**Collective iQ**
Collaborative Solutions to Complex Problems

# Homeless Service System Alignment Analysis and Road Map

January 2021

index

# 1 introduction

In August 2020, the Department of Communities ('Communities') commissioned a review to determine how well the current Homelessness Service System is aligned to the department's 10-year Strategy, to identify gaps and to develop a Road Map to guide the translation of the current service system into the desired state as outlined in the Strategy. For the purpose of this report, the Homelessness Service System refers only to services funded by the Department of Communities and excludes services that are designed to address other social issues such as alcohol and drug rehabilitation centres, mental health facilities and family and domestic violence refuges. This review will build on previous work that Communities had done in this regard.

The method eventually adopted to answer the question of service system alignment is best described as "iterative analysis". In qualitative research, 'iteration' recognises that qualitative research is often unpredictable and seldom follows a linear path and that deeper understanding can often be gained by incorporating what you learn at one point of the research process into the remainder of the research. For this review, the iterative process evolved rather than being determined at the beginning. As we will discuss in the early sections of this report, the apparently straight forward question posed of "how well is the current system aligned to the strategy" proved challenging in that two key components– 'the current system' and 'the strategy' were not as straightforward as they initially appeared. Understanding what both meant, in terms of understanding the current system and what it meant for the future, took a great deal of reading, analysis, discussions and reflection.

The process we worked through, in an iterative fashion, included:

Desktop analysis of data and documentation including (but not limited to):

- Raw data on services and the various analysis that had been conducted of this by the department
- The 10-year Strategy and Action Plan, and documentation on the research and consultation that had informed it
- Sample service agreements
- Relevant standards and policies (for homelessness and related issues)
- Other relevant strategies
- International and national frameworks and approaches.

Over recent years there has been a move towards more participatory processes such as co-design which seek to involve a broad range of stakeholders in the design of programs that will impact their lives. For example, the development of a design for No Wrong Door included a core co-design team of 32 members.  For such processes to be successful there needs to be a clear, shared understanding of the nature of the problem – indeed, that is one of the key steps of the process.

For this review we were very aware of the extensive consultation that had been done for the development of the Strategy and other initiatives in the homelessness sector. Both Collective IQ Consulting and the Department of Communities agreed that further co-design processes with the wider sector were not needed. What we did need, however, was a select group of people who knew the Western Australia sector well and that could help us to make sense of the ambiguity we had uncovered. We therefore brought together a group of 17 people from the sector and Communities for a preliminary discussion. The group was not intended as a representative group in any way and was there to help inform the process rather than make decisions or 'co-design' a solution (because we didn't yet know what the problem was!). From this larger group, a smaller group of six – three from the sector and three from Communities - volunteered to be part of a 'working group' that would continue to inform the process, to suggest and challenge ideas and to push us into thinking differently. The larger group then met towards the end of the process to provide feedback on where we had got to. A list of meeting attendees is available in Appendix A.

These types of dialogue-focussed processes can be seen to fall under the umbrella of "collective sense making", which can be used and understood in a variety of ways. At its heart, collective sense making rests on a belief in the value of bringing together people with different perspectives in a dialogue to 'make sense' of ambiguity and complexity and to develop shared understanding and, eventually, ways to move forward.

This report is the product of the combination of these iterative processes. It should be noted the final framing and Roadmap have not been taken back to the 'Discussion Group' and it is recommended that it should be as part of the ongoing collaborative design process.

During this review we found that often the problem was not a lack of information on the issue but perhaps an oversupply of it, which can get in the way of developing shared understanding. With this in mind, this report has been kept deliberately succinct, focussing on the concepts and information that informed the development of the Roadmap.  It consists of two main parts. Sections 1-6 provide an overview which steps through from the strategy and action plans, and the current system, leading into three Sections 7-9 that explore a reframing of the issue into the proposal of a roadmap and steps to a new system, considerations for managing complex change and final recommendations.

# 2  the strategy & action plan

## 2.1  THE STRATEGY

In December 2019, the Western Australia Department of Communities ('Communities') launched a 10-year strategy entitled *All Paths Lead to a Home* (the 'Strategy'). This Strategy was developed in collaboration with sector representatives and endorsed by the sector and relevant government agencies. The Strategy focussed on providing a whole of community response to the complex problem of homelessness. The strategy, guided by the Supporting Communities Forum, was informed by a comprehensive review of the research[1] and an extensive consultation process across the state[2], both conducted in 2018. The commencement of the process to develop the Strategy also aligned with the delivery of the *WA Homelessness Alliance 10 Year Strategy (2018-2028)*.

*All Paths Lead to a Home* is a high-level document which sets an ambitious vision where "Everyone has a safe place to call home and is supported to achieve stable and independent lives". It sets out a series of outcomes, principles and priorities, with an understanding that its implementation will be articulated through two five-year Action Plans.



### STRATEGY 2020 - 2030

**Outcomes**
1. Improving Aboriginal Wellbeing
2. Providing safe, secure and stable homes
3. Preventing homelessness
4. Strengthening and coordinating our responses and impact

**Principles**
- Ending homelessness is everyone's responsibility
- People are at the heart of our responses
- There is a No Wrong Door approach to service delivery
- The right solutions are delivered in the right places by the right people
- We do what we know works
- We hold ourselves accountable for achieving outcomes

**Priorities**
- Housing First
- No Wrong Door
- Whole of community approach
- Place-based response
- Rough sleeping

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[1] Kaleveld, L., Seivwright, A., Box E., Callis, Z. and Flatau, P. (2018) *Homelessness in Western Australia: A review of the research and statistical evidence.* Perth: Government of Western Australia, Department of Communities

[2] https://www.communities.wa.gov.au/strategies/homelessness-strategy/consultation-reports/

## 2.2 THE FIRST ACTION PLAN 2020-2025

The release of the first Action Plan was delayed until October 2020 when the impact of the COVID-19 pandemic compelled government agencies and the sector to focus on responding to the crisis. The pandemic also impacted the roll out of new initiatives within the Strategy, with some being brought forward to be delivered as part of the government's COVID-19 economic stimulus packages.

While the 2020 Action Plan acknowledges the need to keep an eye on the long-term vision and big picture, it also acknowledges new challenges in a COVID-19 environment and the unknown implications of these. Rather than capturing the spirit of reform that was evident in the original Strategy, the Action Plan appears to adopt a more incremental approach of progressing discrete program activities.

The Action Plan focuses on four key outcomes. These included:

- Building a No Wrong Door system

- Low-barrier responses

- Ending rough sleeping

- Innovation through creating and enabling procurement and delivery mechanisms to enable change

Additionally, the Action Plan addresses the four outcome areas of the Strategy, including improving Aboriginal wellbeing, providing safe, secure and stable homes, preventing homelessness, and strengthening and coordinating our responses and impact. It provides 59 Actions grouped under 17 short, medium- and long-term outcomes and these are assigned to the appropriate government agencies and the community services sector.

The majority of the actions related to service provision (which was the focus of this review) focussed on the development of new services or new supporting structures rather than reform of the existing services. An exception to this is Section 2.1 which includes three actions aimed at achieving the outcome of "Embed a Housing First approach in the homelessness response system". This includes two community services sector delivered programs - one to provide education and training on Housing First principles and another to develop a Housing First for Youth model. There is also a Communities commitment to develop flexible approaches so that individuals and families do not have to relocate from their housing when they change or finish a support program.

During early discussions with Communities employees and members of the sector it became evident that there was a need to develop agreed definitions of the outcomes, principles and priorities of the Strategy and Action Plan. Did the Strategy signal a paradigm shift to a Housing First Model or was Housing First being adopted only for certain programs? What did Housing First, No Wrong Door and Low Barrier Responses mean in terms of increased expectations on individual service providers? Discussions with the group of sector representatives and Communities inevitably became about the priorities, principles and outcomes as discrete components rather than how they fitted together as a system. How people thought about and spoke about the Strategy appeared to have become fragmented.

# 3 how well is the current system aligned to the strategy?

The fragmentation issue raised in Section 2 also impacted on this review. In seeking to answer the question "how well is the current service system aligned with the Strategy" we struggled to answer the fundamental question "what is the 'Strategy'? It was unclear whether the Strategy was considered to be the different components that people were focussing on (Housing First, No Wrong Door, Low Barrier Responses and Aboriginal services), or whether it was the outcomes, the principles or the priorities.

In assessments of system alignment conducted by Communities prior to this review, two approaches were taken. One assessment, the Homelessness Service Map, gauged program areas against the four Strategic Outcome Areas and another, the Service Group Review, assessed the 115 individual services against individual components including:

- Rough sleepers
- Low Barrier Responses
- ACCO Delivered Services
- Cultural Responsiveness
- Housing First
- Place Based
- Preventing Homelessness
- Services Work Together
- Individualised services

These assessments faced two key constraints. Firstly, the contract managers were not working with any agreed definition of each of the terms in conducting their assessment. Secondly, contract managers only had their own (current) understanding of how the different services worked rather than any objective categorisation of services core service function and how this may have changed over the ten years that contracts had been funded.

At the beginning of the project it was thought that this second constraint should be addressed by conducting a survey of service providers to self-assess their level of alignment with the Strategy as part of this review. However, early in the project planning it was agreed with the project team that the absence of agreed definitions would mean that this type of assessment would continue to be problematic. We also believed that conducting a self-assessment survey in the lead up to contract renewals in mid 2021 would have limited benefit, particularly if service providers saw their answers as having some bearing on their future funding.

# 4 'housing first' and the impact of words

While all of the concepts listed in Section 3 lacked an agreed definition and understanding of how they would look in practice in the Western Australian environment, the concept of Housing First was one that generated the most discussion and confusion. Prior to examining the 'service system' in more detail, we briefly explored the concept of 'Housing First'; how it was described in the Strategy and the Action Plan and the issues that were continually raised during discussion over the course of the review.

While the Strategy does not strongly indicate a move to *system* reform across the whole document, Outcome 2 (Providing safe, secure and stable homes) puts Housing First front and centre, stating:

> *The Strategy seeks to introduce a Housing First approach to homelessness that prioritises getting people into permanent housing with flexible and tailored supports to follow. This is seen as a key foundation of the system change needed to end chronic homelessness.*
>
> *As an approach, it differs substantially from the traditional model where people experiencing homelessness generally move through levels of time-limited or transitional housing options. They are required to meet certain criteria before they are considered 'ready' for independent housing, such as undertaking employment or treatment for alcohol or other drug issues.*

| Access to housing without preconditions | Choice and self determination | Recovery orientation | Individualised supports | Social and community integration |
|---|---|---|---|---|

**Application of Housing First**

While the core principles guide its application, Housing First can be delivered in different models for different contexts. These models can be distinguished in terms of a philosophy, a systems approach and as a program model:

- As a philosophy, Housing First can be a guiding principle for an organisation or community that prioritises getting people into permanent housing with supports to follow. As a philosophy, it can underlie the work that an agency does, or that of a whole community. It can inform how outreach is conducted, or the mandate of crisis accommodation.

- Housing First can be considered embedded within a systems approach when the foundational philosophy and core principles of Housing First are applied across integrated systems of service delivery. Within a systems approach, all services and program elements within the homelessness sector – including many mainstream services - are guided by the principles of the model. While the service providers are not Housing First programs on their own, they form different parts of a larger system that works towards achieving the goals of a Housing First program.

- Housing First can be considered more specifically as a program when it is operationalised as a service delivery model or set of activities provided by an agency or government body. It is important to note that there is not a single program model for Housing First. It can take many forms and is applied in new ways across different contexts.

*Figure 1: All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030*

This section of the Strategy also examines the core principles of Housing First and how it can be delivered "in different models for different contexts"- as a philosophy, embedded in a systems approach and as a program when it is operationalised as a service delivery model.

During our initial meetings with members of the sector and Communities employees it was evident that there was not a shared understanding of what the intention of the Strategy was in regard to a Housing First approach. Was it to be an overarching philosophy – did this point towards a paradigm shift? Or did it mean the expansion of existing Housing First programs and initiatives such as *50 Homes, 50 Lives*? If it was to be embedded in a systems approach, what did this look like? What expectations would be placed on an already stressed system?
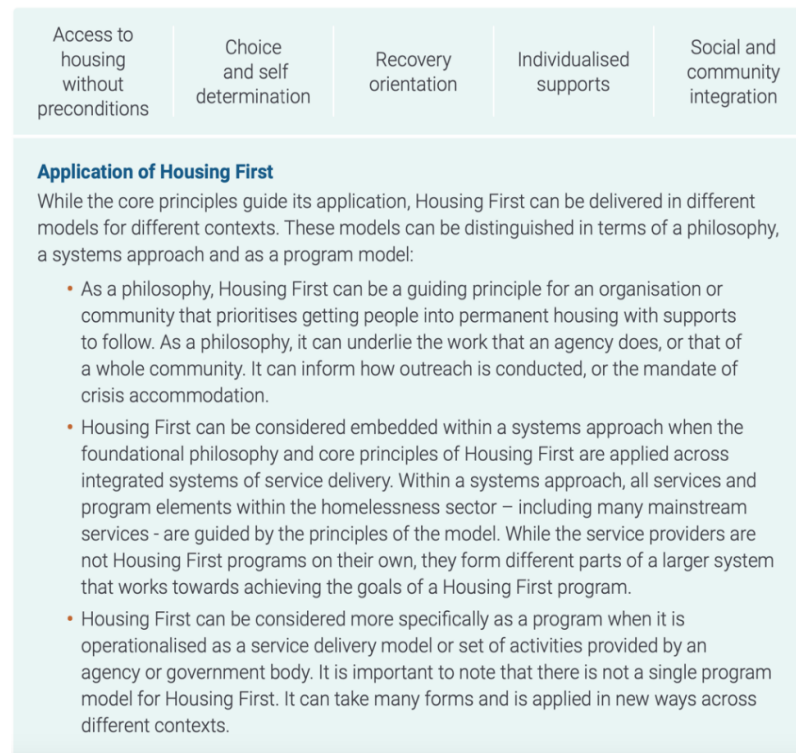
The development of the first Action Plan during the 2020 COVID-19 response possibly contributed to this uncertainty by dispersing what could be seen as potential elements of a Housing First approach into – or across - the four priority areas of building a No Wrong Door system, Low Barrier Responses, ending rough sleeping and innovation.

While it is relatively easy to embrace the core principles of a Housing First approach, and new programs were being developed as part of the Action Plan that reflected the approach, there was still a lack of clarity on how Housing First might be embedded in the current service system. During discussions with both Communities staff and members of the sector some people believed that a Housing First approach wasn't relevant for all services, nor were individual components such as Low Threshold. The uncertainty of what Housing First meant for individual services was compounded by the fact that there was a drastic shortage of housing stock to exit people into – under any model. Almost every conversation regarding Housing First would inevitably lead to the comment "but there are no houses".

When this review was being conducted the impact of COVID-19 was being felt in the private rental market. In October 2020, data from the Real Estate Institute of WA (REIWA) showed that the Perth home vacancy rate had dropped to 0.96 per cent, the lowest level in 13 years. Compare this to 3.3 per cent vacancy rate when the Strategy was conceptualised in October 2018 which was considerably less than the high of 5.5 per cent in July 2016.



*Figure 2: Residential Vacancy Rates in Perth, October 2020, Real Estate Institute of WA*

While the impact of low housing stock on the homelessness service system is well documented, the focus on 'Housing' in any 'Housing First' discussions emphasised the implications of a lack of exit points for service providers and service provision.

In the context of the uncertainty brought about by COVID-19, contracts being up for renewal and a lack of clarity regarding what Communities might now expect of service providers, service providers expressed an appetite for change but there was also a level of caution. In the absence of a clear understanding of what might be expected under a Housing First approach people seemed cautious about embracing the philosophy.
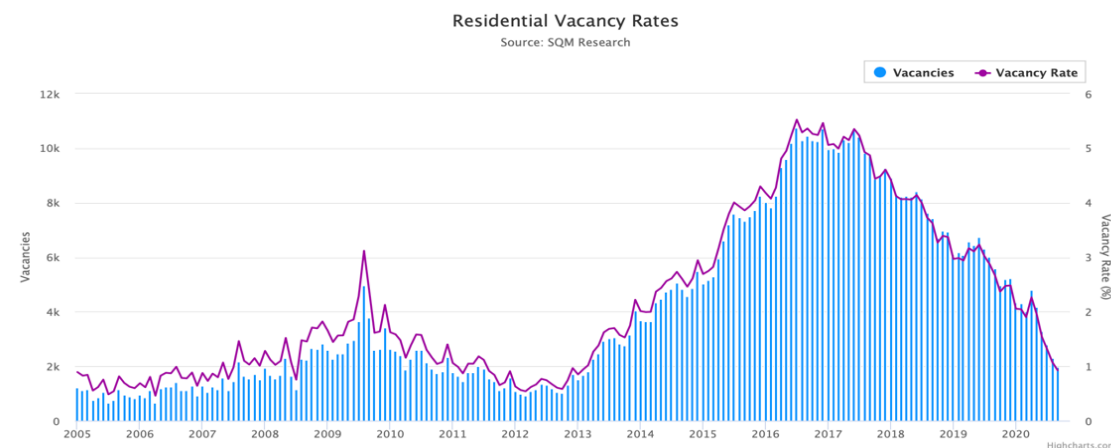
# 5  understanding the current system

The current homelessness service system evolved out of previous generations of approaches to ending homelessness. The Supported Accommodation Assistance Program (SAAP) was implemented in 1985 and was the dominant paradigm until 2009. SAAP evolved through five phases from 1985-2008 and the final phase of SAAP led to the transition to the National Affordable Housing Agreement (NAHA) and the National Partnership Agreement on Homelessness (NPAH) in 2009[3].   Currently, homelessness services are funded through either the joint Commonwealth/State National Housing and Homelessness Agreement (NHHA) or solely by the State government.

The current Communities funded homelessness system in Western Australia is made up of 115 services, including 40 regional services, 74 metropolitan services and one state-wide service. As part of a Service Group Review conducted in 2019[4], Communities grouped these into five main service groups:

- Youth Accommodation and Support Services

- Homeless Adults and Families Support Services

- Housing Support Workers

- Street to Home

- Aboriginal Short Stay Accommodation services.

Each service group is tailored to assist specific cohorts; young people, families and singles, those in need of assistance in obtaining and maintaining tenancy, those who are sleeping rough and Aboriginal and Torres Strait Islander peoples.  A list of specialist homelessness services and their relevant cohort and service continuums is available in Appendix B.

Many of the service agreements for homelessness services were originally procured through preferred service provider processes developed and implemented in 2009 and 2010. The original service agreements ran for a three-year period before being submitted for review and these service agreements have subsequently been extended through short term variations, meaning many are now up to ten years old.

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[3] Errey, G & Miskell, H  2012. *A brief history of the Western Australian Homelessness Service System Pre-1985 to 2012*.  Parity Volume 25, Issue 9
[4] Homeless Service Group Review 2019.  Department of Communities

The services include:

**Homelessness Adults and Families Accommodation and Support Services**

These services generally cater to adults, families and their children. Some services provide support for specific demographics within this population, such as single males. This service area is made up of:

- 39 services including accommodation, support, children's services and food provision, provided by
- 24 service providers

**Youth Accommodation and Support Services**

Services that provide assistance to young people mostly provide temporary accommodation and support. This service area is made up of:
- 27 services including support and crisis accommodation and supported accommodation, provided by
- 22 service providers

**Aboriginal Short Stay**

Aboriginal short stay services are designed to deliver culturally appropriate accommodation. This service area is made up of:
- 3 support and accommodation services, provided by
- 2 service providers

**Street to Home**

The street to home service area is designed to cater to those who are sleeping rough. This service area is made up of:
- 9 services including support, outreach and temporary accommodation, provided by
- 8 service providers

**Housing Support Workers**

Housing support workers assist those experiencing homelessness with managing tenancy, rental support and other specialised needs. This service area is made up of:

- 37 support services, provided by
- 23 service providers

Several State funded programs are also being added to the broader service system. These include the Housing First Homelessness Initiative (HFHI), the Common Ground housing project and the development of the No Wrong Door (NWD) database. The programs are informed by the principles in the strategy, and sometimes act as pilot programs for the implementation of larger paradigm shifts such as housing first. A summary of each project can be found below:

**Housing First Homelessness Initiative**

The Housing First Homelessness Initiative (HFHI) builds on the 50 Homes, 50 Lives, providing 140 rental subsidies over five years to people who are sleeping rough. The HFHI is based on a housing first model, which includes a By Name List, which is a localised list of high complexity clients who have been deemed to be a priority for housing first. The program is made up of housing, housing support, rental subsidies and other support services. The HFHI will be delivered in Perth, Mandurah and Rockingham, Bunbury and Geraldton.

**Common Ground**

Common Ground is a model of permanent, supported housing where rough sleepers with high needs are housed and supported alongside low-income earners in a purpose-built building. For those with high needs, housing is coupled with an intensive, case managed support program to help them maintain their tenancy and improve their lives.

In December 2019 the WA State Government announced $35 million for the planning, designing and construction of two Common Ground facilities. The first facility will be built in central Perth, with the location of the second facility yet to be determined.

**No Wrong Door Database**

The No Wrong Door (NWD) database is currently in development and will be released as part of the first action plan between 2020 and 2025. The aim of the NWD database is to increase the ability of services to work collaboratively to provide the most appropriate services for people experiencing homelessness. The need to adopt a 'No Wrong Door' approach is already written into many contracts and is generally interpreted as a services commitment to warm referrals and collaboration with other services to best support clients.

The NWD database will streamline this process by allowing services to access a universal database that can strengthen service responses. The NDW database will also better support clients by enabling a warm referral system in which clients only have to tell their story once and will benefit services and clients by facilitating more efficient communication and collaboration.

The number of services that have evolved presents challenges to understanding the services that are provided by whom particularly for the people they are there to serve. In an effort to gain a snapshot of the system, we developed a 'map' of the 115 services under the five long term program areas and the new and emerging programs presented below. This diagram was built using the Service Group Review dataset and therefore only includes services provided by the Contract Managers.
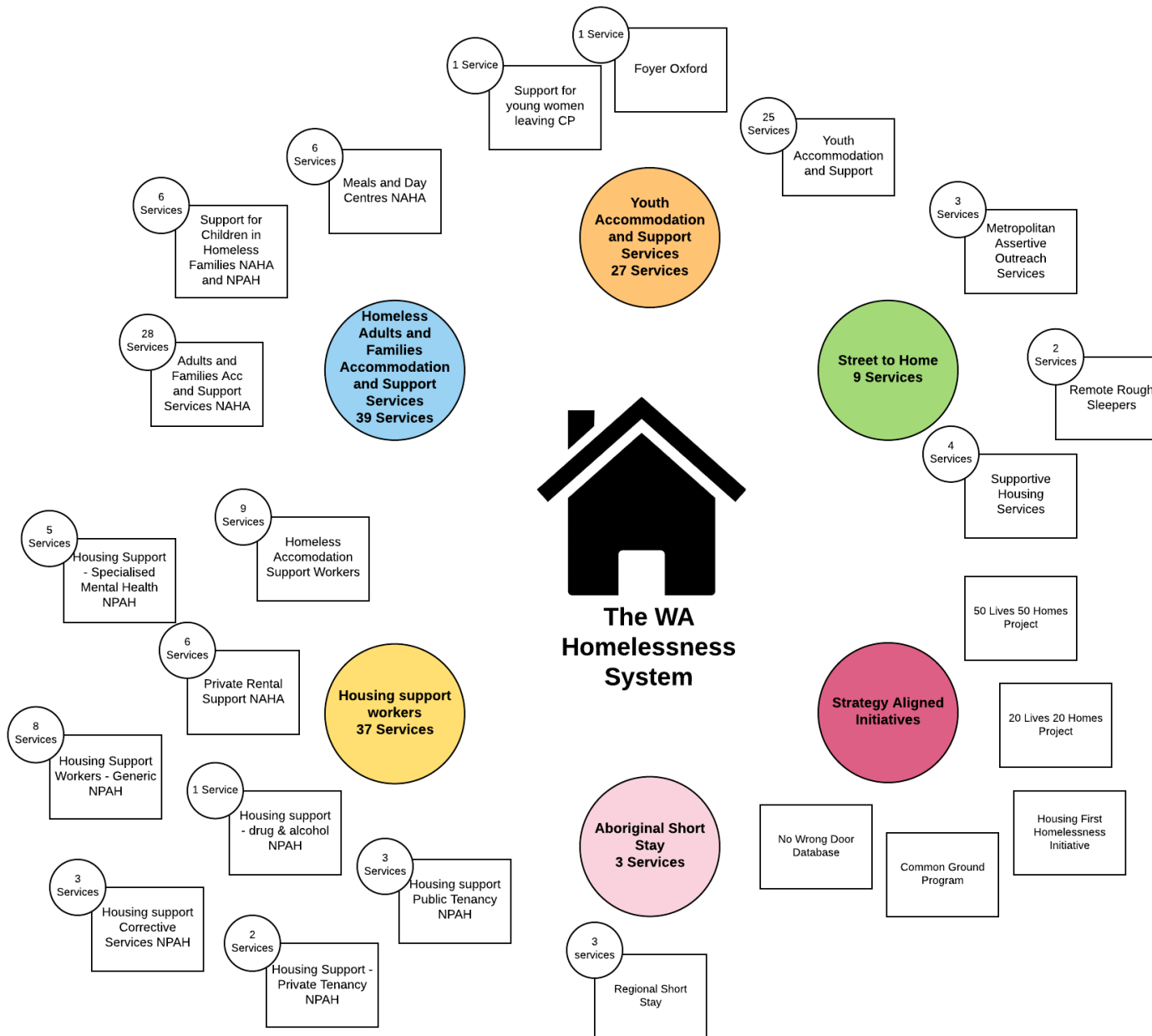
*Figure 3: The WA Homelessness System in 2019*

In Section 3, we discussed the challenges found in assessing how well current services align to the Strategy due to a lack of clarity on what the 'Strategy' meant at an operational level.  When taking a broader view beyond individual services to understand the service system as a whole, we also encountered challenges that impeded our analysis – for example different data sets were being used for different types of analysis depending on the question or grouping and some services had ceased since the data was collected. Nonetheless, the mapping exercise had served its purpose in that it captured the complexity of the system.  Additionally, it highlighted how analysis against program groups only provided an understanding of the collection of *programs* rather an understanding of the system *per se*. In seeking to analyse the system we needed to zoom out further.



*Figure 4: Moving from Charity to Justice in Our Work to End Homelessness, Haggerty 2019*

While there are many lenses to understand a system, a framework used by Rosanne Haggerty in her article "Moving from Charity to Justice in Our Work to End Homelessness"[5] provides a useful framing to capture different types of high-level approaches and to keep the focus on the housing support system rather than the individual components of it. In her article, Haggerty describes four generations of responses to homelessness that the United States and other countries have moved through since the 1970s and reflects on the successes and gaps in each generation.

Haggerty describes the first generation as largely focussed on emergency responses, such as crisis accommodation. The second generation focused on building permanent housing solutions such as housing first and prevention activities. The third generation included timebound initiatives such as 100,000 homes program in New York, on which the 20 Lives, 20 Homes and 50 Lives, 50 Homes project in Western Australia was based. The focus of the fourth generation is on the development of sustainable solutions to homelessness through Accountable Community Systems.

We used this framework as another way of mapping the West Australian service system, acknowledging that where services are placed – and the accuracy of that – is open to debate so it was more of an analytical exercise than a practical one. This is particularly the case because the actual current reality of service provision – and how services see themselves - could well be very different than the way they are categorised from existing

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[5] 5 Haggerty, Rosanne (2019) "Moving from Charity to Justice in Our Work to End Homelessness", *Journal of Vincentian Social Action:* Vol. 4: Iss 1, Article 6. pp9-16

(and out-dated) service agreements. However, our initial mapping appears to indicate that the West Australian system currently has a hybrid of responses, with the majority equating to Haggerty's first and second generation.

In her article Haggerty focuses on the gaps and benefits of each generation rather than a deep description of each however, the *Fourth Generation: Accountable Community Systems* appears to come from the health sector and the concept of "Accountable Communities for Health (ACHs)".  These are described as:

*Accountable Communities for Health (ACHs) are place-based initiatives in which community, clinical and policy strategies are coordinated with the aim of improving health outcomes and controlling health care costs. While there are many possible variations, Accountable Communities for Health generally put into practice many of the concepts associated with the theory of collective impact, the idea that a "highly structured collaborative effort" can achieve "substantial impact on a large-scale social problem' that a single organisation or interventional cannot achieve alone*.[6]

In our analysis, we believed the benefit of Haggerty's model and the concept of Accountable Communities for Health did not lie in the introduction of yet another new language or model, but the reframing that it suggested when looking at the West Australian service system. Rereading the Strategy through an "Accountable Community's System" framework highlighted phrases such as a 'commitment to working together', 'being accountable to each other' and 'a system that is people centred, place based and informed by evidence'. The fragmentation of the Strategy into individual concepts and an enduring focus on a program model of delivery had kept, but diluted, these important elements for the existing service system. Although a person-centred, place-based approach is expected for new initiatives such as HFHI, the existing service system currently retains a program structure



The WA Homelessness System

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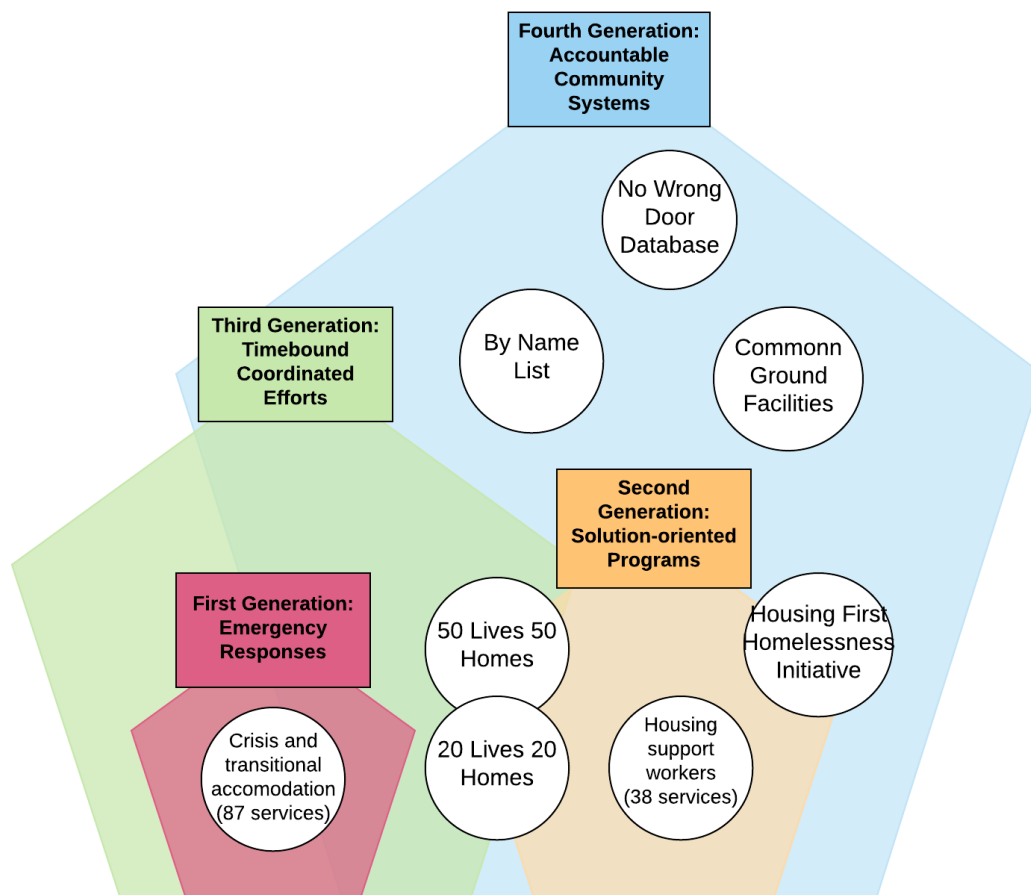
[6] Blue Sky Consulting Group 2016 *Accountable Communities for Health: An Evaluation framework and users guide*

and thinking which puts the onus of meeting person-centred and place-based requirements on individual services.

It therefore became very clear that the alignment of the service system to the Strategy could not be done in a piecemeal way which attempts to align individual concepts of the plan with individual services. An approach was needed that would shift the centre of focus from the programs of the homelessness service system to having people at the centre, in line with the principles and general ethos of the Strategy. Doing so allows the Housing First philosophy and principles to underpin the approach and the tools and concepts, such as No Wrong Door, By Name List and Low Barrier Responses, to be utilised in a more meaningful way that is appropriate to the wide variety of contexts that Western Australia presents.

# 6  putting people at the centre – a place-based approach

In light of the challenges we encountered in attempting to accurately map the service system across the whole state and the rereading of the Strategy through a different lens with the benefit of Haggerty's model, we posed a different question. How would we map the service system if, instead of seeing people on the outside (understanding the system from the service system out) we put people in the centre, in line with the Strategy principle 'People are at the heart of our responses' and the community services sector movement towards a person-centred approach? The answer lay in putting people at the centre of their place. We could still only map the current services as they were defined by the programs which paints a very limited picture, and we had questions about how a 'place' might be defined, but how the Strategy's principles, priorities and outcomes might be delivered as a whole system started to make more sense.
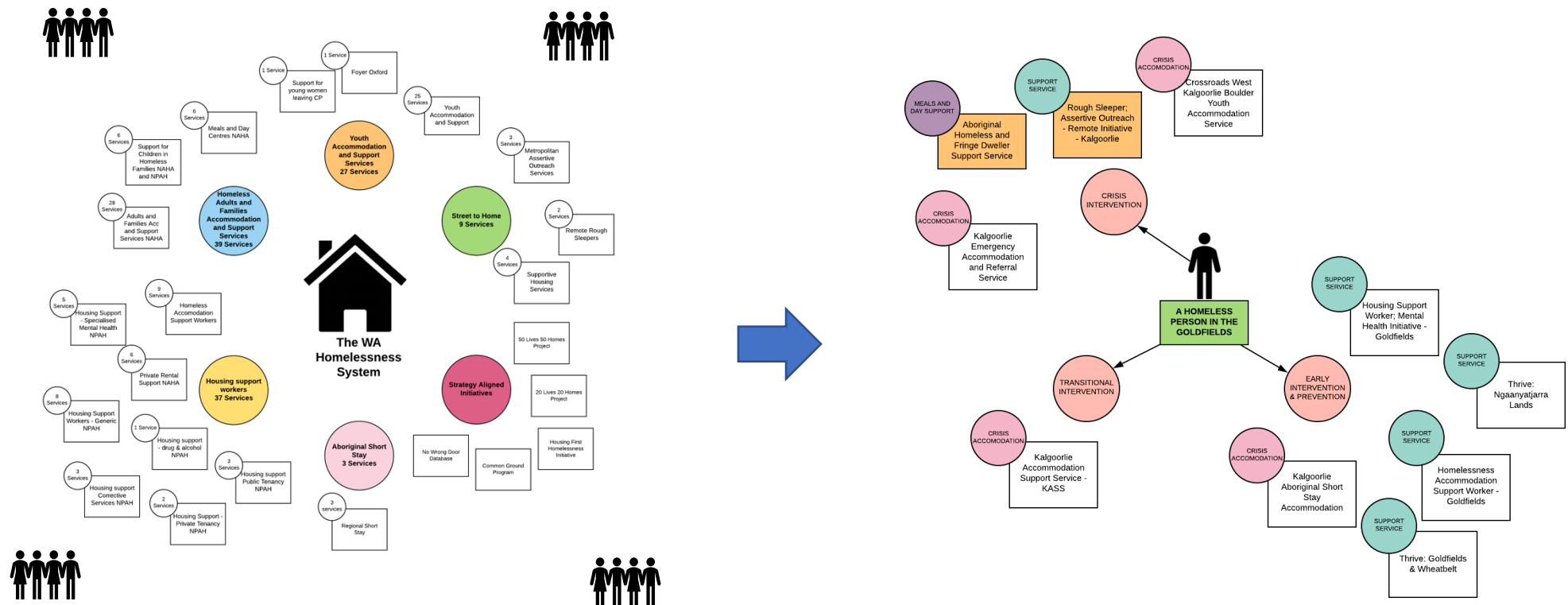


*Figure 5: A Movement from the current system to a person-centred approach to homelessness.*

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Along with Housing First, No Wrong Door, Whole-of community approach and Rough Sleeping, a place-based response is identified as one of the five Priorities of the Strategy:

> *Place-based response*
> *Homelessness looks very different across Western Australia and between metropolitan, regional and remote areas. Appropriate place-based responses need to be developed, which are informed by local needs, context and capacity. Enhancing the role of capacity for regional and local decision making is important to make sure the right responses are delivered in the right places.*

In discussions with Communities and the sector about how other priorities such as Housing First might be embedded in the current service system, stakeholders argued against the adoption of "one size fits all" approaches and the need for "things to be very different in the regions".  Other than in descriptions of the HFHI program, the idea of 'place' was being raised predominantly as a concern rather than a focus on 'place-based' approaches as a solution.  Again, it was not lost, but notions of 'place' had taken a back seat in the face of more ardent discussions on the implications of the integration of Housing First, No Wrong Door and Low Threshold approaches.  While Housing First is built on people-centred and place-based principles, not everyone in the sector has the same level of understanding about the philosophy and the approach. As we saw in Section 5, the service sector would appear to operate across a number of generations and while some are leading the way in Generation Four approaches, others are likely to be some 'generations' behind. As a result, there are often two levels of conversations when Housing First is raised – one that takes the underlying foundations as a given and understand that they are central to their delivery and another that does not.

While it could be argued that it is an issue of semantics, the order of the concepts appears to be important in terms of how they are thought about and discussed.  In the *Future Directions for Homelessness (2020)* produced by the Government of South Australia, a Housing First approach is seen as one of the responses that are part of a person-centred service principle. Similarly, while they appear to embrace many of the principles of Housing First, the Victorian Council to homeless persons *Specialist Homelessness Sector Transition Plan (2018-2022)* talks of "how the sector can embed person-centred and place-based responses" (p. 5).

**Person-centred**

- A Housing First response that stabilises a person in crisis by first placing them into housing.

- Tailored responses that recognise the diverse circumstances and unique needs of each person, with services and supports beyond housing provided to address the personal and structural hardships that often cause homelessness or keep people in homelessness.

- A Safety First response for women and their children experiencing domestic and family violence, including keeping them in their own home where safe to do so.

*Figure 6: Future Directions for Homelessness (2020), South Australia's Homelessness Alliance*

Accordingly, it would be valuable to reach a shared understanding of what Western Australia's theory of change is and how the different concepts contribute to that.

While the concept of place-based was not raised frequently during discussions (other than to identify the concerns of application in different locations or places), ideas that reflect it certainly seem to have been front and centre during the consultations that preceded the development of the Strategy. The report on the consultations that drew together the common themes from all of the consultation comments that:

> *One clear and universal idea discussed multiple times at individual sessions was the need for a centrally located one-stop-shop or community hub in each region. This one-stop-shop allows for the colocation of services and government agencies. The benefits to this model include increased collaboration and transparency between providers and government, better access to services, and improved sharing of information. This would also reduce the need for people to repeat their story multiple times as they obtain support from multiple service providers. Finally, funding benefits and cost savings were mentioned.[7]*

The report on the results of the corresponding online survey also indicated that communities and service providers were already moving towards improved co-ordinated approaches, stating that: "service providers highlighted, as a positive, that community services are working more collaboratively and are relying on community initiatives to help support their clients".

There is, therefore, clear support from the sector for a more coordinated and accountable community response in the consultation. While some of the priorities in the Strategy and Action Plan address elements of these concerns – for example the development of a No Wrong Door information platform to improve data sharing, these are provided in a program or project specific approach rather than as a change to a system that these elements can support. This issue is raised by the facilitators of the No Wrong Door co-design process where they state:

> *Part of the reason for selecting this project was that it created a view into the WA homelessness system, which will likely be useful for the implementation of the wider Strategy. NWD is better thought of as a systems problem, rather than a problem that is created by the behaviours of a small number of homelessness services.[8]*

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[7] Department of Communities 2018: *Community Consultations on the 10-year Strategy on Homelessness – Overall summary*, pp 5
[8] Department of Communities 2020: *Enabling a No Wrong Door System in Homelessness, Proposals from Co-design* pp 5

## 6.1 MOVING TOWARDS AN 'ACCOUNTABLE COMMUNITY SYSTEM'

There are many examples of integrated place-based approaches that include the use of alliances, consortiums, collective impact projects, one-stop-shops, hubs and so on. While there is benefit in being able to learn from others' design and implementation, there can be, as we have seen, a danger in getting too captured by the words or the concept of models and ideas rather than the focussing on intent of the process and the outcome being sought. The first step, therefore, is to have a clearing articulated outcome. Using the principles of the strategy we developed a 'working outcome' statement to guide the development of a roadmap:

*Ending homelessness is everyone's responsibility.*
Together, we will build a service system where people are at the heart of our responses,
where the right solutions are delivered to the right places by the right people
and we do what we know works

In Western Australia's unique environment, the challenge of moving towards an Accountable Community System (however it is decided that that should look), will be to create enough structure and clarity to provide the enabling conditions but also enough flexibility to allow communities to devise innovative approaches that suit their unique situations. Attention should be directed towards the process of collaboration as well as the outcomes achieved by it, as captured by Haggerty in her discussion regarding Generation Four approaches:

> *We had learned by then the necessity of well organised teams in each community that shared a clear goal, of accurate information and measures to show the effect of different interventions, of training local teams in problem solving skills like design thinking to understand where the pitfalls and barriers are for avoiding or escaping homelessness and frame possible solutions, of quality improvement to test and refine ideas, and in using data to see what's working, for whom, and to help us get better at our work.[9]*

In the absence of this community ownership and collaboration, Haggerty's analysis found that new initiatives were highly dependent on the commitment of particular leaders and therefore often not sustainable in the long term.

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[9] Haggerty, Rosanne (2019) "Moving from Charity to Justice in Our Work to End Homelessness", *Journal of Vincentian Social Action:* Vol. 4: Iss 1, Article 6. pp9-16

## Models from Western Australia and elsewhere

As we discussed, we found it useful in our analysis to use Haggerty's model of four generations of approaches to homelessness rather than focussing on the individual concepts that are understood to be part of these generations. As we also noted, the service sector is not all moving at the same speed with some 4th generation approaches such as Advance to Zero being implemented by particular service organisations, supported by the WA Alliance to End Homelessness. A great deal of knowledge of contemporary models and practice exists in the state, and this can be drawn upon to develop place-based approaches across the sector as a system response.

In terms of how the State Government moves towards this type of response, other states and countries provide frameworks and learnings. In September 2020 the South Australia Housing Authority released *Future Directions for Homelessness: South Australia's Homelessness Alliance*[10].

The South Australia model adopts a collective impact approach in the form of the South Australia's Homelessness Alliance, incorporating five Alliances under the governance of an overarching Steering Group. This model was informed by the model developed by the Glasgow City Council in Scotland. After a strategic review in Glasgow in 2016 it was recognised that there was a need for services to be reformed through multi-agency partnerships across the homelessness service sector, leading to the development of the Glasgow

### Advance to Zero
#### Ending Street Homelessness in Communities Around WA

Advance to Zero, as it is known in Australia, is derived from the 'Built for Zero' approach, born out of the United States. It is a rigorous international change effort working to help a core group of committed communities end homelessness.

Developed and driven by Community Solutions, this international effort guides participants in developing real time data on homelessness, optimising local housing and support resources and tracking progress against monthly goals.

#### How does it work?

Advance to Zero, or 'Built for Zero' as it's known in USA, is an approach to achieving 'functional zero' for those experiencing homelessness in a city or town area using a combination of quality real-time data and service coordination. One of the key tools used in this approach is the 'By-Name List'. People and organisations working with people experiencing homelessness come together to use the list to analyse what is working and to adapt the service responses to get better outcomes.

The list collects inflow and outflow data (see diagram below) to show month-by-month data about how many people are actively homeless in a community, whether this is reducing or not (Inflow), and how many people are moving out of homelessness (Outflow) each month.

#### Six Key Data Points
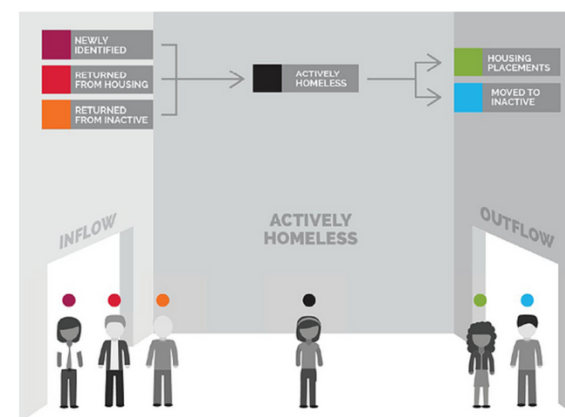
Getting to Proof Points: Key learning from the first three years of the 'Built for Zero' initiative. A Report by Community Solutions.

Alliance to End Homelessness. The model is the first of its kind in the UK and was developed collaboratively in a series of design sessions in 2017 which focussed on the principles, partnerships, procurement and provision. They believe that the alliance model enables[11]:

- Collective ownership, responsibility and accountability

- Collective response to external influences and risk

- Best-for-system decision making

[10] https://www.housing.sa.gov.au/__data/assets/pdf_file/0005/296537/Future-Directions-for-Homelessness.pdf

[11] https://homelessnetwork.scot/glasgow-alliance-to-end-homelessness/1224-2/

- Pooling of skills, assets and experience

- Hard conversations and working through potential conflict

- Flexibility to evolve over time.

Both the Glasgow and South Australia Alliance models are early in their implementation and while it is useful to understand and take learnings from these models, Western Australia brings its own set of unique challenges, particularly in relation to the size of the state and the large range of diverse environments and communities. It is important to the success of the change that these types of decisions are made in a collaborative way rather than being imposed without an understanding of the complexities of regions and areas.

## 6.2 1-2-3 DESIGN MODEL

The Roadmap Project Plan outlined `in Section 7 outlines a process to guide the transition of the service system from a 'Program Approach' to an 'Accountable Community System'. Prior to stepping through that Roadmap, we briefly outline three high level steps that we see informing the initial design of a place-based service model and, using the information available to us, step through one region – Bunbury - to demonstrate the approach. This would be further developed and refined in the initial stages of the transition but for the purposes of explanation we have called this the '1-2-3 Design Model'.

Community needs assessment

Local anecdotal knowledge

Up-to-date data (NWD, by name list)

**1** Understand and Document Local Need
Cohort and support requirements

**2** Map Current Service Response

**3** Alliance Co-design Service Response
to meet the need

Data collection informs regular review

Aligned outcomes and program logic informs outcomes reporting

Government Principles and Standards

*Figure 7: The 1-2-3 Design Model*

**Step 1: Understand and document local Need**

This process would include but not be limited to:

- Gathering relevant statistical data, modelling and analysis such as a Community Needs Assessment developed by Communities. Depending on the data available this could analyse trends, cohorts and more detailed support requirements

- Local anecdotal knowledge and need

- Up to date data (NWD, By Name List etc when/where available)

**Step 2: Map Current Service Response**

In thinking through the process, we attempted to map each of the HFHI areas using the information available. On the following page we explore the challenges and constraints we had in mapping geographically, however, this may provide a useful starting point to at least determine what is required.

This initial mapping would also provide a foundation to tease out at a local level who currently does what, for whom, and how.

**Step 3: Co-design service response to meet local need**

This step would be dependent on the size of the location, the number of organisations involved, their current level of co-ordination and existing governance structures. The time needed for this process would also be dependent on such variables.

## 6.3 MAPPING THE SYSTEM TO A PLACE

Due to the sheer size of Western Australia, it is often challenging to describe and map it in a consistent way. The boundaries of regions and areas are defined differently depending on the purpose of the boundary.

We faced a number of key challenges in 'mapping' the system both in terms of geography and how the services were categorised. These included:

- No standardised geographical boundaries. Within Communities, there are currently no standardised geographical boundaries to determine 'place'. For example, a needs analysis with the purpose of informing investment modelling conducted at the end of 2019 utilised 34 SA3 areas (Statistical Areas Level 3 from the Australian Bureau of Statistics) while the specialist homelessness services data is broken up into 18 regions. This prevents different data being used to analyse the same area. For example, the needs analysis found that Perth CBD receives 21.4% of WA homelessness funding, yet, according to the boundaries as drawn by the homelessness data, there are only two services in the CBD, the sum of which do not account for 21.4% of funding. This is understandable because data has been used for different purposes and to answer different questions but highlights the importance, when moving to a place-based approach, of determining what 'place' is.

- The core function of each service is not specified against sector wide agreed definitions. As previously noted, in the Communities service group review and Homelessness Service Map data, the service continuum and service type are specified, however, the nature of these categories and the true nature of service delivery in these areas are not always clear due to the age of the service agreements.
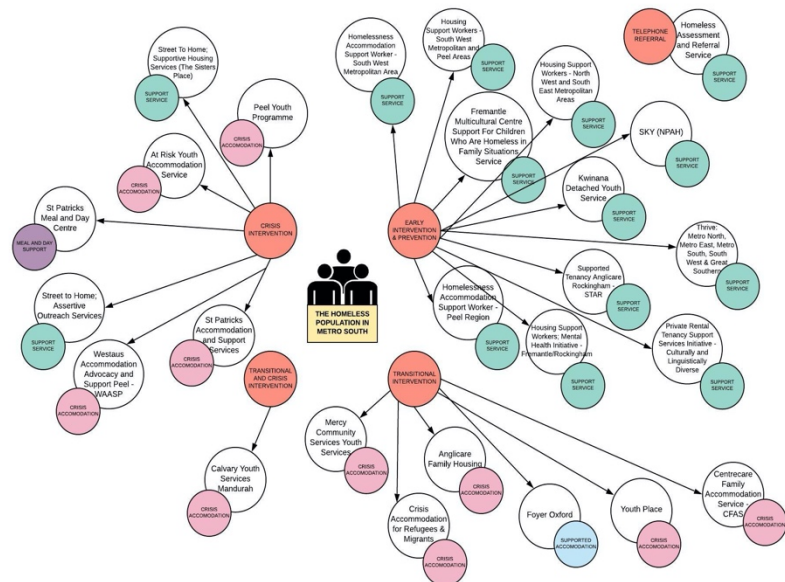


During our analysis we initially attempted to combine the information from different data sets to tell a richer story however we found that, as noted above, this was not possible as the boundaries of 'place' had been determined differently for different purposes. For example, should Geraldton only include Geraldton or the whole Midwest? In the metropolitan area where 'place' began and ended was also problematic and the number of services made it particularly complex – see the 'Metro South' mapping on the left as an example.

As Communities is already implementing a co-ordinated Housing First approach through the HFHI in four identified areas we used these areas to start to explore what the current service information might look if mapped by region. The four regions, as identified in the HFHI October 2020 Request for Tender are:

- Perth
- Rockingham/Mandurah
- Bunbury
- Geraldton

In an attempt to align some of the information we have adjusted Geraldton to include the Midwest (so that we might use the Needs data that is explained in the following sections) and we have included a specific area in Perth – the CBD (again so we could include the Needs data) and also the Southern Metro to demonstrate the complexity that will be inherent in mapping the metro areas and the need to determine what 'place' looks like in a 'place based' approach.
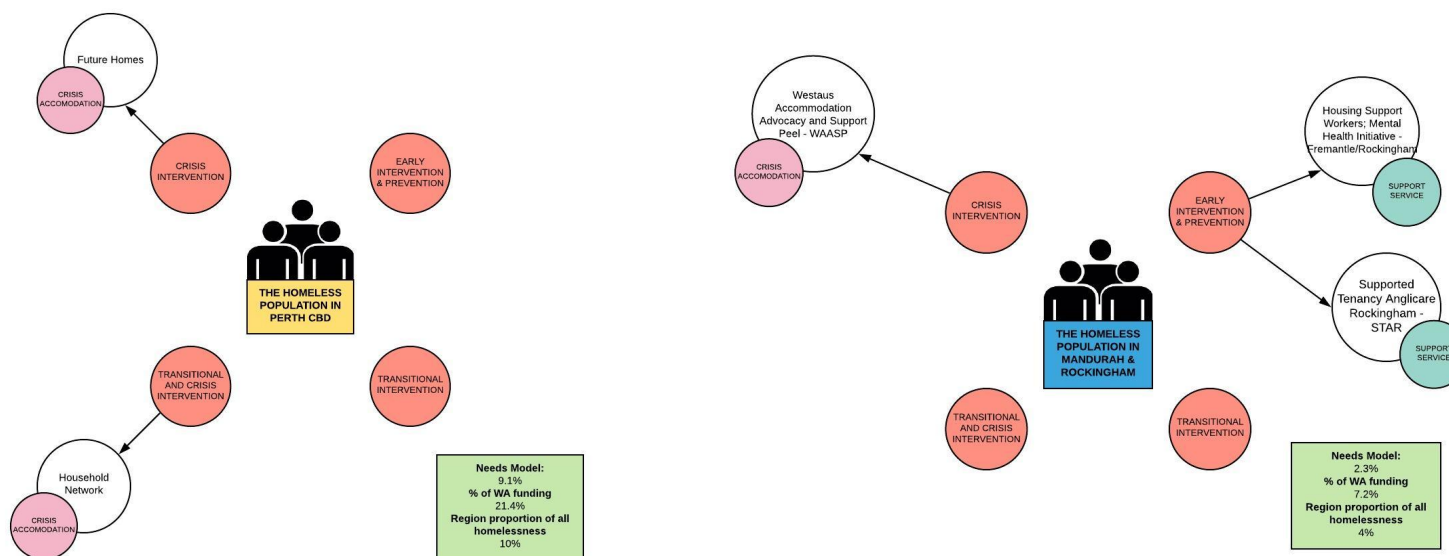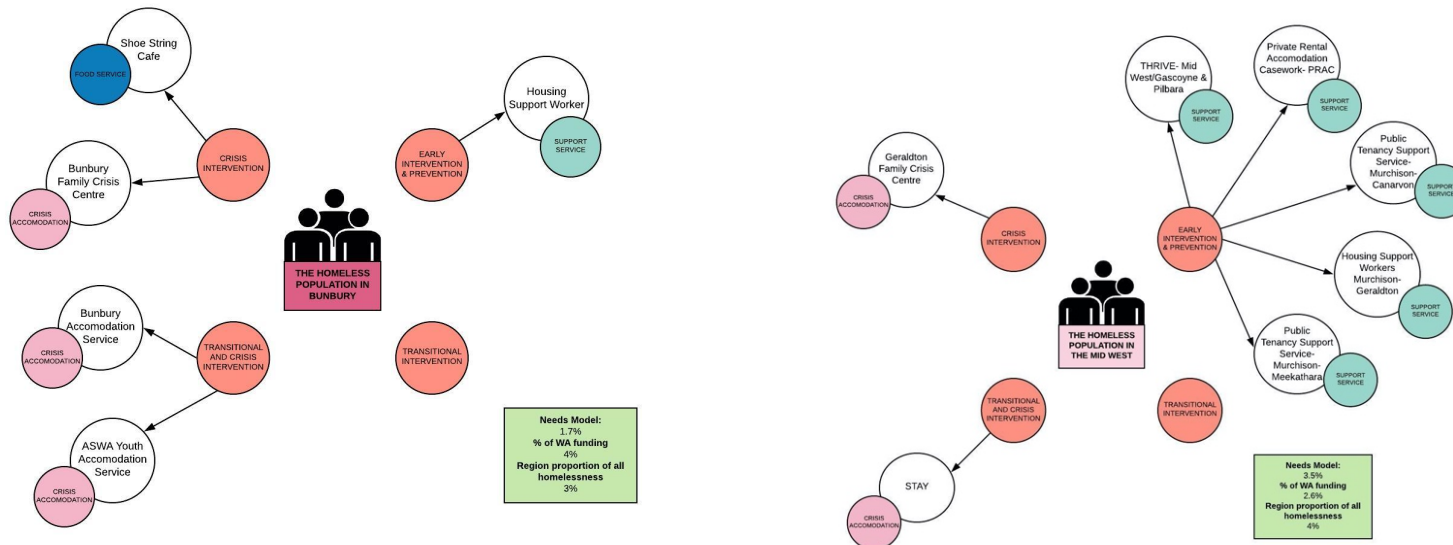
*Figure 8: Perth CBD, Mandurah & Rockingham, Bunbury and the Mid West from a place-based and person-centred perspective*

As we worked with the maps and started discussing them with people it soon became evident that it was not possible to determine one 'true' representation of the services for each place due to differing categorisations and boundaries. The mapping of these four areas is therefore provided purely as a starting point – as a rough indication of how many services (within the constraints) are in each area and as a conversation starter in the 1-2-3 Place Based Design model. See Appendix C for larger versions of the HFHI maps.

**A guide to reading the 'maps'**

These 'maps' were created using the information we had available –service data, needs analysis data and key concerns raised at the community consultation. As we have stressed, due to the constraints regarding data sets and geographical boundaries this is a 'best fit' but serves as an example of a starting point.

On this 'map' of Bunbury and the other HFHI areas in the Supporting Documents, all services are firstly grouped against the 'service continuum' categories used in the Homelessness Service Map conducted by Communities at the end of 2019, including:

• Early intervention and prevention
• Crisis intervention
• Transition and Crisis Intervention
• Transitional Intervention

These are captured in the orange circles on each map. Each service also has a 'service type' description which are captured in the circle attached to the service.

- Crisis accommodation
- Support service
- Food service
- Meals and day centre
- Supported accommodation

In the green box we have also included some information regarding homelessness in each region as determined by the Needs Model developed by the Department.

**The Needs Model for Homelessness Explained**

Towards the end of 2019, a Needs Model for homelessness was developed by Communities with the intention of understanding the distribution of need across Western Australia. The modelling sought to provide a general picture of community need and compare this with funding and population distribution.



It is important to note that the modelling was conducted for a particular purpose with a particular methodology that informed which variables were included and which were not. A brief description of it is therefore provided to give an indication of how sophisticated data analysis and modelling could be used to help understand relative need across the state and also the nature of need across various cohorts in particular areas. Some of the basic information regarding relative need was also used, where possible, on our HFHI mapping (see Appendix C).

The data for this modelling was gathered through analysing the 34 SA3 regions of Western Australia. Four categories that indicate community needs in regard to homelessness were assessed including the rate of rough sleeping, aboriginal homelessness, youth homelessness and levels of community wellbeing in relation to homelessness.

Community need was assessed against six variables that were deemed to have a high correlation with homelessness and were statistically significant across the 2011 and 2016 census data. The variables included:
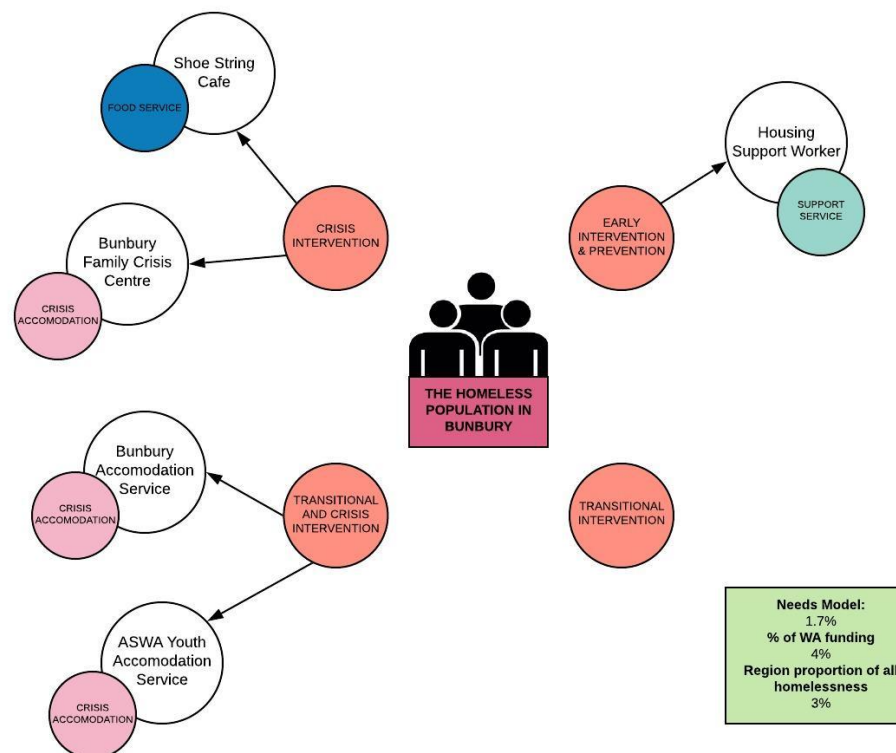
1. Preventable hospitalisations for chronic conditions.
2. Low urgency emergency department presentations.
3. Not earning or learning.
4. Family violence.
5. % of population in Statistical Area 1 areas in lowest Index of Economic Resources decile.
6. Mental health admissions to hospital.

Each SA3 area was assessed for need and given a needs model percentage that was relational to the rest of Western Australia. The percentage of funding each area receives was calculated and compared to the needs model percentage and the percentage of homeless people in Western Australia. The data found that some areas had an appropriate amount of funding for the community need.

**An example: a snapshot of Bunbury**

Key Concerns raised during consultation in the South West included:

- Issues regarding practice and availability of service providers in Bunbury and the need for services to increase their knowledge of homelessness, provide individual support
- The need to have a community hub in the region
- Smaller services being taken over by bigger bodies resulting in local programs disappearing
- Lack of quality housing
- Need for mixed housing types
- Transport and access to services and facilities
- Focus on single male cohort and a need for housing options
- Issues of income and stable employment



Shoe String Cafe

FOOD SERVICE

Housing Support Worker

SUPPORT SERVICE

CRISIS INTERVENTION

EARLY INTERVENTION & PREVENTION

Bunbury Family Crisis Centre

CRISIS ACCOMODATION

THE HOMELESS POPULATION IN BUNBURY

Bunbury Accomodation Service

CRISIS ACCOMODATION

TRANSITIONAL AND CRISIS INTERVENTION

TRANSITIONAL INTERVENTION

ASWA Youth Accomodation Service

CRISIS ACCOMODATION

Needs Model:
1.7%
% of WA funding
4%
Region proportion of all homelessness
3%

# 7  a roadmap to place based delivery

The following pages set out a plan or 'roadmap' to guide the journey from the existing service system, towards the destination captured by our 'working' outcome of "*Together, we will build a service system where people are at the heart of our responses, where the right solutions are delivered to the right places by the right people and we do what we know works.*"

We have presented the plan and roadmap in three different ways which incorporate different levels of detail:

- A high level 'roadmap' that shows the key outcomes.
- A timeline style chart that shows the overlap of activities.
- A high-level Project Timeline that walks through each of the steps and provides further comment or information.

## 7.1  A WORD ON CONTRACTS AND TIMELINES

Shortly after starting this review it became evident that the fact that service agreement renewals are due in mid-2021 was going to impact any discussion of change to the system. The timeline outlined in the roadmap assumes that the existing contracts will be 'rolled over' for a period of two years until mid-2023 and that only a relatively small amount of change, such as consolidation and updating of old contracts, can be done prior to that. It also proposes that a new system of 'Alliance' type contracting will be in place by mid-2023 so that new contracting arrangements from 2023-2028 will operate under the new model. This allows approximately two years – from early-2021 to early-2023 to trial and evaluate the model and to develop the supporting procurement environment.

For some, this may seem like a relatively short period for what could be seen as quite a large change. For others, it will not be seen as moving fast enough because the sector is already moving in that direction and they are waiting for the Government to catch up. Because of the contracting timelines the only alternative to the proposed timeline would be to either roll over contracts again in 2023 or push change further out – both of which we believe would be unacceptable to a sector already expressing a level of frustration with the current service system.

There is no denying that significant change is required. Starting anew or building on existing (homelessness and other social services)– processes already being implemented as part of HFHI and other collective impact models such as the Zero Project, in some regions also provides an opportunity to learn by doing rather than having to design for every eventuality of each component conceptually. Further, as we have noted, WA has the advantage of drawing from the lessons learned in implementing this type of approach in other jurisdictions so do not have to start from scratch. Like any change, however, it will need to be managed as a change process. This is explored briefly in Section 8.

**Mid 2023**
Alliance Agreement Contracts developed

15

10

By early 2023
All regions have developed Local Alliance models

14

**Mid to late 2022**
Requests for Tender processes to procure Alliance Agreements

**Second half 2022**
Education/training provided on Standards, Principles, Alliance tendering and outcome based contracting requirements

13

9

2021-22
Ongoing communication and information on pilots developed and provided to inform and educate other service delivery areas

2021-22
Conduct Action Research/Process evaluation with pilot groups to evaluate the process

8

7

Second half 2021
Support identified regions to undergo design process

**2021**
Develop and/or modify principles and standards to clarify Communities expectations

12

11

**First half 2021**
Develop and/or modify principles and standards to clarify Communities expectations

First half 2021
Develop draft design process

6

First half 2021
Build on existing sector delivered education and training programs re Housing First principles and practice

5

First quarter 2021
Identify areas to pilot local alliance models

4

3

First quarter 2021
Determine agreed geographic boundaries

First half 2021
Roll over existing contracts until Mid 2023

2

1

Now
Communicate vision and road map and implications for existing contracts

COLOUR LEGEND
Evolve existing contracts to local alliance models
**Develop a Supporting Procurement/Operating Environment**

31

**Timeline (JUN 2020 – JUN 2023)**

| Milestone | Timeframe |
|---|---|
| Communicate vision and roadmap and implications for existing contracts | ~JAN 2021 |
| Roll over existing contracts until mid 2023. | JAN 2021 |
| Determine agreed geographic boundaries | JAN 2021 |
| Identify areas to pilot local alliance models | JAN 2021 |
| Build on existing sector delivered education and training programs referencing Housing First principles and practice | JAN 2021 – JUN 2021 |
| Develop draft design process | JAN 2021 – JUN 2021 |
| Support identified regions to undergo design process | JUN 2021 – JAN 2022 |
| Conduct Action Research/Process evaluation with pilot groups to evaluate the process | JUN 2021 – JUN 2022 |
| Ongoing communication and information on pilots developed and provided to inform and educate other service delivery areas | JUN 2021 – JUN 2023 |
| All regions have developed Local Alliance models | JAN 2023 – JUN 2023 |
| Develop and/or modify principles/standards to clarify Communities expectations | JAN 2021 – JUN 2021 |
| Investment models and outcomes procurement policies and processes developed | JAN 2021 – JUN 2021 |
| Education/training provided on Standards, Principles, Alliance tendering and outcome-based contracting requirements | JUN 2022 – JAN 2023 |
| Request for tender processes to procure Alliance Agreements | JUN 2022 – JAN 2023 |
| Alliance Agreement Contracts developed | JUN 2023 |

**Categories (row groupings):**
- Evolve existing contracts to local alliance models
- Develop a Supporting Procurement/Operating Environment

32

Project Timeline

| | Due Date | Actions | Further detail/comments |
|---|---|---|---|
| **Evolve existing contracts to local alliance models** | | | |
| 1 | As soon as possible | Communicate vision and road map and implications for existing contracts | As noted in Section 7, it is important to communicate and create buy in to the Why (the Vision) as well as the What and When |
| 2 | First half 2021 | Roll over existing contracts until Mid 2023 | Initial discussions with the Department have indicated a willingness to update and consolidate contracts to ensure they are more up to date and reflect actual service delivery.  Within the time and procurement constraints, it is recommended that this takes place to demonstrate a commitment to change and to update the knowledge of core function of current services. |
| 3 | First quarter 2021 | Determine agreed geographic boundaries | As discussed in Section 6, it is essential that there is an agreed definition of 'place' in terms of co-ordinated delivery but also to enable uniform needs analysis and data collection. |
| 4 | First quarter 2021 | Identify areas to pilot local alliance models | Issues to be considered:<br>• Opportunities to build on and expand the collaborative work in existing HIFI areas<br>• Due to the number of services in the metro, it may be prudent to focus on regional areas in early stages.  This would also enable regional areas to explore how principles and tools of the Strategy may be utilised to fit the needs of their community<br>• As noted in Section 6, there is a strong appetite for place based approaches in the Sector.  If resources allow, the opportunity to start Place Based planning and implementation could be opened up for any area that wants to progress it and resources provided to support this where necessary.<br>• Co-ordinated approaches would need to be implemented within the constraints of existing contracts and funding however communities may identify opportunities to expand these through other funding sources and resourcing. |
| 5 | First half 2021 | Build on existing sector delivered education and training programs re Housing First principles and practice | This should align with step 11 below.  Education and training on Housing First principles is identified as under Action 21. In the Action Plan. |

| 6 | First half 2021 | Develop draft design process | This would include determining what data is available to inform needs analysis, pre mapping of services and utilisation of tools that are available to assist process (By Name List etc) |
|---|---|---|---|
| 7 | Second half 2021 | Support identified regions to undergo design process | Design process would include the development of a program logic to track the problems of the area through to agreed outcomes.  This would inform more detailed planning but also provide the basis for an evaluation framework. |
| 8 | 2021 - 2022 | Conduct Action Research/Process evaluation with pilot groups to evaluate the process | Many programs focus on the impacts of collaborative work but not so much on the process.  Action research or process evaluation that is done with participants can help enable important ongoing dialogue on the process and the challenges of doing collaborative work. |
| 9 | 2021-2023 | Ongoing communication and information on pilots developed and provided to inform and educate other service delivery areas | It is important that all parts of the sector are brought along and learn from the initial pilots. |
| 10 | By early 2023 | All regions have developed Local Alliance models | All regions should have been supported to do needs analysis and design prior to the procurement process |
| **Develop a Supporting Procurement/Operating Environment** | | | |
| 11 | First half 2021 | Develop and/or modify principles and standards to clarify Communities expectations | Update existing Specialist Homelessness Services Standards to incorporate expectations and look at opportunities to streamline to improve utilisation |
| 12 | 2021 | Investment models and outcomes procurement policies and processes developed | Initial work to assess need has been conducted by Communities, however this will need to be revisited once geographical boundaries have been agreed. |
| 13 | Second half 2022 | Education/training provided on Standards, Principles, Alliance tendering and outcome based contracting requirements | |
| 14 | Mid-late 2022 | Requests for Tender processes to procure Alliance Agreements | Utilise and adapt models being developed and tested elsewhere – particularly South Australia |
| 15 | Mid 2023 | Alliance Agreement Contracts developed | |

# 8 managing the change

*It is acknowledged that introducing a Housing First approach is a significant change from the established system structures. It will take time to embed this shift and to develop supporting program and service models suitable for the Western Australian context. Data collection, analysis and evaluation will be critical for designing and implementing responses that are effective, sustainable and able to deliver long-term improved outcomes and housing for vulnerable people (All Paths Lead to a Home)*

As noted in the excerpt above from the Strategy, change was always anticipated as necessary to achieve the outcomes of the Strategy. While COVID-19 and imminent contract renewals perhaps create a heightened level of caution within Communities and the sector we heard that there was still a strong desire for change. However, the consultations conducted for the Strategy and the No Wrong Door co-design process clearly heard of a system under stress even prior to COVID-19 and it is important that the change process is sufficiently thought through.

There are many change management models and processes available, but we have found that the "Managing Complex Change' diagram captures, in a succinct way, what results should a particular element of the change process be missing. Let's step through each of these in relation to the change proposed for the Service Sector.

**Vision/Clear Outcome**

The Strategy contains a high-level vision for addressing homelessness in the state but there needs to be a clear outcome for the service system that aligns with that broader vision. We have come up with the following working outcome statement from the priorities in the Strategy, however, there would be value in gaining buy in from all on what this means in practice and how it might
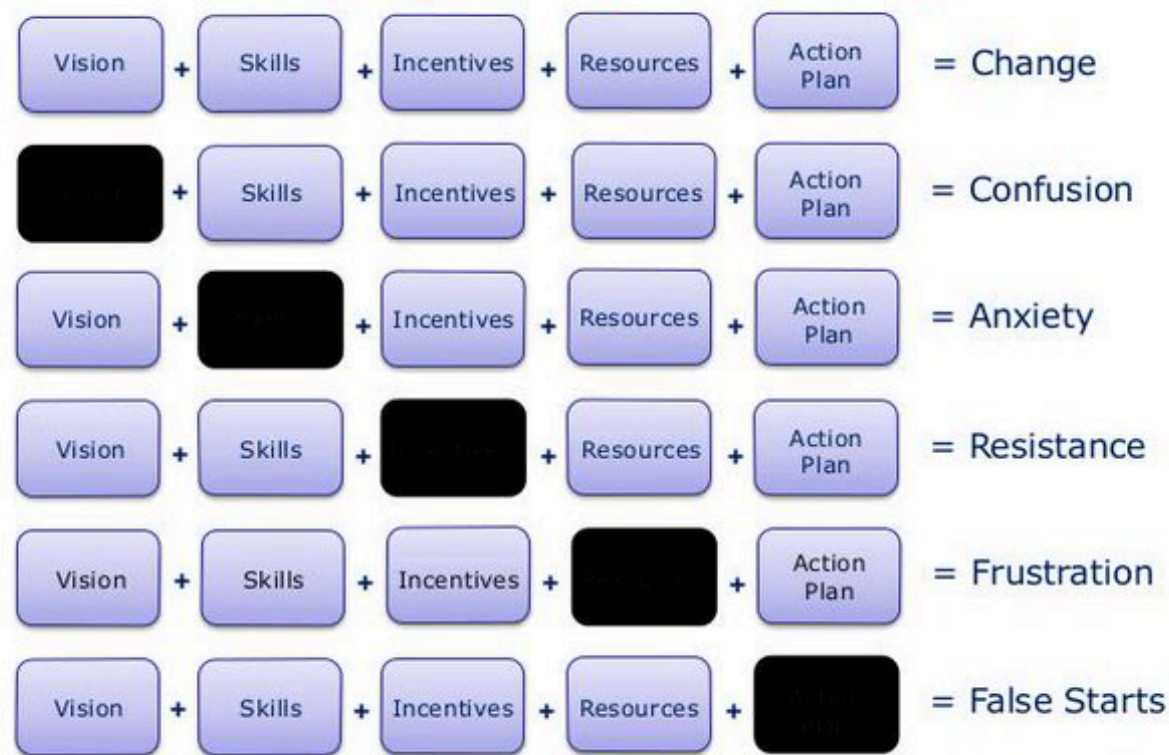


*Figure 9: The Lippitt (1987) Model for Managing Complex Change*

be measured. One of the key words in this vision statement is "together". Change needs to be designed and implemented as a collaborative effort between government and the sector, and it needs strong leadership and clear direction.

**Skills**

As we have seen, the service system in WA is spread across a number of system models and corresponding levels of knowledge and skills. In the roadmap an action is included to build on the planned work to deliver education and training, but it is important that this is underpinned by the outcome statement.

**Incentives**

For people to want to change they need to understand "what's in it for me?" – they need to be incentivised. From the consultation material, it is clear that services are keen to make things work better for the people they are there to assist – having the freedom at a community level to determine how that works on the ground will be one incentive but it will be important to identify others.

**Resources**

Adequate resources must be allocated that are sufficient to support the change. This will also include identifying synergies and opportunities to align with other place-based programs in identified areas.

**Action Plan**

The Plan and Roadmap included in this review will be an important starting point for the planning process however, this will need to be an evolving flexible process and the proposed Project Timeline a working document. It is important that there is a shared understanding of the key steps of the plan.

While these are practical steps for the change process, Haggerty stresses that a change of approach to an Accountable Communities model requires (at least) five shifts in our communities:

- A shift in belief – from seeing homelessness as inevitable to being solvable.
- A shift of organisation – from thinking in terms of individual programs to a shared, whole of community commitment.
- A shift in information – from generalised or estimated data on homelessness to by-name, real-time knowledge on who is experiencing homelessness.
- A shift in culture – from complying to program rules to relentless program solving.
- A shift in investments from automatically maintaining traditional services to making, targeted, data-informed, constantly monitored and ever improving investments in the things that prevent and end homelessness.

Leadership and belief across both the Government and sector will be required to make and embed these important shifts.

# 9 conclusion

Our review clearly showed the need for reform of the service sector – a piecemeal approach will not achieve the intention of the Strategy. The word reform can invoke feelings of anxiety - both within government and the sector. However, a lack of a cohesive vision, a logical pathway to get there and clear leadership can also create anxiety. The Roadmap developed therefore seeks to find a middle way by providing a clear outcome for a different system but with two and a half years for the journey so that time can be taken to design and trial how it will work in different settings. This time provides space within existing contracting arrangements for Communities and the sector to develop shared understandings and methods for achieving the outcome in a way that builds on the existing work being conducted for the Housing First Homelessness Initiative.

The Roadmap and high-level Project Timeline propose a list of actions to guide change. However, as we have seen in this review, in the process of turning vision into action it is easy for the heart of the vision to get lost in the drive for action. There is a need for a governing body to not only provide oversight of the implementation of actions but also to take ownership of the vision and ultimate outcome to ensure it is not lost or distorted. A proposed Homelessness Steering Committee may be the appropriate body to provide this ownership with a cross-sector working group to do the extensive thinking and design that is required.

Creating a shared understanding of what success looks like for a cross-sector group, both in terms of outcome and process, and how that can be continual measured in a simple way can help to keep dialogue open and honest. Often the complexities and difficulties of bringing together groups of people with different demands and responsibilities to reach a common understanding is not given the time it requires, and meetings can become about working through an agenda rather than having difficult discussions that lead to change.

Further, during the review we observed that a gap appears to have emerged between the high-level communities and sector discussions of forums such as the Supporting Communities Forum and the intermittent consultations with the broader sector. It is important that opportunities are identified that bridge that gap and that bring different levels of Communities and the sector together. When brought together in dialogue Communities staff and sector members often appeared to realise that they were more aligned in their thinking than they would have thought. Ultimately, everyone in the sector is working towards the same outcome – ensuring that everyone has a safe place to call home and is supported to achieve stable and independent lives. Everyone has a different part to play towards that outcome, but it requires everyone to pull in the same direction.

# 10 appendices

# Appendix A: Discussion Group and Working Group Attendees

| Name | Organisation |
|---|---|
| Amanda Hunt | Uniting WA |
| Andrew Hall | Perth Inner City Youth Service |
| Emma Colombera | Department of Communities |
| John Berger (Working Group) | End Homelessness WA |
| John Bouffler | Community Employers WA |
| Julia Prior (Working Group) | Department of Communities |
| Justine Colyer (Working Group) | Rise Network |
| Kathryn Robinson | Department of Communities |
| Ken Smith | Salvation Army |
| Leah Watkins | Ruah Community Services |
| Leanne Strommer | Centrecare |
| Matthew McGerr | Department of Communities |
| Michael Piu | St Patrick's Community Support |
| Michelle Mackenzie (Working Group) | Shelter WA |
| Philippa Boldy (Working Group) | Anglicare WA |
| Sandra Flanagan (Working Group) | Department of Communities |
| Vanessa Harvey (Working Group) | Department of Communities |

# Appendix B: A list of Specialist Homelessness Services in WA (2019)

The list below was curated primarily using data from the Department of Communities service group review which lists 115 services in total. The list includes details of the organisation running each service, the service's name and target cohort. Additional information regarding the service location and continuum were taken from the Homelessness Service Map. These datasets were created in 2019 and were accurate at the time, however, may have been subject to change throughout 2020.

| Service Provider | Service Name | Location | Service Cohort | Service Continuum |
|---|---|---|---|---|
| Centrecare | Broome Homeless Drop-In Centre | Regional | Street to home | Crisis Intervention |
| Bega Garnbirringu Health Service | Rough Sleeper: Assertive Outreach - Remote Initiative - Kalgoorlie | Regional | Street to home | Crisis Intervention |
| Ruah Community Services | Street to Home: Assertive Outreach Services | Metropolitan | Street to home | Crisis Intervention |
| St Patrick's Community Support Centre Ltd | Street to Home: Assertive Outreach Services | Metropolitan | Street to home | Crisis Intervention |
| Uniting Care West | Street to Home: Assertive Outreach Services | Metropolitan | Street to home | Crisis Intervention |
| 55 Central Inc | Street to Home: Supportive Housing Services | Metropolitan | Street to home | Crisis Intervention |
| Foundation Housing | Street to Home: Supportive Housing Services | Metropolitan | Street to home | Crisis Intervention |
| Salvation Army | Street to Home: Supportive Housing Services | Metropolitan | Street to home | Crisis Intervention |
| St Patrick's Community Support Centre Ltd | Street to Home: Supportive Housing Services (The Sisters Place) | Metropolitan | Street to home | Crisis Intervention |
| Accordwest | Capes Accommodation Support and Advocacy Service - CASA | Regional | Housing Support Workers | Early Intervention & Prevention |
| Australian Red Cross | Homelessness Accommodation Support Worker - Goldfields | Regional | Housing Support Workers | Early Intervention & Prevention |
| Mercy Community Services Incorporated | Homelessness Accommodation Support Worker - North East Metroplitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Patricia Giles | Homelessness Accommodation Support Worker - North West Metropolitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Centrecare | Homelessness Accommodation Support Worker - North West Metropolitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Youth Futures | Homelessness Accommodation Support Worker - North West Metropolitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Westaus Crisis and Welfare Service Inc | Homelessness Accommodation Support Worker - Peel Region | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Centrecare | Homelessness Accommodation Support Worker - South East Metropolitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Multicultural Futures | Homelessness Accommodation Support Worker - South West Metropolitan Area | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Share and Care | Homelessness Accommodation Support Worker - Wheatbelt | Regional | Housing Support Workers | Early Intervention & Prevention |
| Youth Futures | Housing Support Workers: Corrective Services - Juvenile Services | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Anglicare WA Inc | Housing Support Workers - Great Southern | Regional | Housing Support Workers | Early Intervention & Prevention |
| Indigo Junction Incorporated | Housing Support Workers - North East Metropolitan | Metropolitan | Housing Support Workers | Early Intervention & Prevention |

| | | | | |
|---|---|---|---|---|
| Mission Australia | Housing Support Workers - North West and South East Metropolitan Areas | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Pilbra Community Legal | Housing Support Workers - Pilbara | Regional | Housing Support Workers | Early Intervention & Prevention |
| Accordwest | Housing Support Workers - South West | Regional | Housing Support Workers | Early Intervention & Prevention |
| Anglicare WA Inc | Housing Support Workers - South West Metropolitan and Peel Areas | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Centacare Kimberley Association Inc | Housing Support Workers - West Kimberley | Regional | Housing Support Workers | Early Intervention & Prevention |
| Centrecare | Housing Support Workers: Corrective Services - Men | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Ruah Community Services | Housing Support Workers: Corrective Services - Women | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Centrecare | Housing Support Workers: Drug and Alcohol Initiative - South West Region | Regional | Housing Support Workers | Early Intervention & Prevention |
| St Patrick's Community Support Centre Ltd | Housing Support Workers: Mental Health Initiative - Fremantle / Rockingham | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Australian Red Cross | Housing Support Workers: Mental Health Initiative - Goldfields | Regional | Housing Support Workers | Early Intervention & Prevention |
| Lamp Inc | Housing Support Workers: Mental Health Initiative - South West | Regional | Housing Support Workers | Early Intervention & Prevention |
| Ruah Community Services | Housing Support Workers: Mental Health Initiative - Royal Perth, Graylands, Sir Charles Gardiner & Armadale/Bentley | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Rise Network Inc | Housing Support Workers: Mental Health Initiative - Swan / Joondalup | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Regional Alliance West | Housing Support Workers: Murchison - Geraldton | Regional | Housing Support Workers | Early Intervention & Prevention |
| Regional Alliance West Incorporated | Private Rental Accommodation Casework - PRAC | Regional | Housing Support Workers | Early Intervention & Prevention |
| Centrecare | Private Rental Advocacy and Support Service (PRASS) | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Multicultural Services Centre | Private Rental Tenancy Support Service Initiative - Culturally and Linguistically Diverse | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Australian Red Cross | Private Rental Tenancy Support Service Initiative - North West Metropolitan | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Carnarvon Family Support | Public Tenancy Support Service Murchison - Carnarvon | Regional | Housing Support Workers | Early Intervention & Prevention |
| Kimberley Community Legal Services | Public Tenancy Support Service Murchison - Kununurra | Regional | Housing Support Workers | Early Intervention & Prevention |
| Mission Australia | Public Tenancy Support Service Murchison - Meekatharra | Regional | Housing Support Workers | Early Intervention & Prevention |
| Ruah Community Services | Ruah Tenancy Support | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Anglicare WA Inc | Supported Tenancy Anglicare Rockingham - STAR | Metropolitan | Housing Support Workers | Early Intervention & Prevention |
| Westaus Crisis and Welfare Service Inc | Westaus Accommodation Advocacy and Support Peel - WAASP | Regional | Housing Support Workers | Crisis Intervention |
| Parkerville Children and Youth Care Incorporated | Armadale Youth Accommodation Service | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Accordwest | ASWA Youth Accommodation Support Service | Regional | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Calvary Youth Services Mandurah | Calvary Youth Services Mandurah | Regional | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Salvation Army | Crossroads West Kalgoorlie Boulder Youth Accommodation Service | Regional | Youth Accommodation & Support Service | Crisis Intervention |
| Ebenezer Aboriginal Corporation | Ebenezer Home | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Anglicare WA Inc | Foyer Oxford | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Fusion Australia Limited | Fusion Student Household Service | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Perth Inner City Youth Services | Household Network | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |

| | | | | Crisis Intervention & Transitional |
|---|---|---|---|---|
| Salvation Army | Karratha Youth Accommodation Service | Regional | Youth Accommodation & Support Service | Intervention |
| City of Kwinana | Kwinana Detached Youth Service | Metropolitan | Youth Accommodation & Support Service | Early Intervention & Prevention |
| Mercy Community Services Incorporated | Mercy Community Services Youth Services | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Parkerville Children and Youth Care Incorporated | Moving Out Moving On (Including Penny Jones House) | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Peel Youth Services Inc | Peel Youth Programme | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention |
| Short-Term Accommodation for Youth Inc | STAY | Regional | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Parkerville Children and Youth Care Incorporated | Support for Young Women Leaving Child Protection Services | Metropolitan | Youth Accommodation & Support Service | Early Intervention & Prevention |
| City of Canning W.A. | Supported Accommodation Services for Young People - Canning City of Canning Youth Accommodation Services | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Indigo Junction Incorporated | Swan Emergency Accommodation - Youth | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Victoria Park Youth Accommodation (Inc) | Victoria Park Youth Accommodation Service | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Avon Youth Community and Family Services Incorporated | Wheatbelt Accommodation and Support Services for Young People | Regional | Youth Accommodation & Support Service | Transitional Intervention |
| Anglicare WA Inc | Yes! Housing and Yes! Housing Young Parents | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Albany Youth Support Association Inc | Young House | Regional | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Mission Australia | Youth Accommodation and Support Service & Support Service for Young Parents in Specialist Homelessness Services for Young People (YASS) | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Youth Involvement Council Inc | Youth Accommodation Program | Regional | Youth Accommodation & Support Service | Crisis Intervention |
| Youth Futures WA (Inc) | Youth Futures | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| Broome Youth and Families Hub Incorporated | Youth Housing Support Worker - Broome | Regional | Youth Accommodation & Support Service | Early Intervention & Prevention |
| St Patrick's Community Support Centre Ltd | Youth Place | Metropolitan | Youth Accommodation & Support Service | Transitional Intervention |
| Anglicare WA Inc | Y-SHAC Youth Supported Housing and Crisis Accommodation | Metropolitan | Youth Accommodation & Support Service | Crisis Intervention & Transitional Intervention |
| 55 Central Inc | 55 Central | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Bega Garnbirringu Health Services Incorporated | Aboriginal Homeless and Fringe Dweller Support Service | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Anglicare WA Inc | Anglicare Family Housing | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Salvation Army | Balga Family Accommodation Service | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| St Bartholomew's House Inc | Barts Plus | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Accordwest | Bunbury Accommodation Service - BAS | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention & Transitional Intervention |
| Salvation Army | Bunbury Family Crisis Centre | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Centrecare | Centrecare Family Accommodation Service - CFAS | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |

| | | | Homeless Adults and Families | |
|---|---|---|---|---|
| Moorditch Gurlongga Assoc. | Coolabaroo Housing Service | Metropolitan | Accommodation and Support Services | Transitional Intervention |
| Multicultural Futures | Crisis Accommdoation for Refugees and Migrants | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Multicultural Futures | Fremantle Multicultural Centre Support For Children Who Are Homeless in Family Situations Service | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| St Bartholomew's House Inc | Future Homes | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Salvation Army | Geraldton Family Crisis Centre | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Bloodwood Tree Association Incorporated | Hedland Homeless Support Service | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Centrecare | Homeless Assessment and Referral Service | Statewide | Homeless Adults and Families Accommodation and Support Services | Telephone Referral |
| Salvation Army | Homelessness Services - The Beacon | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Anglicare WA Inc | Kalgoorlie Accommodation Support Service - KASS | Regional | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Salvation Army | Kalgoorlie Emergency Accommodation and Referral Service | Regional | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Katanning Regional Emergency Accommodation Centre | Katanning Regional Emergency Accommodation Service | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Mission Australia | Mission Australia Family Support and Accommodation Service | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Multicultural Services Centre of Western Australia Inc | Multicultural Children Support Service | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| Multicultural Services Centre of Western Australia Inc | Multicultural Housing Services Program | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Women's Health Care Association Inc | Multicultural Kids In Focus | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| Perth Asian Community Centre Inc | Perth Asian Community Centre | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Australian Red Cross | Red Cross Soup Patrol Service | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Ruah Community Services | Ruah Centre | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Share & Care Community Services Group Incorporated | Share and Care Emergency Accommodation Service | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| In Town Centre | Shoe String Café | Regional | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Centrecare | SKY (NPAH) | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| Centrecare | SKY | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| St Patrick's Community Support Centre Ltd | St Patricks Accommodation and Support Services | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| St Patrick's Community Support Centre Ltd | St Patrick's Meals and Day Centre | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Parkerville Children and Youth Care Incorporated | Support and Counselling Service - SACS (Mirrabooka) | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |
| Parkerville Children and Youth Care Incorporated | Support and Counselling Service - SACS (Northern Suburbs) | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Early Intervention & Prevention |

| | | | Homeless Adults and Families | |
|---|---|---|---|---|
| Indigo Junction Incorporated | Swan Emergency Accommodation and Support Services | Metropolitan | Accommodation and Support Services | Transitional Intervention |
| Share & Care Community Services Group Incorporated | The Men's Lodge | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| UnitingCare West | UnitingCare West Accommodation and Support Services | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention & Transitional Intervention |
| UnitingCare West | UnitingCare West Tranby Day Centre | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Crisis Intervention |
| Life Without Barriers | Warren Blackwood Emergency Accommodation Centre in Manjimup | Metropolitan | Homeless Adults and Families Accommodation and Support Services | Transitional Intervention |
| Mercy Community Services Incorporated | Broome Aboriginal Short Stay Accommodation | Regional | Aboriginal Short Stay | Early Intervention & Prevention |
| Mercy Community Services Incorporated | Derby Aboriginal Short Stay Accommodation Service | Regional | Aboriginal Short Stay | Early Intervention & Prevention |
| Australian Red Cross | Kalgoorlie Aboriginal Short Stay Accommodation | Regional | Aboriginal Short Stay | Early Intervention & Prevention |

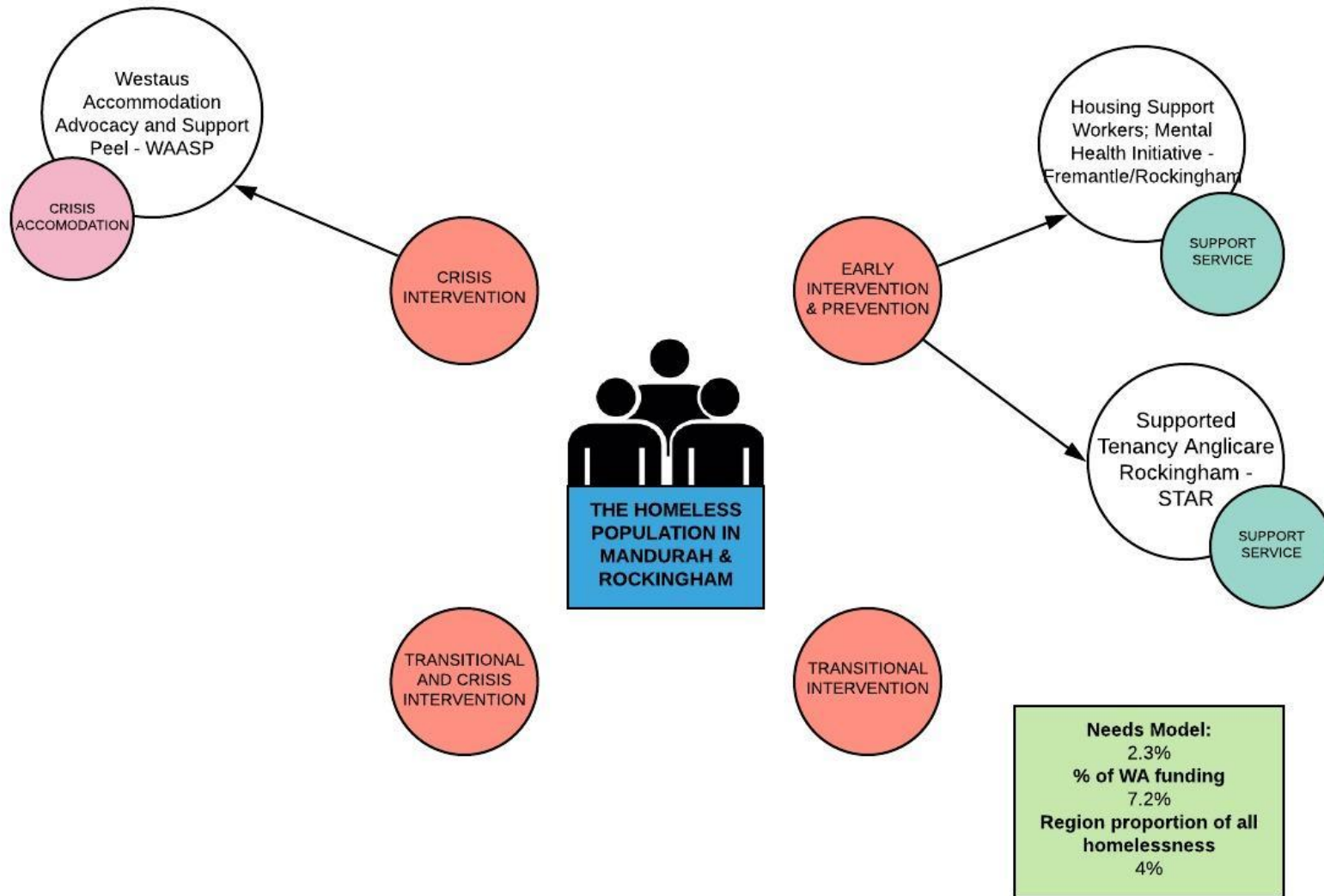## Appendix C: Place-Based Maps in HFHI Regions



*Figure 10: Services Accessible to a Person Experiencing Homelessness in Mandurah & Rockingham, Collective IQ 2020*
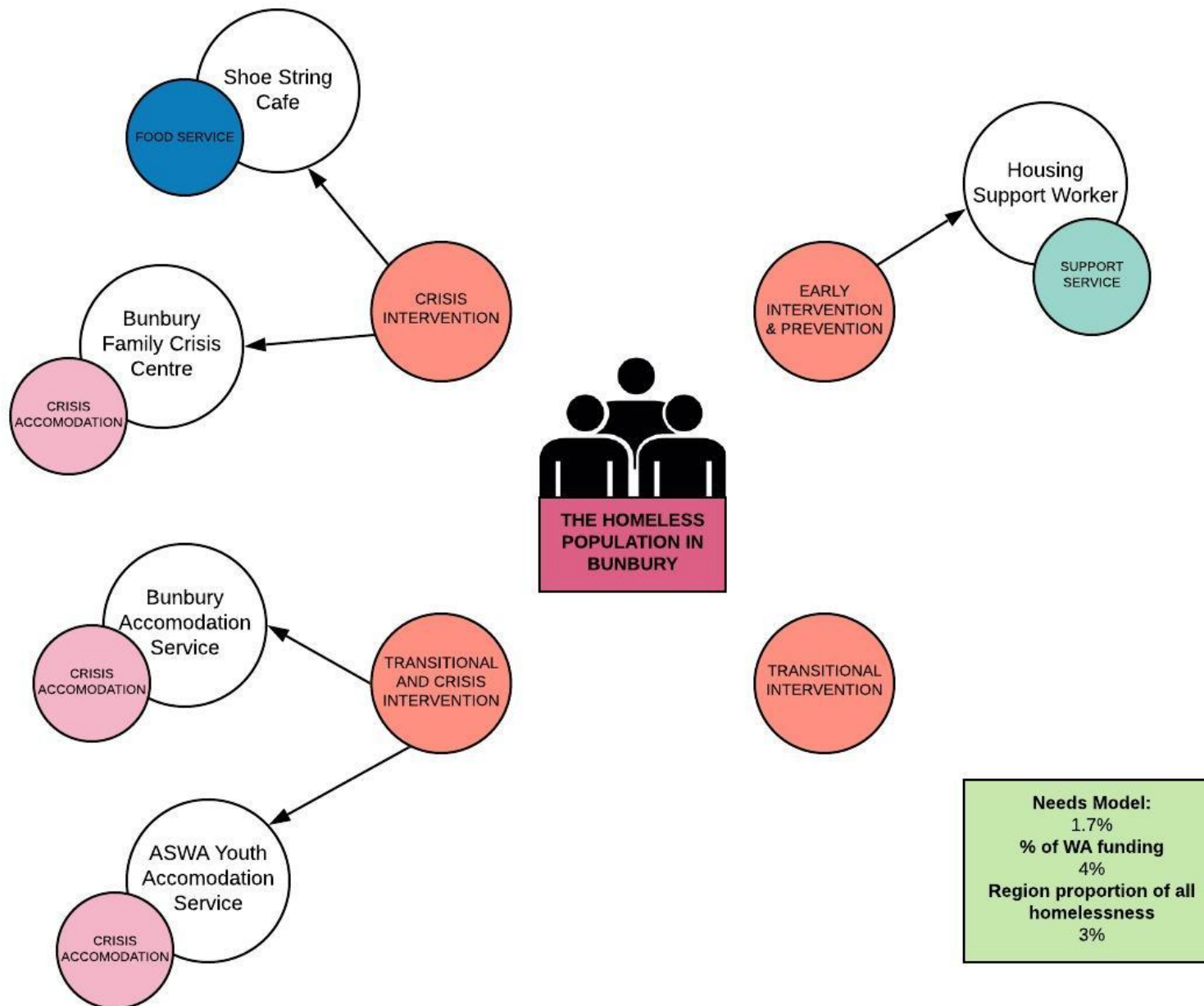
*Figure 11: Services Accessible to a Person Experiencing Homelessness in Bunbury, Collective IQ 2020*
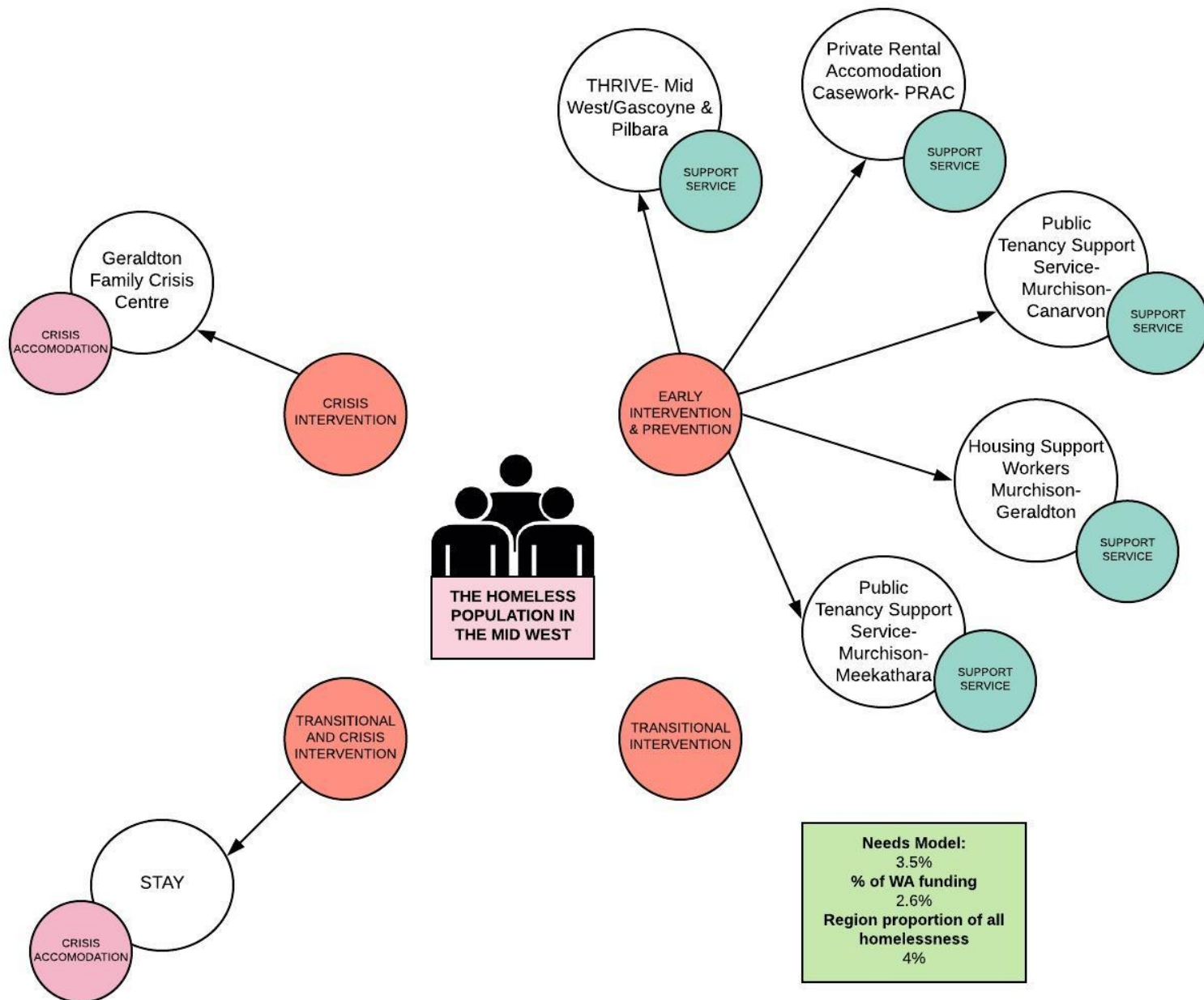
*Figure 12: Services Accessible to a Person Experiencing Homelessness in the Mid West, Collective IQ 2020*
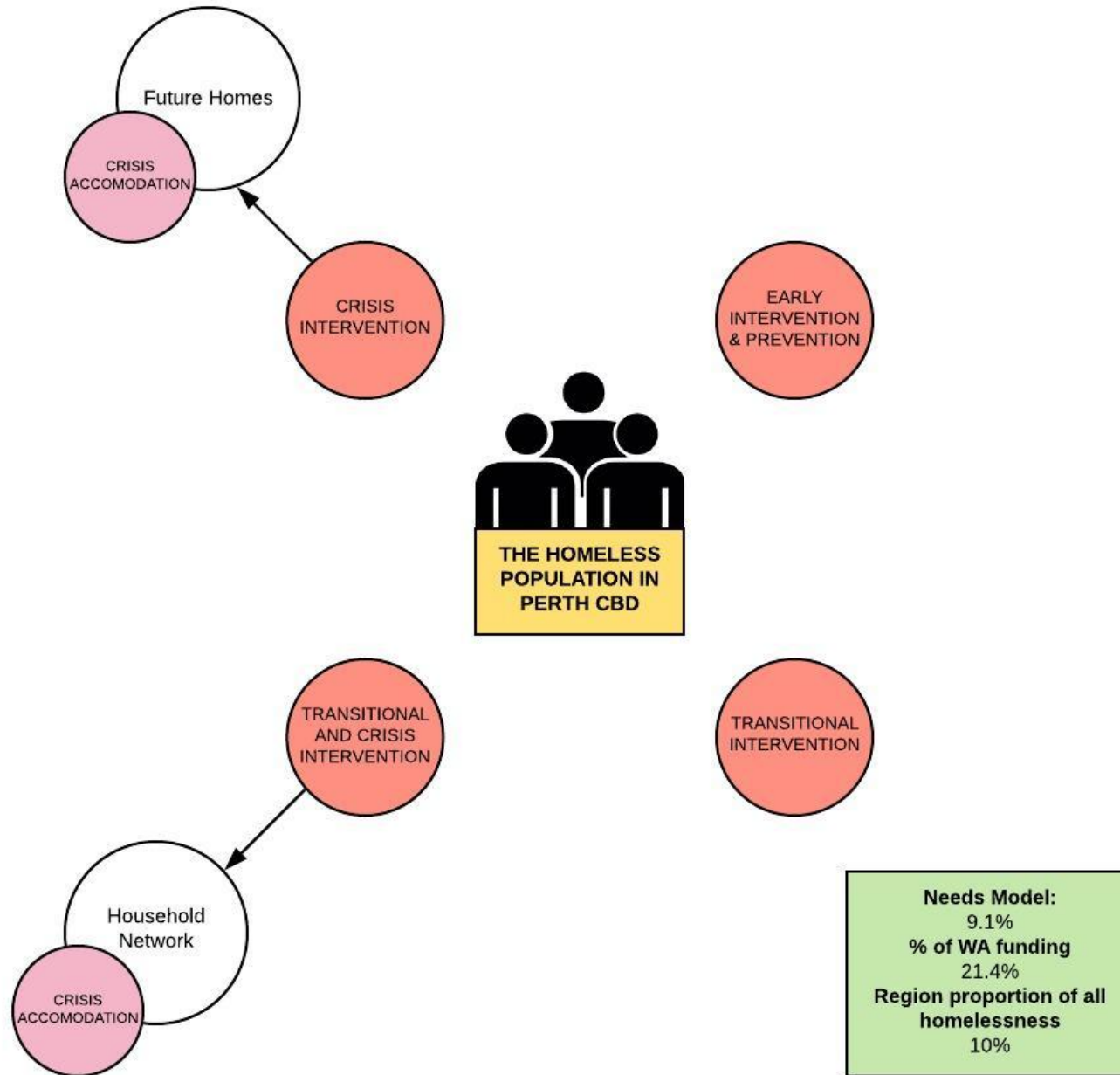
*Figure 13: Services Accessible to a Person Experiencing Homelessness in the Perth CBD, Collective IQ 2020*
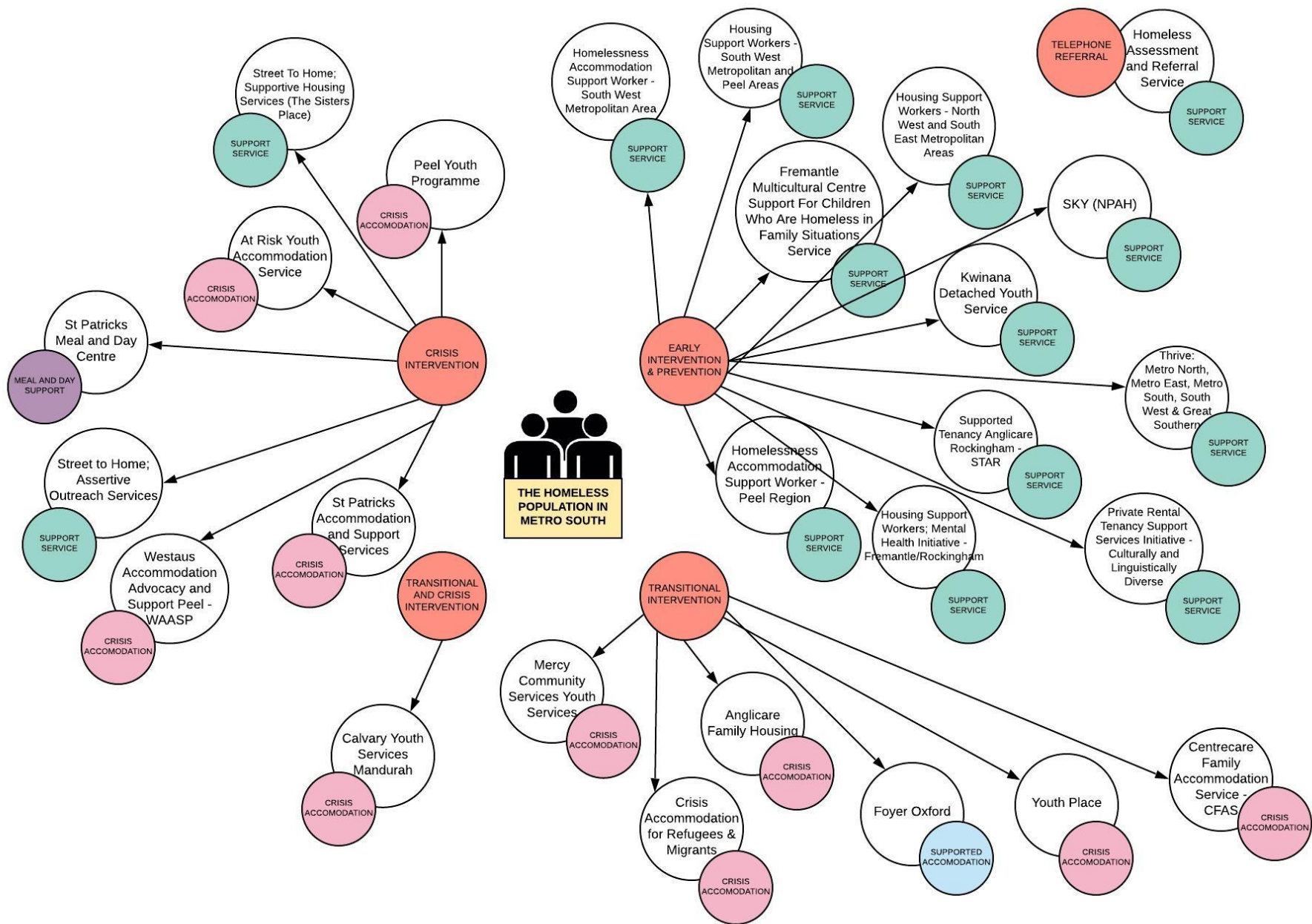
*Figure 14: Services Accessible to a Person Experiencing Homelessness in Metro South, Collective IQ 2020*