



THE PATHWAY TO A PERMANENT HOME

Strategy to prevent and combat homelessness
Grants, examples, collaborations and participants

2006



1 Innhold

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2 Preface

The pathway to a permanent home

"I believe that everyone should have somewhere to live. Everyone must have their own place and feel that it is their own. In my opinion, everyone who is discharged from an institution needs some form of follow-up. We are suddenly out there, feeling very alone." (quote from Taksdal et al 2006)

The government aims to eradicate homelessness. This is an ambitious goal. We therefore want to intensify the efforts in "The pathway to a permanent home" (På vei til egen bolig) strategy.

Homelessness is primarily a problem in cities, but recent surveys show that homelessness is increasing in medium-sized and smaller municipalities too. We need to take this seriously. It can often be more of a challenge when people find themselves in a difficult situation in smaller municipalities. For better or worse, being homeless makes people more conspicuous.

Rana municipality is an example of a local authority that has made an effort to develop municipal services aimed at this group. This resulted in the municipality winning the government's initiative award in 2005. Other municipalities have a lot to learn from Rana.

In the Soria Moria declaration, we have said that we wish to phase out hostels and other temporary low-quality accommodation provisions, and offer instead permanent housing. This means that we must lay the foundation for developing more and better initiatives that can


ensure an effective transition to permanent housing. In particular, we should strive to ensure that young people do not start adult life in a hostel or live in a hostel with their parents.

The escalation plan for psychiatry is almost complete, but we still have major challenges to face. There are still large numbers in institutions due to the lack of good housing and appropriate follow-up.

The trend in the number of evictions is positive. In 2005, both the number of eviction notices and the number of evictions fell by around 20 per cent. We want to strengthen this positive development and will undertake a broader review of routines for rent payments, evictions and compulsory sales.

The level of ambition is high, and cannot be met by simple solutions. In order to achieve the goals set, we must work transversely and think holistically. Providing a house is not enough. Many will perceive setting up their own home as a major departure from their stay in an institution, prison or municipal hostel. We must offer follow-up, daytime activities and try to develop social networks. It has emerged from our discussions with former homeless people that loneliness is the biggest problem. This is something that we must try to put right.

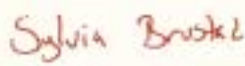
We wish everyone the best of luck in this collaboration!



Åslaug Haga



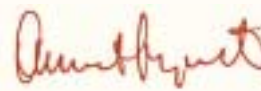
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3 Preface

The government is intensifying its efforts to eradicate poverty and homelessness. "The pathway to a permanent home" strategy will continue to be a key instrument, and will be intensified.

Specific targets have been set that shall be achieved by the end of 2007:

| Primary objective | Target |
|--|--|
| <i>Combat homelessness</i> | The number of eviction notices shall be reduced by 50 per cent and the number of evictions by 30 per cent. |
| | No one shall have to spend time in temporary accommodation upon release from prison. |
| | No one shall have to spend time in temporary accommodation upon discharge from an institution. |
| <i>Help improve the quality of overnight shelters</i> | No one shall be offered overnight shelter without a quality agreement. |
| <i>Help the homeless to quickly obtain an offer of long-term housing</i> | No one shall stay more than 3 months in temporary accommodation provisions. |

This brochure contains information and ideas on implementing the strategy. The brochure was compiled in a collaboration between the Ministry of Labour and Social Inclusion, the Ministry of Health and Care Services, the Ministry of Justice and the Police, the Ministry of Children and Equality, the Ministry of Local Government and Regional Development, the Norwegian State Housing Bank and the Directorate for Health and Social Affairs. The Norwegian State Housing Bank coordinates the work in close collaboration with the Directorate for Health and Social Affairs.

During the course of the strategy's first year (2005), a number of initiatives were established to prevent and eradicate homelessness. Many of the homeless have found a home and benefited from the associated services. A number of municipalities have initiated their own projects to help reduce the number of eviction notices and evictions. Several municipalities have also begun to establish collaboration agreements with the Norwegian Correctional Services. A model agreement has been drawn up, which the local

authorities and prisons can use as a basis. The collaboration between municipalities and specialized health care services has also been strengthened, and extra efforts shall be made in 2006.

In the first year of the strategy, a number of contact points were established between the parties, including regional contact fora and network groups. These groups have exchanged ideas and shared experience, something which we hope will reap substantial benefits this year. The Norwegian State Housing Bank has compiled four comprehensive reports on the work and the initiatives that have been implemented. These can be downloaded at www.husbanken/bostedslose.no

3.1 The municipality – a main player

Many parties have areas of responsibility, instruments and knowledge that are all crucial to the efforts to prevent and combat homelessness. The municipality is a main player in this work.

In accordance with legislation on social services, the local authority is responsible assisting less advantaged, into housing and for providing social services for the municipality's population. In order to achieve the targets of the work, collaborations need to be established across municipal departments.

A collaboration agreement was signed in autumn 2005. The agreement was between the Norwegian Association of Local and Regional Authorities (KS) and the Ministry of Local Government and Regional Development, the former Ministry of Labour and Social Affairs, the Ministry of Health and Care Services, and the Ministry of Justice and the Police to prevent and combat homelessness. The Norwegian State Housing Bank also co-ordinates municipal network. As at 1 January 2006, there are 105 municipalities in the municipal network.

3.1.1 Need for public sector co-ordination

Several of government departments are backing the strategy. The government has a responsibility to co-ordinate its work so that the prerequisites exist for the municipalities' reaching the targets of the strategy. The foundation for a good dialogue within the public sector shall be established, and between government departments and local authorities.

3.1.2 Voluntary, user and interest organisations must be involved

The voluntary, user and interest organisations are all important collaboration partners for the authorities in the execution of the strategy. The organisations are key service providers and housing owners. They also have resources, experience and ideas that can help create new ways of thinking and development in the area.

3.2 Award for best homelessness initiative

The government's initiatives award for homelessness is an award to honour the initiatives within the national strategy to fight homelessness "The pathway to a permanent home". When nominating initiatives for the award, the emphasis is on creativity and new approaches to the work in establishing housing that integrates those previously homeless into their living environment and society in general, and establishing initiatives that combat homelessness.

The award was introduced in 2005. Two initiatives were nominated; Rana municipality's project "Vi gjør så lite med bare hus" (We do so little with just a house), and Trondheim municipality's project "småhus" (Small house/freak house).

Both of these initiatives are excellent examples and have a major transfer value to other municipalities that are looking to reduce their use of temporary accommodation provisions for those in need. The initiatives are important models that can be used in a holistic effort to phase out hostels.



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Rana municipality “We do so little with just a house”

Rana municipality has taken a holistic approach to the homeless problem. The initiative is a follow-up to the supported housing plan in the municipality. The less advantaged in the housing market were mapped in connection with the plan. This showed that the substance abuse group lacked arranged accommodation provisions.

The occupants are substance abusers with an extremely unstable housing history. The houses are integrated with normal housing environments. The initiative consists of 18 self-contained flats in local authority and private housing complexes. An additional 6 flats are occupied by persons with no substance abuse problems. A limited number of small houses/freak houses are also planned in Rana outside the housing regulated area for households with a need to be more isolated.

The aim is for as many people as possible to own their own home. A number of households have moved to owner-occupied housing. The Norwegian State Housing Bank's instruments, including start-up loans and housing grants, are used to purchase housing.

Rana municipality has demonstrated creativity by laying the foundations for individual initiatives, by redistributing municipal resources. The municipality has moved resources from case processing by social security offices to follow-ups aimed at the individual with regard to housing. The focus has shifted from control and group initiatives to individual-oriented assistance. Rana municipality has improved the availability of the help system considerably by establishing both an open contact point and an extended follow-up offer in the afternoon and on Saturdays. The follow-up that is provided in connection with housing is individual. The individual's network is also an area where work is ongoing. The local authority has learned that change cannot be taught, but achieved over a long time.

The local authority's debt counsellor is a vital part of the inter-disciplinary collaboration that also includes other social services, housing offices, health services and the National Insurance Service. Local banks are also involved. A user survey shows that the users are satisfied with both the housing and follow-up. The help system's availability is particularly highlighted as positive.

Rana municipality's housing initiatives have a major transfer value for other municipalities. Rana municipality has:

- differentiated accommodation provisions, within the ordinary housing stock
- achieved cross sector collaborations with regard to the individual user
- moved resources, and changed the focus from control and group initiatives to individual-oriented assistance
- a goal for more people to own their homes

Trondheim municipality's "Small house/freak house initiative"



"Small house/freak house initiative" (Tiltak med småhus) was established in connection with Project Homeless (2001–2004). A mapping of the less advantaged in the housing market in Trondheim municipality showed that a small group of homeless people do not want to live so close to others, or have problems with doing so. A number of these have been living on the streets for a long time.

The "small house/freak house" are part of a uniform offer in Trondheim. It has been shown that this is a good-quality offer for a few individuals. The aim of the initiative is to provide alternative accommodation provisions for those who, for different reasons, have been unsuited to the existing local authority housing offer. The location of the houses and their design provide the opportunity for a private life, away from environments that may have an adverse effect and with a robust neighbourhood.

The small houses are a pioneering innovation for severely disadvantaged homeless people. There are 5 small houses each of 35 m² of living space, and are re-erected modular houses. The houses are spread out over different sites within a central location, but away from ordinary residential areas. A further 5 small houses are planned for other sites.

The occupants need frequent and individual-oriented follow-up. During the set-up phase, extensive resources were put into generating motivation for moving into the houses. The local authority's inter-disciplinary services took part in this.

Follow-up in the small houses/freak houses in Trondheim is undertaken by Kong Carl Johans Arbeidsstiftelse (King Carl Johan's Work Foundation), which is a low threshold block of bedsits. Those undertaking the follow-up are persons who have established relations with the occupants. Building relations is the main feature of the follow-up. The emphasis is placed on offering assistance on the occupants' terms, and care is taken not to issue them with instructions. This has proved successful. The occupants gain more dignity, and have regained their integrity. Aggressive behaviour has diminished.

The example in Trondheim has a major transfer value for other municipalities. In light of its small houses/freak houses, Trondheim municipality has:

- identified a need for special accommodation provisions for households that cannot be integrated with ordinary residential areas, within an overall offer.
- established small houses/freak houses on non-housing regulated sites, despite considerable criticism.
- managed to secure a stable housing offer for the long-term homeless
- in a collaboration between the local authority and foundation achieved a binding and quality offer.

3.3 The strategy builds on previous experiences

3.3.1 Project Homeless 2001–2004 www.bostedslose.no

Project Homeless was a collaborative project between the government and the seven largest municipalities; Oslo, Bergen, Trondheim, Stavanger, Kristiansand, Tromsø and Drammen. The voluntary organisations the Church City Mission, the Salvation Army and the Church Social Service have also taken part in the project. The aim of the project was to:

- *develop* methods and holistic models to combat and prevent homelessness
- *pass on* experiences and knowledge
- *create* a basis for, and experiences of, a national effort/strategy

The final report on the project was completed in May 2005. One of the most important conclusions of the Norwegian Building Research Institute's evaluation is that the project has created acceptance for **everyone having a right to housing and services**, including substance abusers and persons with double diagnoses. It was often the case previously that substance abusers had to “qualify” for housing, via treatment for example. This is changing. Everyone has the right to live safe and well, regardless of the situation they may find themselves in. Reports from the project are available at www.husbanken.no/bostedslose – Project Homeless.

3.3.2 Action plans against poverty – <http://www.tiltak.no/bostedslose.asp>

As part of the follow-up of White Paper no. 6 (2002–2003) regarding the Action Plan to combat poverty, a grant scheme was set up in 2003 for follow-up services in housing for the homeless and substance abusers. The grant shall be used to strengthen the ordinary services in the local authorities so that they can, to a greater extent, safeguard the needs of the homeless with regard to managing their living situation. The grant scheme is administered by the Directorate for Health and Social Affairs. By the end of 2005, 80 municipalities in 18 counties had received funds as a result of this scheme.

3.3.3 Supported housing action plans

The municipalities are urged to draw up local supported housing action plans. This will provide the local authorities with an overview of housing needs, and a more uniform social housing strategy. As at 30 September 2005, 228 municipalities had received grants from the Norwegian State Housing Bank to draw up supported housing action plans. At the same point in time, a total of 178 municipalities had already completed their plans.

Legal framework and guidelines

The legal framework that governs the services to persons in need of help to manage their living situation is primarily as follows:

- Act no. 81 of 13 December 1991 relating to Social Services etc., with relevant regulations and circulars.
- Act no. 66 of 19 November 1982 relating to Municipal Health Services, including relevant regulations and circulars.

Other general laws of consequence are:

- Act no. 63 of 2 July 1999 relating to Patients' Rights, including regulations and circulars.
- Act no. 64 of 2 July 1999 relating to Health Personnel etc., including relevant regulations.
- Act no. 15 of 30 March 1984 relating to the Public Supervision of Health Services (§ 3 on the duty to establish an internal control system).
- Act of 10 February 1967 relating to procedure in cases concerning public administration, including relevant regulations.

Relevant guidelines:

"Boligsosialt arbeid – bistand til å mestre et boforhold" (Supported housing - tenancy sustainment services)

Circular U-10/2002. <http://odin.dep.no/filarkiv/166273/U-10-2002-boligsosialt-arbeid-ASL.pdf>

"Veileder i saksbehandling og dokumentasjon for pleie- og omsorgstjenesten" (Guidelines on processing and documentation for the nursing and care service) (Directorate for Health and Social Affairs, 2003-IS-1040)

"Veileder til forskrift om individuell plan" (Guidelines on regulations on the individual plan) (Directorate for Health and Social Affairs, 2005-IS-1253)

"...and it's going to get better!" National Strategy for Quality Improvement in Health and Social Services (Directorate for Health and Social Affairs, 2005-IS-1162)

Information is also available at the Directorate for Health and Social Affairs' web site www.shdir.no. Legislation and regulations can be found at www.lovdato.no. This site has good search options.

3.4 Relevant grant schemes

There are a number of grant schemes within the different areas of responsibility of the government departments that can be used by local authorities and other collaboration partners in connection with the execution of the strategy. The majority of the grants that are relevant to the work in combating and preventing homelessness are administered by the Norwegian State Housing Bank and the Directorate for Health and Social Affairs.

3.4.1 Norwegian State Housing Bank

Grants for setting up home, renovating and rental dwellings

A total of NOK 576 million was earmarked in the national budget for the grant.

Grants for rental dwellings: Can cover on average 20 per cent of the investment costs of rental projects for the homeless, among others.

The grant is allocated upon application to the Norwegian State Housing Bank. Local authorities, foundations and voluntary organisations can all apply for grants. The grant should be considered in conjunction with housing allowances for persons living in local authority housing. Combined with the basic loan, the grant provides 100 per cent financing for rental dwellings.

Grants to purchase own home: The grant can be awarded to individuals for the purchase of their own home. The grant is awarded by the local authority. The awarding of the grant is based on an overall assessment of needs, finances and the possibilities of financing from other grant schemes. The grant is awarded according to the municipalities' share of the population with incomes of less than NOK 100 000.

Grants for adaptations: The grant is to help households with poor finances, including

persons with disabilities, the elderly and the socially disadvantaged, to obtain a suitably adapted, new or used house. The grant is allocated via the local authorities, and is mainly distributed among the municipalities on the basis of how many elderly (aged over 60) live in the municipality.

Grants for design

The grant can be awarded to the disabled and persons over 60. The grant is to cover the costs of architectural services when the house needs to be adapted in order for the occupant to live there. This applies to building, purchasing or rebuilding a house. The Norwegian State Housing Bank can cover fees for professional services by up to NOK 12 000 per case. Higher grants may be awarded in special cases.

Housing allowance

Housing allowance shall ensure that the less advantaged in the housing market can secure a house and keep it. The housing allowance shall cover running living expenses for the individual. There are certain criteria that need to be met by the household and house in order to receive housing allowance. The target group for the scheme is households with occupants over 65, families with children, persons in receipt of certain national insurance benefits and long-term recipients of social assistance. The main rule for receiving a housing allowance is that the house must be more than 40 m², and have its own kitchen, bedroom, living room, bathroom and entrance. Certain financing criteria also need to be met.

Changes in regulations in 2005 have led to an increase in the number of people entitled to a housing allowance. The house size criterion for families with children etc. no longer exists, and the coverage percentage in local authority housing has increased from 70 to 80 per cent of approved housing expenses. In the national budget for 2006, the size requirement was also discontinued for recipients of disablement and rehabilitation benefits, occupational injury compensation, basic benefits or supplementary benefits, temporary invalidity pension and long-

term social security as their only source of income.

The ceiling for housing expenses in Oslo, Bergen, Stavanger, Trondheim, Tromsø, Drammen, Fredrikstad and Kristiansand has also been increased by NOK 10 000.

The Ministry of Local Government and Regional Development has initiated a major review of the housing allowance with a view to improving and simplifying the scheme. The work shall be presented to the Norwegian parliament in autumn 2007.

Start-up loan

The start-up loan is a loan scheme aimed at people with problems in obtaining equity to set up home. Loans can be given both for the purchase of housing and refinancing, and are allocated by the local authorities. The local authorities determine the scope of the borrowing for further loans for the less advantaged housing applicants. The local authority draws up guidelines for the loan. The loan can finance the entire house purchase or be a top-up loan where basic financing is received elsewhere. The loan is given in combination with the other housing instruments such as housing allowance and housing grants. A separate web site has been developed for start-up loans.

www.startlan.no

Competence grant

This is a grant for development projects. The work to combat and prevent homelessness and initiatives that can help achieve the goals of the national strategy "The path to finding a home" have the highest priority with regard to the competence grant. Forty per cent of the grant went to causes within the said strategy in 2005. The grant can be used for development projects, which among other things safeguard administrative collaborations

- between local authorities and the Norwegian Correctional Services
- between local authorities and the health authorities (processing body)
- between local authorities and private landlords/the enforcement authority in order to prevent evictions.



The total framework for 2006 is NOK 65.8 million, which is an increase of NOK 9 million from 2005. NOK 20 million was added due to Revised National budget 2006.

For more information on the Norwegian State Housing Bank's support schemes, see its general brochures or web site:

<http://www.husbanken.no/>

(Under Kommune/Regelverk/Tilskudd)

3.4.2 Directorate for Health and Social Affairs

The Directorate for Health and Social Affairs shall, together with the Norwegian State Housing Bank, be responsible for monitoring the development of homelessness in Norway and implementing initiatives to prevent homelessness.

Circular IS-1/2006 "Nasjonale mål, hovedprioriteringer og tilskudd for 2006" (National targets, main priorities and grants for 2006)

At the start of every year, the Directorate for Health and Social Affairs sends out a circular giving details of priority areas and grant schemes. The grant schemes that apply vary from year to year. A number of the grant schemes have the same deadline for applications, which in 2006 was 15 February.

Although the application deadline has expired, the local authority can contact the Directorate for Health and Social Affairs/County Governor for information.

<http://www.shdir.no/index.db2?id=14878>

Grants for mental health work in the municipalities

This grant has a total framework of NOK 2.4 billion in 2006, which is an increase of NOK 400 million from 2005. The bulk of the funds are transferred to the local authorities as block grants. These grants shall be used to strengthen home-based services and counselling in living skills, among other things. Developing and strengthening the collaboration with user organisations and organisations for

relatives shall also be prioritised with regard to planning and executing initiatives. A number of criteria must be met in order to receive the grant, cf. Circular IS-1/2006. From 2005, one of the prerequisites is that the local authority shall have written routines for compiling individual plans, cf. IS-1253 Veileder til forskrift om individuell plan (Guidelines on regulations concerning individual plans).

The local authorities shall report to the County Governors on their use of the grant.

Grants for substance abuse initiatives

This grant has a total framework of NOK 120 million in 2006 for strengthening the efforts to combat substance abuse in the municipalities. The grant shall help strengthen and develop the local authority's overall holistic effort in its work with substance abusers. The grant shall also help to increase the capacity in the local authorities and shall be awarded to:

- Medicine-assisted rehabilitation
- Low threshold health initiatives for substance abusers and dental health expenses
- Municipal follow-up services

An additional NOK 10.9 million has been set aside for collaborations with voluntary organisations. The emphasis is on holistic services linked to health, housing, financial and social functioning, and the co-ordination of local initiatives. Through the enhanced grant, the local authority can receive funds to increase the expertise in the field. More information is available in Circular IS-1/2006. The closing date for applications is 15 February.

Grants for follow-up services in housing for the homeless and substance abusers

The criteria for the allocation of the grant are stipulated in Circular IS-1/2006. The grant was set up in 2003 in connection with the Bondevik Government II's plan for initiatives to combat poverty. In 2006, the grant has a total framework of NOK 48 million, of which NOK 5 million is earmarked to substance abuse environments in Oslo municipality. The target group is local authorities, upon recommenda-

tion and priority by the County Governor's offices, cf. the circular referred to above.

The initiatives must be anchored in the local authority's plans, and applications with development and project activities related to the targets of "The pathway to a permanent home" strategy will be prioritised. The closing date for applications is 15 February. The Norwegian Centre for Research on Poverty and Social Assistance (FAMI) has been commissioned to evaluate the grant scheme. The first report will be completed by 31 December 2006.

See also www.tiltak.no/boligsosialtarbeid, for an overview of grant local authorities.

Grants for resource-intensive users

In 2004, a new grant scheme was set up for resource-intensive users. The grant is awarded as an estimated grant. Approximately NOK 1.85 billion was spent on this in 2005. The aim of the grant is to ensure that users who require a high level of resource use from the municipal services receive the best possible provision regardless of the local authority's financial situation. The scheme applies the following criteria to define a resource-intensive user:

- the person must not be older than 67
- a valid decision must have been made regarding services for the person for the time period
- the local authorities' direct net salary expenses for services for the person must be within defined accounting functions and wage types in Municipality-State-Reporting (KOSTRA)
- the salary expenses in the previous point must exceed a defined point (cf. the relevant year's White Paper no. 1).

The grant scheme is announced in circulars to all local authorities in Norway which give notice of deadlines for reporting, and requirements for reporting. For more information, please refer to our web site:

http://www.shdir.no/pleieomsorg/ressurskrevende_brukere/



4 Strategic objectives

4.1 To reduce the number of eviction notices and actual evictions.

The strategy's target is to reduce the number of eviction notices by 50 per cent and actual evictions by 30 per cent. The first year of the strategy produced the following results:

| | 2004 | 2005 | % change |
|------------------|-------|-------|----------|
| Eviction notices | 14809 | 11773 | -20 % |
| Evictions | 3 326 | 2703 | -19 % |

Source: The Norwegian State Housing Bank's reporting 1/2006. Changes as a result of the new law on housing cooperatives is considered. This legislation came into force on 15 August 2005. Eviction notices due to a breach of house regulations/non-payment of joint costs in the housing co-operative are submitted to the court of execution and enforcement instead of directly to the execution and enforcement authority.

The report of the Norwegian State Housing Bank includes figures at municipal and county level. These can be used locally in order to establish suitable initiatives. The figures show that the fall has been greatest in the cities. It is also the cities that initially have had the greatest focus in this area.

4.1.1 How is the number of evictions reduced?

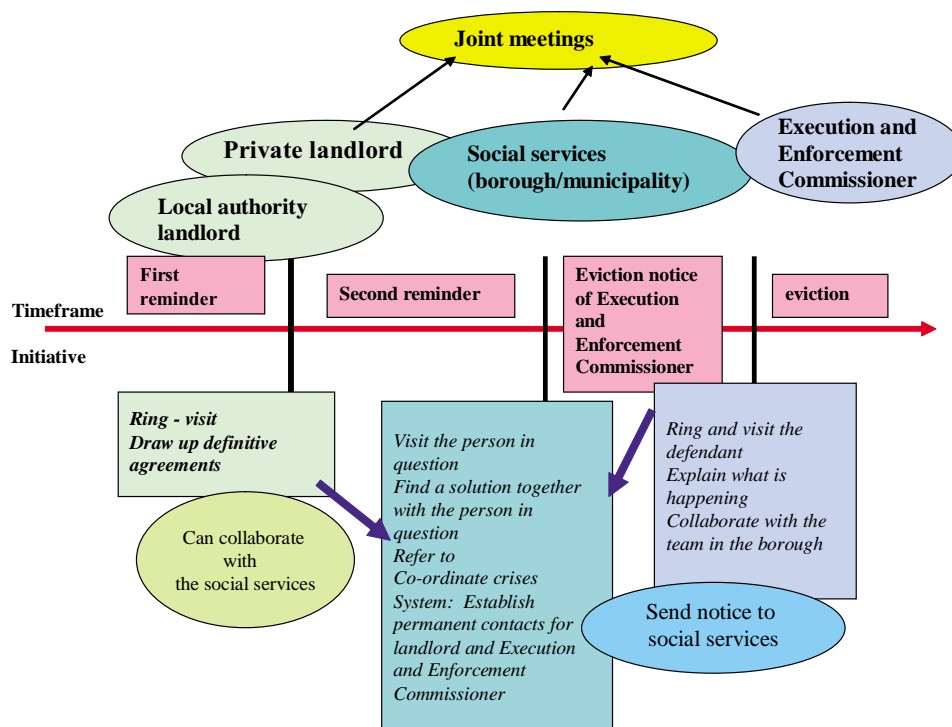
- Good allocation routines based on the individual's situation and needs. Old rent arrears settled (collaboration between administrator/landlord – social services)
- Good routines and guidelines for taking up occupancy (administrator/landlord)
- Direct payment of rent (administrator/landlord)
- Flexible autogiro payment date for rent (administrator/landlord)
- Organising public benefits so that rent can be paid (government)
- Routines for exposing default situations (administrator/landlord)
- Ensuring that the help system enters the process at an early stage (administrator/landlord, social services, execution and enforcement authority)
- Outreach programmes via telephone and home visits (social services/other outreach services in the municipality)

- Obtaining the right help in the event of a breach (social services)
 - Advice and guidance
 - Covering of arrears
 - Following up other problems
- Active follow-up over time in the event of a breach (social services)
- Developing systems for managing income (social services)
- Applying these system to those who cannot fulfil their obligations themselves (social services)

(From the colleague assessment/peer review on the collaboration project Fewer Evictions. The report can be downloaded from <http://odin.dep.no/filarkiv/266787/rapport.pdf>)

4.1.2 Local collaboration model in the efforts to reduce evictions

New collaboration structures between administrators/local authorities and execution and enforcement authorities are being established in the municipalities. The model description below has been designed freely according to a collaboration model in Oslo municipality and forms of collaboration in Sweden.



The collaboration project Fewer evictions is being evaluated by FAMI. The first interim report “Trenger du hjelp” (Do you need help?) was completed in February 2005, and can be viewed at www.tiltak.no (news archives). The second interim report will be available in the spring of 2006, and the final report in spring 2007. Refer also to www.faf.no/fami.

4.1.3 Projects in the municipalities

| Project/municipality | Subject | Support from | Start-up |
|---|---|---|----------------|
| Oslo municipality (The collaboration project Fewer evictions etc.) | <ul style="list-style-type: none"> Follow-up and policy instruments in regard to individuals who receive eviction notices Collaboration between landlords, execution and enforcement authority and local authority Preventive work by landlords (local authority and private) Follow-up by the execution and enforcement authority Routines in social services | Directorate for Health and Social Affairs Norwegian State Housing Bank | 2004 (2005) |
| Bergen municipality (follow-up of local authority tenants and borrowers) | <ul style="list-style-type: none"> Policy instruments and follow-up of individuals who are in default of rental obligations in regard to local authority housing and loans | Norwegian State Housing Bank | 2006 |
| Tenants' Association | <ul style="list-style-type: none"> Give tenants an information channel for rights, obligations and possibilities of eviction Give tenants in Oslo and Akershus who have received eviction notices a free assessment of the case Give legal advice in relation to eviction Give an overview of how other EU countries have organised legislation in the area | Norwegian State Housing Bank | 2006 |

| Project/municipality | Subject | Support from | Start-up |
|---|--|---|----------|
| Trondheim municipality (follow-up of residents in local authority housing) | <ul style="list-style-type: none"> • Internal routines in the local authority that contribute to a large number of eviction notices • Methodology to follow up local authority residents who are in default of their rental obligations | Norwegian State Housing Bank and the Directorate for Health and Social Affairs. | 2005 |
| Tromsø municipality (follow-up of local authority tenants) | <ul style="list-style-type: none"> • Methodology to follow up local authority tenants | Norwegian State Housing Bank | 2004 |
| Kristiansund municipality (strengthen finance control and prevent evictions) | <ul style="list-style-type: none"> • Various forms of income management and sub-management | Directorate for Health and Social Affairs | 2005 |
| Skien and Porsgrunn | <ul style="list-style-type: none"> • "Prosjekt utkastelser" (Project evictions) is a collaboration between the local authorities and the execution and enforcement authority. • By establishing intensified housing and social assistance, the project shall reduce the eviction notices. Applications shall be processed in March 2006. | Directorate for Health and Social Affairs and Norwegian State Housing Bank | 2006 |
| Reduce eviction notices and evictions, Verdal municipality, the execution and enforcement authority and the Norwegian Correctional Services | <ul style="list-style-type: none"> • Organise agreements and procedures in order to reduce the extent of evictions • Test the scheme with social caretaker | Norwegian State Housing Bank Directorate for Health and Social Affairs | Nov 2005 |

Up to date information on the projects is available at the Norwegian State Housing Banks' web site www.husbanken.no/bostedslose, and

www.tiltak.no/bostedslose.asp contains information on projects in subsidised local authorities

Grant schemes

- The Norwegian State Housing Bank has a competence grant for development projects (cf. 3.4.1).
- The Directorate for Health and Social Affairs has grants for setting up and strengthening follow-up services (cf. 3.4.2).

4.1.4 Financial advice and debt advice

The Directorate for Health and Social Affairs co-ordinates a separate initiative to strengthen the local authorities' work on financial and debt advice. The purpose of the initiative is:

1. To ensure information and awareness of the financial advice: Compile information on the local authorities' provisions of financial and debt advice.
 - a. promote a network between the university

colleges with the aim of increasing the focus on this in basic education,

- b. promote further education in financial and debt advice.
 - c. create and provide information about a knowledge base linked to private financial advice,
 - d. stimulate local networks to co-ordinate the initiatives in the area.
2. Ensure the best possible quality of the financial and debt advice by

- a. increasing the expertise in the social services and of other parties in the local authorities:
- b. carrying out training initiatives in collaboration with the County Governor's offices,
- c. creating a concept for a nationwide training provision for basic training and advanced courses
- d. acting as a driving force from the County

Governors, stimulating more collaboration between creditors and bodies that help the individual with debt.

3. Strengthen the statistics and reporting work
 - a. Create tools for statistics in the area and ensure that the statistics are actively used by all local authorities in Norway as part of the reporting

Financial advice in Norwegian State Housing Bank

Financial advice can be given to borrowers in the Norwegian State Housing Bank regardless of whether they are in default of their obligations.

Financial advice on **payment problems** shall help borrowers to gain an overview of and manage their own finances. There is also the goal that "Households with low or a sudden drop in income, illness etc. shall be given the chance to keep their home."

Instruments used in the event of payment problems:

- payment deferment
- changing the original loan terms, including changing the instalment period or repayment profile, repayment postponement and extending the term of the loan
- converting interest owed into loan capital
- reducing the interest
- freezing the loan for a period
- voluntary sale to cover shortfall

Instruments used in the event of long-term payment problems:

- debt negotiations
- Borrowers with large debts relative to their ability to pay may be advised to apply for out of court or official debt composition arrangements. Where other debt is unsecured, and the borrower does not have sufficient income to cover all of the debt, the Norwegian State Housing Bank can help the borrower with negotiations on payment terms with other creditors. Many local authorities also offer similar advisory services and instruments to those with payment problems with regard to the start-up loan.

4.1.5 Income management

Commissioned by the Ministry of Local Government and Regional Development, AGENDA has studied various local authorities' income management practices. The experiences of the local authorities are the starting point for advice on how this instrument can be organised and applied in the efforts to reduce the scope of homelessness. The six local authorities Rygge, Sandefjord, Lørenskog, Øvre Eiker, Fjell and Trondheim were interviewed and their approach to income management has been presented in a report. User organisations and an inter-departmental reference group

contributed with recommendations during the process. The report is available at http://odin.dep.no/filarkiv/266187/R5169_KR_D_Forvaltning_av_inntekt_ga4_2_.pdf

4.1.6 Review of routines and costs

As a follow-up to the Soria Moria declaration, the government shall review routines and costs in relation to rent payments, evictions and compulsory sales in order to consider further initiatives that can reduce the extent of eviction notices and evictions. Improved reporting routines in the housing legislation will be considered here.

4.2 From prison to own home

A report of living conditions among prisoners compiled by the research institute FAFO (2004) shows that inmates have a general accumulation of living condition problems. Around a third do not have their own home, many have a large debt burden, and there is a strong correlation between drug abuse, mental health problems and crime. The report was written for the Ministry of Justice and the Police and the Directorate for Health and Social Affairs, and can be downloaded from <http://www.faf.no/pub/rapp/429/429.pdf>

In 2004, the local authorities were asked to report in KOSTRA on the extent of stays in temporary accommodation of persons recently released from prison. This was the first time that the local authorities had reported on this. The local authorities had an incomplete overview, and the reporting is therefore of a somewhat limited value. Figures from the few local authorities that reported showed that 3 per cent of the temporary stays consisted of persons who had recently been released from prison.

An important challenge in helping to achieve objectives will therefore be a better overview of the situation. Oslo municipality has mapped convicts' living situations in a pre-project. This mapping shows that the living situation for many becomes worse during their imprisonment.

4.2.1 Collaboration agreement on settlement upon release

In addition to the collaboration agreement on initiatives to prevent and combat homelessness, a special agreement has been entered into between the Ministry of Justice and the Police and KS concerning settlement upon release. A model agreement for a collaboration between prisons and local authorities has been drawn up as an appendix to the special agreement. The model agreement is based on a collaboration agreement between Trondheim municipality and Trondheim prison. As at February 2006, all Norwegian cities are in the process of drawing up such collaboration agreements.

4.2.2 Collaboration agreement between Trondheim municipality and Trondheim prison

In 2004, Trondheim municipality entered into a collaboration agreement with Trondheim prison concerning the release of prisoners. SINTEF has evaluated the collaboration agreement in Trondheim. The evaluation shows that both the prison and local authority perceived the intentions of the agreement to be wholly positive, but that the collaboration can be improved in several areas.

The prisons can:

- Improve their efforts in intercepting the prisoners' follow-up needs from the local authority
- Identify secure communication channels to the local authority that improve the exchange of information
- Establish effective routines and dates for meetings with the local authority

The local authority can:

- Establish effective routines and working methods in order to follow up enquiries from the prisons
- Improve the communication and collaboration between municipal units and the prisons
- Raise the awareness of the collaboration agreement internally in the local authority
- Inform the prison staff of the social housing initiatives

Initiatives to improve the interaction:

- Ensure good communication between the parties and internally in the organisations
- Make the collaboration agreement more deeply rooted downwards in the organisation
- Work on introducing the agreement into everyday routines
- Collaborate openly and be accommodating
- Establish effective routines and collaboration procedures for interaction
- Lay the foundations for inter-disciplinary and inter-departmental collaborations
- Allow the collaboration to have its own momentum, regardless of the development project and co-ordinator position
- Focus on the prisoners – let the user be central

Colleague assessment/peer review of settlement upon release

Settlement upon release was the theme of the city gathering on 1 and 2 February 2006 in Trondheim. The seven largest towns/cities, the Norwegian Correctional Services, the Norwegian State Housing Bank, County Governors, the Directorate for Health and Social Affairs and various other government departments met to discuss how the individual town/city can use Trondheim's experiences with the collaboration agreement between the prison and local authority.

All towns reported that they are in the process of developing collaboration agreements and collaboration projects with local prisons. During the two days of the gathering, the opportunities for the towns/cities being able to carry out services for smaller municipalities were also improved. Few prisoners are released in small municipalities during the year and there are not therefore the same opportunities for establishing the same close collaboration. The prisons are also often far away.

It was shown that prisoners often hold back information on their lack of suitable housing for fear that this will affect any chances of parole. The importance of the local authority becoming involved at an early stage was stressed.

SINTEF's evaluation *Housing upon release? A progressive evaluation of the collaboration agreement between Trondheim prison and Trondheim municipality* is available at www.husbanken.no under bostedsløshet/rapporter.

4.2.3 Housing projects

Released prisoners often need to wait for local authority rented dwellings, and the wait can sometimes be a long one. There may be a need to create separate accommodation provisions so that released prisoners do not need to take low-quality temporary housing.

The organisation WayBack plans to establish a user-controlled housing provision in Oslo in

2006. This shall consist of temporary accommodation provisions for released prisoners. The provision shall be for those who are free of substance abuse. The Church City Mission has established a housing provision for non-abusers of substances (Veiskillet) for newly released prisoners in Trondheim. The organisation collaborates with the local authority to find persons for the project. Meland local authority has set up a holistic project. The participants build their own houses in this project, which gives them skills in addition to a home. The project won the "Det Nytter" award. Drug-related crime in the local authority area fell by 75 per cent during the period of the project.

4.2.4 Collaboration projects

| Project/municipality | Subject | Support from | Start-up |
|---|--|---|----------|
| Oslo municipality | <ul style="list-style-type: none"> • Fredensborgveien Residence Centre Temporary accommodation provisions in the municipal area for released prisoners 12 places • The target group is prisoners who, while in prison, have shown little motivation to participate in programmes/or little motivation to plan their life upon release. • Collaborations with urban districts. The released prisoners are followed up. | Directorate for Health and Social Affairs | 2005 |
| Oslo municipality From prison to one's own home | <ul style="list-style-type: none"> • Collaboration routines shall be developed in the project for direct transition from prison to one's own home. • With the help of a housing consultant in the prison, knowledge and skills in procuring a home upon release shall be developed. • Implement the housing file | Norwegian State Housing Bank | 2006 |
| The Norwegian Correctional Services and Probation Service | <ul style="list-style-type: none"> • All convicts who are released with follow-up from the project shall have a home. • Better collaboration with those who work with social housing initiatives. • Collaboration routines shall be established for following up housing. • Develop a methodology for follow-up in prison | Norwegian State Housing Bank | 2006 |
| Trondheim municipality | <ul style="list-style-type: none"> • Pre-project • Mapping repeat offenders project recurring factors in regard to housing, work situation, networks. • Collaboration partners and interaction patterns are also mapped. | Norwegian State Housing Bank | 2005 |
| Kristiansand municipality | <ul style="list-style-type: none"> • Collaboration between prison, local authority, social security office and employment office • The aim of the project is for these parties to contribute to improved release conditions. | Directorate for Health and Social Affairs | 2005 |

Grant schemes

- The Norwegian State Housing Bank has competence grants for development projects (cf. 3.4.1).
- The Directorate for Health and Social Affairs has grants for establishing and strengthening follow-up services (cf. 3.4.2).
- The Directorate also has grants for substance abuse initiatives, including those for municipal follow-up services and for collaborations with voluntary organisations (cf. 3.4.22).
- The Directorate has grants for mental health work in the municipalities (cf. 2.4.2).

Prison projects to help inmates be better equipped upon release

The Directorate of Health and Social Affairs supports a number of projects where the aim is to make the prisoners better equipped upon release. Two of the initiatives are aimed at substance abusers in particular.

The initiatives are:

The Pathfinder, The Tyrili Foundation.

Objective: to start a treatment process during the term of imprisonment that is completed in an institution during the last period of the sentence or after the sentence has been served.

Trondheim prison, Stavne Gård and Trondheim municipality Substance-free imprisonment.

Objective: to create optimism for change via various instruments and methods.

SINTEF evaluated the initiative in 2005, and the report is available: "Rusfri soning og rehabilitering – er det mulig?" (Substance-free imprisonment and rehabilitation – is it possible?)

Bredtveit prison

Objective: to provide prisoners who have drug, drink and other problems the opportunity to improve life management skills via environmental impact work.

4.2.5 Relevant research

Survey of the housing situation and homelessness upon release from prison

The Norwegian State Housing Bank is conducting a survey on the housing situation and homelessness upon release from prison. The aim of the project/survey is to obtain suggestions for better routines and interaction between the Norwegian Correctional Services and the local authorities. Another aim is to gain

knowledge of the prisons' work in securing a good living situation, what the problems consist of and where there is a lack of/poor routines and collaboration with the local authorities and other bodies. The survey, which the Norwegian Building Research Institute shall conduct in collaboration with the Correctional Service of Norway Staff Academy (KRUS), shall be completed in spring 2006.

4.3 From treatment institutions to one's own home

The Norwegian Building Research Institute's mapping in 2003 revealed that out of all the homeless, those in an institution with less than two months of their sentence remaining, and those who have been discharged from an institution within the last six months, make up 34 per cent. This was a total of 1 800 persons in 2003.

In 2004, the local authorities were asked for the first time to report in KOSTRA on the extent of stays in temporary accommodation with regard to persons recently discharged from an institution. The reporting shows that the local authority's overview of this issue is incomplete, and great caution must be used when interpreting the figures. The figures from the local authorities that have reported show that almost 5 per cent of the stays consisted of persons with a recent history of stays in institutions.

4.3.1 Living on the edge

"På randen av å bo" (Living on the edge) is a report by the Stein Rokkan Centre for Social Studies on background knowledge from life and the transitions between psychiatry, substance abuse treatment, living on the streets, hostels and housing. User experience is the backdrop for the recommendations in the report. The report challenges our way of thinking in many different areas. Among other things, the report reveals that those promoting the initiatives must clarify the type of living situation that may be suitable for the individual based on his/her problems and resources. Many users experi-

ence a massive "normality" pressure. Should the help organ perhaps tone their ambitions down a bit?

Furthermore, the need to identify, acknowledge and build on the user's own efforts and skills is highlighted. The report also reveals that many of the users need a personal assistant, solicitor or coach in the longer term. This could be linked to the social services for example. The report was published in May 2006 and can be downloaded from the Norwegian State Housing Bank's web site.

Mapping of initiatives in the child welfare service

In many cases there can be a need for support and help from the child welfare authorities for young people aged between 18 and 23. The Ministry of Children and Equality has therefore initiated the mapping and knowledge status of the initiatives implemented by the child welfare authorities, also with regard to the follow up of young people over the ages of 18, and will evaluate further efforts in these areas during the course of 2006.

4.3.2 Examples

Collaborations between hospitals, housing agencies, communities and voluntary organisations on initiatives for persons with double diagnoses – Oslo

A housing initiative has been introduced in Oslo for people with a double diagnosis. The project is a collaboration between the public and private sectors involving housing administrators in the municipality – Boligbygg KF, St.

The KOSTRA definition of an institution is as follows:

- The specialist health service's substance abuse initiatives
- The specialist health service's mental health initiatives
- The specialist health service's somatic initiatives
- The specialist health service's rehabilitation institutions
- The specialist health service's out-patient provisions (substance abuse/psychiatry/somatics)
- Municipal care institutions
- Child welfare institutions

Hanshaugen Borough and The Church City Mission.

Boligbygg KF has contributed with building services and manages the building, which was a worn-down old block of flats that were renovated over a six month period. The building has a high standard with regard to building specifications and fire resistance. Based on knowledge of specific needs in the target group, a number of building solutions have been tried out.

The building is rented by the borough, and the borough buys follow-up services from the Church City Mission. The Church City Mission has organised the follow-up service in the same unit as an overnight residence. The follow-up services can thus be used flexibly throughout these initiatives depending on where the need is greatest.

The borough also has positions linked to the initiative. These shall run ambulant follow-up activities. It is a crucial goal that the initiative shall contribute to a uniform development of skills in the follow-up services in the borough and the rest of the municipality.

The occupants are selected by the borough in close collaboration with Lovisenberg hospital, with which the district has a collaboration agreement. The majority of occupants are persons with a long history of stays in institutions/hospitals.

Bergen municipality's residence and rehabilitation centre

Bergen municipality has established a residence and rehabilitation centre for persons with serious mental health problems. Persons with a major need for help can stay here until they are able to manage in other housing provisions. The local authority has identified a need to create round-the-clock long-term provisions for persons who do not qualify for other provisions in the municipality. These shall be established as "satellite" houses to the centre. The round-the-clock services are provided from the residence and rehabilitation centre. In this way the

users can maintain the relations they have developed during their time at the centre. It shall also be possible for the occupants to move back and stay at the residence and rehabilitation centre when they need the care and services that are provided there.

Stavanger municipality has an agreement with the Blue Cross.

The project shall aid crucial skills development within social housing work for young people aged 18–25. The project is a collaboration between the Blue Cross in Stavanger (FBKS) and Stavanger municipality. The project shall undertake the supervision of persons between 18 and 25 who neither own nor rent a house and who need assistance. The participants shall be recruited from child welfare institutions and institutions dealing with substance abuse.

The project shall follow-up participants' living situations, and provide assistance to secure own accommodation. The focus will be on young people making the transition from child welfare institutions to their own home. The follow-up of participants' living situations shall have a holistic perspective and together with project workers from FBKS, the general help system will be used.

Accommodation for women – Bodø

The aim of the project, known as "Kvinnehuset" is to help women with serious substance abuse problems to find a home and the right care. The housing offered consists of ordinary, self-contained flats located centrally in Bodø in an ordinary residential environment. The project leader shall also be responsible for changes to and development of the environmental work service in Bodø. This shall be based in the same building as "Kvinnehuset". Additionally, the collaboration with the Salvation Army shall also be extended/developed with housing follow-ups. The local authority has received funds to develop/strengthen the follow-up service from the Directorate for Health and Social Affairs/the County Governor.

Social housing plan of action – Bø

The work of the social housing plan of action shall be co-ordinated with the planning work for initiatives for long-term substance abusers with regard to mapping and proposals for housing initiatives for this group.

The plan shall include an assessment of the preparations for co-ordinating parts of the plan on an inter-municipal basis. It shall also contain an assessment of setting up an inter-municipal housing office. The project group consists of representatives from various specialist areas in the municipality. The social housing plan of action and final report are expected to be completed by spring 2006.

Mapping via BOKART – Røros

The purpose of the project is to map substance abusers/the homeless in Røros, and map possible housing for them. There is a need to look at adaptations for the hard climate and houses worthy of preservation. The project also aims to help prevent and reduce eviction notices and evictions.

New model for institutional treatment of young people with behavioural problems – MultifunC

In collaboration with the Swedish authorities, the Ministry of Children and Equality has taken the initiative to develop a completely new model for the treatment in institutions of young people with serious behavioural problems. The new model (MultifunC) will be tested in Norway in all five national child welfare regions and in Oslo. The model contains an assessment element, treatment in institutions and a follow-up period after moving out. The follow-up after moving out will last for 3–6 months.

Grant schemes

- The Norwegian State Housing Bank has competence grants for development projects, cf. 1.3.1.
- The Directorate for Health and Social Affairs has grants for setting up home, housing follow-ups and the follow-up of actions plans to deal with substance abuse problems, and awards grants to the municipalities in accordance with the escalation plan for mental health. See also relevant grant items, cf. 1.3.2.

4.4 Higher quality of overnight stays

For those with an immediate need for housing a place in temporary accommodation can sometimes be the only alternative. There is therefore a need to ensure a high level of quality in all temporary accommodation provisions that the local authority uses. The government aims to phase out hostels and offer long-term housing instead. This involves laying the foundations for service models that ensure that occupants do not stay too long in the temporary provisions.

In 2004, the local authorities were asked for the first time to report on the use of temporary accommodation provisions with quality agreements. The reporting is incomplete, and there are a number of reasons for this. It is partly due to how temporary accommodation provisions are defined in KOSTRA and what is covered in the term “quality agreement”. These terms are therefore being reviewed in order to provide a more accurate picture of the situation. Of the local authorities that reported on this point, 13.2 per cent of the stays were in accommodation without a quality agreement.

Guidelines for quality agreements in overnight stays

In Circular U/5-2003, the former Ministry of Social Affairs has provided guidelines to the local authorities on the work to ensure sufficient quality in temporary accommodation provisions used by local authorities.

Guidelines: http://odin.dep.no/asd/norsk/dok/andre_dok/rundskriv/044041-250007/dok-bn.html

Bergen municipality and Oslo municipality have entered into such agreements and have information on this on their web sites.

Oslo: <http://www.hev.oslo.kommune.no/default.asp?page=/Boligbistand/Dognovernatting>

Bergen: http://www.bergen.kommune.no/sosialtjenesten/_ekstern/

4.4.1 How the local authorities follow up § 4–5

Commissioned by the former Ministry of Labour and Social Affairs, FAFO conducted a survey of how the local authorities fulfil their obligations pursuant to § 4–5 of the Act relating to social services to find temporary shelter for those who cannot manage themselves. The survey, which was primarily based on telephone interviews with employees in social security offices in 15 municipalities, shows that the municipality, regardless of its size, has a need for temporary accommodation provisions at times. Local authorities often have difficulties in achieving the goal that no one shall stay longer than three months in temporary shelter. FAFO points out that in some cases this is due to a lack of more long term provisions, but also notes that many respondents attach importance to the fact that persons who stay in temporary shelter do not have the prerequisites to utilise the accommodation provisions of a more long-term nature. The FAFO report can be downloaded at www.faf.no. (FAFO paper 2005:19)

4.5 Help the homeless to quickly secure an offer of their own home

The goal of the strategy is that no one shall stay more than three months in temporary accommodation provisions. Thirty-five per cent of reported stays in temporary accommodation in 2004 were longer than 3 months in 2004. This shows that there is a need for an intensified effort in order to reduce the length of stay. The government will therefore put a greater focus on this goal in 2006 and 2007.

The overall development of the use of temporary stays has been good, but the KOSTRA figures do not give a complete overview, cf. FAFO report 448. This is partly due to how temporary accommodation provisions are defined in KOSTRA. Work is being carried out to improve the definition so that it gives a more accurate picture of the situation.

Antall opphold i midlertidig botilbud

| | 2002 | 2003 | 2004 % | % Fall 2002-2004 |
|--|------|------|--------|------------------|
| Norway | 4703 | 3902 | 3663 | -22 |
| Oslo, Bergen, Trondheim, Stavanger, Tromsø | 2930 | 2165 | 1853 | -37 |
| Percentage in towns of country as a whole | 62 | 55 | 51 | |

4.5.1 Children and temporary accommodation provisions

Since 2004, the local authorities have been asked to report on the number of households with children under 18 who stay in temporary accommodation. This reporting is also incomplete. Figures from the local authorities that reported on the issue show that 2.8 per cent of the stays consisted of households with children under 18. It is vital that children grow up in good conditions. Temporary accommodation is not suitable for children.

4.5.2 Quick housing offer – examples

Strengthening of ordering unit with co-ordinating positions for housing follow-ups – Oslo

Through participation in Project Homeless, St. Hanshaugen Borough has developed a housing chain based on private flats, as well as the borough's service provisions and use of the provisions throughout the city for the user group. The housing chain that has been developed in the borough requires a co-ordinating follow-up organ. The borough has expanded the follow-up offer by two positions to co-ordinate the individual follow-up work and the environmental-oriented and preventive work in various residential environments in the borough.

Independent living skills

"Independent living skills" is a term often used in connection with those who stay in temporary accommodation. Persons with "independent living skills" are offered housing. Those without "independent living skills" remain in the temporary accommodation until they are motivated to receive treatment and can develop "independent living skills".

What does the "independent living skills" term entail? Is the focus on independent living skills the same as attaching importance to the individual's ability to wash and tidy a house? Do we apply our own standards and prerequisites for what a house is and should be used for? Will we, in "independent living skills", be able to identify the feeling of loneliness that individuals can experience in their own homes?

Project Homeless helped to put the emphasis on the individual's need for help as opposed to his/her independent living skills. Everyone can and shall have an abode, but on their own terms. Housing designs and follow-up needs must use this as their basis. The Stein Rokkan Centre for Social Studies stresses in its report that the help must not be scaled down too quickly. It is often when it seems that the individual is managing well that the need for help and support is greatest.

Establishing a target-based and uniform initiative chain – Larvik

The initiative chain consists of finding a temporary accommodation solution, procuring houses for the less advantaged and providing sufficient help and follow-up. A housing office has been established that shall have an overview of all local authority housing applicants in the municipality. The need for services related to housing and future housing needs shall be mapped. Drawing up individual plans and notification routines, as well as advice on preventing eviction notices and evictions are key areas for 2005.

Follow-up services in Bergen municipality

Bergen municipality has approved the initiative for 18 positions within follow-up services in housing on a permanent basis from 2006. Follow-up services have been established and anchored in all social security offices in Bergen. The follow-up teams consist of between 2–4 employees. Each team provides individual assistance for 12–20 persons. One of the teams has only followed up women, and developed special skills for this target group. The individual follow-up services vary somewhat in terms of content, but common to all is that the tenants shall receive individual assistance to keep their home and improve their quality of life.

See also the nominated initiative award for the best initiative.

4.5.3 Relevant reports

The Gruk report (2004): "Ambulante team i rusomsorg og psykisk helsevern" (Mobile teams in substance abuse care and mental health care), commissioned by the Directorate for Health and Social Affairs. The report can be downloaded from www.gruk.no

Commissioned by the Directorate for Health and Social Affairs, FAFO undertook the mapping of services for those who were previously homeless. A brief version of the report has also been produced, financed by the Directorate for Health and Social Affairs and the Norwegian State Housing Bank. This brochure also includes examples of initiatives from Project Homeless. The reports are available from <http://www.faf.no/pub/rapp/448/>

Commissioned by the Ministry of Labour and Social Inclusion, SINTEF Norwegian Building Research Institute has begun the mapping of strategies to prevent and combat homelessness in small and medium-sized municipalities. The report from this survey shall be available by the end of October 2006.

Grant schemes

- The Norwegian State Housing Bank's grant schemes for setting up home
- The Norwegian State Housing Bank's competence grants for development projects
- The Directorate for Health and Social Affairs' grants for follow-up services and other grant schemes

Self-build project for young people – Meland

The self-build project in Meland municipality is a project for young people with problems in finding housing. The aim of the project is to lay the foundation for young people setting up home for the first time to enter the housing market. This also applies to young people with substance abuse problems and/or a criminal background. The intention of the project is for young people to take part in the entire building process; from planning, submitting applications and right through to the building is completed. The project will also provide its participants with specialist skills in building.

The local community and substance abuse institutions are collaborating in this project.

The target is to complete 3 building projects a year, with a total of 20 houses. The work shall be closely tied up with the participants' needs for skills upgrading. Evaluation. The initiative is strengthened with training/work experience offers

4.6 Overview of the scope of homelessness

The ambition to be able to maintain an overview of the extent of homelessness in Norway is an important one. The scope of homelessness was mapped in 1996 and 2003. The result of the most recent mapping for 2005 will be ready by May 2006.

The reason for carrying out the mapping so soon after the last mapping is that the local authorities have established a great deal of new initiatives since 2003. Has this work impacted on the extent of homelessness? Local authorities, voluntary organisations, prisons and other institutions were therefore asked to register homelessness during 1 week in December 2005. The next mapping is planned for November 2007.

Bokart is a system for mapping the less advantaged in the housing market, which the Norwegian State Housing Bank has developed with the software firm Respons, a number of local authorities and the Norwegian Building Research Institute. Bokart makes it easier for local authorities that use the system to carry

out the mapping as described above. The mapping system Bokart provides the local authorities with a good overview of the less advantaged in the housing market and is a useful tool for planning and implementing initiatives. Bokart is based on the manual mapping method used by more than 200 municipalities in connection with drawing up supported housing action plans. As at 1 January 2006, 67 municipalities are using Bokart.

Reporting in Bokart will also simplify the local authority's reporting in KOSTRA. Bokart is free. The Norwegian State Housing Bank awards grants to buy the system.

The local authority undertakes to:

- Make provisions for maintaining the system (approx. NOK 3 000 per annum).
- Report twice a year to the Norwegian State Housing Bank.

The Norwegian State Housing Bank undertakes to:

- Report on behalf of the local authority to KOSTRA.

Provide free training in Bokart, and free user support.

5 Collaboration forums, distribution of roles and responsibilities

5.1 Municipal networks

The strategy has specific national targets and shall be carried out within a short timeframe. In order to ensure the transfer of experiences, the Norwegian State Housing Bank has, in collaboration with the County Governors, created municipal networks. A total of 15 networks have been established and linked to all regional offices. Please contact the Norwegian State Housing Bank's regional office if you would like to know more about networks in your area.

5.1.1 Is the local authority obliged to take part in the strategic work?

It is not compulsory for the local authorities to take part in the efforts to execute the strategy "The pathway to a permanent home". The municipal effort should be relative to the challenges faced by the local authority. A collaboration agreement was entered into between the Bondevik II government and KS concerning initiatives to prevent and combat homelessness. In this agreement, KS undertakes to inform and motivate the members with regard to the strategy.

The Norwegian State Housing Bank and the County Governors contact local authorities that appear to have special challenges in individual areas in order to assess what initiatives are necessary.

5.2 Regional contact forums

Regional contact forums have been established where primarily the public sector interests at regional government level meet 2–3 times a year. One of the aims of the forums is to ensure effective co-ordination by the government authorities. In 2005, 7 regional contact forums were established. The Norwegian State Housing Bank's regional office in Trondheim has set up 3 forums; one for each county. The Norwegian State Housing Bank's regional offices in Hammerfest and Bodø have created a joint forum for their counties.

The forums normally consist of the Norwegian State Housing Bank, the County Governor, the Norwegian Correctional Services, the Execution and Enforcement Authority, the health authorities, the Norwegian Directorate of Immigration, KS and the city local authorities. KS, the Norwegian Directorate for Children, Youth and Family Affairs. .

The aims of the regional contact forums are as follows:

- To ensure co-ordination by government offices
- To exchange experiences
- To report results
- To initiate pilot projects
- To prevent duplications in the work

The Norwegian State Housing Bank's regional offices are responsible for initiating, co-ordinating and running the regional contact forums. A key role of the forums is also to collaborate with local authorities that face special challenges in the regions. This work shall be undertaken in collaboration with the County Governors.

Regional contact forums

Overview of regional contact forums created in 2005

Norwegian State Housing Bank regional offices – Hammerfest and Bodø

County Governor in Vadsø
County Governor in Tromsø
County Governor in Nordland – Bodø
Norwegian Correctional Services North Region – Trondheim
UDI – North
Northern Norway Regional Health Authority – Bodø
Execution and Enforcement Authority in Tromsø
Tromsø municipality
KS in Northern Norway
1 municipality from each of the three most northern counties

Norwegian State Housing Bank regional office – Trondheim

County Governor in South Trøndelag – Trondheim
KS in South Trøndelag
Execution and Enforcement Authority in Trondheim
UDI
Trondheim municipality
Norwegian Correctional Services North Region – Trondheim
Resource Centre for Drug and Alcohol Issues in Central Norway
Central Norway Regional Health Authority – Stjørdal

Norwegian State Housing Bank regional office – Trondheim

County Governor in North Trøndelag – Steinkjer
Execution and Enforcement Authority in Verdal
KIF
Norwegian Correctional Services North Region – Trondheim
Central Norway Regional Health Authority – Stjørdal
Verdal municipality
North Trøndelag University College, Welfare studies
Resource Centre for Drug and Alcohol Issues in Central Norway

Norwegian State Housing Bank regional office – Trondheim

County Governor in Møre and Romsdal – Molde
Execution and Enforcement Authority in Ålesund
Kristiansund municipality
Sunnmøre Regional Health Authority
The Nordmøre and Romsdal Hospital Trust
Resource Centre for Drug and Alcohol Issues in Central Norway
Norwegian Correctional Services West Region – Bergen
Central Norway Regional Health Authority – Stjørdal

Norwegian State Housing Bank regional office – Bergen

County Governor in Sogn and fjordane – Leikanger
County Governor in Hordaland – Bergen
County Governor in Rogaland – Stavanger
Norwegian Directorate for Children, Youth and Family Affairs, West Region
Execution and Enforcement Authorities in Bergen and Stavanger
Norwegian Correctional Services West and South West
UDI – West Region
KS Hordaland
Stavanger municipality and Bergen municipality
Western Norway Regional Health Authority

Regional offices – Oslo

Norwegian State Housing Bank
County Governors in the region
Execution and Enforcement Authorities
Norwegian Correctional Services
UDI
The health authorities
KS
Oslo and Drammen municipalities

For more information on municipal networks and regional contact forums, please contact the Norwegian State Housing Bank:

Region Oslo:

Bente Osnes
bente.osnes@husbanken.no

Region Bergen

May-Brit Nordås
may-brit.nordas@husbanken.no

Region Bodø

Marianne Rostad Norvik
marianne.norvik@husbanken.no
Ann-Karin Bergland
Ann-karin.bergland@husbanken.no

Region Hammerfest

Rigmor Richardsen
rigmor.richardsen@husbanken.no

Region Trondheim

Sigurd Veie
sigurd.veie@husbanken.no

Region Arendal (Aust-Agder and Vest-Agder)

Bjørn Notto
EppelandBjorn.eppeland@husbanken.no

(Telemark, Vestfold and Buskerud)

Erik André Foss erik-andre.foss@husbanken.no

5.2 Liaison committee in cities/towns etc.

Oslo, Bergen, Trondheim, Stavanger, Kristiansand, Tromsø and Drammen were all participants in Project Homeless. These cities and towns face special challenges in connection with homelessness.

An annual meeting shall be organised with political leaders of government departments, the towns and cities, and other smaller municipalities.

The Norwegian State Housing Bank, the Ministry of Local Government and Regional Development and other government departments concerned also collaborate in regard to two annual colleague assessments/peer reviews. This is a method taken from the EU's programme on social inclusion. The aim is to evaluate a good example whose transfer value the other towns can systematically assess. Two such colleague assessments/peer reviews have been arranged:

1. The collaboration project Fewer evictions in Oslo. The report from this seminar can be downloaded from <http://odin.dep.no/krd/norsk/tema/bolig/presse/pressemeldinger/016031-070200/dok-bn.html>
2. Collaboration agreements on settlement upon release in Trondheim. Information can

be downloaded from

<http://odin.dep.no/krd/norsk/tema/bolig/boligogbygning/016031-990161/dok-bn.html#2>

The Ministry of Local Government and Regional Development will publish a comprehensive report that shall be completed by summer 2006..

5.3 Voluntary organisations and user organisations

Voluntary organisations, housing co-operatives and user organisations all possess experience that is vital to the work in preventing and combating homelessness. The organisations play a very important role as service providers locally, but also have expertise and experience that it is important to make use of. The local authorities are therefore urged to cooperate closely with voluntary organisations and user organisations by creating permanent contact forums.

The organisations have experience and ideas that can benefit the execution of the strategy. The Norwegian State Housing Bank is therefore setting up **regional reference groups** with relevant user organisations and voluntary organisations in order to safeguard experience and ideas for continuing the work. An overview of relevant participants can be found attached as an appendix.



Appendix

Who are relevant collaboration partners?

The local authority is the most important implementer

§ 3–4 of the Act relating to social services states that the social services shall help find housing for persons that cannot look after their own interests in the housing market.

Social services also have a duty under § 4–5 to provide a roof over the heads of those who need it. Reference is also made to Circular U- 10/2002 “Boligsosialt arbeid – bistand til å mestre et boforhold” (supported housing - tenancy sustainment services)

http://odin.dep.no/asd/norsk/dok/andre_dok/rundskriv/044031-250005

The local authorities are also responsible for providing services in accordance with legislation on health and social services. In order to be able to provide long-term housing for the homeless, the local authority has to lay the foundation for an effective collaboration across the different services and activities. “The pathway to a permanent home” strategy also dictates that the collaboration with the public sector must be strengthened.

Norwegian State Housing Bank is the co-ordinator

<http://www.husbanken.no/>

The Norwegian State Housing Bank shall have a co-ordinating responsibility in executing the strategy. This is undertaken in close collabora-

tion with the County Governors and the Directorate for Health and Social Affairs.

The bank's co-ordinating responsibility involves:

- creating and being responsible for municipal networks
- creating and being responsible for regional contact forums
- being responsible for the reporting between regional and central levels
- acting as the driving force where needed

The Norwegian State Housing Bank also has a special responsibility for:

- contributing to the development of housing types and management models that can look after the housing needs of the homeless
- developing new organisation and financing models for housing
- contributing to and advising on the development of the service provision for the homeless based on legislation on housing and building.

The Norwegian State Housing Bank administers a number of instruments that are central to the execution phase. The bank will report on the strategy twice a year, and create its own web site where examples of initiatives shall be published. The reporting on the strategy will also be published here: www.bostedslose.no

Norwegian State Housing Bank's regional offices

The Bank is the government's central organ for the execution of the housing policy. The Bank shall help to secure housing for the homeless, refugees and other less advantaged persons, and have provisions that reduce the housing expenses for certain groups. The local authorities are the Bank's primary collaboration partners for achieving these and other housing policy goals. The Norwegian State Housing Bank has 6 regional offices, which manage the Bank's loans, grants and housing allowances.

Regional office – Oslo

Office in Oslo

Responsibility for: Oslo, Akershus, Østfold, Hedemark and Oppland

Regional office – Arendal

The Arendal office is responsible for Aust-Agder and Vest-Agder

The Drammen office is responsible for Telemark, Buskerud and Vestfold

Regional office – Bergen

Covers Hordaland, Sogn and Fjordane and Rogaland, and has an office in Bergen

Regional office – Trondheim

Covers Møre and Romsdal, Sør-Trøndelag, Nord-Trøndelag, and has an office in Trondheim

Regional office – Bodø

Covers Nordland and Sør-Troms, and has an office in Bodø

Regional office – Hammerfest

Covers Nord-Troms and Finnmark, and has an office in Hammerfest

The Directorate for Health and Social Affairs is a central collaboration partner

<http://www.shdir.no>

In collaboration with the Norwegian State Housing Bank, the Directorate for Health and Social Affairs shall be responsible for monitoring the development of the homeless in Norway and implement initiatives to prevent homelessness. The Directorate shall also secure collaboration between relevant bodies and contribute with knowledge and expertise.

Furthermore, the Directorate has special duties linked to:

- developing and co-ordinating the ordinary service and treatment provision to those in need such that this is presented as a uniform offer, and safeguards the homeless' needs for services and treatment.

- developing new service provisions that can help the homeless to fulfil their obligations in connection with their living situation.

In addition to this, the Directorate also has duties linked to the focus on poverty initiatives, the plan of action for substance abuse problems and the escalation plan for mental health. In the Soria Moria declaration, the government indicates a new focus on substance abuse and poverty.

As part of this focus, the Directorate shall ensure the implementation and co-ordination between different sectors. The Directorate administers a number of grant schemes to stimulate and strengthen the local authorities' work in these areas.

About the Directorate for Health and Social Affairs

The Directorate for Health and Social Affairs is an administrative and expert body that helps implement national policies in the health and social services sector. The Directorate shall act as advisor to central authorities, local authorities, health authorities, voluntary organisations and the general public. The Directorate shall also have functions related to quality development and prioritisation in the health and social services.

The Directorate uses a number of advisers in several areas at the County Governors' offices.

County Governors

<http://www.fylkesmannen.no/>

It is primarily in the socio-political field that the County Governors play a key role in the work of "The pathway to a permanent home". Among other things, the County Governors have specialist social care postholders and psychi-

atric advisers who shall make it possible to follow up the focus on social care and the social housing work of the local authorities.

The County Governor is the Norwegian State Housing Bank's most important collaboration partner on a regional basis, cf. 3.1. and 3.2.

About the County Governor's office

The County Governor is the government's general representative in the county. The County Governor has a special responsibility for co-ordinating the government's overall activity in the county, thus ensuring uniformity in the national policy. The County Governor plays a key role in realising the government's goals for social and family policies together with the local authorities. This shall be done via:

- Guidelines
- Training
- Collaboration

The County Governor has duties linked to the guidance of local authorities in financial advice. The County Governor is also the body of appeal for legislation on social services, and shall oversee the local authorities' home services, initiatives for the mentally handicapped and

services for substance abusers. With the health policies, the County Governor has a similar function in relation to the municipal health service and legislation on the health service in the municipalities.

Where is the County Governor located?

Finnmark – Vadsø
Troms – Tromsø
Nordland – Bodø
Nord-Trøndelag – Steinkjer
Sør-Trøndelag – Trondheim
Møre and Romsdal – Molde
Sogn and Fjordane – Leikanger
Hordaland – Bergen
Rogaland – Stavanger

Vest-Agder – Kristiansand
Øst-Agder – Arendal
Telemark – Skien
Vestfold – Tønsberg
Buskerud – Drammen
Østfold – Moss
Oppland – Lillehammer
Hedemark – Hamar
Oslo and Akershus – Oslo

Participants in regional contact forums

Execution and Enforcement Authority

<http://www.politiet.no>

Evictions and enforcement notices of civil claims are carried out as a rule through the execution and enforcement authorities, i.e. the Execution and Enforcement Commissioner and the municipal, cf. § 2-1 of the Act relating to the enforcement of claims. One of the Execution and Enforcement Commissioner's duties is to process cases concerning property claims. Decisions made by the Execution and Enforcement Commissioner can be appealed to the municipal court. The Execution and Enforcement Commissioner comes under the Ministry of Justice and the Police, via the Norwegian Police. The Execution and Enforcement Commissioner is also responsible for carrying out compulsory and voluntary debt arrangements. The Ministry of Children and Equality is responsible for this legislation.

The execution and enforcement authority has a special responsibility for achieving the goal of reducing the number of eviction notices and actual evictions.

Since 1 January 2006, the civil administration of justice has been organised under the Norwegian Police. The Execution and

Enforcement Commissioners in the four cities Oslo, Bergen, Trondheim and Stavanger are directly responsible to the Norwegian Police. Separate enforcement offices have also been set up, which are responsible for the civil administration of justice in 7 police districts; Sandnes, Skedsmo, Fredrikstad, Asker and Bærum, Tønsberg and Nøtterøy, Tromsø and Karlsøy. The Execution and Enforcement Commissioner function is otherwise carried out by sheriffs or police station heads.

The Norwegian Correctional Services

<http://odin.dep.no/jd/norsk/bn.html>

The Norwegian Correctional Services shall deal with custodial sentences and penal measures in a way that is reassuring for society and that discourages illegal actions. The Norwegian Correctional Services shall also make it possible for criminals to be able to make their own efforts into changing their criminal ways. Through its collaboration with other government departments, the Norwegian Correctional Services ensures that convicts and prisoners receive the services they are entitled to by law.

The Norwegian Correctional Services will be responsible for ensuring that the aim is achieved that no one shall have to spend time in temporary accommodation after release from

Regional offices

The Norwegian Correctional Services consists of the Services' central administration, 6 regional administrations, 46 prisons, and 19 probation offices, as well as the Correctional Service of Norway Staff Academy and the Correctional Services' IT Centre.

Eastern Norway:

Covers Oslo and Østfold with the regional office in Oslo

Northeastern Norway:

Covers Akershus, Hedmark and Oppland with the regional office in Lillestrøm

Southern Norway

Covers Buskerud, Vestfold and Telemark with the regional office in Tønsberg

Western Norway

Covers Hordaland, Sogn and fjordane and Møre and Romsdal with the regional office in Bergen

South-western Norway

Covers Rogaland, Aust- and Vest-Agder with the regional office in Sandnes

Northern Norway

Covers Sør and Nord Trøndelag, Nordland, Troms and Finnmark with the regional office in Trondheim

prison. The collaboration with the local authorities will play a key role here. The Norwegian State Housing Bank will also be an important organiser together with the County Governor's office, cf. 2.2. The Ministry of Justice and the Police and KS have entered into an agreement for housing arrangements upon release from prison. As an appendix to the agreement, a model agreement has been included for the collaboration between prisons and the individual local authority. Information on this is available at www.husbanken.no/bostedslose.

The health authorities

<http://www.helseforetak.no/>

The health authorities have a special responsibility to notify the relevant local authority whether or not discharged patients have satisfactory housing. This requires the collaboration between the health authorities that currently provide the specialist health services and the local authorities to be strengthened, cf. 2.3.

The local authorities are responsible for houses and services, but the collaboration with the specialist health service is crucial to the overall living situation of persons with substance abuse problems and/or mental health disorders. The specialist health service is responsible for providing guidance to the municipal health services.

The health regions

Since the reform of hospitals and substance abuse provisions, the specialist health service either provides services owned by the health authorities or services that the authorities offer according to agreements/contracts with private service providers. The health authorities are organised according to the enterprise principle under 5 regional health authorities.

Northern Norway Regional Health Authority

Covers Nordland, Troms, Finnmark and Svalbard, with its head office in Bodø

Central Norway Regional Health Authority

Covers Møre and Romsdal, Nord and Sør Trøndelag, with its head office in Stjørdal

Western Norway Regional Health Authority

Covers Sogn and Fjordane, Hordaland and Rogaland, with its head office in Stavanger

Southern Norway Regional Health Authority

Covers Telemark, Vestfold, Buskerud and Aust- og Vest-Agder, with its head office in Skien

Eastern Norway Regional Health Authority

Covers Oslo, Akershus, Oppland, Hedemark and Østfold, with its head office in Hamar

The Norwegian Association of Local and Regional Authorities (KS)

<http://www.ks.no>

KS is the municipal sector's employers' organisation and professional body. The organisation works in accordance with the vision for an effective and independent municipal sector that looks after the needs of its inhabitants. KS is a crucial development partner for the municipal sector. The government has entered into a collaboration agreement with KS on initiatives

to prevent and combat homelessness. KS has its own county departments in almost all counties.

KS Finnmark – Lakselv

KS Troms – Tromsø

KS Nordland – Bodø

KS Nord Trøndelag – Steinkjær.

KS Sør Trøndelag – i Trondheim

KS Møre and Romsdal – Molde

KS Sogn and Fjordane – Førde

KS Hordaland – Bergen

KS Rogaland – Stavanger
KS Agder – Arendal
KS Telemark – Skien
KS Vestfold – Tønsberg
KS Buskerud – Drammen
KS Akershus/Østfold – Sarpsborg and Oslo
KS Oppland – Lillehammer
KS Hedemark – Hamar

The Norwegian Directorate for Children, Youth and Family Affairs

On 1 January 2004, the government took over the previous responsibility of the county authorities for child welfare services. Responsibility was placed with the Norwegian governmental office for the welfare and protection of children and families (Bufetat), which shall assist the local authority in finding placements for children outside their home. This office is organised into 5 regions with a national office in Oslo: The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) The 5 regions are Bufetat – Northern Norway (Alta), Buetat – Central Norway (Trondheim), Bufetat – Western Norway (Bergen), Bufetat – Southern Norway (Tønsberg) and Bufetat – Eastern Norway (Oslo). More information on Bufetat is available at <http://www.bufetat.no>

Other relevant government collaboration partners regionally

The proportion of immigrants is higher among the homeless than in the population as a whole. The Directorate of Integration and Diversity was established on 1 January 2006. The Directorate is a competence centre for integration and diversity and assists and offers guidance to local authorities, directorates and other collaboration partners. Some key duties of the Directorate are to implement government policy for the housing of refugees and following up the Act on an introductory programme and Norwegian language instruction for newly arrived immigrants, rights and obligations with regard to learning Norwegian and follow-up of White Paper no. 49 (2003–2004) Diversity

through inclusion and participation – Responsibility and freedom. The Directorate has a regional structure. <http://www.imdi.no/>

A new employment and welfare administration

A new employment and welfare administration (NAV) shall be established on 1 July 2006. The National Insurance Service and the Labour Market Administration shall be closed down in its present form, and a new government agency, the Employment and Welfare Administration shall be created. A front-line service will be established in all municipalities where central government and the local authorities will come together in a binding contractual partnership to create joint local employment and welfare offices. The offices shall carry out tasks for the government agency and the local authority's duties in accordance with section 5 of the Act relating to social services (financial support and guidance/advice in this regard). The agency and the local authority can also enter into an agreement for more of the local authority's services to be included. The local authorities shall continue to play a key role in the employment and welfare policy and will retain their responsibility for the duties in accordance with the Act relating to social services. The local NAV office shall be the unifying contact point in the current three-part administration, whereby the users will only need to have contact with one office.

<http://www.nav-interim.no/nav/page?id=14>

Norwegian Board of Health

Since being set up by the Directorate for Health and Social Affairs, the Norwegian Board of Health has expanded its role as an appeal and supervisory body. The health boards in the counties and the County Governor follow up and request the local authorities to rectify the discrepancies that may be found in the County Governors' supervisory work, see the section on the County Governor. The Norwegian Board of Health sums up the supervisory work at a national level. <http://www.helsetilsynet.no/>

The government departments

The Ministry of Labour and Social Inclusion (AID)

The Ministry of Labour and Social Inclusion was established on 1 January 2006. The department's responsibilities include welfare and social policies, labour market policies, integration and inclusion policies, and pension policies. Executing the "The pathway to a permanent home" strategy is closely related to the government's plan of action to eradicate poverty.

The Ministry of Labour and Social Inclusion's responsibilities include:

- Section 5 of the Act relating to social services, which covers financial support for subsistence, including housing expenses.
- § 4–5 of the Act relating to social services, which covers the local authority's duty to provide temporary shelter.

The Ministry provides input to the Ministry of Health and Care Services (HOD), which draws up a joint letter of award (AID and HOD) to the Directorate for Health and Social Affairs.

AID's web site: <http://odin.dep.no/aid>

The Ministry of Children and Equality (BLD)

The Ministry of Children and Equality has a coordinating responsibility in the policies related to children and young people, and is also responsible for the Debt Settlement Act.

A key aim of the strategy is to prevent children, young people and families with children ending up in a hostel, cf. 2.4. In a number of other areas, it is also important to prevent children and young people ending up with an uncertain living situation or from being homeless.

Forcing a person to marry against their will is forbidden by law in Norway. The Ministry of Children and Equality follows up the work against this type of marriage in collaboration with other government departments. Some young people who are in conflict with their family in connection with an arranged marriage or who risk being subjected to such a marriage,

need housing either in the short or long term. In collaboration with the local authorities and voluntary organisations, the Norwegian State Housing Bank has developed a model for procuring available houses for this group.

BLD's web site: <http://odin.dep.no/bld>

The Ministry of Health and Care Services (HOD)

The Ministry of Health and Care Services was established on 1 October 2004. The Ministry of Health and Care Services is responsible for:

- Legislation on social services excluding the sections/provisions specified under AID
- Legislation on health services in local authorities
- Legislation on the specialist health service
- Section 4 and § 3–4, which cover the social service's contribution responsibilities for procuring housing.

The Ministry also co-ordinates the work on substance abuse policies and is responsible for mental health care locally and centrally.

The Ministry works together with AID on letters of award to the Directorate for Health and Social Affairs. The Ministry has ownership responsibility to the regional health authorities.

HOD's web site: <http://odin.dep.no/hod>

The Ministry of Justice and the Police (JD)

The work on "The pathway to a permanent home" strategy is anchored in the Norwegian Correctional Services department. The department is both a central agency for the correctional services and a government department section with responsibilities for budgets and legislation, such as the Act relating to the execution of sentences etc.

The Police Department has overall responsibility for the Execution and Enforcement Commissioners. This entails responsibility for budgets and the Act relating to the enforcement of claims.

JD's web site: <http://odin.dep.no/jd>

The Ministry of Local Government and Regional Development (KRD)

The efforts to combat homelessness are anchored in KRD through the Housing and Building Department. This department is responsible for:

- budgets for the housing policy instruments administered by the Norwegian State Housing Bank
- housing legislation such as the Tenancy Act and Law of Housing Cooperation
- building legislation

The Housing and Building Department will coordinate the work of the strategy with the other departments.

KRD's web site: <http://odin.dep.no/krd>
About homelessness: <http://odin.dep.no/krd/norsk/tema/bolig/016031-990102>

Voluntary organisations/user organisations

Voluntary organisations and user organisations are key players in the planning and implementation of initiatives to prevent and combat homelessness.

Extensive cooperation is called for between the public and private sectors. Such collaboration can increase the expertise and resources for projects at all administrative levels. We have made a list of some of the organisations with which collaborations can be beneficial.

User organisations and interest organisations

WayBack – Life after prison: This organisation helps people who have been released from prison to manage their new life, and aims to act as a social network for inmates who want to stay free of substance abuse and become law-abiding citizens. <http://www.wayback.no/>

The Organisation for Relatives and Friends of Prisoners (FFP): This organisation's main aim is to help and support relatives and friends of prisoners. Those who work in FFP have exten-

sive experience of working with relatives and correctional services. FFP also works to raise the awareness of the relative group and suggests initiatives to strengthen the contact opportunities between relatives and the inmates. Collaboration with the prisons and the Norwegian Correctional Services is therefore crucial for FFP. The association is involved in several different projects, including a survey of inmates living situations and homelessness upon release from prison. <http://www.ffp.no>

LPP: The Norwegian Association for Families of the Mentally Ill (PPP), is an association for relatives of those with serious mental health disorders. The association's primary goal is to ensure that people with mental disorders receive better treatment, better housing provisions and have better living conditions in general. <http://www.lpp.no/>

Norwegian Council for Mental Health: The Norwegian Council for Mental Health is a humanitarian organisation that works to promote: psychiatric research, information and greater knowledge of mental health, better treatment and rehabilitation of mental health sufferers, initiatives arranged by user organisations and international work within mental health. <http://www.psykiskhelse.no/>

Aktbo: Aktbo is an Oslo-based organisation. The members are the economically disadvantaged and the homeless. The primary aim of the organisation is to provide practical help for these groups in the housing market, where this is not available from the current network of public and private sector bodies. <http://www.aktbo.org/>

RIO – Recovered Addicts Interest Organisation RIO is an interest organisation for substance abusers. The aim is to protect substance abusers' interests, and to raise the awareness of this group as a resource in society. RIO works to ensure better after-care and better treatment provisions. <http://www.riorg.no/>

Mental Health Norway Mental Health Norway is the country's largest user and interest organisation within mental health care. Members of Mental Health Norway are linked up with local associations, which mainly offer different types of activities, meetings, courses and conferences. <http://www.mentalhelse.no/>

Oslo Poor House: The Oslo Poor House is a movement that through its own efforts and mutual support aims to improve living conditions for the less advantaged and for people in an unwanted state of dependence on the authorities. The organisation is located in Oslo in its own user-managed building. <http://www.fattighuset.org>

Norwegian Tenants Association (LBF): LBF is an umbrella organisation for the active tenant organisations in Norway, which are the Tenant's Organisation in Oslo, and the tenant associations for Oslo municipality and the Stavanger area. <http://www.lbf.no/>

The National Federation of House Owners (HL): The National Federation of House Owners is a nationwide interest organisation for owners of residential buildings, owner-occupied units, co-ownerships, housing co-operatives and landlords. HL protects the home owners' local and national house owner interests. <http://www.huseierne.no/>

The Welfare Alliance function: is a collaboration network of organisations, associations and action groups for economically, socially and legally disadvantaged groups in Norway. The main aims of the Welfare Alliance function are to:

- eradicate poverty
- ensure more user participation
- improve living conditions and quality of life for our member groups
- improve financial and working conditions for our member organisations

The Welfare Alliance function was founded on 6 March 1998, and as at 1 November 2005 has 25 member organisations.

www.velferdsalliansen.no

MARBORG: is an organisation for former substance abusers in rehabilitation organised by LARiNORD. The organisation aims to help and support the individual user's rehabilitation, and raise awareness of the users' points of view and problems to LARiNORD and society in general. We also organise help and support initiatives for the users. All of the users in Tromsø are members of the organisation, and we have recently created a new branch in the Bodø/Fauske area. www.marborg.no

Medicine-assisted rehabilitation: LAR-Nett Norge (LNN) is a nationwide user organisation for persons undergoing medicine-assisted rehabilitation. Its head office is in Sandvika, Bærum. One of the reasons LAR-Nett Norge was established was due to the negative image many believe existed of those receiving medicine-assisted rehabilitation. The organisation shall give these persons a face, show that they have a great deal of resources, and that they are much more than just ex-substance abusers. <http://www.larnett norge.no/>

The National Organisation for Children in Care (Lfb): is an organisation for young people who are or have been in the care of the child welfare authorities. Through the organisation's activity and operations the aim is to give children in the care of the child welfare authorities a voice to be heard. The organisation works to improve the rights of children and young people in care, and to change stereotypical perceptions of the child welfare authorities and children in care. Lfb's office is in Oslo. The organisation publishes a members magazine "Framtias Voksne" (Adults of the future) and various information literature. <http://www.barnevernsbarna.no/>

Joint enterprise to combat poverty: The organisation known as "Fellesaksjonen mot Fattigdom" (FaF) is a cross-party organisation that started with the fight against poverty outside the socialist and left coalition government conference at Soria Moria in autumn 2005. The basis for FaF is laid down in § 110c of the Constitution of the Kingdom of Norway,

which commits Norway to recognising human rights and “...the right for everyone and their families to have a satisfactory standard of living [...]” Ben Borgen Telephone +47 92 05 51 92 E-mail: Fellesaksjonen mot fattigdom c/o Batteriet, Storgata 36, NO-0182 Oslo, NORWAY. FaF has contacts in several locations. <http://www.fellesaksjonen.no/>

Voluntary organisations

The Church City Mission: The Church City Mission is one of the largest voluntary organisations in Norway working with social church-related work. The city mission foundations in Norway have a total of approximately 1 450 employees. Around 1 850 volunteers are also associated with the work. The Church City Mission runs approximately 70 large and small institutions and activities. The organisation has taken part in Project Homeless. <http://www.bymisjon.no/>

The Salvation Army: The Salvation Army is an international Christian organisation established in 109 countries. In 2004, the organisation had a total of 1 325 employees (salvation officers, salvationists and civil employees). The organisation has a broad spectrum of social activities and provisions, and more than 100 years of experience in caring for substance abusers in Norway. The Salvation Army participated in the national Project Homeless. <http://www.frelsesarmeen.no>

Church Social Service: The Church Social Service is an independent foundation, which carries out a range of initiatives within child welfare, substance abuse care, mental health care, for the mentally handicapped, the prison service and after-care, and young people's deaconry services throughout Norway. The organisation participated in Project Homeless. <http://www.kirkenssosialtjeneste.no>

Red Cross: The Norwegian Red Cross is the national association of the world's largest humanitarian relief agency. The Norwegian Red

Cross invests in housing and meeting venues for groups who are currently excluded from the housing market and/or lack arenas for interacting with others. The aim is for these houses to be run by the districts or the local associations in Red Cross in collaboration with other players, including the various city missions in Norway. <http://www.redcross.no>

The Tyrili Foundation: The Tyrili Foundation consists of seven different treatment units in Norway in addition to various types of activities and projects, including The Tyrili Pathfinder, a collaboration between Oslo prisons and Tyrili that is subsidised by the Directorate for Health and Social Affairs. <http://www.tyrili.no>

Blue Cross: The Blue Cross is a deaconal, inter-confessional temperance organisation that unites voluntary efforts in the field of substance abuse with professional treatment work. The organisation has 3 000 members. <http://www.blakors.no>

Housing co-operatives

The co-operative housing associations build and manage housing for their members and are responsible for most new-builds in Norway. There are approximately 100 co-operative housing associations, which manage around 232 000 associated housing units, including blocks of flats, terraced houses, detached houses and housing for young people and for the elderly. The co-operative housing associations also manage 294 000 stand-alone houses. www.nbbl.no

Trade unions and professional bodies

Local authority housing administrations' national association: “Kommunale Boligadministrasjoners Landsråd” (KBL) is a forum for housing administrators in Norway. KBL arranges specialist courses and seminars in housing and property management, and publishes an information sheet known as “Boligmeldingen”. KBL is an important collaboration and discussion partner in the execution of the strategy. <http://www.kbl.kommune.no/>

Association of Directors of Social Services (NHSL): This is a nationwide group of heads of administrative and/or user-oriented activities within municipal health services, social services, child welfare services and care services. The organisation arranges specialist conferences, participates in various reference groups and holds meetings with political leaders in the relevant departments. <http://www.nhsl.org.no>

Norwegian Union of Social Educators and Social Workers (FO): This is a federation of trade unions that covers health and social workers and students. FO arranges a range of courses and specialist seminars, and holds meetings with political leaders in the relevant

departments. FO publishes the professional journals *Embla* and *Fontene*.
<http://www.fobsv.no>

The Norwegian Prison and Probation Officers Union (NFF): NFF is the largest union within the Norwegian Correctional Service. This organisation arranges courses and conferences
<http://www.fengselogfriomsorg.no/>

Union of State Prison and Probation Service Employees: A trade union that covers employees in the Norwegian Correctional Service. <http://www.stl.no/ky/>





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