacities. Transience, uncertainty and emotional turmoil strongly undermine success in school. Many, perhaps most, homeless students will develop physical, behavioural and emotional problems.”

A lack of education and labour and life management skills often leads to poor employment outcomes (Ammerman et al. 2004). Baron (2001) found that homeless youth had difficulties obtaining work and often felt dejected and humiliated, and had low self-esteem and low levels of motivation. Subsequently many youth had lengthy periods of unemployment and often ceased job hunting altogether. The author suggests that youth view their unemployment and the social system as unfair, in turn increasing their likelihood of becoming involved in criminal activities.

### 3.4. Strategies for Preventing, Transitioning through, and Exiting Homelessness for Youth

Young people face many barriers in coping with homelessness. Often, the stereotype of young people not being reliable or trustworthy tenants hinders them from gaining access to private rental housing (Beer et al. 2006). The barriers in accessing social housing fall into three categories: systemic barriers, obstacles at the community or organizational level; and personal issues or limitations (Canada Mortgage and Housing Corporation 2006). Systemic barriers include gaps in governmental and social services available to youth. Community or organizational obstacles include a lack of local youth homelessness strategy or local capacity to provide and sustain services to homeless youth. Personal limitations include one’s own vulnerabilities and inadequacies to identify and access appropriate services available to them. Housing affordability due to a lack of employment, income and assistance and also a sheer lack of housing and services available in communities outside of large urban centres represent large barriers for preventing, transitioning through and exiting homelessness for youth (Skott-Myhre et al. 2008; Hänninen 2006; Kraus et al. 2001; Robertson and White 2009). There is also a high degree of skepticism among homeless youth about the help they are likely to receive in this process (Robinson 2006; Skott-Myhre et al. 2008 or Argent and Rolley 2006). Furthermore, youth have been found to resist the term “homeless” and may avoid services with this label altogether (Canada Mortgage and Housing Corporation 2003).

Skott-Myhre et al. 2008 identified through the literature that there are three levels of support programs for homeless youth (particularly in rural regions):

- The primary level includes community outreach to young people themselves, and to teachers, physicians and counselors, before youth become homeless. The emphasis is on prevention and early intervention.
- The secondary level includes services to assist young people who are homeless or at high risk for becoming homeless. The emphasis is on intensive support for psycho-social situations and skill development.
- The tertiary level includes intervening in both immediate and long term crisis situations. The emphasis is on housing, counseling, and basic needs.

Transitional housing is an example of a tertiary service that includes both crisis models which focus on localized delivery and coordinated models which bring together multiple service providers (Skott-Myhre et al. 2008). Transitional housing offers a supportive living environment, tools, and opportunities for social and skills development. Transitional housing is conceptualized

as an intermediate step between emergency crisis shelter and permanent housing. It is more long term, service intensive and private than emergency shelters, yet remains time limited to stays of three months to three years. It is meant to provide a safe, supportive environment where residents can overcome trauma, begin to address the issues that led to homelessness or kept them homeless, and begin to rebuild their support network. There are many indicators of success, however, it is the aim of transitional housing programs that “graduates” will not use the emergency shelter system or become homeless again (adapted from Canada Mortgage and Housing Corporation 2004:02).

In a research report by the Canada Mortgage and Housing Corporation (2002), homeless youth report that they need four types of help: compassion, limits to and consequence for their action, practical assistance, and professional intervention. Transitional housing models can potentially meet these self-reported needs of homeless youth. The many elements of successful transitional housing programs have been identified from the available literature. Successful transitional housing programs:

- Are inclusive and multi-pronged:
  - respond to local needs (Eberle 1999; Evenson 2009) and address the needs of specific groups (Canada Mortgage and Housing Corporation 2003; Dowling 1999);
  - offer more than shelter, but an integrated and holistic approach to programming that reflects the homelessness “web of causation” (Canada Mortgage and Housing Corporation 2002, 2003; Robinson 2006);
- Address personal and social needs:
  - provide constant emotional support (Canada Mortgage and Housing Corporation 2002);
  - provide youth with a solid relationship with trustworthy authorities (Canada Mortgage and Housing Corporation 2002; Eberle 1999; Evenson 2009);
  - promote and provide social networks, particularly continuation and reconnection with family (Canada Mortgage and Housing Corporation 2002, 2003; Regional Municipality of Wood Buffalo 2007);
- Provide appropriate shelter:
  - are safe and affordable and provide basic needs (Canada Mortgage and Housing Corporation 2002);
  - are “ordinary” housing distributed throughout the community (Canada Mortgage and Housing Corporation 2002) with tenants assuming normal tenancy roles (Jetté 1999);
  - have small accommodation sizes (i.e., individual units are small in physical area) (Canada Mortgage and Housing Corporation 2002);
- Integrate a range of services:
  - provide opportunities to develop life skills leading to empowerment and autonomy (Dowling 1999; Canada Mortgage and Housing Corporation 2002; Aviles and Helfrich 2004);
  - provide access to a wide range/continuum of services (training, education, employment readiness; transportation to services/employment; childcare) (Canada

- Mortgage and Housing Corporation 2002; Evenson 2009; Taylor-Butts 2007; Aviles and Helfrich 2004);
- provide nonjudgmental health care, including mental health (Canada Mortgage and Housing Corporation 2002; Ammerman et al. 2004);
- Are well organized:
  - with an organization structure that (Canada Mortgage and Housing Corporation 2003; Robertson and White 2009; Eberle 1999):
    - encourages a commitment to a clear direction and vision
    - has organizational capacity, appropriate structures, policies and procedures to achieve direction
    - is accountable to funders and community stakeholders
    - has sufficient adaptability and flexibility to meet changing circumstances
    - has the ability to develop and maintain effective partnerships
    - has a board and staff who can work effectively as a team
    - has a strategic plan and a framework for decision making
    - has volunteers to strengthen the organization and capacity
    - has training for both staff and volunteers
    - has stable and diverse finances
    - partners to promote effective governance
  - and involve tenants in the cooperative management of their residences (Jetté 1999);
  - by having systems in place to evaluate programming in order to measure outcomes and demonstrate effectiveness (Evenson 2009).

There is no single type of housing program that is appropriate for all homeless youth and their personal situations. There is very much a continuum of responses to the range of homelessness. For example, some young people may need supervised housing with intensive support of either full-time care workers or approachable authorities; while others want to live independently in an apartment or shared house (Gilroy 1993). Transitional housing has, however, been criticized for rewarding those who “do well” by requiring them to move and that they may not be effective if there is a lack of available and affordable housing for them to move to after program completion (Eberle Planning and Research 2007). Nonetheless, strong needs assessments must be undertaken in order to determine which models and elements would work best in specific communities (Skott-Myhre et al. 2008).

Finally, the positive personal attributes of homeless youth must be considered as part of the solutions to their challenges. Many youth, with appropriate support and guidance, have the ability to self identify, access services and employ necessary coping and exit strategies. Bender et al. (2007) demonstrate that homeless youth clearly have problem-solving skills, resilience, “street-smarts”, motivation, resources and networks. Strategies to address homelessness for youth should build upon these characteristics and mobilize these strengths in order “to empower clients to become masters of their own lives” (Bender et al. 2007:38).

### 3.5. Prince Edward Island and a Rural Context

Prince Edward Island (PEI) is a very rural province<sup>1</sup> with relatively small urban centres<sup>2</sup>, including the provincial capital<sup>3</sup>, when compared to others across Canada. Addressing youth homelessness issues and solutions in PEI should take into account these unique factors, however, they represent challenges in terms of comparing and adopting successful transitional housing programs from other regions. The literature on homelessness issues and solutions tends to focus on large urban cities and the literature on small city and “rural” homelessness is limited but can perhaps offer some insights:

- The definition of “homelessness” for rural regions and smaller urban centers needs to be broad to include the hidden homeless who are staying with friends, in danger of immediate eviction and/or living without safety or security (Skott-Myhre et al. 2008; Robertson and White 2009).
- The opportunities for appropriate housing are limited in rural regions and smaller urban centres due to typically lower incomes, higher unemployment rates and fewer job opportunities (Skott-Myhre et al. 2008).
- Rural regions often lack available private, subsidized and public housing in general and housing appropriate for homeless youth in particular (Skott-Myhre et al. 2008; Hänninen 2006; Kraus et al. 2001; Robertson and White 2009).
- Many homeless youth in rural regions leave their towns for nearby cities where they typically have access to more services (Skott-Myhre et al. 2008; Beer et al. 2006; Robertson and White 2009).

### 3.6. Conclusion

Homelessness among youth is of concern across many communities and particularly in rural regions and small cities due to their often invisible nature and therefore lack of attention in policy discussions and program solutions. Zerger et al. (2008:835) suggest that there is a need to make them visible “not by enhancing the picture of their risky and unpleasant behaviours and traumatic experiences, but by acknowledging and fixing the gaps in their safety nets.”

The needs of homeless youth are not homogenous given that there are many paths in and out of homelessness, the local factors and needs of specific communities, and the suitability of one type of housing over another. The complexity of the homelessness issue and its “web of causation” imply that solutions need to be holistic, flexible, and wide reaching at both the housing strategy and specific programming levels. Transitional housing programs can offer many services that address these gaps. With such supports, homeless youth can avoid, transition through, and exit homelessness and can live to their potential and become responsible adults contributing meaningfully to society. The challenge is that solutions require investment in the long term; it can take years before there is empirical evidence of impact on homeless youth.

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<sup>1</sup> Total 2006 population of 135, 851; population density of 23.9/km<sup>2</sup> (Statistics Canada 2009).

<sup>2</sup> Summerside is the second largest city with a 2006 census agglomeration (which includes the immediate surrounding communities) population of 16,153 (Statistics Canada 2009).

<sup>3</sup> Charlottetown is the provincial capital with a 2006 census agglomeration (which includes the immediate surrounding communities) population of 58,625 (Statistics Canada 2009).

### 3.7. Case Studies

Detailed case study summaries for the two cases reviewed are found in Appendix D.

#### **Barnett House, Campbell River, BC**

Barnett House is a supported, transition house for youth ages 16-19 who are homeless or at risk of homelessness in Campbell River, British Columbia; a city of approximately 29,572 people (Statistics Canada Census 2006). Barnett House and its associated programming are nested within a broader “Independent Living for Youth” program which has the mandate to “establish safe, affordable and supported housing for youth”. Barnett House opened in September 2008 after a building in the community was bought and renovated with help from youth who would eventually become tenants. It is owned and operated by the John Howard Society of the North Island (JHSNI), in partnership with the BC Ministry of Children and Family Development. The house has six independent living apartments, which are occupied by youth who are relatively highly functioning and who have the greatest likelihood of success. Youth stay anywhere from two months to up to one year. Both genders may stay in the house. A full time Supported Independent Living Coordinator works in an office in the building, but this person does not provide “direct supervision”.

JHSNI is a not-for-profit society governed by a board with an Executive Director. Barnett House is one of many programs under the JHSNI and is managed under a Community Program Manager in collaboration with a multi service/agency Steering/Screening Committee that evaluates potential youth applying to enter Barnett House.

Barnett House could not exist in isolation of the Independent Living for Youth Memorandum of Understanding between Ministry of Children and Family Development (MCFD), the Ministry of Housing and Social Development (MHSD), and the JHSNI, particularly because the youth are dependent upon the income assistance they receive from either ministry to stay at Barnett House (each youth pays \$500 per month for rent). The memorandum outlines the collaborative process that MHSD, MCFD and JHSNI must follow when assessing the youth for financial assistance and making housing and program recommendations. Each youth that approaches the Ministry or JHSNI must meet and consult with the JHSNI Independent Living Youth Worker before decisions are made concerning financial and housing assistance.

Program services are offered through an Integrated Case Management approach that is client-centered, and encourages “interdependence” (not independence) and maintenance relationships (not necessarily reintroduction) with parents, families and foster families. Individual needs assessments and service plans are created with the youth that actively work toward achieving long-term goals and short-term needs.

#### **Miramichi Youth House, Inc., Miramichi, NB**

Miramichi Youth House (MYH) Inc. is a transitional youth shelter and youth drop in resource centre for youth age 16-19 located in Miramichi, New Brunswick; a city of approximately 18,129 people (Statistics Canada Census 2006). While the MYH focus is to serve the youth of its immediate community, it receives referrals and accepts clients from across New Brunswick (and even Nova Scotia) because it is the only co-gender facility for youth in the age range of 16-19 in the Province. The MYH first opened in 2002 but closed in 2004 after the end of a government operating grant. The House reopened later in 2004 with the dedicated support of many area residents and the greater Miramichi community. This support took the form of volunteer capacity to fundraise, renovate and furnish the existing structure, and maintain the current operations and premises. The MYH is an incorporated not-for-profit organization and an excellent example of a community-based, charitable, non-profit housing model. MYH is operated by a Board of Directors with five volunteer members, but with no Executive Director (because the cost of such an employee is prohibitive). Six staff carry out the day to day operations of the house and provide services. There is one full-time staff person – the Case Manager (also the Staff Manager), and up to five youth workers.

The house is owned by the New Brunswick Housing Corporation (within the Human Resources Division of the NB Department of Social Development), and it also holds the mortgage. MYH does not make mortgage payments so long as it continues to operate the facility for its intended purpose. The facility has six beds, serves both genders, and 24-hour in-house supervision and services. When youth enter, they are subject to a seven day in-house suspension that allows House staff to assess each youth and their situation. In addition to the six beds, the facility has three rental units in the building which are rented to Assisted Living clients of the Department of Social Development; this serves as an income stream for the property.

### **Insights from the Case Studies and Their Implications for PEI Solutions**

Although each youth housing facility is unique in terms of management structure, funding model, housing offered, operations, and services provided, there are some important findings from the case studies which should be taken into consideration in the development of solutions in the PEI context.

#### *Management*

Both facilities are operated by a non-profit society. Barnett House is operated by an organization that was already in existence (John Howard Society of North Island), while Miramichi Youth House is operated by an organization that was created solely for this purposes. Board members are active in both cases, with board members in Miramichi playing a more hands on, day to day role than those at Barnett House. Either model could be appropriate in the PEI context.

#### *Funding*

Both organizations have required partnerships with government to be viable. In the Barnett House case, a memorandum between the JHSNI and key government departments commits all partners to a sustainable long term relationship. However, for Miramichi Youth House there are only year-to-year arrangements, making the facility less viable over the longer term. In this latter



case, having the New Brunswick Housing Corporation hold the mortgage and be the owner of the facility has eliminated the need for mortgage payments. All of the funding is therefore directed to operations (staffing and programs, and related expenses). Miramichi Youth House also derives a revenue stream by renting apartments in its building to clients of the Department of Social Development; this suggests potential for some type of partnership arrangements or operating structures which allow for revenue streams from services (rental housing) rendered. For the PEI context, a long term memorandum or agreement with two or more appropriate government departments for operational support should be sought. In addition, discussions could be held with the PEI Housing Corporation about the possibility of holding the mortgage.

### *Housing*

The decision about which type of housing to provide was informed by local information and decision-making concerning the needs of the community. Barnett House offers independent small apartments in a large house, while Miramichi Youth House offers “beds” or rooms in a large house. In both cases, youth typically stay for less than one year. In the latter case, there is provision to take emergency cases for a few nights. To respond to the needs of PEI youth, the type of housing to offer will be dictated by the need and demand analysis.

### *Operations*

Barnett House has no staff on-site. The decision was made based on the fact that they provide independent apartments and that youth are not present most of the day. Miramichi Youth House has a case manager and youth workers on-site. The decision was made based on having bed spaces and intensive on-site programming for youth. For PEI solutions, the decision about having staff on-site to operate the house will in part be dictated by the type of housing offered, the types of youth (i.e., their level of risk, etc.) who will be offered housing, the range of services offered, and how those services will be offered. It is likely that any housing solution will require support services, and therefore will also require on-site supervision of youth. Liability issues may also dictate the need to have on-site supervision.

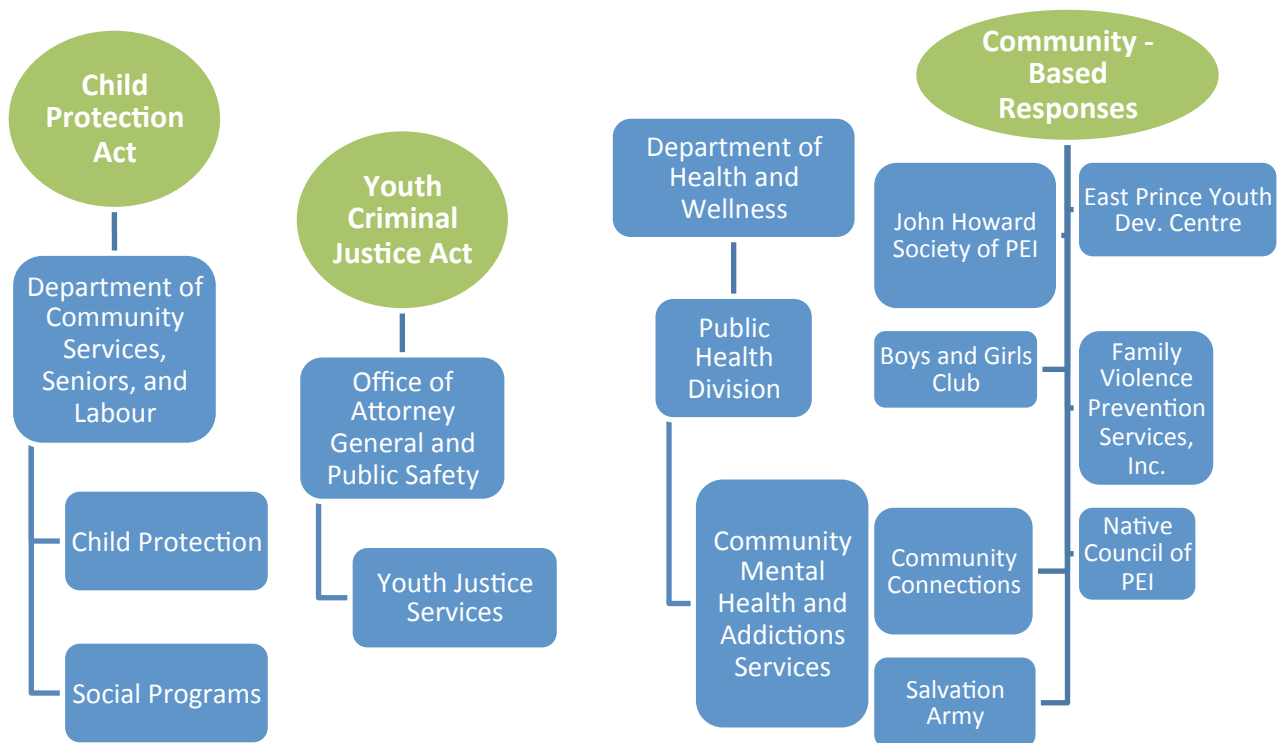
### *Services*

Both examples use a case management approach to meet the needs of youth. Plans are developed for each, with specific goals and milestones. In the Miramichi Youth House example, group activities and programs are also important, given the nature and structure of the housing provided. For any PEI solutions, it will be important to develop individual case plans for each youth, and important to take advantage of existing programs and services already available through various organizations and agencies. These could be delivered on-site or through other regular program offerings.

## 4. Situational Analysis

There are four pillars of service provision for youth at risk of homelessness in PEI. Three of these pillars are governmental while the other is composed of various community-based organizations and initiatives (Figure 1). The Department of Community Services, Seniors, and Labour, the Office of the Attorney General and Public Safety, and the Department of Health and Wellness are the three main government departments currently providing some form of services to “youth” and the former two are mandated by Provincial Acts to offer services specifically for “youth” with different definitions of “need”. While there may be informal linkages and partnership between these government agencies, in general they tend to work toward different aspects of youth homelessness in isolation of each other. The following discussion presents the current housing, services and programs in PEI offered by government agencies and community organizations. They are based upon resource documents (i.e., websites, reports) and interviews with key informants within these service providers.

**Figure 1: Legislative and Community Framework for Responding to Youth Needs**



### 4.1. Current Housing, Services and Programs

#### 4.1.1. The Department of Community Services, Seniors, and Labour

The current *Child Protection Act* was proclaimed in 2003 to replace the *Family and Child Services Act* (1981) and is administered by the Department of Community Services, Seniors, and

Labour, particularly by the Child and Family Services Division. The Act provides protection<sup>4</sup> to children from birth until their 18<sup>th</sup> birthday. The Act (2003) aims to address many gaps in the former Act, and in particular relevance, aims to clarify child welfare services to persons between 16 and 18 years of age (Child Protection Act 2008).

The Child and Family Services Division of Community Services, Seniors, and Labour is mandated to provide services to youth age 0-18. At the time of this report, there appears to be a lack of clarity about which services are provided to this population, and by whom. The Division provides a continuum of services that range from prevention-based programs such as child protection, family support, foster care and adolescent/residential services, through to the provision of adoption programs (Government of PEI 2009b). Primarily, the Division responds to calls and reports of children in need of protection in the form of supportive social work based on case plans that may include searching out supports such as housing, counselling, and independence development. The Division is responsible for Residential Services for youth “in care”; five residences with educational, counselling and family outreach services that support individual needs of youth and their families (if possible). These residential facilities include two Provincial level three group homes (Provincial Adolescent Group Home, Brackley Children’s Treatment Centre), two Provincial level two group homes (Euston Street Group Home, Maple Street Group Home) and one Child and Youth Development Centre (Tyne Valley). In total, these homes offer 37 beds (Haire 2009).

Social Programs (Income Support) is one of the divisions of Community Services, Seniors, and Labour that is responsible for the provision of programs and services related to Income Support and Disability Support. Income Support offers basic income support for those who are unable to provide for themselves and also provides services and supports to enhance self-reliance through access to training and employment (Government of PEI 2007b). The financial assistance is to support basic needs such as food, clothing, transportation, school supplies and shelter. Typically, youth receive assistance under the context of their parents’ case file. In order to receive finances directly, clients must be at least 18 years old or have a trustee to act on youth’s behalf.

Workers at Social Programs indicated that changes to the services for youth 16-18 at Child and Family Services has meant that Social Programs has had to play an increasing role that is outside of their original mandate and includes assessment, connecting youth with families, trying to keep youth in school or employed, and making referrals to other services/agencies/groups.

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<sup>4</sup> Children may need protection from physical, sexual or emotional harm by a parent; or from parents who have not previously prevented harm; or from parents who have not sought treatment required by children (CPA RAC 2008). “Protection” is played out providing services to children, services to parents of these children, or children being placed “in care” of the Director of Child Welfare, PEI Department of Social Services and Seniors in the form of foster care and adoptions. As of March 2007, approximately 280 children were in the care of the Director of Child Welfare (CPA RAC 2008).

#### 4.1.2. The Office of the Attorney General and Public Safety

The Youth Criminal Justice Act came into effect in 2003 and states that “community, families, parents and others concerned with the development of young persons should, through multi-disciplinary approaches, take reasonable steps to prevent youth crime by addressing its underlying causes, to respond to the needs of young persons, and to provide guidance and support to those at risk of committing crimes” (Statutes of Canada 2003). It is under this premise that the Community and Correctional Services Division is involved with youth homelessness prevention and intervention.

The Community and Correctional Services Division is made up of four Sections, one of which is Community Programs. The Community Programs section is responsible for the planning, administration, and delivery of Youth Justice Services (YJS)—the program that provides the majority of the services to this study’s target group, including the Alternative Residential Placement and Community Youth Worker Program, Youth Probation Services, and the Youth Intervention Outreach Program. As well, the Community Programs section is involved in considering and developing alternatives to traditional justice approaches, assisting in public education, crime prevention, and early intervention initiatives (summarized from Government of PEI 2009).

Youth Justice Services consists of Youth Justice Workers (YJWers); Community Youth Workers (CYWers), Youth Intervention Outreach Workers (YIOWers) and Youth Justice Services Managers. YJWers, CYWers and YIOWers are those who are “on the ground”. YJWers provide case management and supervision to young persons and enforce court orders. CYWers support and maintain alternative residential placements and youth within these homes through regular contact for consultation, case management and liaison support to other agencies and community organizations. Finally, YIOWers work directly with police agencies to assist with those identified as having behaviours that places them at risk for actual or potential conflict with the law.

As stated, YJS is mandated to work with youth for the length of their probation order, despite their age. Some interviewees felt that this has meant that while other agencies may not provide services to youth at age 16 and over, the YJS continues to provide services above and beyond those directly in line with youths’ legal issues—issues that have traditionally been the responsibility of other agencies.

The YJS does not have a housing program per se; however, because their mandate is to work on a variety of issues with youth, access to housing may be one. The Alternative Residential and Community Youth Worker Program is the portion of YJS that is tied most closely to youth housing. Alternative Residential Placements:

- Is a small network of specialized homes across the Province that provides an opportunity for high-risk youth to live in a safe, structured environment.
- Provide an effective alternative to custody for youth who have a residency clause in their Probation Order or are serving an open-custody disposition.
- Have staff who offer guidance in areas such as life skills, education and community involvement.

- Have average stay periods of three to six months (adapted from Government of PEI 2007a).

The service relies on families interested in providing this service to youth. These families are evaluated on their ability to provide well-disciplined and caring environments. Professional development and training opportunities, as well as ongoing support are offered to those who meet the criteria.

#### 4.1.3. The Department of Health and Wellness

The Department of Health and Wellness is involved with addressing the issues of youth homelessness as it pertains to physical and mental health. Primarily, these issues are related to mental illness and alcohol and drug addiction – both of which are considered risks leading to and associated with youth homelessness (Section 3.3). The Primary Care Division is responsible for the Community Mental Health and Addictions programs. These two programs do not provide housing per se; however, do have a residential component related to addictions treatment.

The Community Mental Health and Addictions programs offer health and addictions councillors that offer outpatient services at five locations across the Province. Two of these locations (Charlottetown and Summerside) have inpatient facilities that offer detoxification and psychiatry services. The Community Mental Health program offers professional assessment, consultation, treatment, crisis intervention, medication, monitoring, outreach, and on-going support for youth and adults suffering with mental health problems (Government of PEI 2009c). Addiction services are provided on an outpatient basis through offices in all three counties and the Provincial Addictions Treatment Facility provides inpatient and outpatient treatment (Government of PEI 2010a). It has two beds for youth however; it is primarily an adult facility (25 detoxification beds and 16 rehabilitation beds). The Facility has a maximum stay of 120 hours and services for youth are generally limited to detoxification and some assessment.

The PEI Youth Substance Use and Addiction Strategy, under the auspices of the Department of Health and Wellness, is currently under development through public consultations and with expertise from numerous provincial staff (Government of PEI 2010b). The Strategy aims to set the direction for the key areas of prevention, education, early intervention, treatment, counselling, and aftercare (Government of PEI 2010b). More details of the Strategy are presented in Section 4.2.2).

#### 4.1.4. Community-based Organizations and Initiatives

In addition to the three government departments that provide various services for youth at risk of homelessness, there are a number of community-based organizations and initiatives throughout the province. There are approximately ten organizations (Table 1) that either have a youth specific mandate or provide some form of service to youth. These services often have education, employment, recreation, learning, and crime and harm reduction components. Some are more formal and have long histories of service provision (i.e., John Howard Society; Charlottetown Boys and Girls Club), some are specific to certain groups (i.e., Native Council of PEI; PEI Violence Prevention Services Inc.), some have traditionally served adults but have become flexible to respond to the increasing demand for youth services (i.e., Transition House) and

others do not have any formal programming but have become first go-to places for some (i.e., Salvation Army, Trinity United Church). The majority of these groups have a focus in either Charlottetown or Summerside (sometimes both) whereas only a few have locations outside of these major centres. Four of the ten groups have some form of housing mandate; however, none of these are specifically for youth.

Table 2. The Community Organizations in PEI with Services for Youth

Community Organizations	Mandate and Services	Housing	Region
<b>John Howard Society</b>	HYPE: Crime prevention for youth 12-16 who have risk factors associated with potential unlawful behaviour and a focus on social, legal, education, financial, family, parenting, emotional, behavioural, and safety issues; LEAP: All-inclusive, risk reduction and youth development strategy to significantly reduce the number of early school leavers.	No	Charlottetown
<b>Charlottetown Boys &amp; Girls Club</b>	Survival Centre for youth age 16-24 that are homeless, at risk of being homeless; provides hot meal, shower, laundry, referrals, job searching life skills, permanent address, phone number.	No	Charlottetown
<b>PEI Family Violence Prevention Services, Inc.</b>	Dedicated to the eradication of physical, sexual, and emotional violence in families through advocacy, prevention programs and the provision of quality services designed to empower and support those affected by family violence.	No	Queens, West Prince, East Prince & Eastern PEI
<b>Transition House</b>	24-hour emergency service for women (Anderson House); 20 beds, childcare worker services, outreach and referral services (also part of PEI Family Violence Prevention Services, Inc.).	Yes	Charlottetown
<b>Salvation Army</b>	Food bank, soup kitchen, retail store with gently used items, educational and employment resources, and references.	No	Charlottetown & Summerside
<b>Native Council of PEI</b>	The self governing authority for all off-reserve Aboriginal people living on Epekwitk (PEI). Offers Grandmothers' House for women; 6-8 bed, ages 18+, 3-6 week stay. Provides health awareness and prevention program; drug and alcohol counselling; employment and training program, and computer access.	Yes	Charlottetown
<b>East Prince Youth Development Centre</b>	Employment service centre offering basic skills training related to job searching, attainment and maintenance to youth at risk of numerous/combinations of issues.	No	Summerside
<b>Community Connections</b>	Residential and support services to disabled adults 18 years and older.	Yes	Summerside
<b>Trinity United Church</b>	Partnership with local soup kitchen; informal services including referrals and possibly small funds for temporary housing or groceries.	No	Summerside
<b>Women's Network PEI</b>	Works to strengthen and support the efforts of PEI women to improve the status of women in society; act as a referral service to help women find programs and services they may need.	No	Province, Charlottetown office

## 4.2. How the Current Situation has Emerged

Many of the individuals interviewed, from government and community-based organizations, felt that there is an increasing demand for youth services in the province. Most of the organizations did not have numbers (the cases were not tracked by many organizations) and many interviewees were hesitant to say that the actual number of youth seeking services has increased. Many did, however, feel that youth are seeking services beginning at a younger age, cases are becoming more severe and critical, and that if “homelessness” hasn’t increased, “couch-surfing” certainly has. Many reasons were offered as to how the current situation has emerged. These thoughts and experiences have been grouped as either changes to trends in social and individual situations of youth and families or gaps and changes in public policy related to youth services.

### 4.2.1. Social Changes

There are numerous social and individual determinants of youth homelessness or becoming at risk of homelessness, many of which are connected and interacting. Poverty, unemployment, alcohol and drugs abuse, and mental illness, all coupled with poor coping skills and few resources, are all issues that have been identified by service providers that are contributing to the increase in youth seeking social services, particularly income assistance and housing.

Atlantic Canada in general, PEI being no exception, has seen increases in unemployment and subsequent “poverty” which has, in the past, forced many labourers to the western provinces. The economic recession of 2009, however, has reduced the job prosperity “out West” and many are returning home without work and are unable to find employment. Interviewees suggested that these circumstances have led to a fractioning of communities and families. For many, frustration levels are high and incomes and resources are low. Indeed, according to front-line service providers, many youth identify that family reasons (disruptions, breakdowns, abuse) are the primary cause of their current situation. A decline in family resources (i.e. their economic status) translates into less support for youth who may have special demands and needs. Parents become frustrated, cannot cope, and family homes become unstable. Eventually, parents are willing to force their children out of the home more quickly rather than working on problems. Many parents themselves are very young and incapable of proper parenting; they often lack parenting skills and have many of their own issues. On the other hand, some youth have become indifferent, apathetic, or have an increased sense of entitlement. They do not agree with the structure or rules of the family home, cannot cope and are old enough to want to exert their independence and opt to leave. In either case, youth are living independently but do not have the skills to be self-sufficient.

There was widespread agreement that there is an increase in drug and alcohol abuse among Island youth—both while living at home and after leaving. It has been said that there is a particular increase in access and use of manmade, illicit drugs that have shorter dependency time such as opiates, ecstasy and cocaine compared to marijuana or alcohol. A service provider with the Department of Health and Wellness suggests that the age of abuse is getting younger and the accessibility of these “harder” drugs has increased due to their more mainstream use and lower cost.

It was also suggested that there may be an increase in mental health issues. One interviewee felt however, that the incidence of mental illness may not be necessarily increasing, but that the greater access to psychologists in PEI in recent years has led to the more frequent diagnosis of mental illness in general, earlier in its development and at a younger age. Furthermore, youth diagnosed with mental illness are living in the community rather than being institutionalized and therefore mental illness is more publically visible than it has been in the past.

The complexity and compounding nature of these issues often creates challenges in terms of identifying the suite of appropriate services. Furthermore, many service providers have found that there are individual personality challenges when working with this age group. Even if services are offered there tends to be a general lack of respect for authority and personal responsibility. Clients are not often willing to pursue, follow through, or comply with the process required (i.e., a case plan that includes education/employment goals) and therefore make a personal decision not to seek and accept help.

#### 4.2.2. Policy Gaps

Public policy aims to respond to social needs. Many interviewees felt, however, that current policies aimed to protect and service youth in need are not keeping up with the real-life situation. The changes or trends in communities and families have created new social circumstances and needs that current policies were not intended to respond to. In PEI, there are two pieces of legislation that mandate services to youth: the “Child Protection Act” (CPA, 2003) and the “Youth Criminal Justice Act” (YCJA, 2003). Many of those interviewed have particular concerns regarding the Child Protection Act and its ability to address “youth in need of services” in addition to its mandate to address “youth in need of protection”.

Specifically, while youth in legal “care” are provided protection until their 18<sup>th</sup> birthday, youth seeking services who are 16-18 years old and are not currently legally in “care” are often not considered eligible (unless developmentally, physically or mentally incapable of self-protection) under the CPA (2003). This often raises the question as to when to treat individuals in this age group as a “child” or as a minor living apart. Furthermore, confusion or inconsistencies concerning the definition of “child” or “youth” and which do and not qualify, has created challenges for those working in the system. One interviewee indicated that that CPA is not well described in terms of actual policy and therefore the implementation of actions is very difficult. Another pointed out that youths’ problems do not automatically go away because they are now considered an adult. It was suggested that many service providers (as individuals) find themselves to be “breaking the rules” (often because they don’t know the rules, or don’t feel morally comfortable with the rules) in order to offer services to youth because they do not officially fall under agency policy.

The gap in official services mandated by the current public policy for youth aged 16-18 is even more concerning given the perceptions that those in need of services in this age group are increasing.

Interviewees identified other problems contributing to the situation within the current “system”, particularly an overall lack of housing services for this demographic, lack of collaboration or



inconsistency between different government agencies and the difficulty of providing services and programs around such complicated and convoluted issues.

In PEI there is an overall lack of social housing, including emergency shelters, transition houses and affordable housing. In addition, the “houses” that are available are for those over the age of 18. The Department of Community Services, Seniors, and Labour facilitates foster care and administers five group homes (Haire 2009), however these options are for youth “in care” and furthermore they do not often appeal to youth aged 16-18 (in addition to not being officially eligible under the CPA). Secondly, Community Correctional Services (Office of the Attorney General and Public Safety) facilitates Alternative Residential Placements as part of youth Probation Orders. Otherwise, there are no other government agencies with a housing mandate.

Many youth in this 16-18 age bracket want to live independently. In order to do so, many seek income support from the Department of Community Services, Seniors, and Labour; however, there are many persistent barriers in this process. First, there is often no appropriate housing option. Workers are hesitant to supply assistance if there is no appropriate housing solution for them to use the monetary resources toward. Second, applicants must have a suitable trustee in order to access financial assistance. Some interviewees felt that this fact has led to an increase in exploitation, particularly by young men (i.e. age 19+), living with and acting as a financial trustee for younger females (i.e. age 16). Third, according to some interviewees, for those youth receiving income support, Social Programs (also referred to as Income Support) does not provide enough financial assistance in relation to the current cost-of-living—the sum may be just enough to cover one month of rent and leaves very little for other expenses. This also supports a lack of affordable housing options. As already mentioned, the current Affordable Housing Agreement between the federal and provincial governments is attempting to address this concern; however, the strategy does not currently include youth—the priority areas are seniors, families, and those with disabilities.

It was common that interviewees felt that there is a severe lack of communication, coordination, collaboration and consistency between different government agencies and with other service providers such as the many non-profit organizations. The fact that each entity is working in isolation with its own separate departments and its own assessments and decisions makes for harder delivery of services aimed at mitigating very convoluted issues. Some workers have experienced situations where policies of one agency were in direct opposition to policies of another. It was also stated that there is currently no formal protocol for referring youth to the proper service or service provider. An employee in one department does not necessarily know who the contact person is for each potential service. Often times the personal working relationships and networks between individual workers is the communication mechanism that is the most efficient.

It was suggested that currently, a youths’ situation must be severe in order to get help. Even so, the severity and complexity of the situations often hinder service providers in that they are unable to address the issues of this group. It was often stated there is a need for a holistic understanding of the whole suite of issues that lead to a youth’s situation. This requires highly trained workers and a system that encourages and facilitates this approach—something that has already been identified as being lacking. Furthermore, it was stated that the current services and

programs do not have the necessary built-in flexibility that is necessary to achieve a successful case plan for youth. The programs are rigid and set so that youth must “follow the rules”; there is no provision for failure or deviation from the rules, a method that is often very challenging particularly when working with this target group.

Many workers also felt that there are no “exit strategies” in place for youth seeking and accessing services. There may be some financial assistance and case planning, however there is very little in the way of creating stable situations in which youth are able to effectively manage and deal with their underlying problems. The lack of housing available for this group perpetuates this situation. If a youth does not have shelter and sustenance, they cannot even begin to work on education, employment or personal health. Often, after receiving services—addiction services for example—youth are released back into the negative circumstances that have probably contributed to their situation. The success rate for these individuals decreases dramatically.

Finally, many interviewees acknowledged that there is a regional disparity in terms of the services that are available to youth. These options are generally limited to and focused on Charlottetown. Workers in Summerside felt that they have fewer services than other similar-sized communities. This, in concert with the fact that Summerside is a general service center for rural western PEI, creates challenges in terms of reaching out to rural youth.

The many gaps in terms of available services that have been identified for this age group are becoming widely known “on the street”. It was felt by many interviewees that youth who are in need of services are not coming forward because they know that they will not receive the assistance they seek. The end result is often a disconnected service system or no services at all.

#### 4.3. Current Responses

In recent years there have been some responses to the evolving youth homelessness situation in Prince Edward Island. As noted earlier, there are many community-based responses that support youth in a variety of ways including education, employment, recreation, learning, crime and harm reduction and others. NGOs often have the dedication and community trust but lack the finances and sometimes the expertise. Many feel that an NGO response is the most efficient as long as they are supported financially by the government that has already devolved to them the responsibility of providing services. In addition, there are some partnership initiatives that involve many stakeholders, including the PEI Family Violence Prevention Strategy and the Youth Substance Use and Addiction Strategy. Both have the potential to reduce the the potential for youth to be come at-risk of homelessness.

The PEI Family Violence Prevention Strategy is coordinated and implemented by the Premier’s Action Committee on Family Violence Prevention which was appointed in 1995 and recently renewed in 2009. The strategy is a framework for action that was built collaboratively with representatives from community, government and police. The strategy outlines goals and strategies for family violence education and awareness, network and partnership building and maintenance, service delivery, and policy.

The Youth Substance Use and Addiction Strategy, was launched in 2006, and as of late 2009 was in its final Phase III. Phase I included the development of a draft Strategy framework based on

research and consultation; Phase II included the release of the Survey on Student Drug Use, release of the draft Strategy framework, public forums and the establishment of an Advisory Committee; Phase III involves the development of an implementation plan and recommendations for government (Wendy MacDonald & Associates 2008). The Strategy is being developed with the premise that “Island youth will have access to a full continuum of appropriate, integrated services to prevent and treat substance abuse problems / addictions” (PEI Department of Health 2007: i). The initiative is a multi-agency approach guided by the Department of Health and Wellness and with representation from Health and Wellness, Attorney General and Public Safety, Transportation and Public Works, and Community Services, Seniors, and Labour. The strategy has been guided by expert consensus and Health Canada’s best practice model that includes a continuum of programs and services with five major components: prevention and early intervention, detoxification, counselling and assessment, treatment, and aftercare.

A most recent response – and still under development – is a phased-in youth-focused (aged 15-18) eight-week Day Program to be administered by Addictions Services. It will “strengthen the health and well being of people through appropriate, effective and efficient use of available resources while encouraging and promoting self-reliance” (PEI Department of Health 2008:3). The multi-agency (Department of Health and Wellness, Department of Education, Department of Community Services, Seniors, and Labour, Office of Attorney General and Public Safety, and Department of Transportation and Public Services) initiative proposes to be a new support for Addiction Services counsellors who have traditionally had to send clients for more intensive out-patient services to off-Island locations. The program partners have adopted core principles that include a holistic approach to mental, psychological, emotional, spiritual and social health; sensitivity toward diversity; peer to peer support; family involvement; and personalized services. The program will incorporate group sessions, classroom sessions, addictions counseling, and guest speakers and will also include recreation, and gender specific programming. Youth will participate five days a week allowing continued community and family integration on the weekends. This community and family integration during the program length has been shown to increase the success rate of similar programming in other provinces. Initially, the program will be only offered in Charlottetown (however accessible to those across the province). The recommendations for the Program model (PEI Department of Health 2008) consider supervised housing as the desired method for delivering enhanced treatment and addressing transportation needs for some participants. There is a housing component whereby youth may stay for the duration of the treatment.

Currently, none of these community-based or governmental responses address the need for youth specific housing.

#### 4.4. The Costs of not Mitigating the Situation

There are many costs associated with not addressing the growing problem of youth homelessness. These costs come to the individual (the youth at risk or in need), to society as a whole, and in the form of actual monetary and resource costs to government agencies and community groups as they pay for costly remediation programs, repair damages, and deal with immediate and day-to-day needs.

Perhaps the largest cost associated with continuing on “business-as-usual” is to the individual – the youth currently in need of services and those who are at risk of needing them in the future. Section 3.3 outlined the specific risks associated with youth homelessness. These include:

- exposure to physical violence;
- mental health problems;
- alcohol and drug abuse;
- drug dealing;
- sexual abuse;
- having many sexual partners (often for money or accommodation);
- conflicts with the law; and
- poor physical health outcomes (including viral infections, dental problems and death).

These issues are closely related to personal health and increased participation in risky behaviours. Homeless youth and those at risk of becoming homeless also encounter personal productivity costs that are associated with losses in developmental opportunities including education. This loss in educational attainment directly leads to decreased workforce participation and employment income. By these standards, a decrease in personal productivity ultimately leads youth to a lower quality of life. Youth may already be experiencing these personal costs, and the likelihood that they will continue – and worsen – increases the longer they are unable to properly address their needs.

Of course, individual costs extrapolate into social costs. Increases in the individual costs listed above have the potential to translate into increased strain on the public health care system; increased acts of violence to others and increased crime rates and associated affects for victims and communities; an overall loss to society’s labour force productivity and increased unemployment payments; and an overall higher demand on publically funded social services.

The increased strain on publically funded social services translates into actual monetary costs for these providers such as health care and the penal system. Finally, while there will certainly be costs of providing proper and successful programs and services for youth, there are actual monetary costs associated with continuing to implement services that do not effectively meet their needs. The long-term costs of this practice will certainly outweigh their benefits – a large sum of monetary resources spent and a continuing increasing demand by youth in need.

A full cost-benefit analysis that compares current programs with a more effective integrated housing and support services program could be conducted to determine the long-term financial efficiency and the subsequent decrease in the social and individual costs. This cost-benefit analysis lies outside the scope of this report.

## 5. Stakeholder Perspectives on Solutions to the Challenges

In this section we summarize the feedback and suggestions gleaned from the key informant interviews (see Appendix B for the list of interviewees) in each location. This information provides further context for interpreting the historical and current caseload data, and for arriving at recommendations for potential solutions.

Key informants were asked to identify or suggest the elements needed for developing an integrated (housing and support services) solution to the issue of youth homelessness. Each provided their comments taking into account their understanding of the situation, their own (or their organization's) anecdotal or actual evidence about the nature of the need and demand, and their own interpretation of the necessary elements for successful responses. In this part of the report we summarize the range of responses concerning the necessary integration of housing and support services, and group them for each of the two cities.

### 5.1. Potential Solutions Articulated by Stakeholders in Each Community

#### Charlottetown Solutions

##### Context

- Revisit priorities the provincial government's Affordable Housing program of the provincial government to potentially include youth needs
- More clearly define the legal status of youth age 16-18; they appear to fall through the gap in the system as a result of the amendments to the Child Protection Act
- Define more clearly and gather data about the variety of factors contributing to why youth find themselves in their situation (in need of housing and support services)

##### General

- Compile data to compare the resources and costs of housing a youth through the prison system or hospital, versus providing some type of a transitional housing program
- Identify the key indicators of successful outcomes across each part of the continuum of solutions (including housing)
- Develop good exit strategy for each youth (regardless of the housing solution(s) they are provided) in order to increase the chances of successful return to the home or to independent living
- Allow for a comprehensive and coordinated community-based approach; sometimes there is faster action when the private or non-profit sector drives an initiative, instead of waiting solely on government funding or government-based solutions

##### The System

- Establish one authority (agency, department, individual) per youth assigned to do the following: assessment of needs; case management; evaluation and follow-up. This individual needs to have authority to make decisions without being second guessed by others involved in providing services or conducting assessments. This could also be

viewed as a liaison worker between the agencies that can identify the issues and send inquiries to the proper place, and serve as a point of entry contact after a family breakdown

- Define more clearly the roles and contributions of each agency (who has the authority to do what)
- Develop a collaborative protocol for service delivery on individual cases between Social Programs and Child and Family Services
- Improve the sharing of information between government departments, and between government departments and other service providers, without breaking confidentiality requirements
- Establish partnerships between service providers (with one agency providing leadership and direction)
- Provide services to families in a more timely fashion before the situation requires a housing solution for the youth
- Examine the range of residential services within each department and determine how the pool of resources could be used to better serve their mutual clients
- Provide youth and families with help navigating “the system”

#### Services

- Invest in an integrated approach to housing / shelter / addiction services / education / skill development that removes the many bureaucratic restrictions, reduces paperwork, and overcomes the narrow focus of each department or agency
  - Anger management
  - Conflict resolution
  - Career, employment, and education programs
  - Physical health assistance (medical, pregnancy, STIs, etc)
  - Financial assistance for youth
- Make use of existing services; it is a matter of coordination and access
- Address the needs of parents (family counseling, early intervention) to prevent family breakdown
- Provide more resources for prevention of family breakdown
- Provide specific education programs for parents with respect to dealing with youth addiction issues
- Access federal programs for high risk youth within which the youth is paid a stipend to attend counseling, services, and so on

#### Summerside

##### Context

- Need for more realistic financial resources to support youth housing needs

##### General

- Define more clearly and gather data about the variety of factors contributing to why youth find themselves in their situation (in need of housing and support services)

- Critically assess home support and resources available to address issues, such that the decision to support a youths' movement out of the home is only a last resort if necessary
- Develop more comprehensive case plans for youth to hopefully long term care / housing solutions
- Provide a safe place where youth can stabilize their lives, and then begin to address their issues

#### The System

- Implement a more coordinated approach to service delivery; one department or agency should be the lead and provide a one-stop function for individuals, and all services should be linked / available from there
- Assess the financial resources from all government departments and agencies currently devoted to youth age 16-18 to determine if the funds could be increased and/or spent in such a way to increase the number of positive outcomes
- Increase the number of room and board placement homes in the Province; this will require additional financial resources but will offer more structure and parameters
- Devolve responsibilities to the non-profit sector only if they are provided with increased financial support for the operations of these groups

#### Services

- Invest in an integrated approach to housing / shelter / addiction services / education / skill development that removes the many bureaucratic restrictions, reduces paperwork, and overcomes the narrow focus of each department or agency
  - Life skills
  - Trades training program
- Increase resources for proactive family counselling and mediation (create more opportunities for parents alone, and parents and youth together)
- Invest in measures that prevent or reduce the likelihood of family breakdowns
- Increase resources for addiction services (drug use is one of the primary reasons for why youth cannot stay at home)

#### 5.2. Key Elements of a Successful Housing and Support Program Articulated by Stakeholders in Each Community

In addition to identifying the general parameters of an integrated solution, key informants were also asked to identify specific elements of the housing component of a response to the issue of youth homelessness. Each provided their comments taking into account their understanding of the situation, their own (or their organization's) anecdotal or actual evidence about the nature of the need and demand. In this part of the report we summarize the responses concerning the housing component, and group them for each of the two cities.

## Charlottetown

### Principles / Parameters

- Housing should be anchor; a physical place for them to be in order to begin to address their issues
- Consider following a “strength-based model”
- Supervision issues – troubled youth do not want (but might need) intense supervision (there is a fine balancing act to determine proper staffing and support on site)
- Structure – not all youth will benefit from a “communal living” model, it may enhance negative behaviours
- The length of stay will dependent on situation but 3 months to 1-2 years is likely needed for many
- Consider age and gender mix carefully (e.g., younger females and older males in the same building)
- Provide elements that foster youth to take pride in and responsibility for their community and feel worthy and productive citizens.
- Solutions must be holistic and adaptable to individual situations

### Housing Solution(s)

- Wide range of suggestions about possible housing
  - Some suggested that an emergency shelter is not necessary, but others felt that temporary shelter, for one or two nights, for emergency situations is needed; a drop in centre/shelter is perhaps more appropriate for some who want to shower, stay the night, move on, come and go without much commitment and it is easy to access.
    - A youth shelter is an absolute necessity, since most shelters will not accept clients under 18, and 16 and 17 year olds refuse to be placed in a foster home
    - A temporary shelter with supervision
  - A variation is a “respite care” type facility, a place for a youth to get away from the problems at home for a few nights
  - Others suggested
    - A “group home”, “half-way house” or “transition house”
    - Something between emergency and permanent, affordable housing is needed
    - Short term residential – typically for a few months – while the youth get their lives sorted out, and then into something more permanent (e.g., going back home, independent living, etc).
    - Supervised room and board locations available to place youth in short term housing



## Operations

- Youth need concrete goals
- Youth need built-in accountability and life participation
- Facility needs to be staffed by professionals to offer on-site support, life skills, and crisis management
- Careful consideration to which rules and regulations / restrictions will be put in place is needed; many youth in this situation are resistant to structure and rules, but they do require them
- Some type of 24-hour supervision (by volunteers or staff) will be needed
- An independent living program may work best; perhaps a house with 6-8 rooms, and 2 staff; rules and regulations and consequences for actions (curfew, but flexible for situations for those with jobs or night education classes); these should be developed by engaging with the youth for whom the service will be targeted; allow for youth to build trusting relationships with adults and authorities.

## Summerside

### Principles / Parameters

- The operations of a housing solution should be paid for by the government, but it cannot be run by the government because youth do not trust the government; operational funding for a non-profit organization will be needed
- Sustainable operational funding is key; it must not be project based funding
- Consider age and gender mix carefully (e.g., younger females and older males in the same building)
- Consider the needs of youth offenders; they need safe places and protection, but can they be housed with others?

### Housing Solution(s)

- Many housing needs must be met; there are needs across the continuum: a drop in centre that provides food, shower, laundry etc., and a case manager; an emergency shelter; a longer term placement that promotes independence
- A range of possible housing solutions were suggested
  - A shelter, but it must not be dependent on the non-profit sector to run on its own without operational funding support from all levels of government
  - Longer term housing solutions (increase the number of affordable housing choices for youth; will likely require a partnership with the private sector)
  - Shorter term stay (48-72 hours) options; a place to stay while an assessment takes place and a decision can be reached
  - A modest size residential facility for 12-20 youth
- Whatever the facility, it must be more than just a bed where people show up after a specific hour and have to be gone by an early hour the next morning; integrated services need to be available at this shelter; specifically, addictions treatment / counselling is needed
- Youth should have their own room, and ideally their own phone and internet

- Youth want independent situations / solutions (they are generally too old for residential and foster programs)

#### Operations

- Youth need concrete goals
- Staff supervision on site with rules and regulations to provide support and crisis management
- There must be non-negotiable items / house rules; but some areas with flexibility

## 6. Continuum of Needs and Responses

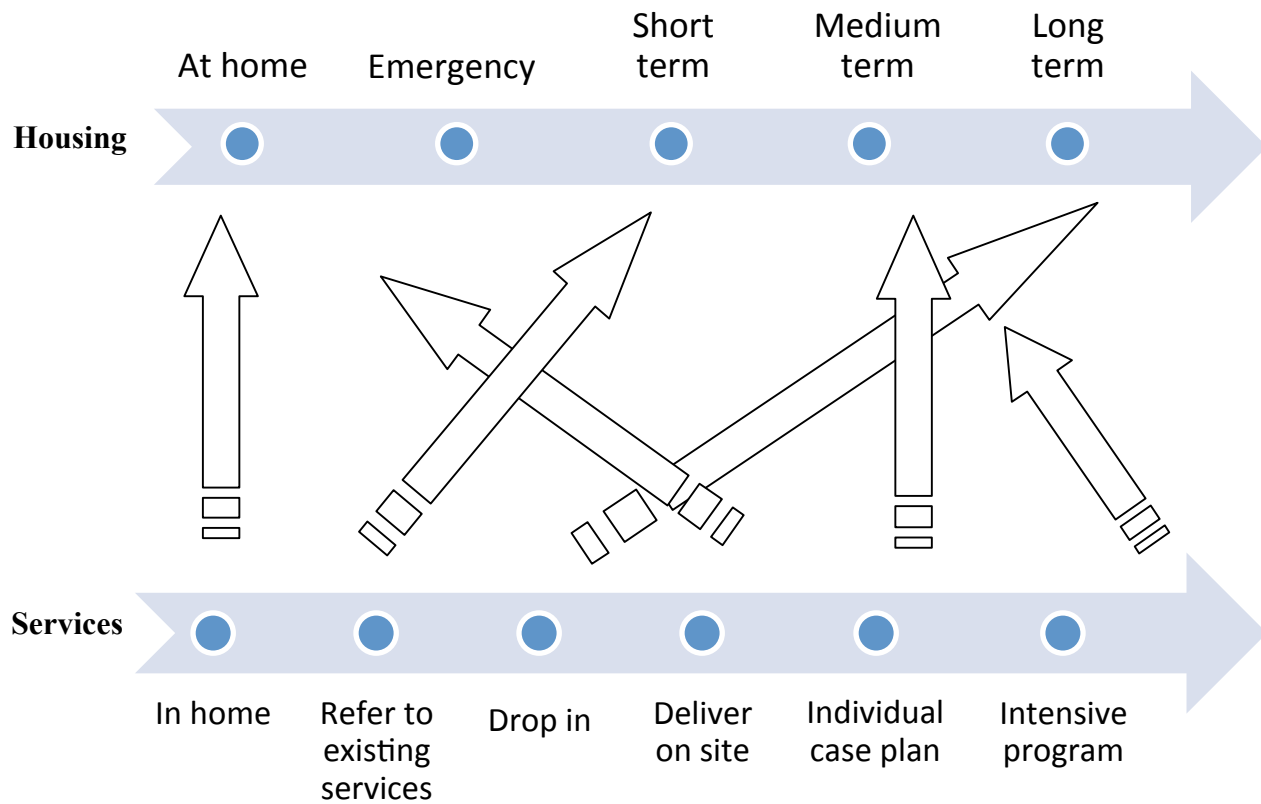
Figure 2 illustrates a continuum of housing and services for youth in need. The top of the figure identifies the range of housing options and solutions which could be offered to youth in need. At one end youth could be staying in or returning to their family home. The figure shows a progression (from left to right) in terms of the length of stay in alternative housing situations. In an “emergency” situation, youth may move among family members and friends or perhaps opt to stay at an emergency shelter for one to three nights at a time. Short term housing typically consists of a stay of less than two months and may include a transition house or a youth shelter, or perhaps an arrangement with extended family members. Medium term housing, for three to six months, may be somewhat more structured such as a supervised youth-specific housing complex. There may also need to be a longer term housing solution to respond to an individual’s needs and circumstances. This may include (for six months and more), many potential options, ranging from supervised care to independent living (renting an apartment), foster care, or some other arrangement.

Without doubt, in addition to providing a housing solution, youth (and potentially their families) will be in need of one or more support services. These services have been identified as commonly being addictions treatment, job / employment skills and searching, school tutoring, physical and mental health medical attention, transportation, life skills, anger management, parenting skills, and many others. The lower part of the figure attempts to sketch the range of possible delivery mechanisms in a rudimentary fashion. The various mechanisms could also be viewed as being part of a continuum. At one level or end of the spectrum, services may be provided to youth (and to their families) while the youth is still in the home or has recently returned. Many of these would be intended to be preventative (preventing the possibility of becoming homeless or needing another housing solution), or restorative in nature (to improve the situation in which families come back together, and to address the root causes of the conflicts and issues). Moving along the continuum, youth may be referred to existing services that are offered by government agencies or community organizations. These may include drop-in services that youth can access in their community (or closest major centre) to having services delivered to youth on-site in their current housing situation – especially if they are no longer in their family home, and living in some type of youth-specific housing situation. Individuals may need to have an individualized case plan that they are able to follow with guidance and support, while others may be required to enroll in intensive and specific programming in order to meet their needs.

No matter the housing or the services needed by youth, there is not one single combination of options that will work for all. In this light, although the two lines in the diagram are parallel, the combination of housing and necessary support services, and how they are delivered, will be unique to each person. The arrows between the two lines indicate that there are many ways each of the housing and support services can “fit together” – there are many potential mix and match situations. For example, a youth who accesses emergency shelter for just a few nights may also be referred to an addictions counselling program lasting many weeks and offered in a community centre. Another youth may be assisted with a return to their family home, but they and their family participate in in-home counselling dealing with anger management, communication, and life skills development. In another situation, youth may be placed in a medium term youth shelter

where part of the residence requirement is that all residents participate in and complete a suite of courses or counselling covering several core or basic issues and needs. The important thing to keep in mind is that there is no single combination of housing and support services which will meet the needs of all youth.

**Figure 2: Continuum of Housing and Support Services**



## 7. Need and Demand Analysis

In this section we closely examine the variety of data sources to provide estimates of the need and demand for housing and support services, in each of the two cities of Charlottetown and Summerside. Primarily we use the information from the historical and current caseload / contact reports (as discussed in the methodology), but we begin with a review of more general estimates of needs from the key informant interviews and from others.

As noted in the methodology, it is impossible to provide a true, accurate count of the exact number of youth age 16-18 who have a housing and support service need, because of the inability to collect information from all potential service providers, and because of the inability to determine if any single case or individual may be counted more than once.

Key informants who were interviewed in 2009 provided anecdotal estimates of the number of youth age 16-18 years who were in need of some type of housing and support services. For many, especially those outside of government, it was difficult to provide a succinct estimate because they do not keep records on specific ages.

### 7.1. Impressions of Need and Demand from Charlottetown Key Informants

Representatives of Social Programs (also known as Income Support) suggested that in any given week there would be seven to fourteen active cases (but this does not mean new cases each week). At the time of interviews, representatives from Youth Justice Services had up to nine youth age 16-18 years who had some type of housing situation that needed resolution (meaning that they had nowhere to go once they were finished with their services). These individuals typically end up couch surfing or going back to a very difficult family situation). Reflecting on the full year, it is likely that at least 20 youth on the Youth Justice caseload at any given time may have a housing need and would require some type of a supportive housing placement, specifically a transitional housing arrangement.

At Charlottetown Rural High School it was estimated that over the course of a 10-month school year approximately 30-40 students identify some type of housing needs or problems. The Salvation Army suggested that in the course of one year up to 12 youths in this age group seek assistance. At the Charlottetown Boys and Girls Club, up to 15 of 50 youth looking for services asked for housing help. The Transition House Association felt that as many as 15 unaccompanied youths looking for housing assistance are turned away each year because they do not provide services to that age group. One participant in the HYPE program of the John Howard Society was in need of housing assistance as well.

### 7.2. Impressions of Need and Demand from Summerside Key Informants

Representatives of Social Programs define youth as those age 15-30 years and were unable to estimate the approximate number of youth age 16-18 looking for housing assistance.

Representatives from Youth Justice Services estimated that between 30 and 40 youth with housing needs passed through their system in the previous 12 months prior to summer 2009.

At the community level, organizations such Trinity United Church, the Salvation Army, and the East Prince Youth Development Centre provided some service responses to a wide range of persons who were either homeless or at-risk of becoming homelessness, but none were able to estimate the number of youth age 16-18 years who expressed needs directly to them.

### 7.3. Examining the Cases and Contacts

Detailed tables summarizing the cases / contacts in both the historical and current time periods are found in Appendix E and Appendix F, respectively. Summarized below are the key points which emerge from the analysis of these. There were 211 cases in the historical time period (one calendar year) and 80 cases in the three month current time period. This latter figure should not be interpreted as a larger number of cases (extrapolated over a full year it would be 320 cases), but rather it should be noted that there was a more concerted effort to identify cases in this time period, and a larger number of groups (i.e., two high schools) participating in the information gathering exercise.

In the discussion that follows we use the following “geographies” to report the results:

- *Charlottetown area* includes those from the city, the rural areas east of Hunter River, and transients reporting in Charlottetown
- *Summerside area* includes those from the city, the rural areas west of Hunter River, and transients reporting in Summerside
- Furthermore, the data are also presented for each of:
  - *Charlottetown city* and *Summerside city* refer to only those urban areas (and excludes those from rural areas)
  - *Rural areas* refers to all places outside of the cities of Charlottetown and Summerside

Table 3 shows the distribution of the cases in each data set based on the geographies described above. In the historical data set slightly more than half of the cases were from the Charlottetown area; of those, 24 were from rural eastern PEI. Of the 90 cases from the Summerside area, 37 were from rural western PEI. In the current data set, almost two-thirds of the cases are from the Charlottetown area, and of those, about 60% are from Charlottetown city and 40% from rural eastern PEI.

**Table 3: Geographic Distribution of Historical and Current Cases**

	Historical	Current	Total
Charlottetown area	113	52	<b>145</b>
Summerside area	90	19	<b>129</b>
Unknown/transient	8	9	<b>17</b>
<b>Total</b>	<b>211</b>	<b>80</b>	<b>291</b>
Charlottetown city	89	31	<b>120</b>
Summerside city	53	14	<b>67</b>
Rural areas	61	26	<b>93</b>
Unknown/transient	8	9	<b>11</b>
<b>Total</b>	<b>211</b>	<b>80</b>	<b>291</b>

Tables 4 and 5 show the distribution of cases in each data set by the organization / agency which submitted each case, and the geography of each case. In the historical data set (Table 4) there are about three times as many Charlottetown city cases handled by the Department of Community Services, Seniors, and Labour<sup>5</sup> compared to eastern rural PEI cases, but there in the western part of the province, this agency handled 50 from Summerside city and 30 from rural areas.

**Table 4: Geographic Distribution of Historical Cases, by Organization**

<b>Historical</b>	Ch'twn City	Eastern Rural PEI	S'side City	Western Rural PEI	Unknown / Transient	<b>Total</b>
Community Services, Seniors, and Labour	63	21	50	30	6	<b>170</b>
Youth Justice	25	2	3	6	0	<b>36</b>
Charlottetown Boys & Girls Club	1	1	0	0	2	<b>4</b>
EPYDC	0	0	1	0	0	<b>1</b>
<b>Total</b>	<b>89</b>	<b>24</b>	<b>53</b>	<b>37</b>	<b>8</b>	<b>211</b>

<sup>5</sup> This includes cases from both Child and Family Services, and from Social Programs, within this department. In some instances, individual cases were served by both parts of the department; the duplicates were removed by the Deputy Minister before case information was sent to the research team. For this reason, it is not possible to accurately state how many cases were handled by each part of the department.

**Table 5: Geographic Distribution of Current Cases, by Organization**

<b>Current</b>	Ch'twn City	Eastern Rural PEI	S'side City	Western Rural PEI	Unknown/Transient	<b>Total</b>
Community Services, Seniors, and Labour	21	14	7	3	5	<b>50</b>
Youth Justice	3	1	0	2	0	<b>6</b>
Charlottetown Boys and Girls Club	0	0	2	0	2	<b>4</b>
EPYDC	0	0	5	0	2	<b>7</b>
Colonel Gray High School	7	0	0	0	0	<b>7</b>
Charlottetown Rural High School	0	6	0	0	0	<b>6</b>
<b>Total</b>	<b>31</b>	<b>21</b>	<b>14</b>	<b>5</b>	<b>9</b>	<b>80</b>

## Demographics

In the historical data set there are slightly more females (55%) than males, but in the current data set there is an almost even split (51% male). The gender split in the historical data set is even in Charlottetown area, but 60% are female in Summerside area. The gender split is more pronounced in rural areas in the historical data set, with almost two-thirds being female. However, it is 53% male in the current data set.

Aboriginal youth represent 7% of the cases in the historical data set and 4.4% in the current data set. They are found almost exclusively in Charlottetown, representing 10% of Charlottetown cases in the historical data set and 7.5% in the current data set.

About 16% of the females in the historical data set were pregnant at the time of contact or service. This is mostly a Summerside area issue (24% of female cases from that area were pregnant). Further to that, it is mostly a Summerside city issue (31% of female cases from the city compared to 18% of females from rural PEI and 4% of females from Charlottetown city). There was only one case of pregnancy in the current dataset.

In terms of education status (school attendance), in about 20% of the cases in both data sets the education status was not known. Almost 42% of the historical cases and 39% of the current cases are enrolled in and attending high school. However, a smaller percentage of those in the historical data set in the Charlottetown area and city (compared with Summerside city or rural areas) were in high school. But in the current data set, almost 60% of the Charlottetown cases are attending school.

In terms of employment status, in about 25% of the cases in both data sets the employment status was not known. The vast majority of cases in both data sets were not working – over 60%.



However, more than 20% of the cases in the historical data set in Charlottetown held some type of employment position (this might be due to more opportunities), while fewer than 15% of the cases in the current data set are working. Of those in the historical data set who were working, 18 were part time and 10 were full time; and almost all of the part time workers were in the Charlottetown area.

In the historical data set almost one-quarter were repeat contacts with “the system” (typically one of the government departments or agencies); this compares with 43% among the cases in the current data set. However, 16% of the historical cases in Summerside city were repeat contacts, but 64% of the current cases in that city are repeat contacts. About 10% of cases in the historical data set and 9% in the current data set recently exited from Child Welfare.

### Residence and Contact

There is wide variation in the results concerning where individuals who need housing and support service are living at the time of call or contact and prior to the time of call or contact, between those in the historical data set and those in the current data set. In addition, in both data sets there is variation in the circumstances between each of the two cities and the rural areas as well.

In terms of the **Residence Status At Time of Call** among those in the historical data set:

- The three most common places of residence at the time of call for assistance were:
  - Living with parents – 32%
  - Living with others – 25%
  - Living with extended family or caregivers – 14%
- A greater proportion from the Charlottetown area (38%) and city (41%) were living with parents
- A greater proportion (31% and 35%) from the Summerside area and city, respectively, were living with others
- A greater proportion (16%) from rural areas had no permanent place of residence
- In 13 cases it was identified that the youth had no permanent place of residence, and in 5 cases (all in the Charlottetown area) it was reported as “absolute homelessness”

The situation is not the same in the current data set:

- The three most common places of residence at the time of call for assistance were:
  - Living with others – 30%
  - Living with parents – 26%
  - No permanent home – 19%
- A greater proportion (42%) from Charlottetown city were living with parents
- A greater proportion (54%) from the Summerside area had no permanent home
- A greater proportion (32%) from the rural areas were living with others
- A greater proportion (16%) from rural areas had no permanent place of residence
- In 3 cases – all in Summerside – it was reported that the youth is experiencing “absolute homelessness”

In terms of the **Residence Status Prior to the Time of Call** (defined as the usual place of residence before trouble began), the results are much more consistent between the two data sets but there are important differences based on geography in both cases. More than half (54%) in both data sets were living with parents (this suggests many youth had already taken the first step to get out of their situation at home). In the historical data 45% of those from Charlottetown, but 60% to 65% of those from the Summerside area, Summerside city, and rural areas, were living with parents. In the current data set only 29% of those from Summerside were living with parents, while 14% each were living with others or with extended family, or had no permanent place, prior to the time the call or contact was made.

The results concerning who **Made the Call for Assistance** and the **Reason for the Call** do not include Youth Justice cases (since they are already “in the system”). In the historical data set, in about one-quarter of the cases each, the youth him/herself or the parent, made the call / inquiry for assistance. In 20% of the cases a professional made the call / inquiry. Parents of youth, and professionals, in the Charlottetown area and city, and in rural areas were more likely to make the call than youth themselves. Youth were more likely than parents in the Summerside area and city to make the call (this suggests that parents in Summerside are either unwilling or unable to make a call when needed, or the youth themselves feel pushed and need the help.) In the current data set over 40% of the cases involved the youth him or herself making the call for help or assistance. In 20% of the cases it is a parent, and in 13% of the cases each, it is a professional or a school staff person making the call.

When we examine the **Reason for Call**, the results are similar for both data sets. Conflict with parents was a reason in 62% of the historical cases and 53% of the current cases. Among the historical cases, this was cited as a problem by relatively more of the Summerside area cases (70%) than the Charlottetown area cases (56%). Conflict with parents was identified by 71% of the current Charlottetown cases and 53% of the current rural cases, compared with just 14% of the current Summerside cases. Youth engaged in risky behaviours, lack of parenting skills of parents, and substance abuse problems by youth were the next three most common reasons (these ranged from 22% to 30% of the cases in the historical data set and 21% to 23% in the current data set). Substance abuse problems were a larger issue in the historical cases in Charlottetown city (30%) than in other places. A lack of parenting skills among parents was more of an issue in Summerside city (28%) and rural areas (29%) than in Charlottetown, in the historical data set, but the reverse was true in the current data set.

From the historical data set (where there are more cases to examine), parents refusing to assume custody, and the youth being a victim of sexual abuse, were more commonly identified as reasons in Summerside city than in other places. Physical abuse by youth, abandonment of the youth, and unsuccessful treatment of addictions were more commonly identified as reasons in Charlottetown city than in other places.

## Housing Issues

In terms of housing assistance discussed (either requested directly or which came up in the course of the conversation or request for help), a long term housing solution and immediate

money for shelter were the two most commonly requested or discussed types of housing assistance (39% and 23% respectively) among those in the historical data set. In almost one-third of the cases there was no specific discussion or request concerning housing needs. A long term housing solution was discussed with or requested by more of the Charlottetown city cases, while money for shelter was discussed with or requested by more of the Summerside city cases. A request for a “place for the night” was only identified in 13 of the cases. These findings are similar to those in the current data set. A long term housing solution was discussed with or requested by 35% of the cases, while a short term housing solution was discussed with or requested by 21% of the cases. In 36% of the cases there was no specific request. However, this was more likely the case in the Charlottetown city cases (59%).

In just 25% of the historical cases and 15% of the current cases was some type of housing assistance provided. Within the historical data set, more (39%) of the Charlottetown city cases than those in other areas received housing assistance. Just 15% of the Summerside city cases received some type of housing assistance. Short term room and board was the most often type of assistance provided (41% of those in the historical data set who received some assistance). The four next most common types of housing assistance provided were: group home (6); Alternative Residential Program (5); with extended family (5); and money for shelter (4). All of those placed in a group home were from Charlottetown city, while all of those who received money for shelter were from the Summerside area.

## Related Services

In most cases when a youth (or someone on their behalf) calls for assistance, they are looking for some type(s) of help other than simply housing. Among those in both data sets, food and money were the two most needed “services” or forms of assistance, discussed with or requested by the youth or the caller (about 45% of the cases, each, in both data sets). Among the historical cases, the requests for both of these services came from more than 60% of the Summerside city cases and from 50% of the rural cases. Among the current cases, the requests for both of these services were highest among those in the rural areas (55% each).

Education, employment, transportation, and addictions treatment were the four next most commonly requested or discussed service needs (about 20% each) among those in the historical data set. Addictions treatment, transportation, and employment assistance were more commonly needed by Charlottetown city cases (31%, 25%, and 25%) than by those in Summerside city or rural areas.

Employment (26%), education (23%), addictions treatment (18%), and transportation (16%) were the four next most commonly requested or discussed service needs among those in the current data set. Employment assistance was requested by more of the Summerside city cases, education and addictions treatment services were requested by more of the Charlottetown city cases, and transportation services were requested by more of the rural area cases.

When we look at the whether or not the requested services were actually provided we find that there are wide variations in the response. For example, in the historical data set, although food

and money were most often requested or discussed, they were the least likely to be provided (43% and 38% of these requests, respectively, were fulfilled). For those in the current data set requesting these two services, 52% had their request for food fulfilled, as did 44% who requested money.

Requests for food and money by those in the historical data set were more likely to be filled for the Charlottetown city and rural cases (close to 50% of the cases) and less so for the Summerside city cases (about 25% of the cases). There was a relatively high “success” rate in terms of getting requested assistance for transportation (75%), employment assistance (69%), education (69%), and addictions treatment (65%). Transportation assistance was provided to far fewer of the Summerside city cases who requested it (50%) than those from Charlottetown city and rural areas. Education assistance was provided to far fewer of the rural cases who requested it (50%) than those from Charlottetown city and Summerside city.

Among those in the current data set, 79% of those seeking addictions treatment received assistance, as did 60% of those seeking employment assistance and seeking assistance with having prescriptions filled. Only 25% of those seeking transportation assistance, and 29% of those seeking safety from abuse, had their requests filled.

#### Network of Service Providers

One of the challenges in understanding the full number of potential youth age 16-18 in need of housing and related support services is that there can be many different “entry points” or organizations where a call is made by them or on their behalf. When we look at the 161 of the 211 historical cases for which we have information on this issue (these 161 do not include Youth Justice cases as well), we find that in 31% of the cases it was unknown if an inquiry has been made with another service provider. This was more likely the situation among the Summerside city cases – 40% - than it was compared with Charlottetown city or rural cases. **In 39 cases (24%) an inquiry had been made elsewhere prior to the call or inquiry with the agency reporting it for this study.** More of the Summerside city (27%) and rural cases (31%) made inquiries elsewhere.

Among those 39 cases in the historical data set, 27 or almost three-quarters made inquiries for income assistance with Social Programs. Fewer than five but more than one inquired with Mental Health, Addictions Services, EPYDC, Salvation Army, or Youth Justice.

When we look at the 66 of the 80 current cases for which we have information on this issue (these 66 do not include Youth Justice cases as well), we find that in 30% of the cases it was unknown if an inquiry has been made with another service provider. This was more likely the situation among the Charlottetown area cases – 38% - than it was compared with Summerside area cases. **In 20 cases (30%) an inquiry had been made elsewhere prior to the call or inquiry with the agency reporting it for this study.** More of the Summerside city cases (79%) made inquiries elsewhere.

Among those 20 cases in the current data set, 15 or almost three-quarters made inquiries for income assistance with Social Programs, while seven made inquiries with the Salvation Army. There made inquiries with Addictions Services.

Another challenge in understanding the full number of potential youth age 16-18 in need of housing and related support services is that there are cases which are referred to other services or where the reporting organization involves others in responding to the needs of the youth. In looking at the historical data set, we find that in 15% of the cases it was unknown if a referral had been made to another service provider or if another organization was involved in providing assistance (for more of the Charlottetown city cases – 19% - it was unknown, compared with Summerside city or rural cases). **In 79 cases (40%) the agency involved other service providers or made referrals to other service providers.** More of the Summerside city (46%) and rural cases (45%) involved other service providers or referrals.

Among those 79 historical cases, 43 (or 54%) involved Social Programs and this agency was involved in almost 75% of the Charlottetown city cases where others were brought into the equation. Referrals to the Family Focus /Family Ties program was the next most common, followed by Addictions Services; in both situations this was for more of the Summerside city cases than those in Charlottetown city or rural areas. Agencies or service providers who were engaged in at least five of the cases included: Mental Health; EPYDC; Youth Justice (case worker); National Child Benefit (Service Canada); a private counsellor / medical doctor; and the Department of Education / local school.

In looking at the current data set, we find that in 24% of the cases it was unknown if an inquiry had been made with another service provider (for more of the Charlottetown area cases – 31% - it was unknown, compared with Summerside city or rural cases). **In 22 cases (28%) the agency involved other service providers or made referrals to other service providers.** More of the rural area cases (39%) involved other service providers or referrals.

Among those 22 current cases, ten (or 48%) involved Social Programs and this agency was involved in 63% of the Charlottetown city cases where others were brought into the equation. Referrals to Addictions Services were the next most common (five cases). Agencies or service providers who were engaged in at least three of the cases included: Mental Health; employment services; a private counsellor / medical doctor; and the Department of Education / local school.

When we examine the potential overlap or duplication of cases (meaning that the same case may have been captured and reported by more than one agency or organization), we find that there are about 10% of the cases in each data set which could potentially be duplicates. However, it is impossible to know, with absolute certainty, if these are duplicates because we have no individual identifying information to work with. In the historical data set:

- There were five cases submitted by Department of Community Services, Seniors, and Labour (the cases could have been from either or both Social Programs or Child and Family Services) where it was noted that the youth (or the person who called on his or her behalf) had inquired also with Youth Justice (two) or the East Prince Youth Development Centre (three).

- There was one case submitted by the East Prince Youth Development Centre in which the youth (or the person who called on his or her behalf) had inquired also with Social Programs.
- There were 20 cases submitted by Youth Justice in which they involved the services of Social Programs (16) or the East Prince Youth Development Centre (four) in responding to the needs of the youth in question.
- There were six cases submitted by Department of Community Services, Seniors, and Labour (the cases could have been from either or both Social Programs or Child and Family Services) in which they involved the services of Youth Justice (three) or the East Prince Youth Development Centre (three).

Taken together, these 32 cases are potential duplicates in the data set, suggesting **that perhaps there were 179 cases of youth age 16-18 in need of housing and support services in the July 1, 2008 to June 30, 2009 period** (plus any additional cases where youth or someone acting on their behalf contacted agencies other than Child and Family Services, Youth Justice, East Prince Youth Development Centre, or the Charlottetown Boys and Girls Club).

Similarly, in the current data set:

- There was one case submitted by Department of Community Services, Seniors, and Labour (the case could have been from either or both Social Programs or Child and Family Services) where it was noted that the youth (or the person who called on his or her behalf) and inquired also with Youth Justice.
- There were four cases submitted by the East Prince Youth Development Centre where it was noted that the youth (or the person who called on his or her behalf) and inquired also with Social Programs.
- There were three cases submitted by the Charlottetown Boys and Girls Club where it was noted that the youth (or the person who called on his or her behalf) and inquired also with Social Programs.
- There was one case submitted by Youth Justice in which they involved the services of Social Programs in responding to the needs of the youth in question.
- There was one case submitted by Department of Community Services, Seniors, and Labour (the case could have been from either or both Social Programs or Child and Family Services) in which they involved the services of the East Prince Youth Development Centre.

Taken together, these 10 cases are potential duplicates in the data set, **suggesting that perhaps there were 70 cases of youth age 16-18 in need of housing and support services in the September 1, 2009 to November 30, 2009 period** (plus any additional cases where youth or someone acting on their behalf contacted agencies other than Child and Family Services, Youth Justice, East Prince Youth Development Centre, the Charlottetown Boys and Girls Club, Colonel Gray High School, or Charlottetown Rural High School).

Table 6 shows a revised distribution of cases for both data sets which takes into account potential duplicate cases. The revision suggests that about 60% of the cases from the two sets combined come from the Charlottetown area, including more than 70% of those in the current data. However, it is important to note that approximately one-third of the cases come from rural areas of the province.

**Table 6: Revised Geographic Distribution of Historical and Current Cases, Accounting for Potential Duplicates**

	Historical	Current	<b>Total</b>
Charlottetown area	98	50	<b>148</b>
Summerside area	73	15	<b>88</b>
Unknown/transient	8	5	<b>13</b>
<b>Total</b>	<b>179</b>	<b>70</b>	<b>249</b>
Charlottetown city	76	29	<b>105</b>
Summerside city	43	10	<b>53</b>
Rural areas	52	26	<b>84</b>
Unknown/transient	8	5	<b>13</b>
<b>Total</b>	<b>179</b>	<b>70</b>	<b>249</b>

#### 7.4. Need and Demand – What Housing and Support Services Are Needed?

Given the preceding discussion there could be somewhere between 200 and 300 youth age 16-18 each year in need of some type of combination of housing and support services. In two-thirds of the cases (in both data sets) housing assistance or need was requested (by the youth or the caller on their behalf) or discussed (in the course of conversation about the needs of the youth). On a proportional basis (based on the population of each city), the needs are roughly the same in both cities or perhaps even higher in the Summerside area. There is a large number of rural youth in need of housing and support services as well.

Long term housing and money for shelter (which could be for any length of time) were the two most common forms of housing assistance requested or discussed in the historical case records, while long term housing and short term housing were most common in the current case records. It is important to note that just because there was a request for or a discussion about these housing solutions, it does not mean that these are the optimal solution for any or all youth. Each case will be unique.

We also know that there are potentially many more cases of housing and service needs among youth age 16-18 in both cities and in the rural areas, since not all possible service providers or agencies participated in the data collection activities, and not all potential cases of need make themselves known to service providers or agencies. In addition, the anecdotal evidence provided by key informants suggests that there are many youth in need.

It is clear from the preceding discussion that in both cities there is a need for each of the following types of housing to respond to needs:

- An emergency shelter (for 1-3 nights)
- Short term housing (for up to two months)
- Medium term housing (for up to six months)
- Long term housing (for up to two years)

However, there may not be sufficient numbers to warrant a separate facility for each of these needs, especially given that one of the goals of providing services is to re-unite youth with their families if and when possible.

Based on the data it could be argued that there likely is not enough demand over the course of a full year to keep a small emergency shelter of three to five beds full most nights. On any given night, there may be, but over the full year, it is highly unlikely.

Based on the data it could be argued that there should be enough demand over the course of a full year to keep each of three different types of housing facilities (short, medium, and long term housing) of five to ten beds (or rooms) each full most of the time. Whether or not individual youth absolutely need any of each of these housing solutions, rather than working on a solution that will address their issues and lead to reconcile them with their families, is difficult to assess.



## 8. Recommended Community-Based Responses

In this section we discuss the recommended community-based response to meet the housing and support services needs of youth age 16-18 for each city. This takes into account the need and demand analysis from the caseload review, the suggestions from the key informants, and the context provided through the literature review and situational overview.

From the foregoing discussion and the findings about potential need and demand from the youth themselves through the case profiles in both the historical and current data sets, there is no clear consensus on the single specific need that must be addressed and the single solution to doing so. There is definitely potential to provide, in each city, a solution that responds to the needs of those with emergencies, and the needs of those who have each of short, medium and long term requirements while they address their other issues and problems. The difficulty is that there is a different operational model (e.g., the structure, the support staff, the costs, the services, and so on) for each.

**It is recommended that in each city, a small facility which offers a short to medium term (up to six months or one year at most) housing solution for up to ten youth at any one time be constructed.** We make this recommendation even when taking into account the 33% decline in the number of youth age 16-18 over the next 15 years. We make this recommendation even though 60% of the cases come from the Charlottetown area – there is a need in both cities and their surrounding rural areas. Given the small number of spaces we are recommending, the potential reduction in the number of youth age 16-18 in need will still be sufficient to warrant facilities of this size. The facilities could meet the needs of both genders if properly designed to allow for sufficient privacy for each gender.

It is important to note that we make this recommendation based on a “minimalist” approach. In other words, then ten spaces in each city will serve a minimum demand or minimum number of youth in need. It is not possible to quantify the absolute universe or number of youth in need at any given time. Given the range of issues identified by youth or those calling on their behalf, and the range of services requested, it is clear that a safe place in each city is needed. There appears to be highest demand for medium and long term housing. It is important also recognize that the recommendations are only one part of the range of solutions needed in the province and they respond to just one need among many.

Each facility should have the following features:

### Physical Structure

- A house, renovated or newly constructed, to provide a sense of “home”.
- Individual bedrooms for each youth.
- Shared bathroom, kitchen, living room and common room facilities much as in a family setting.
- An office.
- A separate bedroom for overnight staff.
- Full kitchen facilities.

- One room could be designated for emergency shelter needs.
- In a location which is located within reasonable walking distance of a number of service providers, agencies, organizations, and others with whom the youth may need to be in contact with to complete their personal and family development needs.

#### Staffing

- A full time manager of the facility is required.
- A full time program staff person to deliver life skills and related services and support.
- Live-in support staff covering approximately 140 hours of the week (so that at least one person is there all the time providing supervision, including overnight).

#### Services

- Existing services (e.g., addictions, parenting, anger management, etc.) available in communities and through government departments and agencies will be used.
- Staff interact with and coordinate with service providers and provide life skills for residents.
- Life skills, cooking, financial management and other “personal development” programs delivered on-site.

#### Operations

- Policies and procedures for screening, assessment, and in-take need to be developed.
- Policies and procedures for rules and regulations, code of conduct, obligations of the youth, etc., need to be developed.
- Specific job descriptions for each staff position will need to be developed.

#### Management and Governance

- The facility could be owned and operated by a non-profit organization with a board of directors in place. It could be an existing or new non-profit organization.
  - Liability insurance for the organization and its board members will be needed.
- The facility could be owned and operated by a private sector company.

As noted above, a process will need to be established to determine who should be admitted to each of the youth shelters, since not all persons age 16-18 will necessarily be welcome or will benefit from the housing and support services that are offered. The following items need careful consideration:

**Gender** – It is entirely possible to have a facility that can respond to the needs to both genders. Each facility will need to be designed in such a way that members of each gender can have their own privacy and space, washroom and shower facilities, and so on, while facilitating appropriate interaction and participation by all residents. Bedrooms doors which can be locked and secured to ensure privacy will be needed.

**Children of youth** – A decision will need to be made concerning whether or not a youth age 16-18 who has one or more children of his/her own would be accepted in the facilities. Having infants or young children in such a facility where the housing is likely to be in the form of individual bedrooms in a group setting rather than in individual, self-contained apartments, is likely to be problematic.

**Risk behaviour screening** – A decision will need to be made concerning the degree of prior risky behaviour the residence will be willing to accept and “work with” as it relates to accepting a youth into the facility. As noted earlier, homeless youth who engage in risky behaviours (e.g., drug and alcohol use, sexual activity, criminal activity, violence) need a place where they can get themselves stabilized and can get their issues addressed. However, if the extent of risky behaviours is likely to continue or has the potential to disrupt other residents, then it might be difficult to accept them into the facility. A screening tool will need to be developed or adapted from others.

**Likelihood of success balanced with needs** – There will need to be some demonstrated willingness on the part of youth to work on their issues and to plan for a successful outcome. The facilities cannot simply be places where people come and go, without a commitment to a plan to move out into more permanent housing (either with their families or with others or alone) coupled with working on the challenges and problems that led them to become homeless. If there is not a demonstrated willingness, then the facility is likely not the solution for them. In order for the facility to have credibility and success, there must be a focus on providing housing and support services to those who are most willing to work cooperatively towards achieving positive outcomes.

**Focus on short to medium term housing solution** – As part of the screening process for accepting youth into the facility, the youth must be committed to developing a plan to address their housing needs beyond six months. This will be closely tied to addressing the root causes of how they ended up in their current situation of housing need.

## 9. Business Case

In this section we summarize and discuss the costs associated with providing a ten-bed facility in each city to respond to the needs of youth age 16-18. This section describes the business case for these facilities and how they should be financed.

There are two cost components. The first is the capital cost of constructing a new facility in each city, or in acquiring an existing building and completing appropriate renovations and modifications, in each city. The specific details of which route to choose, and the specific costs of purchase and renovate versus new construction, lie outside the scope of this report. We assume one cost regardless of the choice, for illustration purposes. The second is the ongoing operational cost of each facility. It is important to note that a mortgage will be required to complete the purchase or construction of a facility, and the repayment of the mortgage will be part of the ongoing operational cost of each facility.

### **Some Assumptions for Illustrative Purposes**

We use the following assumptions to provide the basis for the financial calculations for the recommended solution in each community:

New construction:

- 3,000 sq ft building, at \$200 / sq ft construction cost
- Land acquisition \$75,000
- Total cost \$675,000
- Downpayment of \$135,000
- Mortgage of \$540,000

Purchase existing property:

- Property \$500,000
- Renovation \$175,000
- Downpayment of \$135,000
- Mortgage of \$540,000

For the purpose of keeping the illustration of the revenues and expenses as simple as possible, we are assuming that the net cost, and therefore the net mortgage to be repaid, will be the same for either new construction or for the purchase of an existing property, with renovations. Furthermore, we assume that the facilities will be standalone facilities with no other services or activities on site. **However, it is possible that other activities (retail, rental, public services, etc) could be incorporated into a facility, to add a revenue stream.** These will require additional space and therefore additional upfront capital costs. This is discussed in more detail in Section 10, concerning partnership opportunities.

## Capital Costs

There will be a high degree of variability about the specific costs associated with an individual parcel of land (depending on its location of course), in the costs associated with an existing structure and its renovation and modification (depending on the age, location, quality, etc.), and in the costs of a potential new building (subject to design considerations). It is therefore not possible to provide a detailed assessment and projection of the capital costs at this time. However, for initial discussion purposes, we propose that a facility would cost approximately \$675,000, with a \$540,000 mortgage after a downpayment of \$135,000.<sup>6</sup> The assumptions used to estimate the monthly mortgage and property tax costs are found in Table 7.

**Table 7: Mortgage Assumptions for Estimating Cost of Facilities**

	Charlottetown	Summerside
Mortgage	\$540,000	\$540,000
Rate	5.25%	5.25%
Term	5 years	5 years
Payment frequency	Semi-monthly	Semi-monthly
Amortization period	35 years	35 years
Semi-monthly payment	\$1,396	\$1,396
Annual taxes	\$9,018	\$10,368
<b>Monthly payments</b>	<b>\$3,544</b>	<b>\$3,708</b>

Note: Charlottetown property tax rate is \$1.67/\$100 assessment; Summerside property tax rate is \$1.92/\$100 assessment.

It is not entirely possible to estimate the final detailed differences in costs of purchase of land between the two cities. For illustration purposes in the operational costs section, we show only one financial scenario (using the Charlottetown figures).

## Operational Costs

The operational costs for each facility will amount to \$432,000 to \$496,000 for each of the next five years (based on an approximate 3.5% cost of living increase each year). The operating model for each ten-bed facility will be that the majority of the revenues will come from a contribution agreement with the provincial government, starting with an initial \$414,000 contribution in year one and indexed to the cost of living increases (shown as 3.5% for illustration purposes). Some annual fundraising will also be needed to offset the costs. A multi-year funding agreement with the provincial government lasting at least five years, if not longer, to guarantee the funds required for operating costs, should be sought and secured.

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<sup>6</sup> The downpayment could come from a variety of sources including one or more of fundraising; the PEI Homelessness Partnering Strategy; the PEI provincial government.

**Table 8: Potential Revenue for Operating the Facilities**

<b>Revenue</b>	Year One	Year Two	Year Three	Year Four	Year Five
PEI government contribution	\$414,000	\$428,490	\$443,487	\$459,009	\$475,075
Fundraising	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
<b>Total Revenue</b>	<b>\$434,000</b>	<b>\$448,490</b>	<b>\$463,487</b>	<b>\$479,009</b>	<b>\$495,075</b>

The costs of operating each facility include salary and benefits<sup>7</sup> for full time and part time staff, as well as the usual operating costs associated with food, household expenses, and so on. It does not take into account clothing, since it is expected that youth would stay in the facility for no more than six months and that their clothing needs would be met by their existing household and family arrangements. The operating costs also assume there will be professional development for staff. Perhaps equally important the operating costs also take into account the need to set aside funds each year in order to pay for capital cost replacements, such as the roof, appliances, heating equipment, and so on.

**Table 9: Salary Expenses for Operating the Facilities**

<b>Salary Expenses</b>	Assumption	Year One	Year Two	Year Three	Year Four	Year Five
Manager	\$55,500 salary, full time	\$55,500	\$57,443	\$59,453	\$61,534	\$63,688
Program Staff	\$45,500 salary, full time	\$45,500	\$47,093	\$48,741	\$50,447	\$52,212
Live-in Staff	\$23/hr, 140 hours, 4 staff to split	\$167,440	\$173,300	\$179,366	\$185,644	\$192,141
Benefits	14% of salaries	\$37,582	\$38,897	\$40,258	\$41,667	\$43,126
<b>Total Salary Expenses</b>		<b>\$306,022</b>	<b>\$316,732</b>	<b>\$327,818</b>	<b>\$339,292</b>	<b>\$351,167</b>

Note: Budget assumes 3.5% annual cost increases in salary and wages. It also assumes that at least one person will be present at all times including weekends, and that there will be some overlap in the time on-site by live-in staff with the day time manager and program staff.

<sup>7</sup> The illustration in Table 9 does not provide for replace costs for vacation time and sick leave of the Manager or Program Staff person.

**Table 10: Residence Expenses for Operating the Facilities**

<b>Residence Expenses</b>	Assumption	Year One	Year Two	Year Three	Year Four	Year Five
Mortgage/Taxes	\$3,544/mo	\$42,528	\$42,528	\$42,528	\$42,528	\$42,528
Bank charges	\$25/mo	\$300	\$311	\$321	\$333	\$344
Property insurance	\$200/mo	\$2,400	\$2,484	\$2,571	\$2,661	\$2,754
Food	\$275/mo*10	\$33,000	\$34,155	\$35,350	\$36,588	\$37,868
Household supplies	\$300/mo	\$3,600	\$3,726	\$3,856	\$3,991	\$4,131
Miscellaneous supplies	\$80/mo	\$960	\$994	\$1,028	\$1,064	\$1,102
Utilities	\$800/mo	\$9,600	\$9,936	\$10,284	\$10,644	\$11,016
Phone/Fax/Internet	\$500/mo	\$6,000	\$6,210	\$6,427	\$6,652	\$6,885
Cable	\$70/mo	\$840	\$869	\$900	\$931	\$964
Maintenance/Repairs	\$350/mo	\$4,200	\$4,347	\$4,499	\$4,657	\$4,820
Program supplies	\$125/mo	\$1,500	\$1,553	\$1,607	\$1,663	\$1,721
Office supplies	\$250/mo	\$3,000	\$3,105	\$3,214	\$3,326	\$3,443
Promotional materials	\$50/mo	\$600	\$600	\$750	\$750	\$938
Computer	\$35/mo	\$420	\$420	\$420	\$600	\$600
Professional development	\$200/mo	\$2,400	\$2,400	\$2,400	\$3,000	\$3,000
Staff travel	\$200/mo	\$2,400	\$2,484	\$2,571	\$2,661	\$2,754
Replacement reserve fund	\$1000/mo	\$12,000	\$12,420	\$12,855	\$13,305	\$13,770
<b>Total Residence Expenses</b>		\$125,748	\$128,541	\$131,582	\$135,354	\$138,638

Note: A formal, direct quote on property insurance will be needed for a true cost. Phone costs assume a single phone line in each room and a building wide WIFI. Computer costs assume a three year monthly payment plan before replacement. The replacement reserve is money set aside for future capital replacements (appliances, roof, etc). A formal costing exercise will need to be completed for a more accurate estimate. Budget assumes 3.5% annual cost increases in most but not all items.

There will also be some costs for the organization to manage the affairs of each facility. This could be one organization managing both, or two separate organizations (one in each city) managing each. The primary costs are for board liability insurance, an annual financial audit, and professional and legal fees.

**Table 11: Organization Expenses for Operating the Facilities**

<b>Organization Expenses</b>	Assumption	Year One	Year Two	Year Three	Year Four	Year Five
Board liability insurance	\$2500 per year	\$2,500	\$2,588	\$2,678	\$2,772	\$2,869
Audit	\$6000 per year	\$6,000	\$6,210	\$6,427	\$6,652	\$6,885
Professional fees, legal advice	\$6000 per year	\$6,000	\$6,210	\$6,427	\$6,652	\$6,885
<b>Total Organization Expenses</b>		\$14,500	\$15,008	\$15,533	\$16,076	\$16,639

Note: Budget assumes 3.5% annual cost increases in all items. A formal quote on board liability insurance is required.

The total revenues and expenses suggests a very modest surplus each year, which allows room to respond to unexpected expenses or vacancies.

**Table 12: Operating Balance**

	Year One	Year Two	Year Three	Year Four	Year Five
<b>Total Revenue</b>	\$434,000	\$448,490	\$463,487	\$479,009	\$495,075
<b>Total Expenses</b>	\$431,811	\$445,314	\$459,441	\$474,686	\$489,846
<b>Balance</b>	\$2,189	\$3,176	\$4,046	\$4,323	\$5,229



## 10. Partnership Opportunities

The implementation of the recommendations for housing and support services in each city will require a partnership among several stakeholders. By partnership we are referring to real and tangible contributions to both the startup and the operations of the facilities. We are working on the assumption that an existing non-profit organization in each city is willing and able to step forward to lead the development, implementation, and operation of short and medium term housing and support services for youth age 16-18. It is possible that one organization in either city could be responsible for both facilities. It is also possible that a new non-profit organization may need to be formed in order to create an entity that will dedicate itself solely to this project. Furthermore, it is possible that a private sector organization may be interested in owning and operating a facility.

In either case, a large number of individual government departments and agencies, community organizations, youth specific organizations, and private sector companies have a potential partnership role in the successful creation of facilities in each community. The development of new housing facilities offering shelter and support services will not be possible without their involvement.

Table 13 provides a summary of the potential organizations and their potential partnership roles. This list is not exhaustive, but rather it should be viewed as a starting point for initiating partnership development opportunities. There may be other organizations not listed here, or, there may be other (or more appropriate) partnership roles that could be played by those listed.

Financing and in-kind support partners for the capital cost phase (construction or purchase and renovation) of the facilities are needed. One or more of the PEI Homelessness Partnering Strategy, the PEI Housing Corporation, and fundraising efforts, could provide the funds for a downpayment for the facility. One of the credit unions in the province could hold the mortgage at a favourable rate. The Canada Mortgage and Housing Corporation will be involved in providing mortgage insurance, but could also facilitate the sale of federal surplus land if appropriate. The provincial government might possibly have surplus land available for sale. Each of the cities may have surplus land or land acquired from tax defaults which might be made available. The Construction Association of PEI could be approached to donate labour to the construction or renovation, as could any number of private companies to donate necessary startup items.

The provincial government (likely through the Department of Community Services, Seniors, and Labour) will need to provide the bulk of the operational funding for the facility to be viable, through a multi-year agreement.

There are many organizations (especially community organizations and government departments and agencies) which already provide or deliver some services to youth already. These can and should continue in a coordinated fashion, facilitated by each youth's individual case work and the program staff person employed at each facility.

**Table 13: Summary of Partnership Opportunities**

<b>Organization</b>	<b>Potential Partnership Roles</b>
City of Charlottetown	Sale of surplus property for \$1; assist with communication strategy in the community to support the approval of the facility
City of Summerside	Sale of surplus property for \$1; assist with communication strategy in the community to support the approval of the facility
CMHC	Provide mortgage insurance at favourable rates; provide incentives for green construction or retrofit; facilitate purchase of federal surplus property
Community organizations	Deliver services and programs for youth (life skills, employment preparation, education, recreation, etc); refer youth in need of assistance
Construction Association of PEI	Donate labour to the construction or renovation; provide skills development opportunities for youth
Credit Union	Provide mortgage financing at favourable rates
Department of Health and Wellness	Deliver services and programs for youth (addictions counselling, mental health, etc)
Department of Community Services, Seniors, and Labour	Funding partner for operations
Government of Canada	Surplus property potentially available for sale
High Schools	Refer youth in need of assistance; work collaboratively to provide flexible education programs
PEI Homelessness Partnering Strategy	Funding for upfront capital costs / downpayment / development costs
PEI Housing Corporation	Funding for upfront capital costs / downpayment / development costs; assist with communication strategy in the community to support the approval of the facility
PEI Transition House Association	Refer youth in need of assistance
Private companies	Participate in or lead fundraisers; make donations of startup materials (furniture, bedding, kitchenware, supplies, gardening materials, etc)
Province of PEI	Surplus property potentially available for sale
RCMP / Police services	Deliver services and programs; assist with communication strategy in the community to support the approval of the facility; refer youth in need

As noted earlier, **there may be potential to add a revenue stream from the provision of rental services, retail services, or commercial space within the development of each building.** This presents an opportunity to generate income which could be used to add additional services or programs, or to reduce the amount of the operating agreement with the provincial government. However, there will be additional upfront capital costs associated with any such enterprise, as additional space must be included in the property.

# 11. Communications Strategy

There are four components to a communications strategy for this project. The first concerns sharing the results of this study and the recommendations for implementation housing and support services solutions for youth age 16-18. The second concerns engaging youth and service providers in finalizing the details of specifically what the housing and support services offered will be. The third concerns obtaining support and buy-in from “the community” broadly defined, for the development of these facilities. The fourth concerns sharing the positive impacts and outcomes for the youth, their families, and the neighbourhoods, once the projects are up and running, and providing services. Each of these is discussed below.

## **Sharing the Results**

The first part of the communications strategy is to share the results of this study. A PowerPoint presentation with speaking notes has been prepared and can be used by the PEI Community Advisory Committee (CAC) to share the results with many different audiences. These include:

- The constituents of each member organization
- Municipal staff and council (Summerside, Charlottetown, Cornwall, Stratford)
- Deputy ministers and senior staff in each of the key government departments (Community Services, Seniors, and Labour; Health and Wellness, Attorney General and Public Safety)
- CMHC and PEI Housing Corporation

The focus of these presentations should be on the needs and the gaps that have been created in the current system. It should also point out the key issues in the business case – particularly for the provincial government department deputy ministers and staff.

Furthermore, a press release should be prepared and sent to all print and television media outlets. The press release should highlight the needs and point out that a community-based response is needed to provide integrated housing and support services.

Finally, there should be one-to-one discussions with potential non-profit organizations who might be willing and interested in taking the lead responsibility for implementing the recommendation to provide short to medium term housing for homeless youth age 16-18. The discussions should focus on what resources and support they may need to move forward with the project.

## **Finalizing the Details**

The second part of the communications strategy is to engage youth and service providers in fleshing out some of the design and structural issues, and service and program delivery issues, which should be taken into account when purchasing and renovating, or constructing, the new facilities.

To engage the youth themselves, there will be a need to find creative ways to solicit their input. The Charlottetown Boys and Girls Club, and the East Prince Youth Development Centre, could

take the lead role in each community. They could prepare a poster display about the issues and the suggested solution (a ten-bed facility), and solicit anonymous feedback from youth on issues related to design, layout, activities, services, supervision, and much more. It might also be possible to involve youth in custody at Youth Justice Services, in a similar manner.

In terms of the service and program delivery organizations, a single discussion group in each city could be hosted by the CAC to review the findings from this report specifically as they relate to the services that were requested and those that were provided, and explore ways to more formally align and organize the services available so that Program Staff at the facilities (when up and running) will be able to better coordinate the services for youth.

### **Building Alliances and Support**

The third part of the communications strategy is to build alliances and support for the housing development. This will take place once an organization has agreed to step forward to provide the housing and support services needed. It will be necessary to engage in a proactive communication campaign with a number of audiences:

- One audience is potential partners, as outlined in Section 9 of this report. Presentations showing the need and the draft plans will be needed.
- A second audience is the general public in each city, especially those in neighbourhoods where the housing facilities might potentially be sited. A key strategy in the campaign will be to invite speakers from other communities in Canada where similar facilities have been constructed, so that they can share their experiences about the non-impact of these facilities in their neighbourhoods. In addition, members of community organizations can lead or assist in the presentations about the need and the draft plans. They might also facilitate small table group discussions.

In both cases, if there are videos and testimonials (both from youth themselves but also from communities) that can be accessed from other communities, they should be used in the presentations.

In both cases, the issue of Not In My Backyard (NIMBY) will need to be addressed. CMHC has developed excellent resources which can be used to focus information and presentations to address NIMBY issues.

The media will be a key ally in getting a positive message out to the community. Press releases should focus on the evidence from research and other sources which show the non-impact of these facilities on neighbourhoods. Furthermore, arranging for stories to be prepared about the needs of youth themselves can have positive impacts.

### **Ongoing Success and Impact**

The fourth part of the communications strategy is to keep the positive momentum going once the facilities are open and operational. This could take on a number of forms, including videos about and by the youth themselves which document the positive impact of the facilities in advancing their quality of life. It might involve web-blogging by the youth themselves. An annual report

highlighting the number of successful youth (with a personal touch) will go a long way to keeping things positive.

Each year the media should be engaged to highlight successes. A protocol to establish an “anniversary date” story to document success and impact could be developed. An annual press release which provides the facts (number assisted, number of problems or incidents) and highlights a real success is needed.

Each year there should be some time of celebration to recognize one or more of the partners who made the facilities possible. Furthermore, there could be celebrations each year where youth who have successfully moved through the facility and had a positive outcome return several years later to share their positive outcomes with current residents of the facilities.

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## Appendix A Terms of Reference

The terms of reference for this project are as follows:

1. Conduct a brief literature review on successful practices in preventing and reducing homelessness among youth age 16-18, and for responding to homelessness for this group in the form various types of housing, programs, and services.
2. Based on the literature review, identify and conduct an in-depth analysis of two case studies or models of housing / programs / services / systems for this group in communities of similar size and jurisdiction of either or both Charlottetown and Summerside. The proponent will propose two or more potential case studies with the final selection of the two case studies for analysis to be made in consultation with and approval off the CAC. The **minimum expectation** in the analysis of the two case studies is a multi-document review of each, and at least two interviews with key persons involved in management or delivery of the housing and/or services in each case study.
3. Complete a basic review and analysis of appropriate secondary data related to the youth population. This may include, for example, an analysis of recent census data showing trends in the number of youth in this age group in each of the locations, as well as projections into the future. It may involve a review of school enrolment data, or other appropriate data, as suggested by the proponent. This task and analysis is necessary to provide context for the magnitude of the needs that are to be identified in subsequent tasks.
4. Complete a situational analysis of the support structure for youth-at-risk and homeless youth in the Province of PEI, including an identification of gaps in the systems. This should include, but not be limited to, an assessment of the roles of: Child and Family Services; Income Support; Youth Justice; Transition House Association; Provincial Adolescent Group Home; Small Options services; Boys and Girls Clubs; East Prince Youth Development Centre.
5. Review the following key documents:
  - a. Project No Gang report / review.
  - b. PEI Housing Corporation needs assessment.
  - c. Residential Services review.
  - d. Child Protection Act review.
  - e. Small Options report.
  - f. East Prince Youth Development Centre annual report.
  - g. Youth Addictions Strategy.
  - h. LEAP/Wraparound program reports.
  - i. Others as identified.
6. Analyze recent historical (the last three years ending March 2009) caseload information from a variety of organizations. The CAC will arrange for this to be delivered to the proponent. It is expected that information will be available from the following, from both Charlottetown and Summerside offices of each:
  - a. Child and Family Services (Child Welfare)

- b. Income Support
  - c. Transition House Association
  - d. Youth Justice
  - e. Salvation Army
  - f. Each of three high schools (Colonel Gray and Charlottetown Rural in Charlottetown; Three Oaks in Summerside)
7. Conduct interviews with key stakeholders to develop a preliminary assessment of the total number of youth who are potentially homeless or at-risk, their range of housing and programs / services needed, and the means by which each stakeholder has identified or tracked these numbers and the needs. While obtaining some rudimentary numbers will be important, equally if not more important will be to obtain information about the housing and life context for the various youth with whom each has contact, the kinds of responses provided, the referrals that are made, and so on. Approximately 20 interviews in total are required, involving representatives in Charlottetown and Summerside. The CAC will provide names and contact information to the proponent. At a minimum, the following must be interviewed in both Charlottetown and Summerside, unless otherwise noted:
- a. School support services teams in each of the high schools
  - b. Youth Justice Services
  - c. PEI Family Violence
  - d. Income Support
  - e. Child & Family Services
  - f. Mental Health Services
  - g. Boys and Girls Clubs
  - h. Salvation Army
  - i. Probations
  - j. East Prince Youth Development Centre (Summerside only)
  - k. Others as identified by the proponent, the CAC, or those interviewed
8. Review existing in-take forms / data collection tools employed by various departments, agencies, and organizations. Propose a modified / new in-take form that could be employed by screens, front line workers, and others to collect information in a consistent manner on a “go-forward” basis for a 4-month period. This will aid in the estimation of the number of youth 16-18 in need of transitional housing, supports, and services. This new in-take form will be developed in consultation with service providers. The proponent will work with the following organizations (i.e., provide some basic orientation, if necessary, respond to e-mails or phone calls, if necessary) to facilitate the implementation of the in-take form by their staff, and to receive back the data after the four month period for analysis. The data collection will ideally take place from Mid June to Mid October):
- a. Income Support
  - b. Child & Family Services
  - c. Mental Health
  - d. Youth Addictions
  - e. Youth Justice
  - f. Probation Services (Youth)
  - g. Transition House Association

- h. Salvation Army
  - i. East Prince Youth Development Centre
  - j. High schools
9. Conduct five focus groups:
- a. One each in Charlottetown and Summerside with stakeholders (representatives of government departments and agencies, community organizations, NGOs, etc) to discuss preliminary findings and options. At these two focus group sessions it is expected that the proponent will give a brief report (verbal and a one or two page handout) to the participants on work completed and preliminary findings.
  - b. Two in Charlottetown and one in Summerside with a small number youth age 16-18 (maximum of six in each focus group) to obtain their input into their needs.
10. Develop a typology or range of needs and potential responses. Identify the specific “niche” or workable opportunity for a community-based response in each of Charlottetown and Summerside.
11. Develop a business case for each of the proposed community-based responses (one in Charlottetown and one in Summerside). The proponent must research and document the range of liability issues and offer solutions to the challenges associated with legal liability, which corresponds to each of the proposed community-based responses.
12. Prepare a draft final report which contains the following information:
- a. Introduction
  - b. Methodology
  - c. Summary of literature review and case studies
  - d. Overview of situational analysis
    - i. What is currently available / provided (housing, services, programs)
    - ii. The gaps and how “we” got to this point
    - iii. The costs of not acting on this issue
  - e. Conceptual diagram / sketch showing the range of needs and responses
  - f. A need and demand analysis (for each of Charlottetown and Summerside)
  - g. A proposed community-based response (for each of Charlottetown and Summerside)
  - h. A business case for each of the proposed responses, including expenses and revenue sources (capital, operating, per diems, emergency funds, etc)
    - i. Financial sustainability plan for the proposed facility or structure and/or suite of programs and services (over a 15 or 20 year time period)
  - i. Partnership opportunities
  - j. Communications plan / strategy
    - i. Audience / Key message(s) / Medium or media
  - k. References / bibliography
  - l. List of interviewees
  - m. List of focus group participants (stakeholders only, not youth)
13. Revise the draft report and submit a final report.
14. Prepare and deliver a presentation to the CAC not more than 14 days after acceptance of the final report.

## Appendix B List of Interviews

### *Charlottetown*

Chandler, Barry. Residential Services Coordinator, Child and Family Services, PEI Department of Community Services, Seniors, and Labour.

Creed, Bob. Assistant Director, Social Programs, PEI Department of Community Services, Seniors, and Labour.

Fleming, Bill. Affordable Housing Coordinator, Pharmacy, Housing, Dentistry & Seniors, PEI Department of Community Services, Seniors, and Labour.

Forbes, Meighan. Financial Assistance Worker, Social Programs, PEI Department of Community Services, Seniors, and Labour.

Jenkins, Rhea. Assistant Social Assistance/Disability Support Coordinator, Social Programs, PEI Department of Community Services, Seniors, and Labour.

Keenan Doyle, Marie. HYPE Program Coordinator, John Howard Society of PEI.

Lutes, Glenda. Manager East, Youth Justice Services, PEI Office of the Attorney General and Public Safety.

MacEwen, Maureen. Child Protection/Youth Services Coordinator East, Child and Family Services, PEI Department of Community Services, Seniors, and Labour.

Matusiewicz, Phil. Executive Director, PEI Family Violence Prevention Services Inc.

Morrison, Sean. Team Leader / Program Planner, Provincial Youth Substance Abuse and Addiction Treatment Program, PEI Department of Health and Wellness.

Mullins, Michelle. Community Youth Worker, PEI Youth Centre, PEI Office of the Attorney General and Public Safety.

O'Brien, Krista. Executive Director, Charlottetown Boys & Girls Club.

Ridgeway, Ellen. Manager, Anderson House, PEI Transition House Association.

Thornhill, Carletta. Community and Family Services Officer, Salvation Army, Charlottetown.

Sanderson, June. Counsellor, Charlottetown Rural High School.

Stanley, Rod. Coordinator, Youth Substance Use and Addiction Project, Primary Care, PEI Department of Health and Wellness.

Wight, Darrel. Youth Justice Worker, Youth Justice Services, PEI Office of the Attorney General and Public Safety.

***Summerside***

Arsenault, Roma. Associate Executive Director, Canadian Mental Health Association- PEI Division.

Costa, Frank. Executive Director, Community Connections.

Finkle, Paula. Manager West, Youth Justice Services, PEI Office of the Attorney General and Public Safety.

MacIsaac-Buchanan, Lila. Team Leader/Employment Facilitator, East Prince Youth Development Centre.

Montgomery, Marj. Community and Family Services Coordinator, Salvation Army, Summerside.

Rendell, Jason. Assistant Supervisor, Social Assistance & Disability Support Programs, Social Programs, PEI Department of Community Services, Seniors, and Labour.

Richardson, Andrew. Reverend, Trinity United Church.

Thomas, Cory. City Councillor, City of Summerside.

## Appendix C Case File Information Sheet

July 1, 2008 to June 30, 2009; and September 1, 2009 to November 30, 2009

For persons age 16-18 only and for who requested / needed some type of assistance: If there is/was any doubt about the suitability of the housing situation for the youth in question, please include.

1. Gender of the youth:

- Male
- Female

2. General address / community of the youth:

- Charlottetown area (City of Charlottetown plus Cornwall and Stratford)
- Rural areas outside of Charlottetown
- Summerside area (City of Summerside only)
- Rural areas outside of Summerside
- Transient, non-resident of PEI, here for a "short term" (less than one month)
- Transient, non-resident of PEI, here for a "longer term" (more than one month and possibly wanting to move here permanently)
- Unknown

(The dividing line for "rural areas" is Hunter River / Crapaud area running north-south – east of this is "rural outside Charlottetown", west of this is "rural outside Summerside")

3. Did the youth self-identify (or did the caller identify the youth as) as an Aboriginal person?

- Yes
- No
- Unknown

4. Does this youth have dependants?

- Yes If yes, how many? \_\_\_\_\_
- No
- Unknown

5. If this youth has dependants, do they also require housing?

- Yes
- No
- Unknown

6. Who made the call for assistance for this youth?

- |  |  |
|--|--|
| <input type="checkbox"/> Youth him/herself                     | <input type="checkbox"/> School staff person |
| <input type="checkbox"/> Parent                                | <input type="checkbox"/> Friend              |
| <input type="checkbox"/> Caregiver                             | <input type="checkbox"/> Other (specify)     |
| <input type="checkbox"/> Extended family member                | <input type="checkbox"/> Unknown             |
| <input type="checkbox"/> Professional (doctor, counselor, etc) |  |

7. Reasons for the call / request for assistance (check all that apply):

- Conflict with parents

- € Parents / caregivers refuse to resume custody
- € Lack of parenting skills of the parents/guardians
- € Abandonment of the youth
- € Youth is victim of physical abuse or domestic violence
- € Physical abuse / domestic violence by the youth towards parents / caregivers / others
- € Youth is a victim of sexual abuse
- € Youth engaging in risky / dangerous behaviours
- € Addiction / substance abuse problems
- € Unsuccessful treatment of addictions
- € Hospital discharge with no place to reside
- € Other (list)

8. What specific shelter or housing assistance did they request / was discussed with the caller?

- € A bed or place for the night
- € A short term place to stay (for less than one month)
- € A long term place to stay (for more than one month)
- € Money for hotel, shelter, or to compensate family / friends / others for shelter
- € No specific shelter or housing assistance requested
- € Other (list)

9. Was the assistance to secure housing provided?

- € Yes
- € No
- € Unknown

10. If yes, what specific type of assistance was offered?

11. If yes, for how long was this assistance provided? (number of days, weeks or months)

12. What specific services other than housing assistance did they request / was discussed with the caller? (check all that apply)

- |  |   |
|--|---|
| € Income / money                           | € Safety / protection from abuse            |
| € Food                                     | € Have a prescription for medication filled |
| € Addictions treatment                     | € Transportation                            |
| € Job / employment search                  | € No specific request                       |
| € Learning / school                        | € Other (list)                              |
| € Need for / requesting an agent / trustee |   |

13. Was the assistance or service provided?

- € Yes (describe each that was provided)
- € No
- € Unknown

14. If yes, for how long was the assistance or service provided?

15. Did they make an inquiry at any other government department or agency or with any other potential service provider?



- € Yes
- € No
- € Unknown

16. If yes, list the name(s) of the departments, agencies, or organizations – be as specific as possible.

17. Was the individual referred to any other government department or agency or to any other potential service provider? (either at the time of the call or subsequently, including instances where you have worked with other departments or agencies or service providers to find a solution for this person)

- € Yes
- € No
- € Unknown

18. If yes, list the name(s) of the departments, agencies, or organizations – be as specific as possible.

19. From the time this person turned 16, was this the first contact made by this person (or on behalf of this person), or is this a repeat contact (regardless of who made the contact)?

- € New
- € Repeat contact

20. Did this youth exit from being in the care of the Director of Child Welfare in the three months prior to the call?

- € Yes
- € No
- € Unknown

We wish to record the housing / residence status of the youth in question. In some cases when they call (or someone calls on their behalf) they have left their usual place of residence and are in a temporary situation and in need of help. These are two different housing / residence situations, and we want to record both in the following two questions. For example: At the time of the call the individual may have left their family home and be calling from a friends' home where they have been staying for a few days – this is two different scenarios. Record them separately as noted in each of the two questions that follow.

21. What was residence status of the youth at the time of the call?

- |  |   |
|--|---|
| € Living at home with parents  | € No permanent home (couch surfing, moving from place to place) |
| € Living in foster care  | € Living in Alternative Residence Program (Corrections)         |
| € Living with extended family / caregivers   | € In custody (Corrections)                                      |
| € Living in a group home   | € Not known   |
| € Living on their own  | € Other (specify  |
| € Living with others (friends, etc)  |   |
| € Absolute homelessness (living on the street, living in a vehicle, living rough such as tenting, etc) |   |

22. What was residence status of the youth in the immediate period prior to the call (what was their most recent, usual living arrangement)?

- |                               |                         |
|-------------------------------|-------------------------|
| € Living at home with parents | € Living in foster care |
|-------------------------------|-------------------------|

- € Living with extended family / caregivers
- € Living in a group home
- € Living on their own
- € Living with others (friends, etc)
- € Absolute homelessness (living on the street, living in a vehicle, living rough such as tenting, etc)
- € No permanent home (couch surfing, moving from place to place)
- € Living in Alternative Residence Program (Corrections)
- € In custody (Corrections)
- € Not known
- € Other (specify)

23. What was the school attendance status of the youth at the time of the call?

- € In school – high school
- € In school – other (specify)
- € Not in school – suspended
- € Not in school – not attending / enrolled
- € Not in school – working
- € Unknown

24. What was the employment status of the youth at the time of the contact?

- € Employed full time
- € Employed part time
- € Not working
- € Unknown

## Appendix D Case Studies

### Barnett House: Campbell River, BC

#### Introduction

Barnett House is a supported, transition house for youth ages 16-19 who are homeless or at risk of homelessness in Campbell River, British Columbia; a city of approximately 29,572 people (Statistics Canada Census 2006). Barnett House and its associated programming are nested within a broader “Independent Living for Youth” program which has the mandate to “establish safe, affordable and supported housing for youth”. Barnett House opened in September 2008 after a building in the community



was bought and renovated with help from youth who would eventually become tenants. It is owned and operated by the John Howard Society of the North Island (JHSNI), in partnership with the BC Ministry of Children and Family Development.

#### Background

Barnett House was created primarily because the JHSNI had a number of youth housing programs already in place that were difficult to sustain, particularly an apartment subleasing program. The JHSNI leased apartments in the community under the Society’s name, which the youth tenants sublet. This process was found to be attractive to both youth and landlords; however, the Society experienced issues such as apartment damage and was worried about jeopardizing its reputation as a respected service provider. The JHSNI decided that it should buy and manage its own youth housing property. The Society sought a small property to avoid negative public perceptions around “youth housing” and the transaction was quick after a “drug house” became for sale in the community. Given the nature of the previous building tenants, the public was very happy with the takeover and its intended use.

There was community support and buy-in for the project from the beginning; however, there were different visions of what a youth housing program in Campbell River should look like. Many felt that it should be everything: a drop-in centre, an emergency shelter, and a longer-term residence. It was decided that all of these services could not be accommodated in one facility and the transitional housing option was chosen as its focus. Renovations were made, with funds from a BC Housing and Social Development grant, to the existing structure with the premise that “if we make it nice, the youth will keep it nice”, and it will continue to be a positive asset in the community. The renovations prompted positive feedback from neighbouring residents and businesses.

Youth support programs in general and Barnett House in particular, have had enormous support from the current BC Government. The government has been very proactive and visionary in understanding the value of short-term costs of program development versus the long-term costs of continuing to deliver ineffective programs. A cost analysis was nonetheless undertaken in order to demonstrate to the government the financial efficiency, especially given current government deficits. As a result, a collaborative partnership between JHSNI and the BC Ministry of Children and Family Development (MCFD) and the Ministry of Housing and Social Development (MHSD) was formed, and an official protocol/memorandum was agreed upon. Barnett House could not exist in isolation of the Independent Living for Youth Memorandum of Understanding between MHSD, MCFD, and the JHSNI, particularly because the youth are dependent upon the income assistance they receive from either ministry to stay at Barnett House. The memorandum outlines the collaborative process that MHSD, MCFD and JHSNI must follow when assessing the youth for financial assistance and making housing/program recommendations. Each youth that approaches the Ministry or JHSNI must meet and consult with the JHSNI Independent Living Youth Worker before decisions are made concerning financial and housing assistance.

Any youth who apply for Underage Financial Assistance or a Youth Agreement to live independently of their families:

- Must be 16 years of age or older
- Demonstrate need for independent living support
- Exhibit two or more high risk behaviors

This process is facilitated by the Ministry of Human Resources (MHR). The procedures for MHR Entry are as follows:

- Use of a formal intake form
- Youth contact JHS Youth Worker to begin an eligibility assessment to explore service needs of youth and family and facilitate discussion about service alternatives
- Youth Worker to complete intake form, assess youth's immediate needs and assist development of an immediate plan if needed
- Youth provide consent to release of confidential information form
- Assessment also includes Assessment of Family documents, face to face meeting with parents (when available) and completion of Parental Assessment document, and completion of a collateral contact with MCFD and others
- Youth Worker to prepare report regarding youth's and family's need
- Youth Worker to forward application for income assistance (if youth goes ahead with application) to appropriate financial assistance worker, and in cases of a referral for a Youth Agreement, Youth Worker will forward report to MCFD social worker
- Financial assistance worker will assess eligibility and review JHS assessment, contact parents to discuss financial contributions (if any), obtain consents and seek approvals
- If income assistance is approved, a financial assistance worker will assist youth in Employment Plan for Independence that includes expectation that youth will work with JHS
- JHS will establish a service plan consistent with Employment Plan and formally keep contact and progress notes.

- Discontinuing benefits will occur only after all efforts are made to engage the youth in their Employment Plan.

## **Housing**

Barnett House has five bachelor apartments and one office. Each apartment has a full bathroom with a shower, stove, fridge, twin bed, dresser, kitchen table with two chairs, love seat and chair, bookshelf, coffee table and TV. The hydroelectric, water, cable and local phone bills are included in the youths' monthly rent of \$500 (plus a \$250 damage deposit). Youth are encouraged to personalize their apartment by choosing colours and their bedding (which they take with them when they move on to their next housing arrangement). The House is conveniently located on a bus route and youth can easily walk to shops, a laundromat, schools, and recreation and health facilities.

There is an in-depth assessment and screening process (the Independent Living Program, as outlined in a memorandum among the partner agencies), including an interview, that program applicants must go through before being accepted into Barnett House. It is, however, a very low-barrier entry process. The Independent Living Program assessment takes approximately one week to complete depending on length of time it takes to identify individual situations; issues, service needs, family home conditions, funding and other alternative housing possibilities (options other than living at Barnett House). If Barnett House has no vacancy the staff assists in arranging alternative housing, either finding a suitable apartment or connecting youth with family or friends.

The House and its programming are best described as being semi-structured. There is no 24-hour on-site manager or supervision. Tenancy at Barnett House is not covered under the Residential Tenancy Act and therefore tenants live under the guidelines of the JHSNI's Supported Independent Living for Youth (SILY) Program. There are no drugs and alcohol allowed on the premises, however there is no "abstinence policy". The youth are allowed to have one visitor at a time at their apartment, but not allowed to have overnight guests. There are security cameras installed in common/public areas of the house and footage is viewed on a random basis. This provides youth with an opportunity to learn about risk. There is a three-step warning system in place for violations—one verbal and one written warning and then youth are asked to leave following a third violation. As of September 2009, this system was being reviewed and potential changes may include asking youth to leave for a specific period after which they may return. The severity of an infraction will dictate an early exit from the program and the length of time before the individual may return. A youths' "record" is wiped clean and they have a fresh start after every three months without violation. Staff feel that this process teaches the youth to earn trust and it also rewards good behaviour.

## **Services**

Program services are offered through an Integrated Case Management approach that is client-centered, and encourages "interdependence" (not independence) and maintenance relationships (not necessarily reintroduction) with parents, families and foster families. Individual needs assessments and service plans are created with the youth that actively work toward achieving

long-term goals and short-term needs. These are met through activities such as education, pre-employment training, job searching, volunteer work, and employment opportunities. The youth are required to either be attending an educational program or be employed. Each youth identifies three goals that they wish to work toward over the course of their stay. These goals are supported by the Youth Worker who meets once per week with each youth to ensure their progress. Every three months the youth and the Worker have a review conference in order to reflect on and evaluate the process and the youth's progress. At this time, adjustments are made where necessary by both the youth and the staff/programming.

This transition process was developed based on best practices, documented theories, and a logic model that included inputs, outputs and outcomes. All program pieces have to match the model and be approved in consultation with the Steering Committee. Furthermore, the personalized case planning component was designed with the aid of the previous Project Manager's experiences as a teacher involved in individualized education planning.

In addition to making progress toward their three goals, the youth get help and advice with scheduling and meeting their medical appointments, grocery shopping, meal preparation, personal hygiene, laundry, budgeting, and apartment care and upkeep. Through meeting these needs, the youth are engaged in problem solving and life skills training.

During the summer months when the youth are out of school and have more idle time, there are necessary changes to the House supervision and programming. In the summer, the program is focused on the social needs of the youth in order to foster their natural developmental stages—youth being at a very particularly social stage.

Barnett House also offers many on-site services throughout the year including alcohol and drug counseling, parent/family mediation, and youth justice services. Although the Society offers most of its own services on-site, it does connect the youth with other service providers in the community.

The length of stay at Barnett House is variable; however, each youth and their case plan is reviewed every three months. The length of stay for current (Summer 2009) tenants ranges from two months to one year. After program completion, the youth have continued access to support in their transition to independence the SILY Program that provides safe, supportive, affordable and temporary housing. Through SILY, the JHSNI sublets apartments to youth and provides programming with more privileges and less supervision.

## **Management**

JHSNI is a not-for-profit society governed by a board with an Executive Director. Barnett House is one of many programs under the JHSNI and is managed under a Community Program Manager in collaboration with a multi service/agency Steering/Screening Committee that evaluates potential youth applying to enter Barnett House. The Board sets the overall direction of the JHSNI while the Steering Committee deals specifically with the operations of Barnett House. The Board meets monthly and the Steering Committee meets every 4 to 6 months to review progress and make suggestions for needed changes. The House itself also has a Staff/Youth

Worker (Supported Independent Living Coordinator) who works days and one evening a week in an office located in the building.

The funds for the house maintenance and upkeep come from youths' monthly rent, while the Youth Worker salary is contributed by the Ministry of Family and Health (Child Protection). Liability and insurance costs for Barnett House are not a large concern because the JHSNI already has a large insurance policy for other programs and therefore there is only a (relatively) small cost increase to add Barnett House.

### **Summary and Lessons Learned**

Barnett House is a unique youth transition house model in that it does not provide tenants with 24-hour on-site supervision. The Society investigated the operations of other similar homes in the province and found that for the type of housing they were offering 24-hour supervision was not necessary or effective because the youth are engaged in programs and “life”. Staff at these other facilities were often found to be looking after an empty building. Also, 24-hour supervision tended to create an atmosphere of a “group home”, not the feel the John Howard Society North Island wanted to portray.

Those involved with the development and operation of the House feel that the Board took on a large (but needed) risk in pursuing this project and that there was initially a lot of fear around the idea of housing youth in an apartment complex without an on-site manager and supervision. The “three-strikes-and-you’re-out” regulation was put in place to combat this fear. It was learned, however, that this procedure caused a lot of stress for the youth – both good and bad stress. The “good” stress is that it may contribute to ensuring that the youth follow the house rules, but the “bad” stress is that, for some, it causes anxiety around fear of making mistakes and being asked to leave. This anxiety is added to their other issues and the staff are conscious of adding extra stress to youth that may inhibit their program progress.

Barnett House managers and staff also find their supervisory and enforcement role very difficult, and often struggle with discretion when it comes rule breaking. Many infractions are not black and white. For example, if staff smell drug use they have to take into account many considerations—Is someone using illegal drugs versus drugs that are not often enforced by BC authorities (marijuana)? Is someone in possession, or perhaps trafficking? Is it a visitor? Staff often find themselves weighing many considerations, such as what the law permits, the rights and freedoms of the youth, and House policies. The transition program often represents a trade-off between many of the youths' legal rights and freedoms, and safe, effective housing. The more transparent the house staff is about this trade-off, the easier the youth accept it. They know that there are alternatives to living at Barnett House and they must make that decision to participate fully.

Staff have been surprised at the low turnover rate of youth in the program, particularly the relatively few early exits due to policy breaching. Because of the in-depth screening process that one must go through in order live at Barnett House, many youth see it as a great accomplishment that they have been accepted into the program and therefore take pride in their earning a place.

Those involved with the development and operation of Barnett House feel that there is still a need for an emergency shelter in the community of Campbell River. An emergency shelter would service not only the homeless and those at risk of being homeless, but also the tenants of Barnett House when they choose not to come home. Though the program does not have a drug and alcohol abstinence policy, youth with problematic behaviors resulting from drug and alcohol use off the premises are asked not to return to the House. Under these circumstances, they need a place to stay.

Although Barnett House has only been open and operating for one year (as of September 2009), the program is considered a success. A total of eleven youth have passed through the facility, with four successfully completing their individual programs. Three of these have moved on to the next stage of independence by moving into a JHNSI SILY unit (an individual apartment rented by the Society in a private apartment building, offering more independence for the youth). It will continue to be successful for as long as the current government support (funding) and collaboration remains in place.

### **People Interviewed and Resources Reviewed**

**Lori McKeown**, Barnett House Program Manager, John Howard Society of North Island.

**Gary Hartford**, Former Barnett House Program Manager and current Youth and Family Alcohol and Drug Counsellor, John Howard Society of North Island.

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## Miramichi Youth House Inc.: Miramichi City, NB

### Introduction

Miramichi Youth House (MYH) Inc. is a transitional youth shelter and youth drop in resource centre located in Miramichi, New Brunswick; a city of approximately 18,129 people (Statistics Canada Census 2006). While the MYH focus is to serve the youth of its immediate community, it receives referrals and accepts clients from across New Brunswick (and even Nova Scotia) because it is the only co-gender facility for youth in the age range of 16-19 in the Province. The MYH first opened in 2002 but closed in 2004 after the end of a government operating grant. The House reopened later in 2004 with the dedicated support of many area residents and the greater Miramichi community. This support took the form of volunteer capacity to fundraise, renovate and furnish the existing structure, and maintain the current operations and premises. The MYH is an incorporated not-for-profit organization and an excellent example of a community-based, charitable, non-profit housing model.



### Background

In 2000, the Miramichi Youth Services Partnership (including Human Resources Development Canada, Department of Family and Community Services, Department of Public Safety, School District 16 and Miramichi Youth House Inc.) undertook the “Miramichi Youth Needs Research Project” to identify the need and demand for, and the supply of, youth services within the community. A youth survey and a youth forum helped to identify the profile of the target service group. An earlier focus group (conducted in 1999 by MYH) investigated the issue of homelessness with the youth in the area. The research project included the capital and operational cost projections, and outlined a funding program to support them. Based on the assessment, it was recommended that the Board of Directors establish a committee to search for and acquire a facility as soon as possible or to renovate an existing structure.

The general consensus was that there was a gap in services offered by the Department of Social Development (then known as Family and Community Services) for those between the ages of 16 and 25. By age 16, the youth are too old for foster care and their financial assistance starts to decrease as they approach age 20. It was decided however that the range of 16-25 years old was too large to provide housing for, especially if the House was to be a co-gender facility. The committee felt that it was not safe to potentially house a 16 year old female in the same facility as a 25 year old male. The committee decided on the range of 16-19 years old, with allowance until the 20<sup>th</sup> birthday in order to accommodate those youth that may need extra time to finish school programs (as many youth in this group are often one to two years behind their peers).

While there is no formal application or entry process to MYH, staff receive referrals from multiple sources in the community, including Probation Services, social services, churches,

police, and the local youth centre. Some youth also self-refer. MYH has strong partnerships with these and other agencies and groups, including Miramichi Regional Hospital, the Public Health Office, the New Brunswick Community College (Miramichi campus), the Regional Development Corporation, the RCMP, Addictions Services, District 16 School Board, Salvation Army, and the City of Miramichi. Many of these organizations provided formal letters of support for the initial project (and its re-opening), and they also provide MYH with services on and off site. For example, the Miramichi Regional Hospital offer youth access to addiction services; the Public Health Office provides personal health services; area churches and businesses offer volunteer opportunities for the youth; the New Brunswick Community College fundraises, provides job placements and shadow opportunities at MYH for its students and invites MYH staff to speak at the college; and area schools often waive many fees (e.g., student, graduation, prom) for house tenants.

The house is owned by the New Brunswick Housing Corporation (within the Human Resources Division of the NB Department of Family and Community Services), and it also holds the mortgage. MYH does not make mortgage payments so long as it continues to operate the facility for its intended purpose. MYH has an operating budget of approximately \$200,000. Operations are funded annual contributions from the Department of Social Development and by the Regional Development Corporation, but there is a need to make application for this funding support each year. In addition, the City of Miramichi (\$12,000) and two local churches (\$7,500) contribute to the annual operating costs. A variety of fundraising efforts and the rental income from three apartments (rented to Assisted Living clients of the Department of Social Development) on the second floor of the building helps round out the operating budget.

Insurance and liability is one of the largest expenses for MYH. In order to transport youth there are additional insurance costs. The driver must have a “6A” endorsement on their personal insurance (comparable to taxi insurance) and \$1 million liability coverage. They have managed to lessen the facility insurance by retrofitting energy infrastructure (by adding solar panels and decreasing the number of windows) in partnership with a local business. As a result, MYH became the first house in the City with solar paneling—a mutual benefit for the house and the contractor who could now advertise MYH as a “model home”.

## **Housing**

The House itself is two levels with 4,000 sq ft of living space. There are six beds for youth aged 16-19; however, staff do whatever they need to do to accommodate referrals and walk-ins, and often take in more than its “capacity” by double-bunking, making extra beds, and offering couches. In the fall of 2008, the facility housed up to 11 youth at one time. Though the House is a transitional program, youth may use the facility as an emergency shelter or as a longer-term stay option. Typically, the average length of stay is about three months. There is often a higher demand for more longer-term housing and services during the school year. The number of referrals/entries increases in the fall when there tends to be an increase in family pressures (e.g., concerning school attendance issues, or parenting issues, etc.). Each fall, the House focus is on school success for the youth. As a consequence, tenants must sign a contract that obliges them to finish grade 12. During the summer months, the atmosphere in the House is more relaxed, with more focus on social activities and outings.

## **Services**

The House has 24 hour in-house supervision and services. When youth enter, they are subject to a seven day in-house suspension that allows House staff to assess each youth and their situation. The focus of the staff is aimed at providing services to meet basic needs and daily maintenance of the youth. Initially, youth may need assistance in finding clothing and personal hygiene products; then in applying for financial aid, booking and meeting medical appointments, connecting with family (if possible); then getting back to school, and / or looking for employment. After these basic needs are met, the services of MYH focus on developing life skills.

Each youth is required to choose three goals that they work on throughout their stay (i.e. complete grade 10 and pass all classes, find a job, reconnect with a family member). From September through June, they host guest speakers at the house to familiarize the youth with the people / faces in the community who offer services that they may need to access. They engage the youth in talks / discussions / sessions on various topics including anger management, smoking cessation, budgeting, respect / manners, and personal hygiene, etc. Youth can also access PLATO—an online schooling portal for youth who are unable to attend public school (i.e. because of behavioural or social issues).

In addition, the House has a youth drop-in resource centre component that is accessible to all youth aged 16-19, regardless of whether or not they are housed at MYH.

MYH is determined to offer housing and services in an environment that mirrors a family atmosphere to the extent that is possible. In this environment, youth are encouraged to develop as if they were growing up with parents and siblings while learning life skills through sharing responsibilities, facing proper consequences and having authoritative but respecting and nurturing role models. Tenants are responsible for their daily living situation and are actively engaged in the daily routine of the house, including cooking, cleaning, and maintenance.

## **House Management**

MYH is operated by a Board of Directors with five volunteer members, but with no Executive Director (because the cost of such an employee is prohibitive). The board typically consists of retired community residents, each doing “what needs to be done” but with some “call of duty” or roles depending on their background, skills and personal objectives. The Board looks after “keeping the House open” through decision making on larger operating issues, fundraising, accounting, maintenance, and health and safety. They meet once per month for a House update with the Staff Manager. The Board is very involved with the youth at the House. They often participate in activities and holiday meals. They feel that it is important to be visible and active, and to establish a trusting relationship with the youth.

While the Board keeps the House open, the six staff ensures the “running of the House”. There is typically one full-time staff person – the Case Manager (also the Staff Manager). The program staff are very young (often recent college or university graduates), which has worked out very well for MYH. The youth appreciate, get along with, and can often relate to younger workers

more so than older workers. This results in strong and trusting relationships between the youth and MYH staff. The age range of the staff has created some staff retention challenges as most use it as a first work experience before moving on to another opportunity.

While on shift, each worker must keep progress notes that document the details of the youths' daily activities and behaviours: what they eat, hygiene, appointments, and communications (i.e. with whom, how, for how long, etc.). This documentation is helpful in understanding each youth's situations, issues, emotions and behaviours, and helps to inform decisions about individual cases.

House policies include common sense rules. Youth are to remain drug and alcohol free while residing at MYH. If youth have a history with drug and alcohol use and abuse, individual cases are assessed for severity and services such as Alcoholics Anonymous may be recommended and supported. After continued abuse, youth may be referred to Addictions Services for more direct counseling assistance.

### **Summary and Lessons Learned**

The Miramichi Youth House is a community-based effort to serve homeless youth, or those youth who are at risk of becoming homeless, of the Miramichi region and the whole of New Brunswick. It has struggled to remain open, requiring varying sources and amounts of funding in recent years. However, MYH can attribute its development and success to the endless effort of many community volunteers, and to the community support it receives. It does, however, continually seek government funding. Those involved with the MYH advise others that a feasibility study, a demand for services and an actual facility, does not guarantee that government will fund, or continue to fund, a project.

Those involved with the development and running of MYH feel that a successful youth housing project must:

- Truly and honestly assess closely the needs and wants of the target youth.
- Personalize the house with things that youth are interested in; keep it youth centered, up to date and “cool”, and provide activities that they will want to partake in.
- Be family oriented. There is a need to “raise”/develop the youth in a home / family setting with opportunities to learn through participation and sharing.
- Have the youth be involved in the daily routine of the house operation.
- Ensure consequences for actions as any other youth would.
- Have trained staff who do not take youths' behaviours / actions personally.
- Have workers and house rules that are flexible and not “black and white”. There needs to be room for flexibility depending on youths' situations and the type of violations.
- Be engaged in things that are going on in youths' lives (have birthday parties, baby showers, graduation parties, holiday meals, etc.).
- Secure sustainable funding to allow staff, Board, and volunteers to focus on the house operation and the needs of the youth.

## **People Interviewed and Resources Reviewed**

**Sharon Russell**, Co-founder and Board of Directors (Treasurer), Miramichi Youth House Inc.

**Gail MacKinley**, Case Manager and Staff Manager, Miramichi Youth House Inc.

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## Appendix E Historical Case File Data Tables

The data tables are organized into two groups. The first set of tables shows the summaries for the cases organized into two groups – Charlottetown area (city and eastern rural PEI); and Summerside area (city and western rural PEI). The second set of tables shows the summaries for the cases organized into three groups – Charlottetown city; Summerside city; and rural PEI.

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Demographics</b>						
<b>Gender</b>	<b>203</b>		113		90	
Male	<b>92</b>	<b>45.3%</b>	56	49.6%	36	40.0%
Female	<b>111</b>	<b>54.7%</b>	57	50.4%	54	60.0%
Aboriginal	<b>15</b>	<b>7.4%</b>	9	9.9%	6	5.4%
Pregnant	<b>18</b>	<b>16.2%</b>	2	4.4%	16	24.2%
<b>New Contact</b>	<b>157</b>		59		98	
New Contact	<b>113</b>	<b>72.0%</b>	37	62.7%	76	77.6%
Repeat Contact	<b>35</b>	<b>22.3%</b>	15	25.4%	20	20.4%
<b>Exited from Child Welfare</b>	<b>200</b>		108		92	
Exited from Child Welfare	<b>21</b>	<b>10.5%</b>	12	12.4%	9	9.0%
<b>Education</b>	<b>202</b>		109		93	
High school	<b>84</b>	<b>41.6%</b>	41	37.6%	43	46.2%
Other school	<b>8</b>	<b>4.0%</b>	7	6.4%	1	1.1%
Suspended	<b>11</b>	<b>5.4%</b>	8	7.3%	3	3.2%
Not attending	<b>50</b>	<b>24.8%</b>	21	19.3%	29	31.2%
Working	<b>6</b>	<b>3.0%</b>	4	3.7%	2	2.2%
Unknown	<b>43</b>	<b>21.3%</b>	28	25.7%	15	16.1%
<b>Employment</b>	<b>202</b>		109		93	
Full time	<b>10</b>	<b>5.0%</b>	7	6.4%	3	3.6%
Part time	<b>18</b>	<b>8.9%</b>	17	15.6%	1	1.8%
Not working	<b>124</b>	<b>61.4%</b>	51	46.8%	73	74.1%
Unknown	<b>50</b>	<b>24.8%</b>	34	31.2%	16	20.5%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b><i>Residence and Contact</i></b>						
<b>Residence Status</b>						
<b>At Time of Call (does not include Youth Justice cases)</b>	<b>167</b>		84		83	
With parents	54	32.3%	32	38.1%	22	26.5%
With others	41	24.6%	15	17.9%	26	31.3%
Extended family/caregivers	24	14.4%	9	10.7%	15	18.1%
No permanent home	13	7.8%	3	3.6%	10	12.0%
Absolute homelessness	5	3.0%	5	6.0%	0	0.0%
On their own	4	2.4%	2	2.4%	2	2.4%
Foster care	4	2.4%	2	2.4%	2	2.4%
Alternative Residence program	4	2.4%	4	4.8%	0	0.0%
Group home	2	1.2%	2	2.4%	0	0.0%
In custody	2	1.2%	1	1.2%	1	1.2%
Unknown	13	7.8%	9	10.7%	4	4.8%
Other	1	0.6%	0	0.0%	1	1.2%
<b>Residence Status</b>						
<b>Prior to Call</b>	<b>206</b>		113		93	
With parents	111	53.9%	51	45.1%	60	64.5%
With others	20	9.7%	11	9.7%	9	9.7%
Extended family/caregivers	17	8.3%	10	8.8%	7	7.5%
No permanent home	11	5.3%	8	7.1%	3	3.2%
Group home	7	3.4%	6	5.3%	1	1.1%
On their own	7	3.4%	6	5.3%	1	1.1%
Foster care	7	3.4%	2	1.8%	5	5.4%
Absolute homelessness	5	2.4%	4	3.5%	1	1.1%
Alternative Residence program	5	2.4%	4	3.5%	1	1.1%
In custody	2	1.0%	2	1.8%	0	0.0%
Unknown	13	6.3%	9	8.0%	4	4.3%
Other	1	0.5%	0	0.0%	1	1.1%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Made the Call for Assistance (does not include Youth Justice cases)</b>	<b>165</b>		84		81	
Youth	43	26.1%	19	22.6%	24	29.6%
Parent	41	24.8%	21	25.0%	20	24.7%
Professional	34	20.6%	20	23.8%	14	17.3%
Caregiver	13	7.9%	2	2.4%	11	13.6%
School staff	9	5.5%	6	9.4%	3	3.0%
Extended family	7	4.2%	4	4.8%	3	3.7%
Friend	6	3.6%	1	1.6%	5	5.0%
Other	4	2.4%	3	4.7%	1	1.0%
Unknown	8	4.8%	8	12.5%	0	0.0%
<b>Reason for Call</b>	<b>182</b>		100		82	
Conflict with parents	113	62.1%	56	56.0%	57	69.5%
Youth engaged in risky behaviours	54	29.7%	25	25.0%	29	35.4%
Lack of parenting skills of parents	44	24.2%	20	20.0%	24	29.3%
Substance abuse problems	40	22.0%	27	27.0%	13	15.9%
Parents refuse to resume custody	28	15.4%	10	10.0%	18	22.0%
Physical abuse by youth	26	14.3%	18	18.0%	8	9.8%
Abandonment of the youth	20	11.0%	16	16.0%	4	4.9%
Youth victim of domestic abuse or violence	19	10.4%	10	10.0%	9	11.0%
Unsuccessful treatment of addictions	14	7.7%	11	11.0%	3	3.7%
Youth is victim of sexual assault	12	6.6%	6	6.0%	6	7.3%
Hospital discharge with no place to go	3	1.6%	2	2.0%	1	1.2%
Seeking foster care	2	1.1%	0	0.0%	2	2.4%
Other	34	18.7%	24	24.0%	10	12.2%



	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b><i>Housing Issues</i></b>						
<b>Housing Assistance Discussed</b>	<b>194</b>		102		92	
Long term housing	75	38.7%	43	42.2%	32	34.8%
Money for shelter	40	22.6%	10	9.8%	30	32.6%
Short term housing	27	13.9%	18	17.6%	9	9.8%
Place for the night	13	6.7%	7	6.9%	6	6.5%
Other	13	6.7%	8	7.8%	5	5.4%
No specific request	61	31.4%	38	37.3%	23	25.0%
<b>Youth would consider housing (Youth Justice only)</b>	<b>40</b>		29		11	
Youth shelter	23	57.5%	20	69.0%	3	27.3%
Room and board	20	50.0%	17	58.6%	3	27.3%
Alternative Residential Program	16	40.0%	13	44.8%	3	27.3%
Supervised apartment	12	30.0%	12	41.4%	0	0.0%
Group home	7	17.5%	7	24.1%	0	0.0%
Other	14	35.0%	0	0.0%	14	48.3%
<b>Housing Assistance Provided</b>	<b>200</b>		109		91	
Yes	50	25.0%	36	33.0%	14	15.4%
Room and board	18	40.9%	13	36.1%	5	35.7%
Group home	6	13.6%	6	16.7%	0	0.0%
Alternative Residential Program	5	11.4%	4	11.1%	1	7.1%
With extended family	5	11.4%	3	8.3%	2	14.3%
Money for shelter	4	9.1%	0	0.0%	4	28.6%
With friends	3	6.8%	3	8.3%	0	0.0%
Money to compensate family or friends	2	4.5%	1	2.8%	1	7.1%
Supervised apartment	1	2.3%	1	2.8%	0	0.0%
Residential school	1	2.3%	1	2.8%	0	0.0%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b><i>Related Services</i></b>						
<b>Other Services Discussed</b>	<b>190</b>		100		90	
Food	<b>88</b>	<b>46.3%</b>	37	37.0%	51	56.7%
Money	<b>85</b>	<b>44.7%</b>	27	27.0%	58	64.4%
Education	<b>38</b>	<b>20.0%</b>	23	23.0%	15	16.7%
Employment	<b>37</b>	<b>19.5%</b>	23	23.0%	14	15.6%
Transportation	<b>36</b>	<b>18.9%</b>	23	23.0%	13	14.4%
Addictions	<b>35</b>	<b>18.4%</b>	26	26.0%	9	10.0%
Safety from abuse	<b>12</b>	<b>6.4%</b>	9	9.0%	2	2.2%
Prescription	<b>11</b>	<b>5.8%</b>	7	7.0%	4	4.4%
Youth services agreement	<b>8</b>	<b>4.2%</b>	2	2.0%	6	6.7%
Agent / trustee	<b>8</b>	<b>4.2%</b>	5	5.0%	3	3.3%
Foster care	<b>3</b>	<b>1.6%</b>	0	0.0%	3	3.3%
Other	<b>18</b>	<b>9.5%</b>	7	7.0%	11	12.2%
No specific request	<b>35</b>	<b>18.4%</b>	24	24.0%	11	12.2%
<b>Services Provided (to those who requested specific services)</b>						
Youth services agreement	<b>5</b>	<b>100.0%</b>	2	100.0%	3	50.0%
Transportation	<b>26</b>	<b>74.3%</b>	18	78.3%	8	61.5%
Employment	<b>25</b>	<b>69.4%</b>	16	69.6%	9	64.3%
Education	<b>27</b>	<b>69.2%</b>	17	73.9%	10	66.7%
Safety from abuse	<b>8</b>	<b>66.7%</b>	6	66.7%	2	100.0%
Addictions	<b>23</b>	<b>65.7%</b>	17	65.4%	6	66.7%
Agent / trustee	<b>5</b>	<b>62.5%</b>	4	80.0%	1	33.3%
Other	<b>10</b>	<b>62.5%</b>	7	29.2%	3	27.3%
Prescription	<b>8</b>	<b>57.1%</b>	6	85.7%	2	50.0%
Food	<b>30</b>	<b>42.9%</b>	16	43.2%	14	27.5%
Money	<b>32</b>	<b>37.6%</b>	14	51.9%	18	31.0%
Foster care	<b>0</b>	<b>0.0%</b>	0	0.0%	0	0.0%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Inquired with other Services (youth or other) (no Youth Justice cases)</b>	<b>161</b>		83		78	
Yes	39	24.2%	18	21.7%	21	26.9%
Unknown	50	31.1%	20	24.1%	30	38.5%
Child and Family Services	27	73.0%	11	61.1%	16	76.2%
Mental Health	4	10.8%	2	11.1%	2	9.5%
Addictions	3	8.1%	1	5.6%	2	9.5%
EPYDC	3	8.1%	0	0.0%	3	14.3%
Salvation Army	2	5.4%	0	0.0%	2	9.5%
Youth Justice	2	5.4%	1	5.6%	1	4.8%
Employment	1	2.7%	1	5.6%	0	0.0%
Native Council PEI	1	2.7%	1	5.6%	0	0.0%
Counsellor / Doctor	1	2.7%	0	0.0%	1	4.8%
Education / School	1	2.7%	0	0.0%	1	4.8%
Transition house	1	2.7%	0	0.0%	1	4.8%
RCMP	1	2.7%	1	5.6%	0	0.0%
<b>Referred to other Services / Involved Others (by agency receiving inquiry)</b>	<b>197</b>		108		89	
Yes	79	40.1%	38	35.2%	41	46.1%
Unknown	29	14.7%	21	19.4%	8	9.0%
Child and Family Services	43	54.4%	24	63.2%	19	46.3%
Family Focus/Family Ties	15	19.2%	7	18.4%	8	19.5%
Addictions	10	12.8%	3	7.9%	7	17.1%
Mental Health	9	11.5%	3	7.9%	6	14.6%
EPYDC	9	11.5%	0	0.0%	9	22.0%
Youth Justice (case worker)	7	9.0%	1	2.6%	6	14.6%
National Child Benefit (SC)	7	8.9%	0	0.0%	7	17.1%
Counsellor / Doctor	5	6.4%	2	5.3%	3	7.3%
Education / School	5	6.4%	1	2.6%	4	9.8%
Native Council PEI	4	5.1%	2	5.3%	2	4.9%
Survival Centre	3	3.8%	3	7.9%	0	0.0%
Public Health	3	3.8%	0	0.0%	3	7.3%
Salvation Army	2	2.6%	1	2.6%	1	2.4%
Lennox Island Health Centre	2	2.6%	0	0.0%	2	4.9%
John Howard Society	2	2.6%	1	2.6%	1	2.4%
Employment	2	2.6%	1	2.6%	1	2.4%
Sexual Deviance Counselling	2	2.6%	1	2.6%	1	2.4%
Richmond Centre	2	2.6%	2	5.3%	0	0.0%
Family Health Benefits Program	2	2.6%	0	0.0%	2	4.9%
School counsellor	1	1.3%	0	0.0%	1	2.4%

Aboriginal employment services	1	1.3%	0	0.0%	1	2.4%
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	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Demographics</b>								
<b>Gender</b>	<b>203</b>		89		53		61	
Male	92	45.3%	46	51.7%	24	45.3%	22	36.1%
Female	111	54.7%	43	48.3%	29	54.7%	39	63.9%
Aboriginal	15	7.4%	8	9.2%	2	3.6%	5	8.2%
Pregnant	18	16.2%	2	4.4%	9	31.0%	7	17.9%
<b>New Contact</b>	<b>157</b>		58		50		49	
New Contact	113	72.0%	36	62.1%	40	80.0%	37	75.5%
Repeat Contact	35	22.3%	15	25.9%	8	16.0%	12	24.5%
<b>Exited from Child Welfare</b>	<b>200</b>		86		55		59	
Exited from Child Welfare	21	10.5%	10	11.6%	6	10.9%	5	8.5%
<b>Education</b>	<b>202</b>		86		56		60	
High school	84	41.6%	33	38.4%	25	44.6%	26	43.3%
Other school	8	4.0%	3	3.5%	1	1.8%	4	6.7%
Suspended	11	5.4%	7	8.1%	1	1.8%	3	5.0%
Not attending	50	24.8%	17	19.8%	18	32.1%	15	25.0%
Working	6	3.0%	4	4.7%	2	3.6%	0	0.0%
Unknown	43	21.3%	22	25.6%	9	16.1%	12	20.0%
<b>Employment</b>	<b>202</b>		86		50		60	
Full time	10	5.0%	6	7.0%	3	5.4%	1	1.7%
Part time	18	8.9%	14	16.3%	0	0.0%	4	6.7%
Not working	124	61.4%	40	46.5%	44	78.6%	40	66.7%
Unknown	50	24.8%	26	30.2%	9	16.1%	15	25.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b><i>Residence and Contact</i></b>								
<b>Residence Status</b>								
<b>At Time of Call (does not include Youth Justice cases)</b>	<b>167</b>		63		52		52	
With parents	54	32.3%	26	41.3%	16	30.8%	12	23.1%
With others	41	24.6%	10	15.9%	18	34.6%	13	25.0%
Extended family/caregivers	24	14.4%	6	9.5%	9	17.3%	9	17.3%
No permanent home	13	7.8%	3	4.8%	2	3.8%	8	15.4%
Absolute homelessness	5	3.0%	3	4.8%	0	0.0%	2	3.8%
On their own	4	2.4%	2	3.2%	2	3.8%	0	0.0%
Foster care	4	2.4%	2	3.2%	1	1.9%	1	1.9%
Alternative Residence program	4	2.4%	3	4.8%	0	0.0%	1	1.9%
Group home	2	1.2%	2	3.2%	0	0.0%	0	0.0%
In custody	2	1.2%	1	1.6%	0	0.0%	1	1.9%
Unknown	13	7.8%	5	7.9%	3	5.8%	5	9.6%
Other	1	0.6%	0	0.0%	1	1.9%	0	0.0%
<b>Residence Status</b>								
<b>Prior to Call</b>	<b>206</b>		89		56		61	
With parents	111	53.9%	42	47.2%	33	58.9%	36	59.0%
With others	20	9.7%	8	9.0%	5	8.9%	7	11.5%
Extended family/caregivers	17	8.3%	6	6.7%	3	5.4%	8	13.1%
No permanent home	11	5.3%	7	7.9%	3	5.4%	1	1.6%
Group home	7	3.4%	6	6.7%	1	1.8%	0	0.0%
On their own	7	3.4%	3	3.4%	1	1.8%	3	4.9%
Foster care	7	3.4%	2	2.2%	3	5.4%	2	3.3%
Absolute homelessness	5	2.4%	3	3.4%	1	1.8%	1	1.6%
Alternative Residence program	5	2.4%	3	3.4%	1	1.8%	1	1.6%
In custody	2	1.0%	2	2.2%	0	0.0%	0	0.0%
Unknown	13	6.3%	7	7.9%	4	7.1%	2	3.3%
Other	1	0.5%	0	0.0%	1	1.8%	0	0.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Made the Call for Assistance (does not include Youth Justice cases)</b>	<b>165</b>		63		50		52	
Youth	43	26.1%	11	17.5%	17	34.0%	15	28.8%
Parent	41	24.8%	16	25.4%	12	24.0%	13	25.0%
Professional	34	20.6%	14	22.2%	8	16.0%	12	23.1%
Caregiver	13	7.9%	1	1.6%	7	14.0%	5	9.6%
School staff	9	5.5%	6	9.5%	0	0.0%	3	5.8%
Extended family	7	4.2%	3	4.8%	0	0.0%	4	7.7%
Friend	6	3.6%	1	1.6%	5	10.0%	0	0.0%
Other	4	2.4%	3	4.8%	1	2.0%	0	0.0%
Unknown	8	4.8%	8	12.7%	0	0.0%	0	0.0%
<b>Reason for Call</b>	<b>182</b>		79		47		56	
Conflict with parents	113	62.1%	49	62.0%	30	63.8%	34	60.7%
Youth engaged in risky behaviours	54	29.7%	22	27.8%	14	29.8%	18	32.1%
Lack of parenting skills of parents	44	24.2%	15	19.0%	13	27.7%	16	28.6%
Substance abuse problems	40	22.0%	24	30.4%	8	17.0%	8	14.3%
Parents refuse to resume custody	28	15.4%	7	8.9%	12	25.5%	9	16.1%
Physical abuse by youth	26	14.3%	15	19.0%	5	10.6%	6	10.7%
Abandonment of the youth	20	11.0%	12	15.2%	4	8.5%	4	7.1%
Youth victim of domestic abuse or violence	19	10.4%	8	10.1%	2	4.3%	9	16.1%
Unsuccessful treatment of addictions	14	7.7%	10	12.7%	2	4.3%	2	3.6%
Youth is victim of sexual assault	12	6.6%	6	7.6%	5	10.6%	1	1.8%
Hospital discharge with no place to go	3	1.6%	1	1.3%	1	2.1%	1	1.8%
Seeking foster care	2	1.1%	0	0.0%	1	2.1%	1	1.8%
Other	34	18.7%	21	26.6%	6	12.8%	7	12.5%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b><i>Housing Issues</i></b>								
<b>Housing Assistance Discussed</b>	<b>194</b>		80		55		59	
Long term housing	75	38.7%	38	47.5%	20	36.4%	17	28.8%
Money for shelter	40	22.6%	7	8.8%	18	32.7%	15	25.4%
Short term housing	27	13.9%	17	21.3%	3	5.5%	7	11.9%
Place for the night	13	6.7%	7	8.8%	2	3.6%	4	6.8%
Other	13	6.7%	5	6.3%	2	3.6%	6	10.2%
No specific request	61	31.4%	28	35.0%	14	25.5%	19	32.2%
<b>Youth would consider housing (Youth Justice only)</b>	<b>40</b>		26		5		9	
Youth shelter	23	57.5%	19	73.1%	1	20.0%	3	33.3%
Room and board	20	50.0%	17	65.4%	1	20.0%	2	22.2%
Alternative Residential Program	16	40.0%	13	50.0%	2	12.5%	1	11.1%
Supervised apartment	12	30.0%	12	46.2%	0	0.0%	0	0.0%
Group home	7	17.5%	7	26.9%	0	0.0%	0	0.0%
Other	14	35.0%	13	50.0%	0	0.0%	1	11.1%
<b>Housing Assistance Provided</b>	<b>200</b>		88		55		57	
Yes	50	25.0%	29	33.0%	8	14.5%	13	22.8%
Room and board	18	40.9%	10	38.5%	3	37.5%	5	50.0%
Group home	6	13.6%	6	23.1%	0	0.0%	0	0.0%
Alternative Residential Program	5	11.4%	4	15.4%	1	12.5%	0	0.0%
With extended family	5	11.4%	2	7.7%	1	12.5%	2	20.0%
Money for shelter	4	9.1%	0	0.0%	2	25.0%	2	20.0%
With friends	3	6.8%	3	11.5%	0	0.0%	0	0.0%
Money to compensate family or friends	2	4.5%	0	0.0%	1	12.5%	1	10.0%
Supervised apartment	1	2.3%	1	3.8%	0	0.0%	0	0.0%
Residential school	1	2.3%	1	3.8%	0	0.0%	0	0.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Related Services</b>								
<b>Other Services Discussed</b>	<b>190</b>		79		54		57	
Food	88	46.3%	27	34.2%	33	61.1%	28	49.1%
Money	85	44.7%	21	26.6%	35	64.8%	29	50.9%
Education	38	20.0%	17	21.5%	8	14.8%	13	22.8%
Employment	37	19.5%	20	25.3%	8	14.3%	9	15.8%
Transportation	36	18.9%	20	25.3%	6	11.1%	10	17.5%
Addictions	35	18.4%	24	30.4%	4	7.4%	7	12.3%
Safety from abuse	11	5.8%	7	8.9%	0	0.0%	4	7.0%
Prescription	11	5.8%	6	7.6%	3	5.6%	2	3.5%
Youth services agreement	8	4.2%	1	1.3%	4	7.4%	3	5.3%
Agent / trustee	8	4.2%	3	3.8%	1	1.9%	4	7.0%
Foster care	3	1.6%	0	0.0%	3	5.6%	0	0.0%
Other	18	9.5%	5	6.3%	5	9.3%	8	14.0%
No specific request	35	18.4%	18	22.8%	7	13.0%	10	17.5%
<b>Services Provided (to those who requested specific services)</b>								
Youth services agreement	5	100.0%	1	100.0%	1	100.0%	3	100.0%
Transportation	26	74.3%	16	80.0%	3	50.0%	7	77.8%
Employment	25	69.4%	13	65.0%	5	71.4%	7	77.8%
Education	27	69.2%	14	77.8%	6	75.0%	7	53.8%
Safety from abuse	8	66.7%	4	57.1%	0	0.0%	4	100.0%
Addictions	23	65.7%	15	62.5%	3	75.0%	5	71.4%
Agent / trustee	5	62.5%	3	75.0%	1	50.0%	1	50.0%
Other	10	62.5%	4	57.1%	3	75.0%	3	60.0%
Prescription	8	57.1%	5	71.4%	1	25.0%	2	66.7%
Food	30	42.9%	10	47.6%	8	25.8%	12	48.0%
Money	32	37.6%	10	47.6%	9	25.7%	13	44.8%
Foster care	0	0.0%	0	0.0%	0	0.0%	0	0.0%



	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Inquired with other Services (youth or inquirer) (no Youth Justice cases)</b>	<b>161</b>		61		48		52	
Yes	39	24.2%	10	16.4%	13	27.1%	16	30.8%
Unknown	50	31.1%	17	27.9%	19	39.6%	14	26.9%
Child and Family Services	27	73.0%	6	75.0%	11	84.6%	10	62.5%
Mental Health	4	10.8%	2	25.0%	2	15.4%	0	0.0%
Addictions	3	8.1%	1	12.5%	1	7.7%	1	6.3%
EPYDC	3	8.1%	0	0.0%	2	15.4%	1	6.3%
Salvation Army	2	5.4%	0	0.0%	0	0.0%	2	12.5%
Youth Justice	2	5.4%	0	0.0%	2	15.4%	0	0.0%
Employment	1	2.7%	0	0.0%	0	0.0%	1	6.3%
Native Council PEI	1	2.7%	1	12.5%	0	0.0%	0	0.0%
Counsellor / Doctor	1	2.7%	0	0.0%	1	7.7%	0	0.0%
Education / School	1	2.7%	0	0.0%	1	7.7%	0	0.0%
Transition house	1	2.7%	0	0.0%	1	7.7%	0	0.0%
RCMP	1	2.7%	0	0.0%	0	0.0%	1	6.3%
<b>Referred to other Services / Involved Others (by agency receiving inquiry)</b>	<b>197</b>		85		52		60	
Yes	79	40.1%	28	32.9%	24	46.2%	28	45.0%
Unknown	29	14.7%	16	18.8%	5	9.6%	8	13.3%
Child and Family Services	43	54.4%	20	74.1%	9	37.5%	14	50.0%
Family Focus/Family Ties	15	19.2%	4	15.4%	6	25.0%	5	17.9%
Addictions	10	12.8%	3	11.5%	5	20.8%	2	7.1%
Mental Health	9	11.5%	3	11.5%	4	16.7%	2	22.2%
EPYDC	9	11.5%	0	0.0%	7	29.2%	2	7.1%
Youth Justice (case worker)	7	9.0%	1	3.8%	3	12.5%	3	10.7%
National Child Benefit (SC)	7	8.9%	0	0.0%	7	28.0%	0	0.0%
Counsellor / Doctor	5	6.4%	1	3.8%	2	8.3%	2	7.1%
Education / School	5	6.4%	0	0.0%	2	8.3%	3	10.7%
Native Council PEI	4	5.1%	1	3.8%	0	0.0%	3	10.7%
Survival Centre	3	3.8%	3	11.5%	0	0.0%	0	0.0%
Public Health	3	3.8%	0	0.0%	3	12.5%	0	0.0%
Salvation Army	2	2.6%	1	3.8%	1	4.2%	0	0.0%
Lennox Island Health Centre	2	2.6%	0	0.0%	0	0.0%	2	7.1%
John Howard Society	2	2.6%	1	3.8%	1	4.2%	0	0.0%
Employment	2	2.6%	0	0.0%	0	0.0%	2	7.1%

Sexual Deviance Counselling	<b>2</b>	<b>2.6%</b>	1	3.8%	0	0.0%	1	3.6%
Richmond Centre	<b>2</b>	<b>2.6%</b>	1	3.8%	0	0.0%	1	3.6%
Family Health Benefits Program	<b>2</b>	<b>2.6%</b>	0	0.0%	2	8.3%	0	0.0%
School counsellor	<b>1</b>	<b>1.3%</b>	0	0.0%	0	0.0%	1	3.6%
Aboriginal employment services	<b>1</b>	<b>1.3%</b>	0	0.0%	0	0.0%	1	3.6%

## Appendix F Current Case File Data Tables

The data tables are organized into two groups. The first set of tables shows the summaries for the cases organized into two groups – Charlottetown area (city and eastern rural PEI); and Summerside area (city and western rural PEI). The second set of tables shows the summaries for the cases organized into three groups – Charlottetown city; Summerside city; and rural PEI.

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Demographics</b>						
<b>Gender</b>	<b>80</b>		52		19	
Male	<b>41</b>	<b>51.3%</b>	29	55.8%	10	52.6%
Female	<b>39</b>	<b>48.8%</b>	23	44.2%	9	47.4%
Aboriginal	<b>3</b>	<b>4.4%</b>	3	7.5%	0	0.0%
Pregnant	<b>1</b>	<b>3.3%</b>	0	0.0%	0	0.0%
<b>Contact</b>	<b>63</b>		39		17	
New Contact	<b>30</b>	<b>47.6%</b>	24	61.5%	5	29.4%
Repeat Contact	<b>27</b>	<b>42.9%</b>	13	33.3%	11	64.7%
<b>Exited from Child Welfare</b>	<b>65</b>		39		18	
Exited from Child Welfare	<b>6</b>	<b>9.2%</b>	2	5.1%	3	16.7%
<b>Education</b>	<b>78</b>		52		18	
High school	<b>30</b>	<b>38.5%</b>	28	53.8%	2	11.1%
Other school	<b>4</b>	<b>5.1%</b>	2	3.8%	2	11.1%
Suspended	<b>0</b>	<b>0.0%</b>	0	0.0%	0	0.0%
Not attending	<b>35</b>	<b>32.1%</b>	11	21.2%	9	50.0%
Working	<b>3</b>	<b>3.8%</b>	1	1.9%	2	11.1%
Unknown	<b>16</b>	<b>20.5%</b>	10	19.2%	3	16.7%
<b>Employment</b>	<b>78</b>		52		18	
Full time	<b>1</b>	<b>1.3%</b>	1	1.9%	0	0.0%
Part time	<b>8</b>	<b>10.3%</b>	5	9.6%	3	16.7%
Not working	<b>47</b>	<b>60.3%</b>	30	57.7%	12	66.7%
Unknown	<b>22</b>	<b>28.2%</b>	16	30.8%	3	16.7%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Residence and Contact</b>						
<b>Residence Status</b>						
<b>At Time of Call (does not include Youth Justice cases)</b>	<b>78</b>		52		18	
With others	21	26.9%	15	28.8%	3	16.7%
With parents	20	25.6%	17	32.7%	1	5.6%
No permanent home	15	19.2%	6	11.5%	7	53.8%
Extended family/caregivers	6	7.7%	5	9.6%	1	5.6%
Unknown	5	6.4%	4	7.7%	0	0.0%
On their own	4	5.1%	3	5.8%	1	5.6%
Absolute homelessness	3	3.8%	0	0.0%	3	16.7%
Other	2	2.6%	3	3.2%	2	1.8%
Group home	1	1.3%	1	1.9%	0	0.0%
In custody	1	1.3%	1	1.6%	1	1.4%
<b>Residence Status</b>						
<b>Prior to Call</b>	<b>78</b>		52		18	
With parents	32	41.0%	23	44.2%	7	38.9%
With others	9	11.5%	7	13.5%	2	11.1%
Unknown	8	10.3%	5	9.6%	1	5.6%
Extended family/caregivers	6	7.7%	4	7.7%	2	11.1%
No permanent home	6	7.7%	1	1.9%	2	11.1%
Absolute homelessness	5	6.4%	4	7.7%	1	5.6%
On their own	5	6.4%	3	5.8%	2	11.1%
Other	4	5.1%	2	3.8%	1	5.6%
Group home	2	2.6%	2	3.8%	0	0.0%
Foster care	1	1.3%	1	1.9%	0	0.0%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Made the Call for Assistance (does not include Youth Justice cases)</b>	<b>64</b>		49		10	
Youth	<b>27</b>	<b>42.2%</b>	22	44.9%	4	40.0%
Parent	<b>13</b>	<b>20.3%</b>	10	20.4%	2	20.0%
Professional	<b>8</b>	<b>12.5%</b>	4	8.2%	1	10.0%
School staff	<b>8</b>	<b>12.5%</b>	7	14.3%	1	10.0%
Other	<b>3</b>	<b>4.7%</b>	6	9.4%	3	3.0%
Friend	<b>2</b>	<b>3.1%</b>	1	2.0%	2	20.0%
Extended family	<b>1</b>	<b>1.6%</b>	1	2.0%	0	0.0%
Unknown	<b>1</b>	<b>1.6%</b>	1	0.0%	0	0.0%
Caregiver	<b>1</b>	<b>1.6%</b>	1	2.0%	0	0.0%
<b>Reason for Call</b>	<b>80</b>		52		19	
Conflict with parents	<b>42</b>	<b>52.5%</b>	34	65.4%	5	26.3%
Youth engaged in risky behaviours	<b>18</b>	<b>22.5%</b>	14	26.9%	3	15.8%
Lack of parenting skills of parents	<b>18</b>	<b>22.5%</b>	16	30.8%	1	5.9%
Substance abuse problems	<b>17</b>	<b>21.3%</b>	8	15.4%	6	31.6%
Youth victim of domestic abuse or violence	<b>11</b>	<b>13.8%</b>	9	17.3%	1	5.3%
Parents refuse to resume custody	<b>8</b>	<b>10.0%</b>	4	3.0%	2	10.5%
Abandonment of the youth	<b>6</b>	<b>7.5%</b>	4	7.7%	1	5.3%
Physical abuse by youth	<b>5</b>	<b>6.2%</b>	3	5.8%	2	10.5%
Unsuccessful treatment of addictions	<b>3</b>	<b>3.8%</b>	1	1.9%	1	5.3%
Youth is victim of sexual assault	<b>2</b>	<b>2.5%</b>	0	0.0%	0	0.0%
Hospital discharge with no place to go	<b>2</b>	<b>2.5%</b>	1	1.9%	1	5.3%
Other	<b>22</b>	<b>27.5%</b>	11	21.2%	9	42.1%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Housing Issues</b>						
<b>Housing Assistance Discussed</b>	<b>81</b>		53		19	
Long term housing	28	34.6%	17	32.1%	7	36.8%
Short term housing	17	21.0%	10	18.9%	7	36.8%
Money for shelter	8	9.9%	4	7.5%	4	21.1%
Other	8	9.9%	3	5.7%	3	15.8%
Place for the night	3	3.7%	2	3.8%	1	5.3%
No specific request	29	35.8%	25	47.2%	2	10.5%
<b>Youth would consider housing (Youth Justice only)</b>	<b>14</b>		4		8	
Room and board	9	64.3%	4	100.0%	4	50.0%
Supervised apartment	5	35.7%	4	100.0%	1	25.0%
Youth shelter	4	28.6%	2	50.0%	2	25.0%
Other	2	14.3%	1	25.0%	1	12.5%
Group home	0	0.0%	0	0.0%	0	0.0%
Alternative Residential Program	0	0.0%	0	0.0%	0	0.0%
<b>Housing Assistance Provided</b>	<b>73</b>		53		14	
Yes	11	15.1%	6	11.3%	5	35.7%
Room and board	1	9.1%	0	0.0%	1	7.1%
Supervised apartment	1	9.1%	1	16.7%	0	0.0%
Alternative Residential Program	1	9.1%	1	16.7%	0	0.0%
With extended family	1	9.1%	0	0.0%	1	7.1%
Money for shelter	1	9.1%	0	0.0%	1	7.1%
Money for hotel	1	9.1%	0	0.0%	1	7.1%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Other Services Discussed</b>	<b>77</b>		52		18	
Money	36	46.8%	24	46.2%	8	44.4%
Food	33	42.9%	22	42.3%	7	38.9%
Employment	20	26.0%	9	17.3%	7	38.9%
Education	18	23.4%	13	25.0%	3	16.7%
Addictions	14	18.2%	8	15.4%	5	27.8%
Transportation	12	15.6%	6	11.5%	2	11.1%
Safety from abuse	7	9.1%	7	13.5%	0	0.0%
Prescription	5	6.5%	4	7.7%	0	0.0%
Youth services agreement	3	3.9%	1	1.9%	2	11.1%
Agent / trustee	3	3.9%	3	3.7%	5	4.6%
Other	7	9.1%	4	7.7%	2	11.1%
No specific request	17	22.1%	13	25.0%	2	11.1%
<b>Services Provided (to those who requested specific services)</b>						
Food	17	51.5%	7	31.8%	7	100.0%
Money	16	44.4%	9	37.5%	5	62.5%
Employment	12	60.0%	4	44.4%	5	71.4%
Addictions	11	78.6%	4	50.0%	5	100.0%
Education	6	33.3%	4	30.8%	2	66.7%
Other	3	42.9%	3	75.0%	0	0.0%
Prescription	3	60.0%	3	75.0%	0	0.0%
Transportation	3	25.0%	2	33.3%	1	50.0%
Safety from abuse	2	28.6%	2	28.6%	0	0.0%
Agent / trustee	2	66.7%	2	66.7%	0	0.0%
Youth services agreement	0	0.0%	0	0.0%	0	0.0%

	Total		Charlottetown Area		Summerside Area	
	#	%	#	%	#	%
<b>Inquired with other Services (youth or inquirer) (does not include Youth Justice cases)</b>	<b>66</b>		42		16	
Yes	20	30.3%	4	9.5%	12	75.0%
Unknown	20	30.3%	16	38.1%	1	6.3%
Child and Family Services	15	75.0%	2	50.0%	9	75.0%
Salvation Army	7	35.0%	0	0.0%	5	41.7%
Addictions	3	15.0%	1	25.0%	2	16.7%
Youth Justice	1	5.0%	1	25.0%	0	0.0%
Survival Centre	1	5.0%	0	0.0%	2	16.7%
John Howard Society	1	5.0%	1	25.0%	0	0.0%
Family Focus	1	5.0%	1	25.0%	0	0.0%
Lennox Island Women's Centre	1	5.0%	1	11.1%	0	0.0%
RCMP	1	5.0%	0	0.0%	1	8.3%
<b>Referred to other Services / Involved Others (by agency receiving inquiry)</b>	<b>78</b>		52		18	
Yes	22	28.2%	17	32.7%	3	16.7%
Unknown	19	24.4%	16	30.8%	1	5.6%
Child and Family Services	10	47.6%	8	47.1%	1	33.3%
Addictions	5	23.8%	3	17.6%	2	66.7%
Mental Health	3	14.3%	3	11.1%	0	0.0%
Employment	3	14.3%	3	17.6%	0	0.0%
Counsellor / Doctor	3	14.3%	3	17.6%	0	0.0%
Education / School	3	14.3%	2	11.8%	1	33.3%
RCMP	2	9.5%	2	11.8%	0	0.0%
Transition home	2	9.5%	1	5.9%	0	0.0%
Lennox Island Women's Centre	2	9.5%	0	0.0%	1	33.3%
John Howard Society	2	9.5%	2	11.8%	0	0.0%
Salvation Army	1	4.8%	1	5.9%	0	0.0%
Food bank	1	4.8%	1	5.9%	0	0.0%
EPYDC	1	4.8%	1	5.9%	0	0.0%
Youth Justice (case worker)	1	4.8%	1	5.9%	0	0.0%



	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Demographics</b>								
<b>Gender</b>	<b>80</b>		31		14		32	
Male	41	51.3%	17	54.8%	7	50.0%	17	53.1%
Female	39	48.8%	14	45.2%	7	50.0%	15	46.9%
Aboriginal	3	4.4%	3	12.0%	0	0.0%	0	0.0%
Pregnant	1	3.3%	0	0.0%	0	0.0%	1	9.1%
<b>Contact</b>	<b>63</b>		24		13		24	
New Contact	30	47.6%	14	58.3%	4	30.8%	12	50.0%
Repeat Contact	27	42.9%	1	4.2%	1	7.7%	2	8.3%
<b>Exited from Child Welfare</b>	<b>65</b>		24		14		25	
Exited from Child Welfare	6	9.2%	2	8.3%	3	21.4%	1	4.0%
<b>Education</b>	<b>78</b>		31		14		31	
High school	30	38.5%	17	54.8%	2	14.3%	11	35.5%
Other school	4	5.1%	2	6.5%	1	7.1%	1	3.2%
Suspended	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Not attending	35	32.1%	5	16.1%	8	57.1%	12	38.7%
Working	3	3.8%	0	0.0%	1	7.1%	2	6.5%
Unknown	16	20.5%	7	22.6%	2	14.3%	5	16.1%
<b>Employment</b>	<b>78</b>		31		14		31	
Full time	1	1.3%	1	3.2%	0	0.0%	0	0.0%
Part time	8	10.3%	2	6.5%	2	14.3%	4	12.9%
Not working	47	60.3%	14	45.2%	10	71.4%	23	74.2%
Unknown	22	28.2%	14	45.2%	2	14.3%	4	12.9%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Residence and Contact</b>								
<b>Residence Status</b>								
<b>At Time of Call (does not include Youth Justice cases)</b>	<b>78</b>		31		14		31	
With others	21	26.9%	7	22.6%	3	21.4%	10	32.3%
With parents	20	25.6%	13	41.9%	1	7.1%	5	16.1%
No permanent home	15	19.2%	4	12.9%	5	35.7%	6	19.4%
Extended family/caregivers	6	7.7%	2	6.5%	1	7.1%	3	9.7%
Unknown	5	6.4%	2	6.5%	0	0.0%	3	9.7%
On their own	4	5.1%	1	3.2%	0	0.0%	3	9.7%
Absolute homelessness	3	3.8%	0	0.0%	3	21.4%	0	0.0%
Other	2	2.6%	3	4.8%	0	0.0%	1	1.9%
Group home	1	1.3%	1	3.2%	0	0.0%	0	0.0%
In custody	1	1.3%	0	0.0%	1	7.1%	0	0.0%
<b>Residence Status</b>								
<b>Prior to Call</b>	<b>78</b>		31		14		31	
With parents	32	41.0%	14	45.2%	4	28.6%	13	41.9%
With others	9	11.5%	5	16.1%	2	14.3%	2	6.5%
Unknown	8	10.3%	3	9.7%	1	7.1%	3	9.7%
Extended family/caregivers	6	7.7%	1	3.2%	2	14.3%	3	9.7%
No permanent home	6	7.7%	1	3.2%	2	14.3%	3	9.7%
Absolute homelessness	5	6.4%	3	9.7%	1	7.1%	1	3.2%
On their own	5	6.4%	1	3.2%	1	7.1%	3	9.7%
Other	4	5.1%	0	0.0%	1	7.1%	3	9.7%
Group home	2	2.6%	2	6.5%	0	0.0%	0	0.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Made the Call for Assistance (does not include Youth Justice cases)</b>	<b>64</b>		29		7		25	
Youth	27	42.2%	12	41.4%	3	42.9%	11	44.0%
Parent	13	20.3%	8	27.6%	1	14.3%	4	16.0%
Professional	8	12.5%	3	10.3%	1	14.3%	2	8.0%
School staff	8	12.5%	4	13.8%	0	0.0%	4	16.0%
Other	3	4.7%	0	0.0%	2	28.6%	1	4.0%
Friend	2	3.1%	1	3.4%	0	0.0%	1	4.0%
Extended family	1	1.6%	0	0.0%	0	0.0%	1	4.0%
Unknown	1	1.6%	1	3.4%	0	0.0%	0	0.0%
Caregiver	1	1.6%	0	0.0%	0	0.0%	1	4.0%
<b>Reason for Call</b>	<b>80</b>		31		14		32	
Conflict with parents	42	52.5%	22	71.0%	1	14.3%	17	53.1%
Youth engaged in risky behaviours	18	22.5%	9	29.0%	1	7.1%	8	25.0%
Lack of parenting skills of parents	18	22.5%	9	29.0%	0	0.0%	9	28.1%
Substance abuse problems	17	21.3%	6	9.4%	3	21.4%	7	21.9%
Youth victim of domestic abuse or violence	11	13.8%	4	12.9%	0	0.0%	7	21.9%
Parents refuse to resume custody	8	10.0%	2	6.5%	2	28.6%	3	9.4%
Abandonment of the youth	6	7.5%	2	6.5%	1	7.1%	3	9.4%
Physical abuse by youth	5	6.2%	1	3.2%	2	14.3%	2	6.3%
Unsuccessful treatment of addictions	3	3.8%	0	0.0%	0	0.0%	3	9.4%
Youth is victim of sexual assault	2	2.5%	0	0.0%	0	0.0%	2	6.3%
Hospital discharge with no place to go	2	2.5%	1	3.2%	1	7.1%	0	0.0%
Other	22	27.5%	5	16.1%	5	35.7%	11	34.7%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Housing Issues</b>								
<b>Housing Assistance Discussed</b>	<b>81</b>		32		14		32	
Long term housing	28	34.6%	10	31.3%	6	42.9%	9	36.0%
Short term housing	17	21.0%	5	15.6%	4	28.6%	8	25.0%
Money for shelter	8	9.9%	1	3.1%	3	21.4%	4	12.5%
Other	8	9.9%	2	6.3%	2	14.3%	4	12.5%
Place for the night	3	3.7%	2	6.3%	0	0.0%	1	3.1%
No specific request	29	35.8%	19	59.4%	1	7.1%	9	28.1%
<b>Youth would consider housing (Youth Justice only)</b>								
	14		3		6		5	
Room and board	9	64.3%	3	100.0%	4	66.7%	2	40.0%
Supervised apartment	5	35.7%	3	100.0%	1	16.7%	1	20.0%
Youth shelter	4	28.6%	2	66.7%	2	33.3%	0	0.0%
Other	2	14.3%	1	33.3%	1	16.7%	0	0.0%
Group home	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Alternative Residential Program	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Housing Assistance Provided</b>								
	73		32		9		30	
Yes	11	15.1%	4	12.5%	3	33.3%	4	13.3%
Room and board	1	9.1%	0	0.0%	1	33.3%	0	0.0%
Supervised apartment	1	9.1%	0	0.0%	0	0.0%	1	25.0%
Alternative Residential Program	1	9.1%	1	25.0%	0	0.0%	0	0.0%
With extended family	1	9.1%	0	0.0%	0	0.0%	1	25.0%
Money for shelter	1	9.1%	0	0.0%	0	0.0%	1	25.0%
Money for hotel	1	9.1%	0	0.0%	1	33.3%	0	0.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Other Services Discussed</b>	<b>77</b>		31		14		31	
Money	36	46.8%	13	41.9%	6	42.9%	17	54.8%
Food	33	42.9%	11	35.5%	5	35.7%	17	54.8%
Employment	20	26.0%	5	16.1%	6	42.9%	9	29.0%
Education	18	23.4%	12	38.7%	2	14.3%	4	12.9%
Addictions	14	18.2%	7	22.6%	2	14.3%	5	16.1%
Transportation	12	15.6%	4	12.9%	1	7.1%	7	22.6%
Safety from abuse	7	9.1%	5	16.1%	0	0.0%	2	6.5%
Prescription	5	6.5%	2	6.5%	0	0.0%	3	9.7%
Youth services agreement	3	3.9%	0	0.0%	2	14.3%	1	3.2%
Agent / trustee	3	3.9%	2	6.5%	0	0.0%	1	3.2%
Other	7	9.1%	3	9.7%	2	14.3%	2	6.5%
No specific request	17	22.1%	11	35.5%	2	14.3%	3	9.7%
<b>Services Provided (to those who requested specific services)</b>								
Food	17	77.3%	5	45.5%	5	100.0%	7	41.2%
Money	16	61.5%	6	46.2%	3	50.0%	7	41.2%
Employment	12	80.0%	2	40.0%	4	66.7%	6	66.7%
Addictions	11	91.7%	3	42.9%	2	100.0%	5	100.0%
Education	6	50.0%	4	33.3%	2	100.0%	0	0.0%
Other	3	50.0%	2	66.7%	0	0.0%	1	50.0%
Prescription	3	50.0%	2	100.0%	0	0.0%	1	33.3%
Transportation	3	33.0%	1	25.0%	0	0.0%	2	28.6%
Safety from abuse	2	66.7%	1	20.0%	0	0.0%	1	50.0%
Agent / trustee	2	66.7%	2	100.0%	0	0.0%	0	0.0%
Youth services agreement	0	0.0%	0	0.0%	0	0.0%	0	0.0%

	Total		Charlottetown		Summerside		Rural	
	#	%	#	%	#	%	#	%
<b>Inquired with other Services (youth or inquirer) (does not include Youth Justice cases)</b>	<b>66</b>		28		14		22	
Yes	20	30.3%	2	7.1%	11	78.6%	7	31.8%
Unknown	20	30.3%	10	35.7%	1	7.1%	7	31.8%
Child and Family Services	15	75.0%	0	62.5%	8	72.7%	7	100.0%
Salvation Army	7	35.0%	0	0.0%	5	45.5%	2	28.6%
Addictions	3	15.0%	1	50.0%	1	9.1%	1	14.3%
Youth Justice	1	5.0%	1	50.0%	0	0.0%	0	0.0%
Survival Centre	1	5.0%	0	0.0%	0	0.0%	1	14.3%
John Howard Society	1	5.0%	1	50.0%	0	0.0%	0	0.0%
Family Focus	1	5.0%	1	50.0%	0	0.0%	0	0.0%
Lennox Island Women's Centre	1	5.0%	1	50.0%	0	0.0%	0	0.0%
RCMP	1	5.0%	0	0.0%	1	9.1%	0	0.0%
<b>Referred to other Services / Involved Others (by agency receiving inquiry)</b>	<b>78</b>		31		14		31	
Yes	22	28.2%	8	25.8%	1	7.1%	12	38.7%
Unknown	19	24.4%	11	35.5%	1	7.1%	6	19.4%
Child and Family Services	10	47.6%	5	62.5%	0	0.0%	4	33.3%
Addictions	5	23.8%	2	25.0%	0	0.0%	3	25.0%
Mental Health	3	14.3%	3	11.5%	5	20.8%	2	7.1%
Employment	3	14.3%	2	25.0%	0	0.0%	1	8.3%
Counsellor / Doctor	3	14.3%	3	37.5%	0	0.0%	0	0.0%
Education / School	3	14.3%	0	0.0%	0	0.0%	2	16.7%
RCMP	2	9.5%	0	0.0%	7	28.0%	0	0.0%
Transition home	2	9.5%	0	0.0%	0	0.0%	2	16.7%
Lennox Island Women's Centre	2	9.5%	0	0.0%	0	0.0%	2	16.7%
John Howard Society	2	9.5%	1	12.5%	0	0.0%	1	8.3%
Salvation Army	1	4.8%	3	11.5%	0	0.0%	0	0.0%
Food bank	1	4.8%	1	12.5%	0	0.0%	0	0.0%
EPYDC	1	4.8%	0	0.0%	0	0.0%	1	8.3%
Youth Justice (case worker)	1	4.8%	1	12.5%	0	0.0%	0	0.0%