

Transitional Housing Services for Victims of Domestic Violence

**A Report from the Housing Committee of the
National Task Force to End Sexual and Domestic Violence**

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Table of Contents

Introduction	Page 2
What is Transitional Housing?	Page 3
Common Characteristics	Page 4
1) Mission/Philosophy	
2) Program Operation	
3) Rent Payment and Lease Agreements	
4) Range of Services	
5) Leadership Opportunities	
6) Community Partners	
7) Funding	
8) Evaluation	
Key Considerations for New and Emerging Programs	Page 18
Program Examples	Page 23
1) Coburn Place Safe Haven, Indiana	
2) Grace Smith House Brookhaven Program, New York	
3) Center Against Spouse Abuse Transitional Housing, Florida	
4) Gulf Coast Women’s Center for Non-violence Transitional Housing, Mississippi	
5) Destiny Village, Texas	
6) Interlace, North Carolina	
7) Middleway House, Inc. The Rise, Indiana	
8) Riley Center, California	
9) Hickman House, Washington	
10) K.R. Housing YWCA Transitional Housing, Utah	
11) Shelter, Inc. Transitional Housing, Michigan	
12) Center for Women in Transition Transitional Housing, Michigan	

INTRODUCTION

The need for safe, affordable housing for victims of domestic violence is well documented.¹ Without access to housing options, women fleeing from abusive relationships are often forced to live in substandard conditions or return to their batterers. While many battered women need only short-term, emergency shelter, others face numerous barriers to achieving independence free from the abuse and require long-term housing assistance and a variety of support services.

Recognizing the housing needs of battered women, many domestic violence service providers now offer longer-term, transitional housing to the women and children they serve. While no official count exists, every state has at least one transitional housing program specifically for victims of domestic violence. In addition, designated federal funding for such programs has emerged, and new programs are being established regularly.

Despite the awareness of the need for transitional housing for battered women, and the resulting increase in the number of such programs, information about what exists, and what constitutes an effective program, is lacking. New and emerging programs have little, if any, literature to draw upon when creating policies, programs and services. The purpose of this paper is to begin to close that information gap.

As advocates and public policy advisors, the authors were interested to know what transitional housing programs for battered women exist in the United States, and what commonalities and unique attributes are present among these programs. The authors conducted phone surveys with twelve organizations across the country, all providing transitional housing services specifically to battered women. The surveys included questions on such topics as: the history of the program; services provided; relationships with other local organizations; sources of funding; and lessons learned (see Program Examples).

The results of those surveys, and a directory of the transitional housing programs surveyed are provided here. Due to the lack of standardized outcomes and measures of effectiveness for transitional housing programs for battered women, this paper does not outline best practices. Further, the views expressed by specific programs are not necessarily endorsed by the authors or recommended as models for program policies and procedures. The hope is that emerging and existing transitional housing programs find this information useful when designing or revising their own procedures and programs, and ultimately, battered women participating in transitional housing receive the services and support they need and want.

¹ See: Correia, A. & Rubin, J (2001) Housing and Battered Women. Harrisburg, PA: National Resource Center on Domestic Violence. Bassuk, E., et al. (1996) "The characteristics and needs of sheltered homeless and low-income housed mothers." *The Journal of the American Medical Association*, 276 (8), 640-646. U.S. Conference of Mayors (2003) A Status Report on Hunger and Homelessness in America's Cities: A 25-City Survey.

WHAT IS TRANSITIONAL HOUSING?²

Transitional housing, sometimes called second stage housing, is a residency program that includes support services. Usually provided after crisis or homeless shelter, transitional housing is designed as a bridge to self-sufficiency and permanent housing. Residents usually remain from six months to two years, and are typically required to establish goals to work towards economic stability.

Viewed along a continuum of services, transitional housing is placed between emergency and permanent housing. However, the boundaries distinguishing the steps on the continuum are sometimes blurred. For instance, emergency shelter is offered on a short-term basis (typically three months or less), aimed towards assisting residents with housing searches and accessing referrals to other social services. Often however, an “emergency” shelter may allow residents to extend their stays when alternate housing cannot be secured. Similarly, residents in “permanent housing” - which allows for an indefinite stay and usually does not require participating in social services even if made available to residents - may choose to relocate regularly rather than remain in one residence indefinitely. Among “transitional” housing programs, residents are often allowed to stay from eighteen months to two years, though some have much shorter residency limits.

Characteristics of transitional housing for battered women vary but generally these programs:

- Offer housing at a single location or development, though some are scattered site units.
- Provide a wide range of support services such as childcare, child development programs, financial assistance, clinical therapy, and counseling in life planning and job development.
- Are owned and operated by domestic violence service providers, however some represent partnerships between developers who construct and own the units and a service provider that operates the programming for clients.

² Adapted from More Than Shelter: A Manual on Transitional Housing, Women’s Institute for Housing and Economic Development (1990?)

COMMON CHARACTERISTICS

The interviews conducted with twelve transitional housing programs serving battered women reveal a number of common themes. This section provides a descriptive overview of the characteristics that were present and important to all the programs interviewed, as determined by the VAWA housing sub-committee.

Common Characteristics
— Mission & Philosophy
— Program Operation
— Rent Payment & Lease Agreements
— Range of Services
— Leadership Opportunities
— Community Partners
— Funding
— Evaluation

— ***Mission & Philosophy***

The programs profiled in this paper vary greatly with regard to eligibility requirements, operations and procedures, and services provided. Despite these differences, all of the programs are guided by an underlying philosophy and offer a specific response to the need of survivors of domestic violence to access and maintain safe and affordable housing.

Overwhelmingly, the philosophy guiding these programs is one of empowerment for women and children. Staff from all twelve programs expressed their program's focus on empowering women: to live self-sufficient safer lives; to make informed decisions; to undergo personal growth; and to participate in both self-help and peer support for other battered women and their children.

Differences among the programs' missions are slightly more pronounced, though all are guided by providing services to meet a variety of short and long-term needs. A number of programs set out to end or eradicate domestic violence, by providing supportive services to victims and education to the general community. Other programs focus on serving women and children who are homeless due to domestic violence, and assisting them in finding permanent housing. A few programs are specifically geared towards helping women leave their abusers, by providing housing and opportunities for economic stability.

More specifically, staff expressed certain tenets their programs try to incorporate into program policies and service provision, including:

- Battered women’s experiences should inform and shape the services provided. Having program participants involved at all levels of program planning, development and implementation is one way to achieve this;
- Long-term support is critical to maintaining a safer life. Emergency shelters provide immediate assistance but a sustainable network of support and resources must be developed to transition to a life safe from abuse, and this takes time;
- Economic independence is essential for long-term stability. All of the programs incorporate some income or skill building component, to assist families in achieving economic independence from the perpetrator; and
- Housing is crucial. Without a safe, secure base from which to operate families cannot achieve stability. The programs provide interim housing while helping families build a credit history and skills to attain and maintain permanent housing.

Program Operation

The operational structure of transitional housing programs is made up of certain elements, including but not limited to: the physical housing configuration, staff, duration of services offered, and policies for terminating or graduating a program participant. Together these program characteristics make up the foundation from which services and support can be provided. Moreover, as with the organization’s mission and philosophy, program operation can influence the type of services offered and the nature of program rules and policies. A program that offers scattered housing units may face different safety and confidentiality issues than one that operates one large housing building with multiple units on-site. Consequently the rules around security may differ. Understanding the various elements of program operation is an important component to meeting the mission of the transitional housing program, and the needs of the participants.

Organizational Setting and Housing Provided

Of the twelve transitional housing programs discussed here, four are located in rural settings and eight in urban areas. Eight of the programs provide a full-range of services to survivors of domestic violence and sexual assault, including emergency shelter and transitional housing. Four of the programs offer only transitional housing and accept referrals for program participants primarily from domestic violence shelters.

Eight of the transitional housing programs operate out of a building that is specifically designated for transitional housing. One program provides both emergency shelter and transitional housing within the same physical structure, with the transitional housing program being a separate “wing” of the facility. While this lay out can benefit staff who work in both programs, the autonomy of program participants may be compromised due to a lack of private space separate from a confidential emergency shelter.

Four of the programs operate under what is commonly called scattered site and “master” lease situations. The participant is responsible for finding her own housing in the private rental market and the program enters into a lease with the landlord and covers the rental payment. Typically, the participant is required to partake of the program’s case management services while receiving the rent subsidy. One program secures the housing by entering into a lease with the landlord and then requires a housing contract from the program participant, effectively subleasing the unit to her.

Two of the twelve programs have agreements with local housing developers. The developers build and manage the housing facility while the transitional housing service provider offers the supportive case management services. In these two cases, one of the partnerships is with a non-profit housing development organization, and the other is with a for-profit housing developer that also operates subsidized permanent housing. In this latter situation, the developer is able to help program participants enter into affordable permanent housing, after exiting transitional housing.

Staffing patterns and qualifications

The programs interviewed vary significantly in size and capacity, and therefore operate with different total staffing levels. More important however, is the ratio of staff to program participants, which was more consistent across programs. A full-time employee working only with participants in transitional housing serves anywhere from three to ten families simultaneously, with most programs citing eight to ten families as a typical caseload. One program explained that a full-time case manager has five families at a time that are active in the program, and concurrently provides a minimal level of follow-up services to six or seven additional families.

Similarly, the number of families served at any given time by one employee is affected by the breadth of the staff person’s responsibilities. In a number of the organizations interviewed, staff work in affiliated programs such as emergency shelter or children’s services, in addition to transitional housing. In such organizations, staff often maintain a caseload of five or so transitional housing families, and then approximately another ten from the shelter or other program within the organization.

As is true in most social service organizations, the transitional housing programs discussed here classify staff by job responsibility. Despite slight variances in actual title, all the staff fell into four loose categories. Administrative staff include directors and managers who supervise other employees, and administrative support staff. Adult direct service staff are those who provide counseling and support groups, case management, housing advocacy, and employment advocacy and education. In some programs this group also includes clinical social workers or therapists. Property or facility managers are responsible for the physical maintenance of the housing units and buildings, and in some cases collect rent from participants. In one program the facility manager lives on-site and provides after-hours building operation in exchange for free rent. Lastly are the children’s advocates and case managers who provide counseling and play therapy and in some programs, on-site child care.

The qualifications and minimum professional requirements of staff were common within the broad categories but varied depending on job responsibility. The title of therapist or clinical social worker was characterized by formal training and educational credentials, such as a Masters degree. Most adult direct service staff held some post-high school degree, and many had experience working in domestic violence shelters as an advocate or volunteer. In general, programs required some combination of at least a Bachelor's degree and a couple of years work experience, but consistently favored work and life experiences over formal education.

The programs interviewed are committed to providing staff with on-going training and education, and often mandate some form of new staff orientation.³ One program requires each new staff person to attend a 32-hour training provided by the state Coalition Against Domestic Violence, and in another all victim service providers in the state are expected to participate in certain staff development activities. Every program interviewed mentioned some type of internal staff development, usually in the form of in-service training at monthly staff meetings or job orientations, lasting anywhere from 30 to 80 consecutive hours. To supplement these internal opportunities many programs designate monetary resources for staff development. The amount ranged from 5% of an employee's yearly salary to \$250. per year per employee for training outside of the organization.

Duration of services

The length of time a participant can stay in a transitional housing program varies but typically the purpose of such a program is to provide a bridge between emergency shelter and permanent housing, and offer participants sufficient time to explore their housing and employment options. The duration of the program may be influenced by the funding requirements; some funding sources require a minimum or maximum length of time, but rarely restrict a program from offering follow-up services after a participant has successfully completed the housing program.

In the programs interviewed, transitional housing services are provided for at least six months and often as long as twenty-four months. More than half of the programs offer services for a full two years, and ten of the twelve programs provide a minimum initial length of time for services, with the possibility for extensions. For example, a program may initially accept a participant for six or twelve months, and then offer a three-month extension. One program offers services for two years with no formal policy for extensions, but explicitly states that if a participant's permanent housing (usually Section 8) is pending and she has reached the two year mark, she can stay until the permanent option comes available. Conversely, one program allows participants to stay a maximum of two years but encourages participants to look for permanent housing immediately upon entering transitional housing, and discourages staying the maximum time allowed.

In general, programs reported that participants need increasingly longer stays in transitional housing, often past the allowable length of time, and cite the lack of affordable permanent

³ Some state laws require specific training for staff working with domestic violence and sexual assault victims at victim-services agencies. Contact your state domestic violence coalition with any questions. A directory of state domestic violence coalitions can be found at www.vawnet.org.

housing as the reason. In some areas the waiting list for Section 8 vouchers are three or more years long, and the cost of unsubsidized housing is skyrocketing.⁴

Program Entry

Considerations for program entry are critical to successful implementation of transitional housing, and are often influenced by funding sources. For example, programs funded at least in part by the U.S. Department of Housing and Urban Development (HUD) must require that participants are homeless prior to entry.⁵ Programs that receive state welfare funds (i.e. Temporary Assistance to Needy Families) are required to serve families with children, and usually programs that involve partnerships with the local public housing authority must adhere to income eligibility guidelines for participants.

Along with these basic entry requirements, most programs include their own specific considerations. All of the programs discussed here require potential participants to complete a written application. One program asks for references, both personal and from other domestic violence service providers, when it is safe to do so. Some programs necessitate that participants have a source of income upon entry, and usually define public assistance as a legitimate means of income. A few programs ask for a work history or stated desire to work or become economically self-sufficient. Two of the programs have specific “sobriety” requirements, to ensure that all participants have not used alcohol or other substances within a certain time period, such as three months.

Exit policies: Termination and Graduation

Transitional housing programs are not designed to provide participants with permanent housing or on-going, continuous services. Because each program has a pre-set limit for offering services it must have policies to address participant completion of the program. Similarly, each program has rules and policies outlining acceptable reasons to terminate a participant from the program. Usually these rules focus on ensuring the safety of participants and program staff, but can also be guided by the expected level of participant participation in services such as case management and support groups.

Most programs classify voluntary exiting from the program as a ‘successful’ completion or graduation. The most common reason for a successful completion is exiting into permanent housing, often subsidized through Section 8, and rarely to live with the batterer. Some programs are looser with their definitions and consider a participant to have completed the program when she “leaves on a positive note.”

⁴ The Crisis in America’s Housing: Confronting Myths and Promoting a Balanced Housing Policy
<http://www.nlihc.org/research/housingmyths.pdf>

⁵ The HUD ESG deskguide section 4.4 “Documentation of Homelessness” sets out a 7-point homeless definition, which considers a person as homeless when he/she “is fleeing a domestic violence housing situation and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing.” On the Internet at: www.hud.gov/offices/cpd/homeless/library/esg/esgdeskguide/section4.cfm.

On the other end of the continuum are participants that are asked to leave the program or are involuntarily terminated. Programs interviewed here cited a plethora of reasons for terminating a participant, with much overlap across programs. The most common reasons for termination include:

- *Chronic* non-payment of rent, usually defined by three or more consecutive months;
- Engaging in illegal behavior such as prostitution or using illegal substances;
- Jeopardizing the safety and well-being of self, children, other program participants or staff by using physical violence and/or verbal threats, destroying program property such as setting fires in the housing unit, or being openly homophobic or racist; and/or due to the batterer being on the premises.

In addition to these primary three, programs cited other reasons as justification for terminating participants. These included participants who did not pass housing or health inspections, general non-compliance with program rules and not attending case management appointments, smoking in the housing unit, not pursuing employment opportunities, and not supervising their children.

Rent Payment & Lease Agreements

Many transitional housing projects require participants to sign a lease or lease-like agreement, depending on whether the program itself rents or owns the housing units. Leases often serve to protect both the participant and the program, and provide some legal recourse in the event of eviction or damage to the unit. Programs also cite these policies as one way to assist participants in transitioning into permanent housing, by mimicking the rules and financial requirements of living in mainstream housing.

A detailed analysis of the pros and cons of leases is beyond the scope of this paper. However, any program considering putting a lease structure in place should be aware that some funders stipulate lease conditions. For example, if the local public housing authority has a rental voucher attached to a specific housing unit, there is often a minimum one-year lease requirement. In general, it is advisable to consult an attorney familiar with supportive housing when determining use and specifications of leases.

Whether or not a formal lease is in place, transitional housing projects for domestic violence victims usually operate with some type of rental or financial payment schedule. The amount of rent is often subsidized by the program, and used to offset the cost of building maintenance and utilities.

Programs must be clear about their policies around rent collection and payment, to minimize legal confusion and loopholes. Existing transitional housing programs use a number of models when determining the amount and schedule for rent. One option is a flat rate for rent, to be paid regardless of tenant income (e.g., \$25.00 a month). This method streamlines the rent collection and paperwork process, but may be inequitable if participants' incomes vary greatly. The most common option is to determine rent based on a percentage of the tenant's income. Typically the percentage is 30% of net income, using HUD guidelines. "Income disregards" are yet another method of determining percentage rents. In this case, programs will subtract certain daily living

costs from a participant's monthly income, such as transportation or child care costs. The monthly rent required by the program is then a percentage of this lesser income.

Additionally, some programs choose to set aside a portion of the monthly rent into an individual savings or escrow account for the participant, to be paid back upon exiting the program. Such an account can help the participant successfully transition into permanent housing when funds are needed for expenses such as a security deposit or mortgage. While this policy can prove very beneficial to participants, it can also be complicated for programs and should only be implemented after careful and thoughtful planning. For example, some programs face a dilemma if a participant is terminated from the program for illegal behavior. Does that participant still receive her rental set-aside? And if not, what legitimate and ethical ways can the program use the money? Further, does the program have the authority to determine how the rental set-aside will be used? How will a program deal with a situation in which a participant wants to use the money to purchase new clothes or a television set, instead of for example, toward a down payment or renter's insurance? These are a few examples of the issues that arise for programs and that should be contemplated before implementing a rental set-aside policy.

Range of Services

All of the transitional housing programs surveyed for this study offer program participants a variety of supportive and practical services. A number of programs require participants to partake in certain services as a condition of receiving housing, such as meeting regularly with a client advocate or case manager. Other services, such as tutoring, budgeting classes and food resources, are voluntary and offered to each participant on a case-by-case basis.

Clear patterns arose with regards to the type of services transitional housing programs offer, with much overlap across programs. Every program provides a core of services that includes some type of individual and group counseling, advocacy, and opportunities for skill building and goal setting. In addition, some programs offered extensive children's services, whereas others provided legal advocacy or health services.

Below is a list of services offered by the programs surveyed. Some interviewees went into significantly more detail than others. Therefore, this may not be an all-inclusive list, but instead a representation of what was mentioned during the interviews.

Adult Services

Counseling

- Individual counseling
- Peer counseling
- Domestic violence support groups
- Rape and sexual assault support groups
- Mental health therapy (clinical)
- Parenting support groups/Mom's groups
- Substance abuse support groups

Case Management and Advocacy

- Individualized goal setting and achievement plan development
- Referrals to a plethora of community resources (food, clothing, housing, furnishings, school-supplies, childcare, public assistance, healthcare, mental health services, financial assistance, legal assistance, etcetera)
- Active, collaborative relationships with local social service and community-based organizations, and for-profit companies (ex. property management), to provide a variety of services to program participants
- Employment counseling
- Civil legal advocacy
- Accompaniment to various appointments (court, healthcare, etcetera.)
- Follow-up services; time lines ranged from 6 months to two years after exiting program

Basic Needs

- Food pantry (one program actually provides all the food – not just on an emergency basis - for the women in the transitional housing program, due to physical program structure)
- Thrift shops; for free or very low cost clothes, shoes, purses
- On-site health care “clinic”; offered a few times per month

Financial

- Rent subsidies – rental rates are commonly based on each program participant’s income, such as 15-30% of monthly income. Some programs offer further rent reductions, such as lowering the rent scale by 2% for each dollar over minimum wage the participant earns; or giving participants back up to 50% of the rent they’ve paid, upon exiting the program.
- Sliding-scale childcare fees (in-house services)
- Child care subsidies (off-site services)

Skill Building and Education

- Academic tutoring
- Budgeting and credit-repair classes
- Homeownership skills
- Life-skills classes (ex. cooking, time management)
- Health literacy services
- HIV/AIDS education
- Speech and hearing services
- Conflict resolution/Communication skills
- Computer literacy services
- Sobriety education
- Vocational rehabilitation/Job Skills training
- On-site library

Child and Adolescent Services

[Note: there is some overlap between these categories of services, as many of the recreational programs are also designed to be educational and/or therapeutic; and the education programs such as Head Start are designed to develop children's social and emotional, as well as academic, competencies.]

Counseling

- Individual counseling
- Individual and family therapy (clinical)
- Support groups for adolescents

Education

- Academic tutoring
- Youth Summer Reading Program
- Jump Start (toddlers)
- Head Start (3-6 year olds)

Child Care and Recreation

- General child care and after-school care; for infants, toddlers, preschool and school-age children
- Arts & crafts
- Field trips and outings
- After-school activities for a variety of ages (5-18 years olds)
- Summer camp

Leadership Opportunities

While not offered in every transitional housing program, leadership programs for participants are an innovative way to increase participant involvement, in both the organization and larger community. A few of the programs interviewed provide participants with opportunities to take on a variety of leadership roles. These range from formalized mentorship with leaders in the community to hands-on involvement and decision making in the transitional housing program. Outlined here are examples of the leadership opportunities these programs offer:

- Resident Management Organization – One program coordinates a Resident Management Organization (RMO), within the larger social service organization that includes transitional housing. This RMO serves as focal point for the liaison between program participants and management. Members of the RMO hold yearly elections of officers who serve a one-year term and chair a standing committee such as Welcoming, Communications, and Special Events. Former transitional housing participants can also choose to be a member of the RMO advisory board, once they have exited the programs. This board is also made up of committees including Services, Steering, Fund Raising, and the Peer Review Committee, which is responsible for assisting current participants that are at risk for termination.
- Floor representatives – One program designates certain participants as floor representatives, who are responsible for the general safety and maintenance on their floor, particularly after hours. The representative becomes known to other floor residents as the point person, and for specific types of issues or problems, is the liaison between participants and program staff.

- Residents' Council – One program operates a Resident's Council, on which four selected program participants serve. These four participants must be representative of the program's transitional housing population, with regard to age, race, and sexual orientation. The Council attends staff meetings to bring participants' concerns or issues to the attention of staff.
- Community involvement – A number of programs formally encourage participants to be involved in the larger community. Participants join Neighborhood Associations or volunteer in local social service organizations, such as food banks. One program operates a mentorship program in which leaders in the community develop relationships with program participants, with the goal of them network and increase their own access to community resources and possible job opportunities.

Community Partners

Most of the programs indicated that critical to the success of domestic violence transitional housing programs are collaborations fostered during the planning and implementation phases. Many funders of transitional housing require documentation that key community partners verify a need for the project, and are committed to working collaboratively with the program to ensure its success. Additionally, community collaborations assist a transitional housing program's ability to provide a wide array of services to its program participants as they move toward permanent housing and economic stability. For example, a domestic violence transitional housing program need not have staff expertise in credit counseling if such a service exists in their community.

Collaboration with a Continuum of Care group or local homelessness coalition was mentioned most often as a vital relationship, by the transitional housing programs surveyed. These partnerships are viewed as crucial for building community support and soliciting HUD funding. Other important partnerships include those with city and county governments who may have funds and/or land to share; public housing authorities who provide rental subsidies; non-profit housing developers who can assist with property management and maintenance; and other social service providers serving low-income households, including community colleges, workforce centers, community action agencies and public assistance departments. Additionally, at least three programs specifically mentioned the importance of the media in building support for transitional housing services. A few programs enhance their children's services by partnering with Head Start to provide pre-school and on-site day care.

Funding

Diversified funding is a vital component of long-term sustainability for most social service organizations, and transitional housing programs are no exception. In addition to achieving stability by drawing from a variety of sources, transitional housing programs may need different funding sources to support different types of costs, including capital, operating, and program needs and services.

Capital costs are those associated with the building and/or renovating of a program facility or housing units. Operating costs include those required to operate and maintain a program on a daily basis (utilities, repairs, insurance, and etcetera). Program services costs include expenses related to providing participants with a range of supportive and practical services, such as informational materials for support groups, clothing or household items, food for special events and so on.

Typically, a program will develop a separate budget for each type of cost and identify appropriate funding sources accordingly. Capital costs are often covered by one time grants or loans, or fund-raising campaigns designed for the purpose of acquiring, rehabilitating, or developing housing. The operating budget consists of expenses related to the building such as rent or mortgage, utilities, insurance, taxes and property management. It is important to demonstrate to lenders that the operating budget is reasonable and that the program has sources of on-going financial support, usually not less than five years. Operating budgets also include funds set aside for emergencies and for replacement costs. The program budget is also designed to address on-going costs, such as personnel, office and household supplies, as well as direct services for program participants.

The type of operational structure a program is working within may also impact the need for certain types of funding. For example, if a program is leasing housing units or program space, it can focus on raising operating and program services funds. However, programs that choose to purchase the space in which they operate must also raise capital funds to pay for building acquisition and/or renovation.

It is worth noting that many funders impose certain income limits on the people receiving services from the funded program. A transitional housing program intending to serve any woman in need, regardless of her income, may need to be creative about securing funding for participants who do not meet income eligibility requirements. To address such issues, most programs have multiple funding sources and carefully designate certain funding for certain activities or participants. Programs need to be familiar with each funder's reporting requirements including the length of reporting time, which may exceed the actual funding cycle.

Outlined here is a list and explanation of traditional funding sources used by transitional housing programs. In addition to seeking outside funding sources such as grants and government funding, some programs choose to charge a program fee or rent to at least partially cover the cost of certain services and expenses.

Capital Only Funds

- The Federal Home Loan Bank's **Affordable Housing Program (AHP)** subsidizes the cost of homeownership and rental for very low to moderate-income families. Direct grants with below-cost interest rates are given on loans from the Federal Home Loan Bank to a member lender. Monies can be used to purchase, construct, rehabilitate or refinance rental housing (transitional housing) in which a minimum of 20% of the units will be occupied by, and affordable to households at 50% of the area median income and below. Additional units

supported with AHP funds can be provided to households up to 80% of area median income. 12 U.S.C. 1430(j)(1).

- The federal **Low Income Housing Tax Credit (LIHTC)** provides capital funds by leveraging private investments. Private investors receive a dollar-for-dollar reduction in their federal tax liability in exchange for financing the development of affordable rental housing. Tax credits are allocated to the states on a per capita basis through state housing finance agencies. There is a competitive process within each state. The LIHTC program imposes extensive requirements on the owner regarding tenant selection, income verification and management reporting. The tax credit structure also requires that a private investor remain involved in the project for at least 15 years. Funded projects must have restricted rent maximums, remain affordable for an extended period beyond the funding completion date, and offer a lease for at least six months. 26 U.S.C. 42. Given the complexity of the LIHTC program, and the typically highly competitive process, it is usually only cost-effective for a project that has of at least 20 housing units. Nonprofit sponsors usually hire a management company with expertise in reporting and compliance to assist in meeting the strict requirements.
- The U.S. Department of Agriculture's **Rural Housing Services Community Facilities Program** provides grants for the development of essential community facilities for health care, public safety and community and public services in rural areas and towns with a maximum of 20,000 people.
- The U.S. Department of Agriculture's **Section 515 Rural Rental Housing Program** provides competitive mortgage loans for affordable, multifamily rental housing units, specifically for low to moderate income residents.

Capital and/or Operating Funds

- **The HUD McKinney-Vento Supportive Housing Program** is perhaps the most versatile funding stream for transitional housing providers because funds can be used for a variety of types of costs. Capital and operating costs that can be supported include acquisition and rehabilitation, new construction, and leasing. Eligible support services include: child care; employment assistance; outpatient health services, food and case management; assistance in providing permanent housing, employment counseling and nutritional counseling; security measures; certain other Federal, State and local assistance including mental health and medical assistance; and other appropriate services. 42 U.S.C. 11383-11385.
- **The Community Development Block Grant (CDBG)**, through participating state and local government grantees, funds public services: that are not otherwise provided by a unit of local government; housing services including housing counseling; and loans and grants for public facilities. The CDBG also includes Economic Development Initiative (EDI) grants to address specific locally identified needs. For example, in FY2003 one EDI grant in the amount of \$600,000 was proposed for Marguerite's Place, Nashua, NH "...to provide transitional

housing for women who are victims of domestic abuse and their children"; S.Rep. 107-222 (July 25, 2002, p. 37)). 42 U.S.C. 5305(a).

- **The Home Investment Partnerships Program (HOME)**, through participating state and local government grantees, funds a variety of activities including acquisition and new construction, reconstruction or moderate or substantial rehabilitation, site improvement, demolition, tenant-based rental assistance, financing costs, relocation expenses of displaced families, and reasonable administrative, operating and planning expenses of Community Housing Development Organizations (CHDO). 42 USC 12742.

Operating and Program Services Funds

- **State Departments of Social Services** – Often a state agency dealing with the health and welfare of families, or the agency that funds homeless shelters, will be a source for multi-year contracts for operating expenses and program services.
- **The Emergency Shelter Grant (ESG) Program**, is one component of the Department of Housing and Urban Development's McKinney Vento programs. Emergency Shelter Grant (ESG) funds are granted on a formula basis to states and communities for renovation, major rehabilitation, or conversion of buildings for use as emergency shelter for people experiencing homelessness; essential services relating to emergency shelters; payment of operating costs of emergency shelters for people experiencing homelessness; and homelessness prevention.
- The federal **Office on Violence Against Women** administers formula and discretionary grant programs authorized by the **Violence Against Women Act of 1994 (VAWA)**. VAWA grant programs support a large variety of services and system-change level work, and emphasize enhancing services to women victimized by violence; strengthening outreach efforts to underserved populations; and assisting Indian tribal governments to develop the tribal justice system's response to violent crimes committed against Native American women. The Office on Violence Against Women's **Transitional Housing Assistance Grants Program** is available to states, units of local government, Indian tribes, and non-profit organizations. The money can be used for short-term housing assistance, including rental or utilities payments, and support services designed to enable individuals who are fleeing domestic violence to locate and secure permanent housing.
- **The Federal Emergency Management Agency (FEMA)** has, in the past, made funds available to help feed the hungry and shelter the homeless, through appropriated funding for those with non-disaster emergency needs under the Emergency Food and Shelter National Board Program. These funds have been distributed to more than 10,000 nonprofit and local government agencies across the country, supplementing local efforts to prevent homelessness and hunger.
- **In-kind sources** – Transitional housing programs rely on numerous in-kind and donated contributions to help off-set the operating and program services costs. Transitional housing

programs may solicit individual donations or formalize collaborative efforts with local community-based organizations, institutions of higher education, corporations, and government to gain access to:

- Food pantries and food banks
- Legal services
- Interns and volunteers
- Tax abatements from the local government
- Gas vouchers for participant's vehicles; etcetera

Evaluation

All of the programs surveyed were asked what types of evaluation methods and techniques they employ. The significant range of responses received clearly indicates that the term 'Evaluation' holds different meanings for different programs. The interviewers did not provide a specific definition of evaluation in conjunction with the question and no program staff requested clarification about the term. For this reason, for the purpose of this paper, the term evaluation is used to describe a variety of general information-gathering techniques aimed at adapting and improving program services, rules and procedures. Only one of the surveyed programs discussed formal evaluation techniques, and has contracted with an objective, non-staff researcher to conduct an evaluation of the program. However, a number of programs expressed wanting comprehensive, uniform means of conducting evaluation, including tracking resident outcomes.

Despite this lack of standardization, programs are collecting a variety of information about the usefulness and 'effectiveness' of their services, policies, staff and the program participants themselves. This evaluative information seems to loosely fall into two categories, evaluation of the program and evaluation of the participant, and methods for collecting and analyzing the information differ accordingly.

Evaluation of the program is conducted primarily, but not exclusively, through program participant input, such as via exit interviews, case management meetings and resident meetings. Participants are asked to provide feedback about their experience in the program, including which services and rules were helpful or not, and their general recommendations for program improvement. This information is used to revise, add or eliminate program components such as individual services or specific policies. The benefit of such methods is the encouragement of program participant involvement and the opportunity for women to voice praise or concerns about the program. Unfortunately though, in many of the programs the case management meetings are scheduled as a condition of receiving services. Therefore, this particular method of gathering information may influence the quality of the responses, because it is neither anonymous nor entirely voluntary.

Exit interviews are a very common way of gathering participant input about the program, and likely allow for a more complete picture of women's experiences. Some programs administer these 'interviews' as an anonymous survey, and include questions about possible gaps in services

and the participant's emotional feelings about her experiences while in the program. Other programs schedule an in-person interview with the woman exiting the program, thereby increasing the response rate but disallowing for anonymity.

A number of the programs administer other types of surveys, including quarterly customer satisfaction surveys, staff surveys and community surveys. These are often completed anonymously and aim to gather much of the same information as the exit surveys, with a focus on the targeted audience. For example, community surveys ask local organizations to provide feedback about their experience working with, and referring to, the transitional housing program and ideas for improvement. Information gathered from these various surveys are typically shared with funders as well as all levels of staff and management and often the Board of Directors.

Lastly, monthly and quarterly meetings are used to generate information about the program's effectiveness. A number of programs described monthly staff meetings as a method of program evaluation. During these meetings staff are given time to express any concerns or suggestions for improvement of the program and in some cases the entire staff vote on service revision decisions. A few programs hold monthly resident meetings, at which program participants are encouraged or mandated to attend. These meetings are often facilitated by one or more of the program participants and any program related information generated is passed along to an identified staff person, to be shared with other staff and management. One program assigns a staff person to attend the resident meeting each month, to field questions from program participants and take notes about their level of satisfaction with the program.

The second category of evaluation, evaluation of the participant is done primarily through the case management meetings, described above. The information gathered during these meetings is often used for examining the participant's goals, and the progress she is making towards goal achievement. A few programs indicated that participant outcomes and her ability to accomplish various goals are a direct indication of the effectiveness of the program, and whether the program is offering the correct services and level of support. Some programs use participant outcomes as a method for participants to evaluate themselves and their own progress.

KEY CONSIDERATIONS FOR NEW AND EMERGING PROGRAMS

All of the programs surveyed and discussed throughout this paper have been in existence a minimum of three years. The authors were interested in what lessons these programs have learned over the years, with the hope that this information will be useful to emerging transitional housing programs. The programs here expressed their 'lessons learned' in a variety of ways, and while clear themes emerged the language defining the lessons differed. Described here are general categories of key considerations for new programs, with examples used to illustrate the considerations in practical terms.

- **Physical Appearance:** New transitional housing programs must address the physical layout of its program, such as grouping all the units in one complex versus scattered sites, and being a direct landlord versus providing a subsidy for rent in a private market unit. One program that

operates its own housing building and serves as both landlord and service provider discussed the importance of the appearance of the building. This program put significant resources into creating an architectural and aesthetic structure that does not overtly look like the stereotype of a subsidized housing program. In turn, the program believes this approach encourages women to be proud of their home and take care of it, and in the long run minimizes maintenance and repair costs.

- Geographic location: While there may be no direct, applicable lesson learned in this arena, a few programs did discuss the challenges of serving multiple communities. Clearly, each community area is unique and faces differing resource constraints and political climates. One program that serves four cities in one county described the difficulty in generating community support and buy-in in each of the cities, versus if it only served one geographic area. However, which and how many communities a program serves may be in part beyond its decision-making power. The decision to serve a specific or multiple-area community will likely be determined in part by the program's selected population, and may also be influenced by funding requirements.
- Size: A number of programs indicated that it is preferable to begin smaller, serving approximately 6-10 families, and expand services as needed. Further, the specifics of appropriate size may depend on the structure of the housing. One program surveyed operates its transitional housing out of a single building, in which over thirty families are housed. This feels overwhelming to staff and on-going building and unit maintenance is difficult to accomplish. With a large staff and scattered units, larger service capacity may be possible and effective.
- Designated service population and Referral sources: This is a complicated issue that requires careful thought, as a program must determine who its service population is and then set referral, and other, policies accordingly. A number of programs mentioned the challenges of operating under an open-referral policy, in which any organization or individual (including the battered woman herself) can refer a potential program participant. In reality, some programs may not be able to effectively serve certain populations of battered women (ex. women with significant mental illness or severe substance abuse issues), and therefore may want to clearly define and limit whom they accept referrals from.

One of the programs surveyed identified the level of motivation on the part of the program participants as a determinate of which referral sources it accepts. This program finds that women from certain referral sources seem more motivated and interested in the program, than women from other referral sources, and in turn limits its referrals to sources that serve more "motivated" women.

Conversely, another program expressed the importance of taking chances with the women transitional housing programs serve and keeping the referral policy as flexible as possible. This program recommended that transitional housing programs commit to serving the hardest to serve; the women that no other program will take on as clients, including those with significant substance abuse or mental health issues. The rationale here is that since transitional housing programs inevitably serve some program participants who do not meet the goals of the program, regardless of how carefully they are screened; the program should

take in women that have nowhere else to go. In short, this program explained that there will be some participants who succeed and some that do not, but that it is not the program's role to restrict who gets the opportunity to try.

This contrast in program approach highlights the complexity of these issues and the relationship between a program's mission, service population, and referral policies. Theoretically, a program may decide to serve battered women who have the clearest and most easily attainable goals, versus women who are in the most immediate danger or are facing other serious challenges. While limiting the type of referral sources may be appropriate, a program must understand how those policies will impact their client-base and whether these practices are in line with the program's mission.

To most effectively and appropriately determine its service population and corresponding referral policies a program must have a clear sense of its mission and how it defines success for the program participants. For example, if a program determines that ensuring a participant's physical safety is its primary mission, then prioritizing women in extreme danger or accepting referrals from any organization that serve such women is appropriate. On the other hand, if success is defined by a participant's ability to secure employment, permanent housing or some other indicator of self-sufficiency, than a program may consider limiting both the sub-population of battered women it serves and the referrals it accepts.

➤ **Definition of Success:** As indicated above, a program's definition of success is directly related to its philosophy and programming. One program highlighted an example of success that may look untraditional to some programs - a program participant ultimately returned to her abuser after ten months in the program, but set clear rules and conditions upon which she would return. Within a year her abuser was failing to meet those conditions and so she left again, permanently. The program serving her identified this as a success because she was able to set and uphold boundaries for herself and her batterer.

This one example demonstrates what a number of programs expressed – success is not about putting goals on an intake or case management form, but in helping women improve their lives in whatever ways the women themselves identify. A woman may define improvement or success as being safe from harm or getting her car fixed or enrolling her children in after-school activities. The lesson here is that transitional housing programs must be committed to helping battered women accomplish *their* goals, instead of measuring their success in relation to the program's own, possibly unrelated, goals.

A number of programs also expressed that this way of defining success is not always easily put into practice and requires the establishment of strong, respectful relationships between staff and program participants. One program identified listening to the needs and wants of program participants as time consuming and energy intensive, but very worthwhile and beneficial for not only the battered woman, but program staff and the larger community as well.

- **Clear expectations:** Program guidelines and expectations should be explicit, clear and fairly applied. Ideally, these guidelines are put in writing and potential residents are asked to sign something verifying they have been informed of, and understand, all major policies, prior to entering the program. This practice not only allows for consistent dissemination of information and minimizes potential confusion, but may also help prevent feelings of failure

on the part of staff and program participants. When both staff and participants are clearly informed of the program's services and limits, the expectations set forth may be more realistic and goals more achievable.

- **Services:** A number of programs expressed that domestic violence is rarely, if ever, the only issue that battered women are coping with. Programs must anticipate the range of issues and barriers battered women face and prepare to provide services and referrals accordingly. For example, some battered women may be dealing with mental health issues, and not just those specifically related to, or are caused by, domestic violence (such as depression or PTSD). Women may have pre-existing or unrelated mental health challenges, or any combination of issues including chemical dependency, learning disabilities, challenges related to immigrant status, and others. To effectively respond to and serve battered women, transitional housing programs must be able to respond to the range of issues women experience, and not approach domestic violence either in isolation or always as the 'primary' issue. Programs must be flexible in addressing multiple issues and providing services that meet the needs of each individual woman. One example of concrete steps that can be taken to appropriately address the range of women's needs include hiring staff who speak the languages represented in the community or establishing a formal referral relationship with a local translation service provider. The programs surveyed also repeatedly emphasized the importance of flexibility in scheduling services. The women they serve are often emotionally stressed and are often balancing demanding daily schedules that leave little time for additional appointments, let alone fun. A transitional housing program's services must be offered at multiple and flexible times and be appealingly packaged, such as with childcare, useful door prizes and food.
- **Collaborative Relationships:** A number of programs attribute their success, at least in part, to the existence and strength of the collaborative relationships they have established with other organizations and institutions in their communities. These relationships facilitate a program's ability to offer participants the range of services and resources they need and want. Specifically, one program explained that providing advocacy and intervention on the part of children in their program dictated strong, active relationships with faculty and administrators in the local schools. Another program identified relationships with landlords and other private businesses as pivotal in its ability to help women secure permanent housing, as well as funding for the program as a whole. However, programs also emphasized that truly effective collaborative relationships require nurturing and a variety of resources, mainly staff time and commitment. Once established, these relationships must be thoughtfully maintained if they are to be beneficial for all parties.
- **Funding:** Programs stressed the importance of understanding not only what funding options are available for transitional housing services, but importantly, what each funder requires with regards to services, policies, and reporting. Funding requirements often impact programmatic issues, such as the geographic area to be served and the program's target population. As an example, a funder may require the program to serve an entire county versus just a city, or may expect the money to be used for single mothers versus single women. Furthermore, one program explained that funder's requirements and policies are often in flux and so a program must adapt to changing expectations and responsibilities as

they relate to funding. Another program identified understanding the relationships between funders as a critical piece to a successful program and its ability to use various funding sources in a complimentary manner.

PROGRAM EXAMPLES

Coburn Place Safe Haven

Indianapolis, IN

Contact: Lianne Somerville

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E-mail: lianne@coburnplace.org

Web site: www.coburnplace.org

Housing Provided: Transitional Housing provided in an apartment-style building, with total capacity of 35 households: 15 1-bedroom efficiencies, 15 2-bedroom apartments and 5 3-bedroom apartments. The building is a former public school building.

Support Services Provided: Case managers meet weekly with participants to assist in the development and progress of an achievement plan. Children's services include: After-school activities from 4pm to 8pm every day and an all day summer camp; an on-site library is available. Residents can access individual, family, and child therapy services on-site. Adult residents are required to attend a weekly support group, as well as a community meeting. Additional classes include: Consumer credit counseling, family development, HIV/AIDS education, and sobriety. Sisters in Stitches is a micro-enterprise and job-training program which began in 2002.

Unique Feature: Coburn Place is owned by a development and property management company in Indiana that also owns over 7,000 units of affordable housing. Upon completion of the Safe Haven program, participants can move into one of these permanent housing units with security deposit and first month's rent waived.

Staff Patterns: 15 total staff year round (2 extra in the summer for the children's camp program). 1 FTE executive director, 1 FTE Director of Development and Marketing, 1 FTE technical assistant; 1FTE administrative assistant and leasing director; 2 FTE case managers; 1FTE community outreach coordinator and volunteer coordinator; 1 FTE children's coordinator and 2 part-time children's program assistants; 1 housekeeper; 4 house managers. Each Case Manager has an average caseload of 17 families.

Length of Stay: The maximum length is 24 months with flexibility to extend as needed. The average length of stay is 8-10 months.

Current Funding: 20% of costs are funded through HUD SuperNofa Continuum of Care, State ESGP, & Family Violence Funds. Remaining costs are covered through private funds, including family foundations, civic groups, individual donors and fundraising efforts. Building costs are funded through city CDBG, HOME funds and equity partners.

Rent payment requirements: Residents pay 30% of adjusted gross income.

Grace Smith House Brookhaven Program

Poughkeepsie, New York

Contact: Susan Denton

(845) 452-0908

Housing: Capacity is 15 households: 2 studio apartments, 4 1-bedroom apartments, 6 2-bedroom apartments and 3 3-bedroom apartments. The site is a renovated former mattress factory and steam laundry.

Support Services: Participants meet twice monthly with a family counselor to set and review goals and to identify and provide for service needs of children. Weekly support groups are offered.

Unique Feature: The site is a renovated former mattress factory and steam laundry. Local elected officials were supportive with the zoning of the property and with accessing state funds.

Staff Patterns: 6 staff total. 1 FTE executive director, 1 transitional housing program manager, 1 supervisor, 2 counselors and 1 part-time child care coordinator.

Length of Stay: 24 months with additional time on some units. The average stay is 8.7 months.

Current Funding: HUD SHP funds; NY State Housing Trust Fund; Section 8 vouchers; Department of Social Services housing allowance.

Rent Payments: 30% of adjusted income of participants

Community Action Stops Abuse: CASA Gateway Transitional Housing

St. Petersburg, Florida

Contact: Linda Osmundson or Bonnie Marshall

Phone: (727) 895-4912

E-mail: info@casa-stpete.org

Website: www.casa-stpete.org

Housing: 2 apartment complexes located 4 blocks apart, with a total of 14 apartments to serve 14 households. 12 are 3 bedroom and 2 are 2 bedrooms with handicap accessibility.

Support Services: Advocacy, information, resources and referrals, support groups, substance abuse and mental health advocacy, budgeting classes, children's programming: Kids Club after school program, financial support for child care for pre-school children, tutoring, family recreation, summer kids recreation programs and computer lab. Each adult participant is assigned an advocate and they meet weekly to develop and review goals and monthly budget.

Unique Features: The Families with a Future Program is a 5-unit pre-employment training program with classes and incentives. CASA has staff with mental health and addictions credentials to train others, make referrals, and linkages with local mental health and addictions

programs. A local substance abuse counseling program helps participants stay in the transitional housing program while addressing substance issues. CASA staff work with women to develop community through social events such as potlucks, morning coffees, Jazz night, “Pamper Me” days, family events.

Staff Patterns: 7 staff in the transitional housing program: 1 residential director (splits time with shelter program), 1 residential coordinator, 2 youth advocates, 2 adult advocates and 1.5 maintenance position (splits time with other CASA programs).

Length of Stay: Maximum 24 months. Average is 12 months.

Current Funding: HUD funds, local grants and community donations.

Rent Payments: 30% of income using HUD guidelines

Gulf Coast Women’s Center for Non-violence Transitional Housing

Biloxi, Mississippi

Contact: Sandra Morrison

Phone: (228) 435-1968

Housing: Transitional housing operates in a separate “Wing” that is connected to the domestic violence emergency shelter. Six units are reserved for TH. Each participant has separate living quarters, and there are common areas and meals are taken with the emergency shelter residents.

Support Services: Comprehensive case management services are provided by licensed social worker. Support services available on-site include individual and group counseling for adults and children, child care, therapeutic preschool program for children ages 3-5, civil legal and court advocacy services, weekly life skills training, weekly parenting class, GED classes, employment counseling, and a health care clinic operated on site 2 to 3 times each month.

Unique Feature:

Staff Patterns: The Center employs a total of 42 employees, 20 of which are full-time and 22 are part-time. Staff include program directors, counselors, social workers, residential advisors, advocates, attorneys, childcare providers, and others. All staff crossover between programs when serving clients.

Length of Stay: 12-month maximum, with 24-months case management and counseling services available upon exit from the program.

Current Funding: HUD, local City funds, private foundations, individual donations, in-kind support. Annual cost run the TH program is \$75,000 per year.

Rent Payments: Not required of TH participants.

Destiny Village

Pasadena, Texas

Contact: Barbie Brashear

C/O The Bridge

Phone: (713) 472-0753

E-mail: bridge_counseling@sbcglobal.net

Housing: 29 units; 14 of which are for transitional housing and 15 are permanent housing for women with disabilities.

Support Services: Case management support includes home-based services to assist residents with assessing barriers to self-sufficiency and developing short and long-term goals to eliminate those barriers. On-site licensed childcare offered on a sliding scale (capacity 85 children caring for ages from 6 weeks to 12 years old. On-site teen program that offers a weekly support group and recreational activities. Child advocacy that provides weekly psych/education groups to children and monthly parenting groups for women. On-site food pantry. On-site leadership development – Destiny Village Resident Management Organization (DVRMO). The DVRMO acts as a focal point for liaison between residents and management by developing, organizing, and promoting programs and projects that will benefit residents. The DVRMO holds annual elections of officers who serve one-year terms and chairs a standing committee: Neighborhood Watch, Communications/Newsletter, Welcoming, Special Events.

Unique Feature: The TH structure was developed by WOMAN, Inc. a non-profit Community Housing Development Organization which was created to develop transitional housing structures for domestic violence programs in the Houston-Galveston Region.

Staff Patterns: 18 staff total: 12 FTE child care staff includes 2 children's advocates, 1 family therapist, 1 child care manager, 1 assistance manager, and 8 staff in the child care center (not all of whom are FTEs). 3 case management staff including 1 women's program manager and 2 FTE case managers. In addition, 1 property manager who is responsible for day to day operations, rent collection, move-in preparation, and repairs; and 1 client services director who oversees the program.

Length of Stay: 2 years with a 6 month extension. The average length of stay is 13 months.

Current Funding: HUD Supportive Housing Program and private donations

Rent Payments: Each resident pays 20-30% of her monthly income for rent. The scale lowers by 2% for each dollar earned over minimum wage. This scale was introduced as an incentive to assist families with developing a savings plan.

Interlace

Asheville, North Carolina
Contact: Betsy Warren, Coordinator
Phone: (828) 252-1155 x109
E-mail: betsyw@ahcabc.org

Housing: Interlace secures rental unit in the private market by entering into a lease agreement with the landlord, and pays the unit rent. The participant signs a Housing Contract, effectively sub-leasing the unit from the program. When the participant exits the program, the unit becomes available for another participant. 16 families can participate in the program at any one time.

Support Services: A Case Manager meets weekly with each participant to fulfill program requirements outlined in the “Tiered Plan” - a matrix of services, tasks and goals set into a timeframe for accomplishing them. The participant identifies the goals and works with the Case Manager to develop an individualized, holistic strategic plan for achieving those goals. Tiered Plan services available to participants include: individual and group counseling, life skills training, legal counseling, budget and credit counseling, and permanent housing counseling. The program partners with Legal Services, Consumer Credit, the Affordable Housing Coalition, and Helpmate, the local domestic violence agency.

Unique feature: The program was initially established through the collaborative effort of 5 community organizations: Affordable Housing Coalition, Consumer Credit Counseling Services, Helpmate, Housing Authority of Asheville, and Pisgah Legal Services. Each organization provides services to program participants and sits on a Steering Committee, to provide program oversight. The Steering Committee and related program committees include program graduates. Graduates also serve on the Review Council, which assists women who are at risk of program termination and eviction. In 2001, Interlace analyzed the race and referral sources of women being referred, and realized that the primary referral sources were referring white women. Interlace met with staff at referring organizations to discuss concerns about the possible role of racism in referral decisions. As a result of these discussions, Interlace and the referring organization identified some areas of institutional racism and began to address the problem. The result has been that the racial balance of referrals now more accurately reflects the racial makeup of the community.

Staff Patterns: 1 FTE provides direct service and case management, 1 FTE provides administrative, property management and volunteer coordination services, .5 FTE provides administrative assistance. A second FTE bi-lingual case manager is being hired.

Length of Stay: 18 months, with potential extension of 6 additional months. Average length of stay is 15 months.

Current Funding: HUD Continuum of Care; State Governor’s Crime Commission; United Way; individual donors and proceeds from special events.

Rent Payments: Participants pay 30% of their income each month as a “rent”, which is deposited into an escrow account. Upon successful completion of the program these funds are returned to the participant. If the participant leaves the program without successful completion, the money is forfeited as if it had been rent.

MiddleWay Transitional Housing

Bloomington, IN

Contact: Vicky Pollitt

Phone: (812) 337-4510

E-mail: vickypollitt@juno.com

Housing: Apartment building with 28 units.

Support Services: On-site childcare; food bank; computer lab; thrift store; adult and youth tutoring; youth programs; youth summer reading program; speech and hearing clinic; public health education. Case management that includes budgeting, home-ownership, employment support. Legal advocacy is available. Support groups including: parenting; teen, women’s domestic violence and rape. A case manager works with the adult participant to create a Family Development Action Plan and the Service and Referral Form. Each participant is required to meet with her case manager on a weekly basis.

Unique Feature: The program maintains close partnerships with the Housing Authority, the Center for Behavioral Health, and the Office of Family & Children to ensure that participant needs are met. The program also includes a food co-op and summer reading circles, and operates using the Collaborative Decision-making Model. The program also participates in Community Service Projects.

Staff Patterns: 22 people on staff: 1 site manager, 1 compliance specialist, 3 FTE case managers, 1 FTE family and community program coordinator, 1 FTE volunteer coordinator, 6 part-time direct service staff that provide crisis intervention and building security on evenings and weekends, 1 FTE maintenance supervisor and 1 part-time maintenance assistant. Child care staff includes 1 FTE director, 6 part-time child care staff and 2 FTE coordinators for youth programmers.

Length of Stay: 24-months with option of one 6-month extension. The average length of stay is 9.5 months.

Current Funding: HUD SHP; NAP; Office of Family and Children contract; Project-based Section 8; Family Violence Prevention Fund

Rent Payments: 22 of the units rents are covered through a Project-based Section 8 contract. Tenants pay 30% of their adjusted gross income for rent.

Riley Center

San Francisco, CA

Contact: Jennifer Grant

Phone: (415) 255-2894

E-mail: director@rileycenter.org

Housing: An apartment building with 11 bedrooms for women with children and 4 bedrooms for single women.

Support Services: Individual peer counseling; support group; general support group, advocacy, referrals.

Unique Feature: Memorandums of Understanding are in place with three domestic violence shelters in San Francisco regarding client referral to the program. Rental incentive program: each month the participant is required to set goals which are tangible and realistic to complete over the next month. The program will put in \$100 in a savings account each month when goals are achieved. Up to \$1800 can be “saved” which is given to the participant when she leaves the program.

Staff Patterns: 8.5 FTE staff total: 1 administrator, .5 FTE director, 3 FTE women’s case managers, 3 FTE children’s case managers, 1 supervising case manager. 3 of the staff are bi-lingual (1 Mandarin/Cantonese/English; 2 Spanish/English).

Length of Stay: 18-months with two 3-month extensions offered. Average length of stay is 10-12 months.

Current Funding: CA Department of Health Services; San Francisco Department on the Status of Women; HUD McKinney; private sources

Rent Payments: Residents pay monthly “program fees” based on income; sliding scale ranges from \$0 to 30% of adjusted income.

Hickman House

Seattle, WA

Contact: Mollie Curran

Phone: (206) 932-5791

E-mail: mollie_curran@usw.salvationarmy.org

Housing: 3-unit apartment building that was donated to the Salvation Army. 10 units are used to house families participating in the transitional housing program. 1 unit is occupied by the facilities manager, and 2 units have been converted to office space and a children’s play area.

Support Services: Each participant is assigned an individual women’s counselor. Weekly meetings between the participant and the women’s counselor are conducted to define goals and provide support to achieve goals, including links to resources in the community. Services of a

legal advocate and employment counselor are available to participants through the Salvation Army. Age-specific children's groups are offered, along with play therapy, counseling and recreational outings.

Unique Feature:

Staff Patterns: There are 5.5 FTE positions in transitional housing, held by 8 staff. 2 FTE children's program staff; 2 FTE women's counselors; 2 part-time facility staff; 1 part-time property manager and 1 FTE program coordinator.

Length of Stay: Maximum length of stay is 24 months, with a 10-12 month average length of stay.

Current Funding: HUD Continuum of Care, Untied Way, Salvation Army, CDBG City Funds, Seattle Housing Levy Trust Fund, other misc. funds.

Rent Payments: Participants pay 30% of their income in "program fees" and can receive up to 50 % of it back when they exit.

K.R.H. (Kathleen Robison Huntsman) Transitional Housing Program

Salt Lake City, Utah

Contact: Debbie Coleman or Candice

Phone: 801-537-8650

Housing: Apartment building with 36 units.

Support Services: Case management; educational (parenting, budgeting, home ownership) and therapeutic (anger management, healthy relationships, meditation, journaling) groups; health and wellness activities as well as a gym for residents (scholarships for health club memberships and pool access); and children's services

Unique Feature: The local Public Housing Authority has "attached" a housing subsidy to each unit to cover the rental payment.

Staff Patterns: 8 persons staff the transitional housing program. 1 full-time property manager; 1 full-time Coordinator (Master's level position); 2 full-time Case Managers (Bachelor level positions); 2 part-time childcare positions for evening groups; 2 full-time maintenance positions.

Length of Stay: Maximum length of stay is 24 months; average stay is 1 year.

Current Funding: HUD, United Way, private donations.

Rent Payments: 30% of income on rent, eligibility determined by the Housing Authority

Shelter Inc. Transitional Housing

Alpena, MI

Contact, Shar McGuire, Transitional Supportive Housing Coordinator

Phone: (989) 356-2560

Housing: The program operates 22 units: 12 are scattered site in the community (the program covers the rent of participants in the program of private rental units); 4 units owned by Shelter, Inc., and 6 units are part of an army base re-use program.

Support Services: Employment and education counseling, individual counseling and support group; legal advocacy; housing advocacy; financial assistance for moving, household goods, etc.; on-site thrift store; children's services.

Unique Feature: Facilitates a mentoring program, whereby each participant is paired with a community member which increases their access to resources and networking opportunities, as well as individual support.

Staff Patterns: 7 staff members serve the transitional housing program: 1 program coordinator, 1 outreach coordinator, 1 rental specialist, 1 employment/life skills specialist, 1 legal advocate, and 2 women's advocates.

Length of Stay: Two years

Current Funding: HUD Continuum of Care; MI TANF funds; fund raising, private donations, foundations.

Rent Payments: 30% of income; with a portion set-aside in savings for participant costs when exiting

Center for Women in Transition Transitional Housing

Holland, MI

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Housing: Scattered site "master lease" program operation. The program covers the rent for participants in the private rental market in their two county rural area. Program capacity is 27 families (both single women and women with children).

Support Services: Case management; counseling – for women and children – groups, vocational training and career counseling; financial assistance.

Unique Feature: Because it is a scattered site “master lease” program, the staff fosters significant relationships with landlords. Most of the participants are able to take over their rent at the end of their services with the Center, therefore they do not have to move yet again. Additionally, the program does not have the need to set up program “rules” regarding the housing unit itself.

Staff Patterns: 3 case managers, 1 residential program manager (who is also in charge of the emergency shelter), and a 1 full-time vocational case manager.

Length of Stay: Up to 24 months, with eligibility reviewed every 6 months.

Current Funding: HUD Continuum of Care and State TANF funds.

Rent Payments: 0% of adjusted gross income, paid to The Center for Women in Transition.