



EJD Consulting & Associates

NSW Homelessness Action Plan Evaluation

- Individual Project & Model Summary -

FINAL EVALUATION REPORT

South West Sydney YOUTH HUB PROJECT **incorporating the foyer model** *HAP Project no 3.15*

for
Department of Family & Community Services
Housing NSW

March 2013

Prepared and submitted by Edwina Deakin, Principal

EJD Consulting & Associates

ABN 24 826 042 610

ejdconsulting@optusnet.com.au

Tel/ Fax: 02 9590 4601

CONTENTS

EXECUTIVE SUMMARY	iv
1. INTRODUCTION AND BACKGROUND	1
1.1 About this Report	1
1.2 Overview of the NSW Homelessness Action Plan	2
2. LITERATURE REVIEW	4
2.1 Extent of Youth Homelessness	4
2.2 Causes of Youth Homelessness	6
2.3 Service Delivery Models Relevant to Young Homeless People	8
2.4 Related Youth Projects	9
2.5 About the Foyer Model	11
3. EVALUATION SCOPE AND METHODS	15
3.1 Evaluation Background and Ethics Process	15
3.2 Terms of Reference	15
3.3 Summary of Methods	16
3.4 Service Streams Subject to Evaluation	17
4. PROJECT DESCRIPTION	18
4.1 Service Origins and Description	18
4.2 Aims and Objectives	19
4.3 Target Groups	20
4.4 About the Service Model	21
4.5 Project Staffing	26
4.6 Management and Government	26
4.7 Project Budget	27
5. FINDINGS – ANALYSIS OF CLIENT & SERVICE OUTCOMES	30
5.1 Client Services and Outcomes	30
5.2 Impact on homelessness	40
5.3 Service System and Delivery Outcomes	43
5.4 Staffing issues	45
6. FINDINGS – COST ANALYSIS	51
6.1 Project budget and expenditure	51
6.2 Expenditure Issues	54
6.3 Project Costs, Differentials and Benchmarking	57
6.4 Effectiveness of Brokerage Funding	60

6.5	Overall Cost-Effectiveness	61
7.	<i>ASSESSMENT OF SERVICE MODEL</i>	62
7.1	Model Effectiveness	62
7.2	Critical Success Factors	64
7.3	Key Challenges, Directions and Lessons Learnt	65
8.	<i>CONCLUSION</i>	72
8.1	Key lessons learnt	73
8.2	Homelessness Implications	74
8.3	Future research and related activities	74
9.	<i>KEY FINDINGS COLLATED</i>	76
	<i>GLOSSARY</i>	80
	<i>APPENDICES</i>	81
	<i>APPENDIX 1: Defining and Measuring Homelessness in Australia</i>	81
	<i>APPENDIX 2: Foyers currently operating or planned in Australia</i>	84
	<i>APPENDIX 3: Foyer Information from Foyer Foundation (Australia)</i>	86
	<i>APPENDIX 4: Stakeholders Consulted for the Evaluation</i>	89
	<i>REFERENCES</i>	91

TABLES AND DIAGRAMS

Table 1:	Age breakdown of the homeless population, nationally and in NSW.....	5
Diagram 1:	South West Sydney Youth Hub.....	23
Table 2:	Consolidated Client Profile, July 2009 – June 2012.....	31
Table 3:	Consolidated Client Housing Outcomes, 2009–2012.....	34
Table 4:	Consolidated Client Non-Housing Support Services, 2010-2012.....	37
Table 5:	Revised Project Income and Expenditure 2011-12.....	52
Table 6:	Indicative comparative cost analysis figures drawn from sources covering 2006 to 2012.....	58
Diagram 2:	Hub Success Factors.....	65
Table 7:	Identified strengths and challenges of current Hub location.....	67

CASE STUDIES

Client Case Study 1.....	28-29
Client Case Study 2.....	49-50
Client Case Study 3.....	70-71

* * * *

- Acknowledgements-

The Principal and Associates of EJD Consulting wish to acknowledge and thank all those who participated in the evaluation of the South West Sydney Youth Hub Project.

Sincere thanks to the Mission Australia staff, as well as Housing NSW personnel directly responsible for the Project, for all their feedback and assistance with Project information, and for facilitating access to key stakeholders including Project clients.

Thanks also to staff in the Homelessness Unit of Housing NSW, Department of Family and Community Services, for providing valuable background information and other input to the evaluation.

*Edwina Deakin
Principal, EJD Consulting & Associates
February 2013*

EXECUTIVE SUMMARY

In 2009 the NSW Government released the NSW Homelessness Action Plan 2009-2014 ('the HAP') to set the direction for state-wide reform of the homelessness service system to achieve better outcomes for people who are homeless or at risk of homelessness. It aims to realign existing effort and increase the focus on prevention and long-term accommodation and support. There are currently approximately 100 HAP-funded projects across NSW.

A HAP Evaluation Strategy has been developed to measure progress towards meeting the targets of the HAP and provide evidence of effective responses and lessons learnt to be considered in the future response to homelessness in NSW. One component of the Strategy is extended evaluations of selected HAP projects and the service approaches to addressing homelessness that those projects represent.

This report is the outcome of one such extended evaluation, focusing on the South West Sydney Youth Hub Project (Hub Project) based at Miller. The Project is managed by Mission Australia, and comprises three streams of service: a foyer-type residential stream (referred to as the campus), a supported accommodation juvenile justice client stream (involving housing provided through St. George Community Housing), and an outreach stream.

The evaluation was commissioned by Housing NSW and conducted by EJD Consulting & Associates – an independent social policy research firm.

All extended HAP evaluations were required to review each of the following issues:

- impact of the project/approach on reduction in homelessness
- potential of the project/approach to achieve sustainable reductions in homelessness into the future
- impact of the project/approach on service system change and improvement
- the extent to which the project had any influence on service integration and how this was achieved
- the impact of the project/approach on client outcomes (intended and unintended)
- critical success factors and barriers with the project/approach, taking into account local context issues
- cost-effectiveness of the project/approach, including reduction or avoidance of costs incurred across NSW Government agencies or other organisations.

The evaluation of the Hub Project involved an extensive literature review, as well as a comprehensive review of the data available on the Project. This information was supplemented with face-to-face and telephone interviews with stakeholders, focus groups with Hub clients and staff, site visits and field observations, case studies, and workshops with members of the Greater Western Sydney Regional Homelessness Committee.

The Hub Project provides an integrated model of housing assistance and support focusing on young people who need assistance transitioning to independent living. Through its foyer-based Miller campus, the Hub offers accommodation, intensive case management

and support, plus links to education, training and employment for up to 29 young people aged 16 to 21.5 years. In addition, the Hub offers outreach services to young people exiting a juvenile justice centre and those living in the community who are at risk of homelessness.

The evaluation revealed that between July 2009 and June 2012, the Hub Project assisted a total of 145 clients, comprising 105 campus clients, 23 juvenile justice clients and 17 outreach clients. In all but its initial year, the data indicates the Project met target client numbers set for it, albeit some juvenile justice clients participating for only a short period of time. Of those assisted, the majority were reported to have received long-term housing and support as an outcome.

The Hub Project aims and objectives where it was found to have performed well, particularly through the campus stream, were:

- adopting a comprehensive use of action planning as a tool for achieving young peoples' aspirations specifically through its intensive case management approach
- delivering transition pathways for young people exiting the Youth Hub and Miller campus into secure and stable accommodation
- on a case-by-case basis, identifying and responding to barriers experienced by young people seeking to access educational or employment opportunities
- preventing young people entering the 'no home, no job' cycle through provision of safe, affordable social housing linked to education, training, employment and life-skills programs supporting their transition to independence.

Project aims and objectives where it was found there was room for improvement, or where insufficient time had passed to record any measurable impact, were:

- increasing service collaboration across agencies in responding to the issue of youth homelessness
- engaging with the business and local community to deliver programs and activities allowing skills development and opportunities for young people
- developing integrated and collaborative whole of service system responses to youth homelessness and unemployment.

Primarily as a result of how data was collected and reported over time, the evaluation was unable to determine the Project's performance on two aims and objectives:

- providing juvenile justice clients with a transition path to independence through provision of stable housing, appropriate support and opportunities to achieve their goal of education or employment.
- increasing levels of participation in education, employment or learning for young people at risk of homelessness.

In future, the evaluation saw merit in the Project focusing on a single model of service, i.e. the foyer campus model, rather than attempting to include three service streams within the one project description. Other key lessons learnt in respect to the campus stream relate to challenges with the current Miller location. This gives rise to consideration to relocate the campus, or co-locate it with an educational institution (as per many other international foyer models), and to increase after-hours supervision to address persistent safety and security issues.

In respect to the juvenile justice stream, the model may need to be realigned to improve client identification and transition planning processes, provide greater levels of support given the community setting, and to introduce client reallocation policies and practices if an initial tenancy fails.

In respect to the independent outreach part of the model, the evaluation found evidence of high quality staff support for current clients, though also some challenges associated with the absence of a dedicated accommodation component, and of consistent resourcing given the much larger and more complex campus stream.

In addition to these key lessons, the report contains 27 key findings. They link to options for improvement for topics such as:

- HAP data collection and reporting
- foyer elements of the model, including options for enhanced support and after hours staffing
- referral pathways and service system linkages and partnerships
- refinements to the target group and eligibility issues
- reconfiguration of the delivery of both the juvenile justice and outreach streams
- further promotion of the Project.

Taken as a whole, the Project outcomes to date were considered very positive. They provide a firm foundation on which an even more effective youth accommodation and support service for South West Sydney can be developed.

Further, the Hub Project was found to be consistent with the broader directions of the National Homelessness Strategy. It was also found to be fully consistent with the recently released *Going Home Staying Home (GHSH) Reform Plans* specifically by:

- offering a distinct service responses for young people
- focusing on individualised approaches to service delivery particularly via the use of intensive case management and tailored brokerage funding
- shifting from crisis to early intervention and prevention by providing medium to long-term housing and support solutions and by retaining or re-engaging young people in education and training
- breaking the cycle by providing clients with life-skills and practical training to live independently.

Each of these was found to be an integral part of the Hub model, particularly in respect to its foyer-based campus stream.

* * * *

REPORT

1. INTRODUCTION AND BACKGROUND

1.1 *About this Report*

This report presents the results of an independent evaluation of the South West Sydney Youth Hub Project based at Miller in the Liverpool Local Government Area, incorporating the foyer model (hereafter referred to as the Project or the Hub). While the Project had its origins in 2003, the phase under review covers the period from June 2010 to September 2012 funded as part of the NSW Homelessness Action Plan (HAP).

The Youth Hub provides an integrated model of housing assistance and support focusing on young people who need assistance transitioning to independent living. Through its foyer-based Miller campus, the Hub offers accommodation, intensive case management and support, plus links to education, training and employment for up to 29 young people aged 16 to 21.5 years. In addition, the Hub offers outreach services to young people exiting a juvenile justice centre and those living in the community who are at risk of homelessness.

The independent evaluation was commissioned by Housing NSW, Department of Family and Community Services (FACS) and conducted by EJD Consulting & Associates – an independent social policy research firm.

The evaluation commenced in June 2012 and concluded in November 2012. The report structure and evaluation methodology is consistent with the approach specified by Housing NSW. As the report is both an analysis of a model – namely the foyer model – as well as an individual project, it contains a blend of prescribed headings from both the Individual Project Report template and the template headings related to the Model Summary. As a consequence, some of the report numbering and ordering differs from the recommended templates.

For example, Section 2 of the report contains the results of the literature review, including a background to the foyer model.

Section 3 provides an overview of the evaluation process, with Section 4 providing a description of the Project and its operations.

Section 5 presents the findings of the evaluation related to the clients and the service model, including the impacts on homelessness.

Section 6 presents the outcomes of the cost analysis.

Section 7 contains an assessment of the service model, with Section 8 providing the evaluation conclusions, including the lessons learnt from the Project.

1.2 Overview of the NSW Homelessness Action Plan

In 2009 the NSW Government released the NSW Homelessness Action Plan 2009-2014 ('the HAP'). It sets the direction for state-wide reform of the homelessness service system to achieve better outcomes for people who are homeless or at risk of homelessness. It aims to realign existing effort and increase the focus on prevention and long-term accommodation and support.

The HAP also aims to change: the way that homelessness and its impact on the community is understood; the way services are designed and delivered to homeless people and those at risk of becoming homeless; and ways of working across government, with the non-government sector and with the broader community to improve responses to homelessness.

Under the HAP there are three headline homelessness reduction targets:

- a reduction of 7% in the overall level of homelessness in NSW
- a reduction of 25% in the number of people sleeping rough in NSW
- a reduction of one-third in the number of Indigenous people who are homeless.

The HAP includes approximately 100 NSW Government-funded local, regional and state-wide projects which assist in achieving the homelessness reduction targets. As at June 2012, 55 of the projects were funded through the National Partnership Agreement on Homelessness (NPAH). The remaining projects include other programs or services that contribute to addressing homelessness.

The projects are aligned to one of three strategic directions:

- Preventing homelessness: to ensure that people never become homeless
- Responding effectively to homelessness: to ensure that people who are homeless receive effective responses so that they do not become entrenched in the system
- Breaking the cycle: to ensure that people who have been homeless do not become homeless again.

Many of the HAP projects were developed based on Regional Homelessness Actions Plans (RHAPs) which identify effective ways of working locally to respond to local homelessness issues. For the 2010 to 2014 period there are ten RHAPs in NSW. The Greater Western Sydney RHAP incorporates initiatives being undertaken in the South West Sydney region which includes the Youth Hub Project.

HAP Evaluation Strategy

The HAP Evaluation Strategy has been developed in consultation with government agencies and the non-government sector. It involves three inter-related components, which are:

- I. **Self evaluations** – The purpose of self evaluation is to gather performance information about each of the HAP projects across key areas in a consistent way, and to collect the views of practitioners about the effectiveness of their projects.

- II. **Extended evaluations** – The purpose of the extended evaluations is to analyse and draw conclusions about the effectiveness of 15 selected projects and the service approaches to addressing homelessness that those projects represent. The service approaches covered by the extended evaluations are: support for women and children escaping domestic violence, youth foyers, support for people exiting institutions, tenancy support to prevent evictions and long term housing and support.
- III. **Meta-Analysis** – The purpose of the meta-analysis is to synthesise the aggregated findings from the self evaluations and extended evaluations as well as other evaluations available on HAP activities.

The HAP evaluation will assist with measuring progress towards meeting the HAP targets as well as provide evidence of effective responses and lessons learnt that should be considered in the future response to homelessness in NSW.

* * * *

2. LITERATURE REVIEW

2.1 *Extent of Youth Homelessness*

As described above, the NSW HAP – which included funding for the Youth Hub Project – was a response to the National Partnership Agreement on Homelessness (NPAH) signed between the NSW Government and the Australian Government¹.

While there are a number of definitions of homelessness in use in Australia and there is some conjecture about the most appropriate method for measuring the extent of homelessness, various point in time measures are nonetheless available. Included at Appendix 1 is a description of the major definitions and measures for homelessness in Australia, including definitions for the three tiers termed primary, secondary and tertiary homelessness.

The youth target population for the Hub Project – namely 16 to 21.5 years (see Section 4.3) – draws from all three tiers of homelessness, although secondary homelessness is the most common category. For example, prior to being supported through the Hub model, case histories of Hub clients included extended time spent in temporary accommodation and youth refuges, as well as residing temporarily with relatives or couch surfing with friends (all examples of secondary homelessness). There were also histories involving living with partners, with family members, or in refugee detention facilities, where their security was not assured or ongoing (i.e. tertiary homelessness).

Counting the Homeless 2006: New South Wales (Chamberlain & MacKenzie 2009) found that in NSW the age profile of the homeless population was older than that of the national population. Even so, most homeless people in NSW (55%) were under the age of 35, with 18% aged 12–18 and 10% aged 19–24 (see Table 1).

Of those in the 12–18 years age bracket, the majority (54%) were female; in the 19–24 years age bracket, the majority (53%) were male (Chamberlain & MacKenzie 2009).

The most comprehensive data collected and analysed about youth homelessness focuses on the 12–18 years age bracket, and as such it overlaps but does not completely encompass the target population for the Hub Project. The first national census of homeless school students was conducted in 1994 and thereafter to coincide with the 2001 and 2006 Censuses. The results of these censuses have been used to supplement Census data to produce information such as that provided in Table 1.

¹ National Partnership Agreement on Homelessness - <http://www.fahcsia.gov.au/our-responsibilities/housing-support/programs-services/homelessness/national-partnership-agreement-on-homelessness>

Table 1: Age breakdown of the homeless population, nationally and in NSW

Age	Australia		New South Wales	
	No.	%	No.	%
Under 12	12,133	12	2,915	11
12–18	21,940	21	4,987	18
19–24	10,504	10	2,685	10
25–34	15,804	15	4,337	16
35–44	13,981	13	4,111	15
45–54	12,206	12	3,490	13
55–64	10,708	10	2,640	9
65 or older	7,400	7	2,209	8
Totals	104,676	100	27,374	100

Source: Chamberlain & MacKenzie 2009, derived from 2006 Census of Population and Housing, SAAP Client Collection and National Census of Homeless School Students.

The third and most recent national census of homeless school students examined the type of accommodation homeless students were using. In NSW in 2006:

- 79% were staying with friends or relatives, moving around, or in some other kind of unstructured temporary accommodation
- 20% were in SAAP (Supported Accommodation Assistance Program) accommodation such as youth refuges, hostels, medium to long-term housing or community placements
- 1% fitted the primary homeless category, e.g. 'sleeping rough' (MacKenzie & Chamberlain 2008).

According to newly-released ABS data², all age groups under 35 years are over-represented in the homeless population when compared to the makeup of the general

² The ABS data contains new official homelessness estimates from the 2001 and 2006 Censuses, based on its recently developed statistical definition of homelessness (ABS 2012b). The new analysis classifies the homeless according to six groups:

- Persons who are in improvised dwellings, tents, sleepers out
- Persons in supported accommodation for the homeless
- Persons staying temporarily with other households
- Persons staying in boarding houses
- Persons in other temporary lodging
- Persons living in severely crowded dwellings. (ABS 2012a)

population. This is particularly the case for 19–24 year olds, who account for only 8% of the general population, but make up 14% of the homeless population (ABS 2012a).

Most homeless young people aged 12–18 years were found to be in severely crowded dwellings (51%) or in supported accommodation for the homeless (28%). 10% of youth in this age group were staying temporarily in other households. For youth aged 19–24 years this category jumps to 21%, and as noted in Section 2.2.3, homeless youth in this situation are likely to be under-counted. These figures for the type of temporary accommodation being used by 12–18 year olds differ significantly from those quoted above from the third national census of homeless school students. It appears this is due to the introduction of the new category of ‘living in severely crowded dwellings’³.

According to the *Regional Homelessness Action Plan 2010–2014: Greater Western Sydney* 1,774 people were counted as homeless in the South West Sydney region at the 2006 Census, representing 6% of the total NSW homeless population. The region’s rate of homelessness of 20 persons per 10,000 was lower than the 42 persons per 10,000 recorded for the state as a whole (Department of Human Services 2010b).

South West Sydney was found to have a greater proportion of homeless people staying with friends or relatives (54%) than the NSW average (40%), but also a greater proportion of homeless people utilising SAAP services (24%) than the state average (19%) (Department of Human Services 2010b).

Analysis of SAAP clients from June to December 2008 revealed that South West Sydney had a younger client demographic than the NSW average: 24% of clients in South West Sydney were aged 17 or younger compared to 16% for NSW; and 26% were aged 18–24 compared with 21% for the state as a whole (Department of Human Services 2010b).

2.2 Causes of Youth Homelessness

Although homelessness occurs among people of all ages, young people aged 12–18 are the largest group of people experiencing homelessness and the highest users of specialist homelessness services (FaHCSIA 2008). Those aged 19–24 are also significantly represented within the homeless population (Chamberlain & MacKenzie 2009).

Several risk factors have been identified for why young people become homeless:

- Leaving home early due to family breakdown can place young people at greater risk of becoming homeless; young people accessing support services often cite family violence as a reason for needing assistance (FaHCSIA 2008). ‘Relationship or family breakdown’ (17%) and ‘domestic and family violence’ (15%) are common reasons given by young clients presenting alone to specialist homelessness services (AIHW 2012).
- Many studies have concluded that young people leaving state care and protection are at increased risk of becoming homeless (AHURI 2009), with many exiting care without a leaving-care plan in place (McDowall 2011).

³ Note: The ABS has not yet released homelessness figures derived from the 2011 Census but has stated that these will use the new ABS statistical definition of homelessness and will be published in November 2012 under catalogue no. 2049.0 (ABS 2012c).

- Indigenous young people are over-represented in the homeless population: in NSW only 3.7% of the youth population identify as Indigenous while 13% of homeless students counted in the third national census of homeless students were Indigenous (MacKenzie & Chamberlain 2008).

Gender appears to have a significant effect on the reasons why young people become homeless: young women are more often escaping family and/or sexual violence, while young men show higher levels of mental ill-health (AHURI 2006).

Mission Australia's *National Survey of Young Australians 2006* found that homeless young people are much more reliant on government benefits, with 28% indicating this was their main source of income, compared with 5% of those in stable accommodation (Mission Australia 2007).

The outlook for homeless young people seeking to complete their education is bleak, as research has found that most teenagers who become homeless while still at school will eventually drop out (AHURI 2004). Just over 62% of homeless respondents in Mission Australia's *National Survey of Young Australians 2008* were participating in education, many fewer than the 88.6% of young people in stable accommodation (Mission Australia 2008 & Mission Australia 2009).

There is evidence to suggest that experiencing homelessness as a young person can lead to long-term consequences, including a significant risk that homelessness itself will persist into adulthood (Department of Human Services 2010b). Failure to finish schooling, as discussed above, appears to increase the risk of homelessness as an adult: a study of people who had experienced homelessness in the last 10 years found that after standardising for age, of the adults who had been homeless, 33% had not gone beyond Year 10 at school or obtained an equivalent non-school qualification (ABS 2012d).

Baldry et al. (2003; cited in AHURI 2009) interviewed people when they were about to be released from prison and again at 3, 6 and 9 months post release. Through this longitudinal study in NSW and Victoria they ascertained that being homeless and not having effective accommodation support were both strongly linked to recidivism, with 61% of those who were homeless when released returning to prison, compared to only 35% of those with accommodation (Baldry et al. 2003; cited in AHURI 2009). While these figures relate to adult prisoners, young people exiting juvenile justice facilities face similar risks of reoffending if factors such as homelessness are not addressed before they are released (NSW Audit Office 2007). For this reason, it is critical that adequate coordination and planning occur before a young person exits such an institution (AHURI 2009).

Research has shown that young people do not tend to access services which could support them until they are already homeless, and when they do seek help it is in an ad hoc way (AHURI 2006). This seems to be due to a lack of awareness of what support services are available, including through Centrelink.

2.3 ***Service Delivery Models Relevant to Young Homeless People***

The NSW Government's reforms of the specialist homelessness service (SHS) system in NSW – outlined in the *Going Home Staying Home Reform Plan* (FACS 2013) – recognises the importance of having a distinct service response for young people. While no specific youth service model is recommended, the plan emphasises the importance of offering a range of supported accommodation options. Further, it promotes having an early intervention approach, facilitating ongoing family connections where appropriate, maintaining community and education engagement, plus ensuring an ongoing focus on the individual needs and personal goals of clients.

A report commissioned by the Queensland Department of Communities, Deloitte Access Economics (2011) provides a useful categorisation of service models relevant to young people who are homeless or at risk of homelessness. They are:

1. **'Treatment first' or 'pathways'** – the standard homelessness service delivery model involving a pathway of support from crisis accommodation, through a number of transitional responses, to permanent housing.
2. **'Housing first'** – focuses on rapid placement into permanent housing, bypassing crisis or transitional accommodation.
3. **Assertive outreach** – homeless people are actively sought out and are provided with support within their existing situation.
4. **Common ground** – similar to 'housing first' but with an added emphasis on integration of support services.
5. **Prevention/early intervention** – attempts to provide support before people become homeless by targeting those at risk.
6. **Integrated networks or 'joined-up' service delivery** – provides a holistic, integrated network of support services involving accommodation and other assistance tailored to the needs of the client.

Of these six service delivery models, Deloitte concluded that prevention/early intervention and integrated networks or 'joined-up' service delivery were the ones most suited to assisting young people.

As discussed in more details at Section 4 below, each of the three streams of the Youth Hub Project - namely campus, exiting juvenile justice and outreach - incorporate components of these service delivery models. For example all three streams have a strong 'housing first' element, with clients supported to acquire sustainable accommodation either in the community housing or private housing market.

Secondly, through the provision of intensive case management, including via assertive outreach to non-campus clients, all three streams have a strong prevention and early intervention component. Hub staff provide clients with a range of support services and referrals to prevent problems escalating, including in respect to tenancy matters.

Studies have shown that a holistic approach to providing support services is essential if young people experiencing homelessness are to gain full benefit. Researchers interviewing homeless young people have recorded the frustration of many at having to tell their story multiple times to a variety of service providers. Time spent filling out multiple forms and bridging gaps between various services detracted from their ability to meet their core needs (Cameron 2009).

As discussed in more detail in Section 4, through Mission Australia and other linked services, Hub staff are able to offer clients an integrated network of support options that in theory at least can be described as a 'joined-up' service model. All streams, though particularly the campus stream based on the foyer model (see below), integrate accommodation, education or skills training and job search support with independent life-skills.

Such a multidisciplinary approach is modelled on the team-based approach to sustainable homelessness services described by Deloitte, including the championing of individualised, flexible and integrated approaches within a broader service system.

2.4 *Related Youth Projects*

The Greater Western Sydney RHAP 2010-2014 identifies four priority areas, the second of which is a focus on young homeless people⁴. In addition to the Youth Hub, including its juvenile justice stream, the other two youth focus initiatives funded under the NPAH are:

- Nepean Youth Homelessness Project Enhancement
This initiative provides intensive support to 10 young people who are rough sleeping or experiencing chronic homelessness. An additional 14 young people at risk of homelessness are assisted with brokered interventions.
- Transition Program for Aboriginal People
This initiative aims to prevent homelessness, particularly amongst Aboriginal young people aged 10–18 years who are in contact with the justice system. The Project supports up to 24 clients and provides a range of accommodation and support options to assist them to comply with their legal requirements and enable them to positively reintegrate into the community.

Other linked areas for action being overseen by the Greater Western Sydney Regional Homelessness Committee and being implemented through non-NPAH funding sources include:

- supporting young people who are homeless or at risk of homelessness to maintain connection with family, education, training and employment;
- ensuring staff from mainstream and specialist support services identify young homeless people, assess their needs and make appropriate referrals;
- assisting homeless young people or those at risk of homelessness to reconcile with their families where possible.

⁴ The other three GWS RHAP priorities are: 1) Access to long-term affordable accommodation; 2) Permanent supported housing for people exiting institutions; and 3) Sustaining tenancies with a focus on Aboriginal tenants.

In addition, the GWS RHC is committed to contributing to the development of a state-wide policy framework for homeless young people which takes into account the additional shared responsibility for young people across agencies.

Across NSW there are nine other youth focused NPAH funded initiatives:

- two Coastal Sydney projects – one focused on young people on the streets of the inner city, providing them with supported housing and other support, plus an early intervention response to young people at risk of homelessness. The second project aims to prevent homelessness and reduce recidivism by providing long term support and accommodation to young women who have entered a correctional facility, with a focus on Indigenous 16–21 year olds (Department of Human Services 2010a)
- two North Coast projects, both run by the ‘Switch’ youth consortium – one focused on young people exiting juvenile justice centres, with priority given to Aboriginal young people, and the other focused on young people leaving care support services (Department of Human Services 2010d)
- two Illawarra projects – one follows the foyer model and is run by Southern Youth and Family Services, while the other seeks to support Aboriginal young people exiting care (Department of Human Services 2010c)
- one Riverina/Murray project run by Mission Australia providing intensive support and accommodation to vulnerable young people exiting juvenile justice custody or at risk of entering custody or needing an exit from SAAP services, with priority given to Aboriginal young people (Department of Human Services 2010e)
- one South East NSW project which, among other target groups, supports young people 16–18 years with complex issues to facilitate their move to long-term accommodation and also provides an early intervention response to homelessness (Department of Human Services 2010f)
- one Western NSW project to provide long-term accommodation and support in Dubbo to young Aboriginal parents, including parents who are under the age of 18 (Department of Human Services 2010g).

Some of these have been used to inform comparisons undertaken in other parts of this report.

In addition, Mission Australia oversees a range of youth focused initiatives under the program group known as South West Youth Services. Each of these, and other services options within the broader Mission Australia suite of options, are potentially linked to the operations of the Youth Hub Project, including the option of referrals into and out of the three Project streams. These services include:

- Drug and Alcohol Awareness Program (Campbelltown)
- Post Release Support Program (Campbelltown)
- Early Intervention Program (Bankstown)
- Links to Learning Programs (Mt Druitt, Fairfield, and Campbelltown plus two other external sites at Wollongong and Robertson)
- Youth Counselling Service (Campbelltown)

- Youth Crime Prevention program (Campbelltown)
- South West Peer Education Program (also operating from the Miller campus site).

Section 5 includes a discussion of the Hub Project's links to these and other types of programs.

2.5 *About the Foyer Model*

2.5.1 Origins and history

'Foyer' is a French word meaning 'hearth' or 'place of welcome' (Randolph et al. 2001). Foyers originated in France and have a long history there, dating back to the mid-nineteenth century (Lovatt et al. 2006). A network of locally managed foyers sprang up in France to provide secure accommodation for young itinerant workers during the rebuilding following World War II (Randolph & Wood 2005).

In the early 1990s, five services to homeless young people in the United Kingdom adopted and adapted the 'foyer' model. It is on this service delivery model that foyers in Australia are most closely based, rather than the original French model.

The foyer network in the UK has grown rapidly and now constitutes over 130 urban and rural centres, where service providers assist up to 10,000 vulnerable young people each year to access personal development opportunities (Foyer Federation 2012b).

In 2003 the Miller campus was the first foyer established in Australia and was initially developed as a pilot to test the potential for more projects using this model across NSW and beyond. Based in the main on the UK foyer model, the Project has since evolved somewhat to meet the needs of young people in the Miller area and the practicalities of management of the facility (Randolph & Wood 2005).

Over the last 10 years more than 13 foyer-type services have been either established or planned across Australia, including one in the Illawarra region. Included at Appendix 2 is a list of most of the known examples as at late 2012.

Based on feedback from the United Kingdom about the potential for the term 'foyer' to be misused, in 2007 a number of interested non-government organisations took steps to formally register the term as an Australian trademark. In the following year these same NGOs formed the Foyer Foundation in Australia. Included at Appendix 3 is further information on the Foundation.

While Australia currently has no foyer accreditation process, the Foyer Foundation is investigating a process whereby organisations can volunteer to conduct a self assessment process (as per the UK approach to foyers) and then become registered as a foyer service provider through the Foundation. The content and steps in this process are yet to be finalised although the expectation is it will be in place sometime in 2013-14.

The Foyer Foundation held Australia's first National Foyer Conference in Melbourne on 5 October 2012. The conference, supported by the Commonwealth Government, presented the latest developments in youth foyers from Australia and the UK. At the time of printing this report, no conference papers or documents had been publically released.

2.5.2 Fundamentals of the Foyer model

The accreditation scheme established by the Foyer Federation in the UK defines three ‘tests of foyeriness’:

- The focus is on helping disadvantaged young people aged 16–25, who are homeless or in housing need, to achieve the transition from dependence to independence.
- The approach to the young person’s needs is holistic. The foyer offers integrated access to, at a minimum, affordable accommodation, training, guidance, personal development and job searching facilities.
- The relationship with the young person is based on a formal agreement as to how the foyer’s facilities and local community resources will be used in making the transition to independence, commitment to which is a condition of continued residence in the foyer.’ (Foyer Federation 2005)

The foyer model has at its heart the premise that young people need to actively engage in their own development and can make a positive contribution to their local community. According to the Foyer Federation, foyers are designed to turn traditional thinking about young people and their problems “upside down”. Whereas traditional approaches to young people and supported housing focus on the disadvantage and “supporting deficits” by “incentivising problems” and teaching coping skills, foyers focus on what is termed “an offer” or the means of “overcoming disadvantage thinking”. Some of the key elements of this approach were recently presented by Colin Falconer, Director of Innovation from the Foyer Federation:

- Foyers assume that young people have assets and “open talents” that need a space to flourish in.
- Foyers do not approach housing as the end, but rather part of the means to allow young people to “thrive”.
- Foyers require fundamentally new policies and practices that enable the “DNA of open talent [to operate] ‘inside’ what we do and how we do it” (Falconer, October 2012).

Under the model, foyer residents agree to pursue these goals in exchange for accommodation within the foyer, coupled with support and services tailored to their individual needs. The nature of the exchange or ‘deal’ will depend on the individual’s aspirations for the future and the barriers they face when entering the program (Foyer Federation 2012a).

The UK Foyer Federation states that its mission is ‘*to turn young people’s experiences of disadvantage into solutions that support their transition to adult independence*’ (Foyer Federation 2012c).

The model assumes that if young people are given appropriate and coordinated support, such as that provided by foyers, they become empowered to move from dependence and isolation to independence and connection with the community (Cameron 2009). In this sense the model supports sustainable outcomes and is aimed at fundamentally breaking the homelessness cycle. While this application of the foyer model to young people who are homeless or at risk of homelessness is seen as valid and appropriate, it is important to

note that neither the UK foyer Federation nor the Australian Foyer Foundation view foyers as homelessness models per se. On the contrary, both organisations believe foyers provide an alternative and positive option for “investment in young people” and enabling them to succeed and thrive, not just those who are vulnerable or at risk.

A typical foyer provides accommodation in single rooms with communal facilities for other needs, and often includes on-site training facilities. Some foyers also have small flats with their own cooking facilities. In all cases the aim is to cultivate independent living skills. Support staff are often available 24/7, with additional staff to provide training and counselling attending regularly (Randolph et al. 2001).

The co-location of other youth services with the foyer campus model not only supports a holistic approach to addressing the needs of clients, it also creates opportunity pathways for young clients through the availability of a network of referral services. The service providers also benefit as they build stronger partnerships with each other (Cameron 2009).

The foyer model in the UK and Australia has been closely associated with the public housing sector, including the supported housing sector, and capital and recurrent funding has been reliant on those sectors. Foyer residents pay rents that reflect the costs of provision, offset by their government benefits and other supported housing funding arrangements (Randolph et al. 2001).

Following recent consultations, the Foyer Foundation in Australia have drafted five core features it proposes to adopt as the Australian definition of foyers. While these features are not public at this stage, they are based on the five elements of the UK Federation’s “thriving offer” approach which entails:

- **Places:**
Environment and atmosphere
- **People:**
Staff and communities
- **Opportunities:**
Experiences and programs
- **Deal:**
Investments and commitments
- **Campaign:**
Promotion and influence (Falconer, 2012).

2.5.3 Evaluations of foyer-type facilities

A scan of reports readily available online of evaluations of other facilities using the foyer model to address youth homelessness revealed many positive outcomes from foyers. Highlights from these evaluations include findings that their provision:

- delivered *“a sound transition for 120 young people who have completed the program”* and helped *“deepen understanding of what young people need to become successful, stable adults”* (Common Ground Community & Good Sheppard Service 2009)

- through the skills and training of workers, it *“delivered flexibly and responsively and was instrumental for a number of clients in emerging from a period of emotional turmoil”* (Grace et al. 2011);
- *“in general, foyers do provide reasonable value for money, particularly given the level of client need with which they now deal”* (Lovatt & Whitehead 2006).

However, challenges to the efficacy of some foyers were also identified, including:

- the need for aftercare once young people had left the foyer, and the battle to maintain continuity of funding (Common Ground Community & Good Sheppard Service 2009)
- the danger of large foyers becoming “white elephants” due to the high level of management and maintenance required, negative effects on relationship-building if the group of young people becomes too big (Park & Lang 2012);
- negative consequences if aspects of the foyer model, such as regular meetings between the staff and residents, are neglected (Allen 2001, cited in Gaetz & Scott 2012).

While other evaluations of foyers were identified, most were not directly relevant to the operations of the Hub or were not readily accessible. All known evaluations are nonetheless listed separately at the end of the references.

* * * *

3. EVALUATION SCOPE AND METHODS

3.1 Evaluation Background and Ethics Process

In April 2011, Housing NSW contracted EJD Consulting & Associates – an independent social policy research firm – to conduct an extended evaluation of the Youth Hub Project.

The Hub Project was one of 100 HAP projects funded across NSW. While all HAP projects undertook self evaluations, only 15 were subject to an extended and independent evaluation process. In total, six research organisations are responsible for undertaking the extended evaluations. All of the extended evaluations are required to conform to a common methodology and report drafting framework specified by Housing NSW. This report is consistent with both these requirements.

Edwina Deakin, as Principal of EJD Consulting, project-managed the Hub evaluation brief and conducted all stakeholder consultations. Catherine Munro, Associate of EJD Consulting, undertook the literature review and provided other forms of research assistance.

All instruments and methods used in the preparation of this report conform to contemporary ethics practices used by NSW academic and research institutions. With respect to stakeholder and client feedback, all instruments and consent forms were submitted and approved by Mission Australia staff responsible for research and ethics. This included obtaining written consent prior to conducting all client interviews and focus groups using a standardised form. It also included a commitment to de-identifying clients used in case studies in order to protect their privacy.

All stakeholder interviews and focus groups were conducted on the basis that the feedback was anonymous. As such no individual or organisation is directly referenced in the report. However, the report does include various quotes or phrases used by stakeholders. These are indicated by *italics*. Attachment 5 lists the names of all those consulted excluding Project clients).

3.2 Terms of Reference

The extended HAP evaluations were required to review each of the following issues:

- impact of the project/approach on reduction in homelessness (using proxy indicators)
- potential of the project/approach to achieve sustainable reductions in homelessness into the future
- impact of the project/approach on service system change and improvement
- the extent to which the project had any influence on service integration and how this was achieved
- the impact of the project/approach on client outcomes (both intended and unintended)
- critical success factors and barriers with the project/approach, taking into account local context issues
- cost-effectiveness of the project/approach, including reduction or avoidance of costs incurred across NSW Government agencies or other organisations.

3.3 Summary of Methods

The extended HAP evaluations were required to undertake a similar set of tasks. The EJD Consulting response to these requirements led to the following methodology:

- literature review on the background to homelessness in Australia, the service options for young people, and the history, operations and functions of the foyer model
- review of all available Project documentation, including:
 - extensive self evaluation report undertaken by the service and covering the period to March 2012, supplemented by updated data obtained from the Project's Service Manager in February 2013
 - AHURI *Interim Evaluation of the Miller Live 'N' Learn campus*, 2005, relating to an early project on the same site
 - other internal documentation on the current operations of the Project
- review of Project data, including the quarterly reports submitted to the HAP portal administered by Housing NSW
- face-to-face and telephone feedback from 34 stakeholders:
 - via interviews with:
 - Housing NSW staff responsible for overseeing the Project (2)
 - Hub Managers responsible for the service since its commencement in 2009 (4)
 - Mission Australia staff directly involved in overseeing or supporting the Project (4)
 - current and ex-clients of the Project (3)
 - other stakeholders including referring agency staff, partner service staff and foyer experts (11)See Appendix 4 for details.
 - via focus groups with:
 - five young people currently residing at the Hub (held on 14 November 2012)
 - five Mission Australia staff directly involved with the Hub held on 15 November 2012.
- preparation of three client case studies based on client interviews
- two workshops with members of the Greater Western Sydney Regional Homelessness Committee:
 - the 13 August 2012 workshop was used primarily for evaluation planning purposes
 - the 10 December workshop was for feedback and comment on the broad preliminary findings
- site visits and field observations conducted on four separate occasions between September and November 2012.

While not all potential stakeholders were available during the consultation phase, overall the methodology and breadth of consultations was fully consistent with the submitted project plan.

In this report, individuals who provided input to the evaluation are referred to as respondents or stakeholders.

EJD Consulting & Associates submitted a preliminary draft evaluation report to Housing NSW on 14 January 2013. The final evaluation report was submitted on 8 March 2013.

3.4 *Service Streams Subject to Evaluation*

While the evaluation brief title includes reference to the Youth Hub and foyer model, the evaluation that follows includes an analysis of three HAP funded streams all managed by Mission Australia from the Miller campus, namely:

- residential campus at Miller (referred to as the campus stream)
- juvenile justice support and housing stream
- general outreach stream.

While there is clearly a relationship between each stream, they nonetheless can be viewed independently of each other, particularly in terms of service operations, impacts and challenges. For this reason this report distinguishes between them using the terms 'campus', 'juvenile justice' and 'outreach' as descriptors for each and the term Youth Hub or Hub when referring to the full Project and its operations.

* * * *

4. PROJECT DESCRIPTION

4.1 Service Origins and Description

4.1.1 Origins

The HAP funded Hub Project evolved from an existing service model, known as Miller Live 'N' Learn Project. The Project had its origins in a 1998 seminar held in Liverpool, Sydney that identified the benefits of establishing a UK-style foyer model in response to a lack of accommodation and support services for vulnerable young people living in South West Sydney.

Originally conceived as a public-private partnership, the project failed to attract a suitable private sponsor. Following extensive research and consultations, in 2002, the then Department of Housing resolved that the newly established Live 'N' Learn Foundation would be responsible for the foyer initiative, with all funding provided by either Housing or the NSW Premier's Department.

The Department of Housing allocated an under-utilised bed-sit complex in Miller to the initiative. It also contributed substantial funds to significantly upgrade the complex, including installing new computer cabling and computers, new fencing, and a new security system.

Following a tender process, Wesley Dalmar was contracted by the Foundation to operate as the Miller campus' Management Service Provider (MSP). However, after twelve months, the required outcomes had not been delivered and the organisation withdrew from the role. In November 2003, the management consultants – Wade Maher – assumed the role of MSP.

In early 2004 the Miller Live 'N' Learn campus was relaunched. It comprised 28 refurbished bed-sit units available to eligible students, together with access to various common areas and landscaped gardens.

Between 2003 and 2008, the Live 'N' Learn campus model provided on-site accommodation and support services for over 140 vulnerable young people aged between 16 and 25 years. Young clients needed to have an identified housing need, be enrolled in education and training, and have a capacity to pay rent and the potential to achieve independence over time. Similar criteria were carried over to the current foyer model.

In addition to the campus model, Live 'N' Learn also provided an outreach service to assist young clients to transition to independent living, either in social housing or private rental.

While the Live 'N' Learn project experienced a number of changes and other challenges over the years, a similar foyer-based campus model plus outreach service was in existence at the time the HAP funding became available.

To prepare for potential new funding, Housing NSW wound up the Foundation. It also updated the service specifications and modified the target group and service arrangements. These changes were reflected in the Youth Hub Request for Tender Specifications distributed in October 2009. These parameters form the basis for the HAP Hub service contract signed between Housing NSW and Mission Australia in the first half of 2010.

4.1.2 Service Description

The South West Sydney Youth Hub is based within a campus complex in Miller, Liverpool. Using a prevention and early intervention approach, it provides housing and support services to up to 45 young people per annum. This is offered through a combination of integrated housing, training, education, living skills and employment supports and other related programs.

The current phase of the Hub Project commenced in June 2010 as a HAP initiative funded under the NPAH. The HAP contract with Housing NSW is due to conclude in June 2013.

The lead agency for the Project is Housing NSW. Mission Australia (MA) is the Hub service provider.

The Hub Project comprises three streams of young clients, all of whom are at risk of homelessness. A key focus for all clients is on maintaining connections with education, training or employment. The three client streams are:

- campus clients who live at the Miller campus in individual, fully furnished units. Each unit comprises a kitchen (with white goods and cooking utensils), a bathroom, bed and bedroom furnishing, plus linen. Campus clients also have access to various common areas including a laundry, common room and landscaped areas.
- clients who are exiting juvenile justice detention and who live in community housing
- other young clients living in the broader community.

Further details on each stream of clients and the service model follow below.

4.2 Aims and Objectives

The Hub Project was established as a preventative, integrated model focusing on young people transitioning to independence. The Project objectives are:

- prevent young people entering the 'no home, no job' cycle through provision of safe, affordable social housing linked to education, training, employment and life-skills programs supporting their transition to independence
- develop integrated and collaborative whole of service system responses to youth homelessness and unemployment
- engage with business and the local community to deliver programs and activities allowing skills development and opportunities for young people
- adopt a comprehensive use of action planning as a tool for achieving young peoples' aspirations
- deliver transition pathways for young people exiting the Youth Hub and Miller campus into secure and stable accommodation
- identify and respond to barriers experienced by young people seeking to access educational or employment opportunities
- increase levels of participation in education, employment or learning for young people at risk of homelessness.

- increase service collaboration across agencies in responding to the issue of youth homelessness
- for those young people exiting juvenile justice centres and/or in the community having exited a juvenile justice centre, provide a transition path to independence through provision of stable housing, appropriate support and opportunities to achieve their goal of education or employment.

In addition, the Project aims to provide tenancy and property management for the campus clients, and for the juvenile justice clients living in the community. The former is provided by MA Housing and the latter via St. George Community Housing. These are both the subject of a separate agreement with the Community Housing Division of Housing NSW.

4.3 Target Groups

Hub Project clients across all three streams may be male or female, although must also:

- be aged between 16 and 21.5 years
- be homeless or at risk of homelessness
- have established links to South West Sydney⁵ due to family connections, current or previous educational activities, current or potential employment opportunities
- have a life goal of completing their education, training or employment though lack the traditional supports of their peers to fulfil this goal
- be willing to agree to a case plan and to engage in the programs and opportunities offered through the Hub Project.

Details regarding each target group follow:

Group 1. *Young people who are homeless or at risk of homelessness who wish to live in campus-based accommodation* (in this report referred to as campus clients).

Up to 29 individuals can be in Group 1 at any one time due to the number of units available. Each client must wish to live at Miller and be prepared to be part of a cooperative, campus-style living arrangement. Other particular target group specifications include:

- must be enrolled in or have a capacity and motivation to undertake educational or training options with minimal support
- have no dependent children
- be receiving income
- without a propensity for violent behaviour or a level of dual diagnosis, intellectual disability or mental illness that would preclude them from living independently with support.

⁵ While original Project documentation defined South West Sydney as encompassing the suburbs of Miller, Bonnyrigg, Fairfield, Liverpool, Minto, Campbelltown, Macquarie Fields and Airds, the Project operated based on three Local Government Areas: Liverpool, Fairfield, and Campbelltown.

Group 2: *Young people exiting juvenile justice centres* (in this report referred to as juvenile justice clients).

Up to 15 individuals can be in this higher needs Group 2 group at any one time. The particular target group specifications include:

- be exiting a juvenile justice centre or in the community having already exited a centre⁶
- eligible to receive income support
- may have dependent children with whom they are seeking access or restoration
- a Juvenile Justice Violence Index that suggests the individual is a low risk to themselves and to others in the community.

Preference is given to young people who are the subject of a Community Based Supervision Order with at least three months supervision.

Group 3: *Young people who are in insecure housing or at risk of homelessness but who do not wish to move or are unable to move to the Miller campus* (in this report referred to as outreach clients)

Up to 15 individuals can be in this group at any one time.

Some outreach clients will include individuals from Group 1 who have exited the campus, and from Group 2 that are less dependent on supports, have transitioned to a greater level of independence, and can be sufficiently supported through outreach. The particular target group specifications include:

- require low level support to access education and training or employment
- without a propensity for violent behaviour or a level of dual diagnosis, intellectual disability or mental illness that would preclude them from living independently with support
- may have dependent children but if so, will need to be linked to appropriate housing and support.

In 2010–11 the Hub Project assisted a total of 45 clients; in 2011–12 it assisted 119 clients. By the end of 2012–13 it is expected the Project will have assisted a total of 138 clients⁷.

Further analysis of the Project clients is contained at Section 5.1.

4.4 *About the Service Model*

Diagram 1 summarises the core components of the Hub service model.

The Project is principally an accommodation and support service for young people in the target group with a key focus on education, training and employment and a capacity to live independently. In terms of the campus clients, a foyer model is used.

⁶ These individuals may be exiting via the Pre-Release Unit at the Reiby Juvenile Justice Centre (Campbelltown) or from Frank Baxter or Juniperina Juvenile Justice Centres.

⁷ Extended Evaluation Contract Specification document, Housing NSW, 2012.

Whether on or off campus, all clients are responsible for paying rent, consistent with community housing or private rental agreements. They are also expected to live, or transition to live, independently and manage their domestic affairs, including shopping, cooking, cleaning and paying bills. Under normal circumstances clients need to manage their own transportation needs (for example via public transport) and take responsibility for getting themselves to and from school, TAFE or work as well as to other appointments and commitments.

The model supports all three groups of clients for up to two years.

4.4.1 Model Components

The Hub Project's service model includes a core delivery element for each of the three target groups described at Section 4.3:

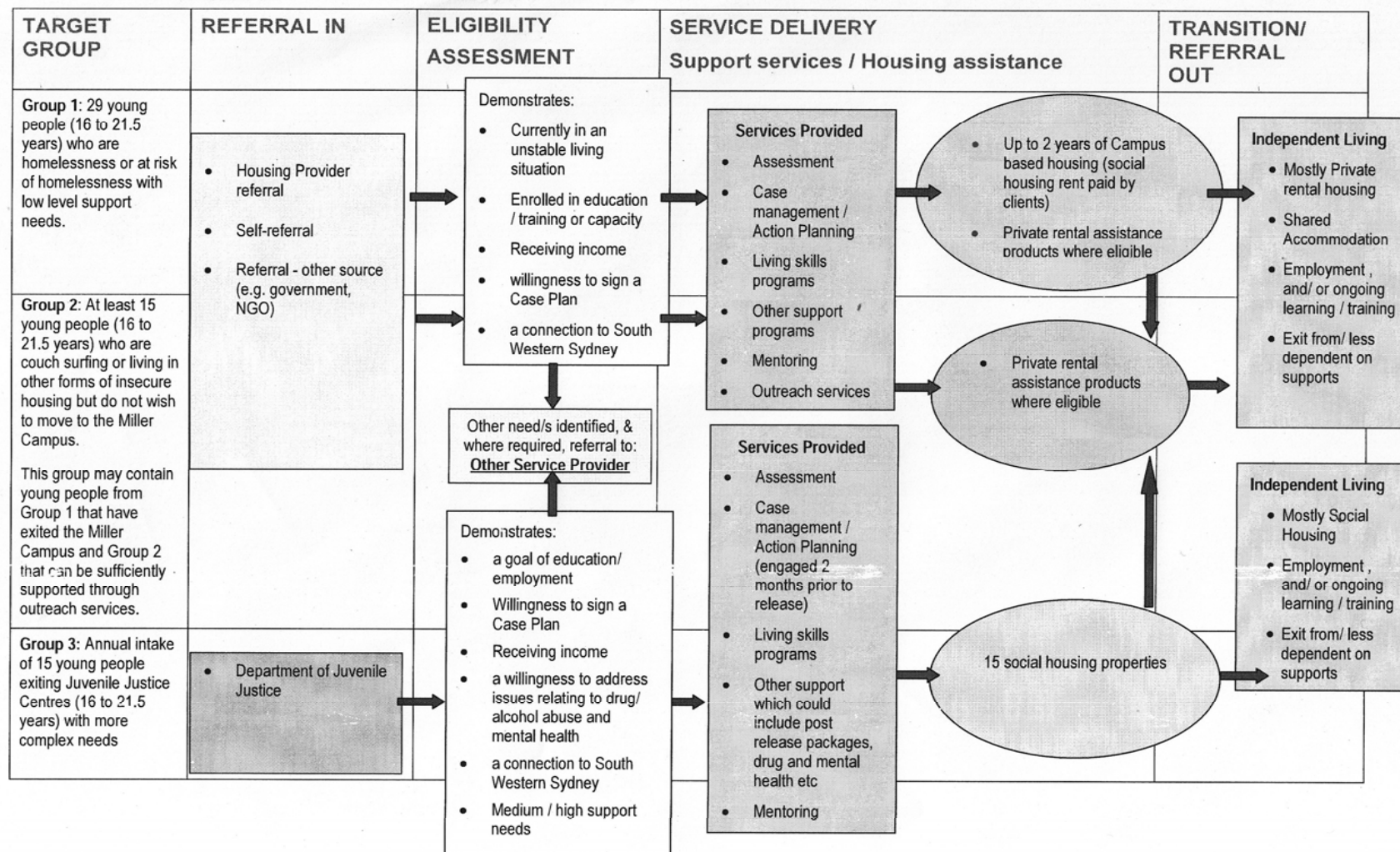
- For Group 1 campus clients the model provides studio-style self-contained apartments with support to maintain links to education and training, as well as living skills programs and other supports (the foyer model – details below)
- For Group 2 juvenile justice clients the model supports individuals to live in the community though linking them to supports, living skills, mentoring and other programs

For Group 3 outreach clients the model provides a range of outreach services and assistance to enable individuals to access services and supports related to their education, training or employment.

As described in the above literature review, the Hub is based on the international model of service delivery known as the 'foyer model'. The residential component of the model provides stable accommodation and support to enable young clients to progress through a staged program with the aim of successful transition through to full independence. Campus clients are provided with case management support through each stage of the foyer program:

- Establishment – During this stage young people are provided with intensive training and case management to assist them to maintain a property, remain in education and begin to develop the living skills required for self-care. They receive a comprehensive assessment of their needs and meet weekly with their case manager to develop their initial case plan goals.
- Development – In the development stage, the young person has reached many of their initial goals and is beginning to have greater independence and a sense of empowerment. Case plan goals become more complex and transition plans are introduced during this stage. Meetings with their case manager generally become less frequent.
- Transition – The transition stage focuses on the young person graduating from the service into fully independent accommodation. This occurs when they have completed the majority of the goals identified during the development stage, including goals related to having completed their schooling or another type of education or training.

Diagram 1: South West Sydney Youth Hub



Source: Housing NSW, South West Sydney Youth Hub Expression of Interest Project documentation, October 2009

Once the campus client has transitioned into off-campus accommodation, they are provided with after care or outreach support to ensure that they are able to maintain their accommodation and are linked into their local community. As appropriate, they are also supported to maintain ties with family and significant other people in their lives.

Both the juvenile justice and outreach clients living off-campus receive similar forms of intensive case management and support through Hub staff including assistance to access education, training or employment.

4.4.2 Referral, Intake and Assessment

Referrals for all three Hub streams come from a wide range of sources and agencies, including those listed under 'Partners and Linked Agencies' at Section 4.4.5 below.

In the case of the campus and outreach clients, MA has developed detailed intake and assessment documentation that is administered once eligibility is confirmed. In the case of the juvenile justice stream, Juvenile Justice Officers make an initial referral. This is then checked by a Juvenile Justice Manager before being forwarded to MA for formal processing and assessment.

Once individuals are formally accepted into one of the Hub streams, they are allocated a primary Hub case worker, who takes a lead role in case management and client liaison. This worker is also responsible for communicating with external service providers and education bodies, as well as convening case conferences as required. While most clients have a primary case worker who manages the daily or weekly issues arising, each client has access to all Hub staff, as well as the MA Housing Officer, and is encouraged to contact them as need be.

Where referred individuals are deemed not suited or eligible for one or other stream, Hub staff attempt to assist with referrals to a more appropriate agency.

4.4.3 Services Offered

All Hub clients, regardless of their group or stage, have access to all Hub staff described at Section 4.5 below.

Core services offered to all clients include:

- detailed intake and assessment
- intensive case management and action planning
- living skills programs (either via group training or one-on-one activities) including in the areas of:
 - maintaining a tenancy (via the Housing NSW *Rent it- Keep it* training package)
 - budgeting and money management
 - food preparation, cooking and other domestic skills
- advice and support on education, training and employment options
- mentoring
- supported referrals as needed.

Hub staff help facilitate client access to a range of services and external support, either at the Miller campus or off-site at the clients' home, in other community settings or at the premises of another service provider. These most commonly include:

- tenancy support
- medical and health services.

Campus clients also have access to a range of other group activities (promoted via a calendar of events) primarily delivered on campus. Most sessions are run during a scheduled Wednesday evening period. Topics are selected in response to group needs, though cover themes such as:

- self-esteem and confidence
- managing emotions and conflict
- group dynamics and meeting skills.

Campus clients also have access to regular fitness classes, and other training provided by external providers.

4.4.4 Brokerage

The Hub model provides both on-site and off-site clients with access to brokerage funding.

Most commonly these funds are used to cover or contribute to covering the following types of goods and services purchased on behalf of clients or by clients themselves:

- furniture and white goods
- manchester and bedding
- household items
- food and groceries
- clothing, including school uniforms
- educational expenses (including TAFE fees and fees for other vocational courses such as Responsible Service of Alcohol [RSA] and Responsible Conduct of Gaming [RCG])
- educational resources and books
- transport (i.e. bus and rail tickets)
- medication and prescription glasses
- specialist medical consultations.

Brokerage funding has also been used to purchase one-off items such as pushbikes, identification documents and driving lessons.

Further analysis of the project's use of brokerage is contained at Section 6.4.

4.4.5 Partners and Linked Agencies

While the broader MA organisation is able to provide a wide range of services and supports to clients, the Hub is linked into a number of other agencies. The key agencies in terms of the model's functioning are:

- Juvenile Justice, Department of Attorney General and Justice (particularly for juvenile justice client referrals)
- MA Housing – providing property and tenancy management for the campus clients
- St George Community Housing (particularly for social housing for juvenile justice clients).

Other agencies connected to the model include:

- various local education and training providers
- various local health service providers
- various housing providers, both social and private rental.

Further analysis of the Project model, its collaborative approach and delivery is contained at Section 7.

4.5 Project Staffing

All Hub Project staff are employed by MA and operate from the campus in Miller.

While the Self Evaluation Report (July 2012) recorded 7.5 staff were employed on the Project, as at December 2012 there are an equivalent of 5.4 full-time positions employed. The position descriptions have evolved since the service's establishment and now comprise:

- 1 Service Manager
- 1 Team Leader (who also carries a case load)
- 2 Support Coordinators (case workers)
- 0.4 Youth Worker (16 hours per week), primarily providing after-hours support to campus clients
- 1 Administration and Intake Officer.

In addition, a Tenancy Manager from MA Housing provides accommodation- related services to the Project and MA's Program Specialist- Youth Accommodation and Support Manager are actively involved in the Project and frequently on campus.

Other MA staff with oversight at the Hub include the Team Leader and Supported Housing Manager in MA Housing, and the Operations Manager, Youth Accommodation and Support Services.

Further analysis of the Project staffing is contained at Section 5.4.

4.6 Management and Government

Housing NSW, through its Greater Western Sydney Division, is the lead agency for the Hub Project and is responsible for overseeing the contract with MA. MA is the service provider and NGO responsible for the Project's management and operations.

A South West Sydney Youth Hub (SWSYH) stakeholders' group also oversees the Project. The group comprises representation from Housing NSW (as lead agency), Juvenile Justice, St George Community Housing and senior Hub staff. The group is

chaired by a senior Housing NSW representative from the Greater Western Sydney Division.

The SWSYH stakeholder group is responsible for providing oversight and direction relating to the service model, stakeholder relations and issues management. On average the group meets once per month.

Updates on the Project are provided to the Greater Western Sydney Regional Homelessness Committee.

As with all other NSW HAP projects, high level monitoring of the project is undertaken by the NSW Interagency Committee on Homelessness, with some monitoring also provided through the NSW Premier's Council on Homelessness.

Further analysis of the Project operations is contained at Section 5.

4.7 *Project Budget*

The four year Project budget was costed at \$2.87 million.

The 2011–2012 HAP allocation was \$778,498 (incorporating a one-off allocation of \$54,000).

An analysis of the project's expenditure is contained at Section 6.

* * * *

Lara*- CLIENT CASE STUDY 1

- PROFILE –

Lara is 19 years old and grew up in the Miller area. She has four younger siblings. Her family background includes domestic violence, poor parental physical and mental health including bouts of alcohol abuse. She is “on reasonable terms” with her mother and stepfather but does not communicate with her biological father at present.

At 16 years of age, Lara began moving in and out of the family home and had three years of unstable accommodation. She lived with two different boyfriends, as well as her father and her father’s neighbour for a while. She also couch surfed and spent one month living on her own. While she was enrolled in a sports coaching course at the ACPE College she “dropped out” because it was “too hard to juggle everything”.

In 2011 Lara started a new relationship, however the relationship has been fairly tumultuous and “really hard on Lara”. This has included verbal abuse and violent incidents, and two court cases related to apprehended violence orders (AVO) taken out by both parties against the other.

Recently Lara’s family has relocated to a rural town.

- PROJECT PERSPECTIVES AND INTERVENTIONS –

Lara has been a resident of the Miller campus for 7 months. Since becoming a resident Lara reports she is “much better off”. She has had the same case worker since arriving.

According to Lara her case worker has helped her to manage her “moods”, “depression” and “rages” and specifically to develop skills in anger management. She regularly talks to her case worker, has attended an anger management course and has seen a psychologist. She has also been treated through the Child, Adolescent Family Health Service. She is in the process of changing GPs as her current doctor “wouldn’t give [her] anti-depressives even though I’ve seen how much Mum got better after she was on them”.

Lara is also being helped to manage the current court proceedings regarding the AVO against her. She says she terminated the relationship the day before the interview.

While at the Hub Lara has successfully undertaken a number of courses including RSA and RCG, and is due to complete the first part of her Certificate II in Hospitality in early 2013.

Lara reports the Project has helped her get her ‘L’ plates, with her case worker supervising some of her practice hours in order to get her driver’s licence.

Although she regularly attends various group sessions run by the Hub, and reports knowing how to cook and clean and look after herself, she reports she is “lazy” and doesn’t look after her unit as she should.

Continued over page

*Case study 1 continued***- FUTURE PLANS -**

Lara says the Project has improved her circumstances, although she notes it's really up to her to not "let herself down". She likes being in a supportive environment and having people around in a similar situation to her, although notes they can also be "really annoying" at times.

In 2013 Lara plans to remain at the Hub. She is on track to get her 'P' plates in April, and to complete the second part of her Certificate II course in Hospitality.

She plans to get a part-time job and to redo her First Aid Certificate.

In the longer term Lara might work in one of three areas: in the food industry, with animals or in sport (which was her original interest).

Lara is keen to eventually live in private rental accommodation in a "nice, clean suburban area like Bringelly". In "a couple of years" she might join her family in the country but in the meantime "a visit should be enough".

**Not her real name*

* * * *

5. FINDINGS – ANALYSIS OF CLIENT & SERVICE OUTCOMES

5.1 *Client Services and Outcomes*

5.1.1 **Clients Assisted⁸**

Between July 2009 and June 2012, the Hub Project assisted a total of 145 clients. This comprised 105 campus clients, 23 juvenile justice clients and 17 outreach clients.

Table 2 summarises the demographic profile of these clients. These figures indicate:

- slightly more females (54%) than males were assisted (46%)
- the majority of clients (90%) were aged between 18 and 24 years
- just under half of recorded clients (46%) were Australian born
- 14.5% of the clients were of Aboriginal or Torres Strait Islander backgrounds, with the highest representation (39%) in the juvenile justice stream
- there were no accompanying children included in the Project.

No ethnicity details were recorded for over one-third of all Project clients. This suggests the need for some improvement in data collection strategies in the future.

F1.→ Enhance strategies for the collection and recording of client demographic profile information.

In all but the initial year of the Project (2009-10)⁹, total annual client figures actually met or exceeded target client numbers set for the Project, for example:

- 45 clients were assisted in 2010-11 (*Target = 45*)
- 85 clients were assisted in 2011-12 (*Target = 45*).

⁸ Data in this section is drawn from HAP monitoring data and the Self-Evaluation Report to March 2012 plus updated data provided by Hub staff in February 2013.

⁹ In 2009-10 a total of 15 clients were assisted. This figure was well below the targets set as described in Section 4. It should be noted however that many of the HAP funded projects did not meet their targets in their first year of operations primarily due to time and resources needing to be devoted to project establishment.

Table 2: Consolidated Client Profile, July 2009 – June 2012
(n= 139)

Project Clients	Numbers (%)			
	Campus clients	Juvenile Justice clients	Outreach clients	TOTAL (%)
Gender				
Males	42	16	9	67 (46%)
Females	63	7	8	78 (54%)
Age				
- 16 & 17 years	8	4	1	13 (9%)
- 18 & 24 years	95	19	16	130 (90%)
- 24 and above	2	-	-	2 (1%)
Ethnicity				
Aboriginal and Torres Strait Islander	11	9	1	21 (14%)
Other Australian born	38	3	5	46 (32%)
Overseas born:	14	3	1	18 (12%)
- English Speaking				
- Non-English Speaking	5	-	-	5 (3%)
Not Known	37	8	10	55 (38%)
Number of accompanying Children	-	-	-	0
TOTAL CLIENTS	105 (72%)	23 (16%)	17 (12%)	145 (100%)

Source: Self Evaluation Report to March 2012 plus Hub staff updates, February 2013

Note: While the above client figures are based on all client numbers from 2009 to June 2012, some of the following data analysis is based on figures for the 2010-11 and 2011-2012 reporting periods only with n=124 clients – 45 in 2010-11 and 85 in 2011-12). Each analysis identified the client numbers included.

It should be noted that the current HAP data reports were found to have a number of data shortcomings in terms of the Project. Firstly, the HAP data portal did not require disaggregation between the three Hub streams. This needs to be rectified given the different nature of service offerings and outcomes.

Secondly, the portal “lumped” all young clients aged 18 to 24 years into a single recording field. As age and maturity was found to be significant in terms of the model’s success (see discussion at Section 7), further disaggregation of age brackets would be beneficial.

Thirdly, and most significantly, the current Hub portal data can mask some service delivery and client outcomes issues. For example, while the portal records a total of 23 juvenile justice clients between 2009 and 2012, stakeholder feedback indicates that only a small proportion of these were reported to be part of the Project for more than six months, with up to six clients reported as exiting the Project within three months or less. As the Project did not require the Project partners to replace discontinuing clients, the client profile data implies more clients were assisted than was actually the case (see analysis at Section 7).

Fourthly, the portal data does not provide sufficient differentiation of clients who continue over more than one time interval or year. Given that a significant proportion of campus clients are reported to be staying for between 12 and 24 months, this differentiation between new and continuing clients is highly relevant.

Each of these shortcomings suggests the need for the HAP data reporting requirements to be revised.

F2. → *Revise the HAP Project reporting requirements to:*

- a) gather client profile and other project data related to each Hub stream***
- b) include further differentiation in youth age ranges***
- c) differentiate between new clients and continuing clients in any reporting period or calendar year.***

Also see Finding 14 related to client replacements.

Client Housing Profile

Prior to clients being accepted into the Hub Project (n=145), approximately:

- 9% were sleeping rough (13)
- 33% were in short-term or emergency accommodation (48)
- 31% were at risk of homelessness (45)
- 27% were classified as ‘other’, which included the 12 juvenile justice clients exiting detention centres.

As previously stated, regrettably as the HAP data does not include differentiated data on the campus stream it is not possible to distil these background profiles further.

5.1.2 Housing Services and Client Outcomes

The Project reported positive housing outcomes for clients based on combined numbers as indicated in Table 3.

According to the Self Evaluation Report, between 2009 and 2012 the Project:

- assisted all clients to look for long-term accommodation (n=145)
- assisted all 2009 and 2010 clients (n=60) to obtain long-term accommodation
- provided 82% of clients in long-term accommodation with ongoing support packages.

While the above figures suggest very positive housing outcomes, they do mask a number of features of the Project including:

- the different proportions and client outcomes across the three streams
- the fact that many clients in the campus stream have been sustained on the campus for more than a year and therefore appear to be included across more than one year of the Project statistics
- to date the relatively small number of campus stream clients that have fully exited the model.

In addition, the statistics mask the previously identified shortcomings of the data related to the juvenile justice stream, namely that failed or terminated tenancies were not replaced with new clients.

Where there have been sustained tenancy outcomes, key success measures include:

- Project focus on addressing clients' needs and challenges in a holistic way
- aftercare services provided by Hub staff, including ongoing telephone contact for clients
- links to other MA services and support options
- linking clients to other support networks based on needs.

In respect to those clients with poor tenancy outcomes or other challenges associated with sustained accommodation for Project clients, the three key factors identified included:

- the well documented challenges of securing accommodation for young people within the NSW housing market
- the absence of any dedicated housing included with the outreach stream
- the particular difficulties faced by young Project clients – especially those less than 20 years old with *“disrupted and unstable backgrounds”* and in many cases *“less than functional family histories”* – attempting to successfully live independently and sustain a tenancy, especially for those outside the campus stream and with only low level supports and *“non-resident adult supervision”*.

Table 3: Consolidated Client Housing Outcomes, 2009–2012
(n= 145) *Note: These figures include some double counting as a significant proportion of clients received services during both years (see Finding 2.)*

Housing Support	Clients Assisted	
	Number	%
Assistance to look for long-term accommodation	145	100
Number who obtained long-term accommodation:	119	82%
- housed in social housing	100	69%
- housed in private rental	9	6%
- housed in specialist homelessness services	6	4%
- Not known/ not recorded	4	3%
Number of people in long-term accommodation:	119	82%
- with ongoing support package		
- without an ongoing support package	0	0
Returned to family following reconciliation	6	4%
Moved out of Sydney Area with partner	4	3%
Moved to capped accommodation as part of transition	3	2%
Average lengths of long-term tenancy [^]	28 weeks	

Source: Hub Self Evaluation Report to March 2012 plus Hub staff updates, February 2013

* Services included in 'Other' are described in the text above

[^] Calculated on 2010-11 and 2011-12 data only.

- F3.→ Strengthen the housing with support available to all non-campus Project clients including via:**
- a) investigating a campus-style transition model for juvenile justice clients prior to moving them into community based housing**
 - b) increasing the level of supervision and hours of support available for non-campus clients**
 - c) establishing a housing partnership or dedicated housing for outreach clients.**

5.1.3 Non-Housing Services and Client Outcomes

General Support Types

Consistent with the Hub model, the largest proportion of non-housing-related client services was delivered by Hub staff, with all clients receiving assistance in the following six areas:

- education, training and employment
- living skills
- personal development
- recreational activities
- general counselling
- community participation.

For the most part these services were delivered via individual case management sessions with Hub staff. Campus clients also had access to regular group sessions on topics relevant to living skills, personal development and recreational activities (see *Section 4.4.3*).

A range of additional support services were provided through a mix of Hub staff and by services to which the clients were referred. Table 3 presents the breakdown of services delivered (excluding education, training and employment support which is discussed at *Section 5.1.4*).

Consistent with the service model, the most common types of assistance delivered internally by Hub staff were (in descending order) financial assistance, education, employment and training, and general health assistance.

The most common services provided by external services to which clients were referred were similar to those delivered internally. They were (in descending order) education training and employment, general health and mental health, followed by drug and alcohol services.

In addition, a wide range of other services and supports were provided to Hub clients. These are recorded above under 'Other'. As these varied according to individual case plans and case goals, a finite list was not available, although examples reported by Hub staff included:

- obtaining driving licences
- participation in community activities, including in:
 - volunteer work programs
 - social events or religion-based community events
 - sports and fitness programs
 - Indigenous cultural and sporting activities in the case of some Aboriginal clients
- access to psychological services
- police contact
- child restoration or other family reunion or partner matters.

The client case studies included in this report provide more specific information on the type of support Hub staff have assisted with.

Levels of Support

The Hub project provided clients across all three streams with different levels of support depending on their circumstances and needs.

In 2010-2011 across all three streams, MA reported the average support period for all Hub clients as approximately 40 weeks, falling to 33 weeks in 2011-12. The average support hours per week in both years ranged from 2 hours for low need clients to 7.5 to 8 hours for what were recorded as high need clients, with approximately half (48%) of all recorded clients (n=134) considered medium need and averaging 4 hours per week of support.

While these averages are useful indicators of levels of support, it is important to note that Hub clients, like other vulnerable individuals, regardless of their status or duration in the Project, do experience crises or problems that require intensive assistance or "*spikes in the level of support*". These crises might require an additional 0.5 to 1.5 days of additional support per week "*provided at very short notice*". This often requires the involvement of the team leader or another MA staff member, in addition to the regular support provided by the client's usual case manager. Examples of the types of support needed in these client crises include:

- liaison with police, juvenile justice staff or court officers on offending issues
- liaison with tenancy managers or Tenancy Tribunal staff on tenancy management issues related to serious or repeat breaches
- family or partner mediations and engagement, particularly where there are damaging breakdowns
- serious or emergency health matters.

Table 4: Consolidated Client Non-Housing Support Services, 2010-2012 (n= 145).

Type of Non-Housing Support	Provided by Hub staff		Referred to Other Services	
	Combined Client Numbers	%	Combined Client Number	%
Financial	134	92%	0	0
General Health	118	81%	46	32%
Family & Relationship Counselling	51	35%	2	1%
Mental health	45	31%	36	25%
Legal	36	25%	20	14%
Drug and Alcohol	34	23%	21	14%
Disability support	10	7%	10	7%
Other*	134	92%	0	0

Source: Hub Self Evaluation Report to March 2012 plus Hub staff updates, February 2013

* Services included in 'Other' are described in the text above

While the model generally excluded what are considered high need or high complex clients in other projects, staff nevertheless reported that intense levels of support were generally needed for all clients during the Establishment Phase (see Section 4.4.1). By the Development Phase the intensity was reported to have dropped, ergo the relatively low support averages overall.

During the final Transition Phase, Hub staff reported a return to some more intense periods of assistance and activity, particularly activities associated with:

- securing ongoing housing
- establishing new community contacts
- resolving any final family reunion issues.

Analysis of Support

Across all three streams, stakeholders reported the skills of Hub staff and their capacity to support clients was generally of a high quality and responsive to the needs of clients. The strengths identified included:

- skilled and committed staff (though some stakeholders noted that in the earlier periods some staff *“appeared to find the specific client group challenging”*)
- capacity to draw on the broader MA service system when additional advice or support was needed
- use of Hub campus life-skills and personal development programming to support non-campus clients.

When stakeholders were asked about areas for improvement in terms of client support or service delivery a number of issues were raised. These generally clustered around three core issues, namely the need for the Hub to:

- *“more strongly integrate”* with the broader youth support services in South West Sydney, and particularly with services *“outside the MA network”*
- strengthen its *“service relationships”* and *“staff-to-staff contact”* with core providers including:
 - key personnel such as counsellors in local high schools and TAFE
 - potential employers across the region
- in general improve its referral pathways.

Currently, much of the specific information on access to support services and numbers of specific client outcomes are not reported on. For example, figures relating to increased or decreased use of specific types of services were not included in the Self Evaluation Report. Further, even anecdotal information on services frequently engaged with was difficult to identify. Nevertheless, the majority of all stakeholders still reported the Project appeared to have assisted individual clients *“on a case-by-case basis”*. This suggests the need for refinements with regard to how HAP client outcome data is recorded and reported on in the future.

F4. → *Revise the HAP client outcome reporting systems in order to more systematically capture client change based on service interventions using results based accountability approaches.*

5.1.4 Education, Training and Employment Services and Outcomes

Consistent with the foyer model, the Hub service specifications required all three streams of clients to receive support with, and linkages to education, training and employment opportunities.

According to the Hub Self Evaluation Report:

- In 2010-11, 100% of clients (45) were assisted by Hub staff with 84% (38) also assisted or referred to other services
- In 2011-12, 86% of clients (73) were assisted by Hub staff with the same numbers and proportion also assisted or referred to other services.

While these figures represent all three streams, staff feedback indicates successful participation and completion rates have been far higher for campus clients than for non-campus clients. Unfortunately, the extent of this observation cannot be disaggregated from the available data (see Finding 5).

Further, while current HAP data notes the education assistance and referrals provided, it does not indicate the number of successful education and employment outcomes for clients. While stakeholder feedback consistently reported positive results in terms of school and TAFE participation, and that there have been “*numerous graduations*” particularly for campus clients, the evaluators did not have access to any quantitative information to confirm this commonly held perception.

In addition, the data does not currently allow analysis of the number or type of courses undertaken by clients. Despite the emphasis of the foyer model, the evaluators were not able to determine key outcome measures such as:

- What was the Project’s success rate in terms of assisting clients to sustain, commence or complete their education and training?
- What is the level and type of education and training being undertaken?
- What are the numbers and percentages of clients successfully completing one or more course of study, while others are not completing any?
- What is the success rate of commencing or retaining employment over time?
- Where is the employment located? What is the nature and type of employment gained?

As these are core goals of the foyer model, additional client outcome tracking and reporting would appear highly desirable. Based on preliminary evaluation feedback, EJD Consulting understands MA is planning to conduct a file audit to obtain “*a more substantial report on client outcomes in general*”.

F5. → *Revise Hub client outcome monitoring and/or HAP reporting tools to include the number and types of:*

- a) *education and training courses commenced or sustained***
- b) *education and training courses completed***
- c) *employment commenced***
- d) *employment continued with at specified time intervals.***

Finally in terms of education and employment support, the research raised a query as to whether the type of education and training clients were receiving was based on professional vocational planning practice or “*established training and employment pathways*”. For example, while the majority of young people in the campus client focus group reported they had undertaken or were planning to undertake two or more certificate courses, they similarly indicated they were “*not clear*” about where they might find employment or what the next steps in the training and development might be.

As professional vocational planning appears to underpin various overseas foyer models, the evaluators concluded that there was a clear opportunity for this component of the Hub to be improved.

The evaluators also identified opportunities for the Hub to significantly strengthen Project linkages to local employers, not only as potential employers but also in order to provide opportunities for work experience, part-time work or even professional mentoring.

- F6. →** ***Strengthen how the education, training and employment component of the Hub model is delivered to clients, potentially via the addition of professional vocational experts and youth employment specialists.***
- F7. →** ***Strengthen relations and partnerships with key local employers in order to improve employment options as well as create potential work experience, part-time work and professional mentoring opportunities.***

5.2 *Impact on homelessness*

5.2.1 Evidence of Addressing Homelessness

As shown in Section 5.1.3 the Project has had positive housing outcomes for the majority of clients as best as can be determined from the reported data. Notwithstanding some of the suggested areas for improvement and the challenges noted at Section 5.1.2, all respondents indicated the Project:

- had had a positive impact on young clients (continuing with the Project) in terms of their:
 - housing outcomes
 - risk of homelessness
 - social and other living skills
- was a positive addition to the spectrum of homelessness options for young people in South West Sydney, while noting the need for other supplementary services.

Further, all respondents with knowledge of Project clients reported they would refer clients in the target group to one or all of the Project streams.

The group of stakeholders who reported most positively about the Project's impact were the current and immediate past clients of the Miller campus, two of whom had also been in the outreach and juvenile justice streams (see case studies included in the report). When questioned, all eight clients interviewed indicated the Project had:

- improved their accommodation prospects, and was likely to do so in the future due to the transition planning process
- improved or maintained their living skills
- increased or maintained their sense of security
- built their confidence or had the potential to build their confidence
- had improved their education and training outcomes.

In addition, all clients interviewed reported:

- they were better off now than before they commenced with the Project
- they would refer other young people in a similar position to theirs to the Project.

While noting the potential bias of client respondents being accessed via the service provider, the feedback nonetheless is a positive endorsement of the Project and its impacts on clients' risk of homelessness and wellbeing.

While the evaluators note no control group was available for the Project, they do note the recorded homelessness outcomes are solid.

5.2.2 Issues for specific client groups

Based on the project data (see Table 1) the Project included a broad spectrum of young people, including a high proportion of Aboriginal clients, particularly in the juvenile justice stream. Noting the intensive case management approach, and the skills of specific Hub staff members, stakeholders indicated that the model was well placed to cater for Aboriginal clients with no cultural or practice issues identified.

One recurring issue with regard to client sub-groups related to clients' age and their capacity to live independently. For example, while the Project target group allowed clients as young as 16 to be referred into the model, the consensus of stakeholders was that for the most part 16 and 17 years olds were *"generally lacking the maturity"*, *"internal capacity"* and *"established motivations"* to thrive and develop in the model, especially given the level of support available and the lack of 24/7 supervision.

It was also observed that while the service system generally catered to young people *"as a single group"* from aged 16 to 25 years, there were nonetheless *"developmental differences within this age spectrum"* that should be further considered, particularly in the context of independent living. As one service provider observed:

- *"In general there are real differences between your average 17-18 year old and a 21 year old or above... In the context of the foyer model, perhaps we should be narrowing the age range further - to say primarily 18 and 19 year olds - to see if we get even better results."*

While there was clear anecdotal information that older clients appeared to have improved outcomes, no solid data was available to draw any firm conclusions in this regard. Nonetheless, numerous stakeholders queried the current age range. For example, it was noted that there are potential and actual differences in assistance needed to support, for example, those attending the final years of high school, compared with those attending part-time study at a TAFE or equivalent training body. At least three stakeholders also queried the *"unusual cut-off age of 21.5 years"* and suggested the target group be broadened to 25 years to match conventional definitions of young people.

The issue of maturity and capacity was also raised in the context of the juvenile justice clients. According to a number of respondents, many appeared to find the transition from detention and *"institutional living"* to full independence *"too big a leap"*. This led to at least six respondents independently recommending the trial of a foyer-type model specifically for juvenile justice clients as a *"transition stage to full community based living."*

This feedback, combined with other observations and stakeholder input, gives rise to the following interrelated findings.

- F8. →** **a) Further refine the selection criteria across all Hub streams to better determine capacity to live independently, especially given current levels of support.**
- b) Where suitable candidates are deemed not to sufficiently meet these criteria, implement a structured transition program via the outreach stream prior to the individuals being fully accepted into the model.**
- F9. →** **a) Broaden the Project target group to include all young people (16-25 years), though also establish a priority age range of 18-20 years.**
- b) Strengthen partnerships with key education and training institutions to specifically identify at risk individuals in their early years of study.**
- F10. →** **Investigate options for trialling a foyer-type model specifically for young offenders exiting juvenile justice as a transition to independent living.**

There was also a general consensus that none of the Project streams suited clients with high or complex needs. For example, in the early stages of the Project some clients demonstrated high levels of complexity, including episodes of violence, recurring illicit drug use and other forms of anti-social behaviour. They also demonstrated a general lack of engagement in the Project and its goals. These conditions resulted in clients either exiting the Project of their own volition (in the case of a number of juvenile justice clients who exited their tenancies) or “being encouraged to leave” (as in the case of a number of campus clients, particularly in the first 6 to 12 months).

These higher risk or complex clients within the campus model were also reported to have a detrimental and “contaminating effect” on other campus clients.

While contamination is an issue common to all residential settings, including mainstream educational college or campus-based accommodation, the evaluation suggests careful consideration needs to be given to client suitability based on a quality intake and risk-assessment model. This point gives rise to another issue identified relating to the blanket exclusion of juvenile justice clients from the campus stream¹⁰. Based on the input of numerous stakeholders, the evaluators concluded that the current “label based exclusion” policy does not reflect contemporary quality drive practice. As such it is recommended that all clients, regardless of their backgrounds, should be assessed on the same suitability and risk-based criteria.

- F11. →** **Revise the Hub assessment and eligibility criteria to include quality risk assessment processes thereby removing the exclusion of juvenile justice clients from the model.**

Over the last 12 months the campus has accepted a number of young refugee clients exiting migrant detention facilities. Despite the intensive efforts of Hub staff these individuals were

¹⁰ EJD Consulting understands this exclusion was a Housing NSW decision and was included in the early project parameters discussed between Housing NSW and MA.

reported to have experienced “*some integration issues*” with other clients attributed to both language and cultural issues.

The evaluators question the suitability of the current model for newly arrived refugees. While MA reports the two current clients with refugee backgrounds “*are achieving positive outcomes from participating in the program*” there nonetheless is uncertainty if refugees exiting immigration facilities are fully consistent with a) the HAP aims, and b) the Project target group, particularly in terms of having “established links” to the area. Further, the evaluators query if:

- the current Hub staffing (in terms of the recruitment criteria, current skills, expertise and backgrounds, plus the level of resourcing) are apposite to working with recent arrivals, particularly in terms of managing the significant cultural, social and family dislocation issues, as well as torture and trauma experiences so common to members of the refugee community
- these clients have sufficient language skills, capacity and confidence to a) participant fully in the group activities available on campus b) bond with other campus clients in terms of their shared backgrounds, life experiences and needs
- the current Hub support networks and partner agencies are the most appropriate for the delivery of primary settlement services most needed by refugees in the short to medium term, including in respect to specific cultural, religious or ethnic groups and support agencies.

These issues suggest a review of the model’s suitability for this group is warranted, potentially involving external refugee experts.

F12. → *Review if the Project is appropriate for young refugees given the specialist expertise and networks required to appropriately support these individuals in their settlement processes.*

5.3 *Service System and Delivery Outcomes*

The evaluators did not identify any major or measurable impact on the service system as a result of the Hub and its operations. While Hub clients across all three streams appear well linked into various health, education/training and other support services based on need and case planning, no tangible external reforms in referrals or service delivery were evident or were identified by stakeholders consulted.

The reasons identified for this included:

- The Hub campus took some time to realign the service from the Live ‘N’ Learn model to the HAP version. This required adjustments and then readjustments to the referral and assessment processes. For at least the first year and a half there was also considerable focus on the Miller property upgrade and refining internal staffing and operational issues (as further discussed under Challenges. See section 7.3)
- The relatively small intake of clients and the intensive one-on-one case management model used by Hub staff mean advocacy tends to be undertaken on an individual rather than a systems reform level.

- Given the Hub's focus on education, training and employment, clients are involved in the Project for relatively long periods of time – in many instances, for the maximum of two years. Therefore:
 - there are less referrals being processed
 - clients generally become stabilised, making reforms in practice less pressing.

Further, as the Hub Project is funded exclusively as an accommodation and support model for specific young clients at risk of homelessness, broader service system reform is potentially an unrealistic outcome, especially over the initial funding period.

Be that as it may, the evaluators did identify the need for the Project to improve its engagement with the service system in two key and interrelated areas:

1. Public awareness and promotion of the Project across the South West Sydney area
2. Improvements to the referral pathways into all three streams of the Project.

In the case of awareness, the evaluators recognised that several of the identified external stakeholders were not sufficiently aware of the Hub and its operations, with many reporting being “*aware of one or possibly two referrals over the years*” but otherwise being “*unfamiliar with its [the Hub's] operations*”. Further, internet searches for the South West Sydney Youth Hub, together with related terms, proved unproductive, in some instances bringing up Live ‘N’ Learn material from the pre-HAP era.

The evaluators also identified that the majority of stakeholders consulted were only familiar with one stream of the Project, with most having little to no knowledge of the other aspects of the Hub Project.

F13. → *Renew and revitalise the Hub's service promotion across key Government and non-government networks in South West Sydney as well as via online information.*

In respect to referrals, the evaluators identified that neither the campus or outreach streams in particular had any established or regular referral pathways with service providers across the region. For example, more than half of the campus clients interviewed reported coming into the service via self-referrals or via another campus member.

While being receptive to referrals from all quarters is a positive aspect of an inclusive service, the evaluators believe the service needs to do more to develop and then regularly utilise referral pathways from a number of key providers, including a finite number of education and learning institutions, youth services, and relevant Government agencies including FACS (Community Services). Should this be done, the following improvements to the service model should follow:

- The Project should henceforth operate at capacity or near to capacity rather than its current levels.
- The Project should develop waiting lists to immediately replace exited candidates including those in the juvenile justice stream (see discussion and findings in Section 7.3).
- The Project should become more “*embedded*” within the broader South West Sydney youth service system and enhance its referral options both into and out of the service model.

- F14. → Design and implement a referral pathways strategy with a focus on key youth and education and training service providers in order to:**
- a) address service underutilisation and increase service capacity**
 - b) establish waiting lists to more efficiently and promptly fill vacancies across all three streams**
 - c) expand the partnership approach particularly with key educational and training providers across the South West Sydney area.**

5.4 Staffing issues

As stated in Housing NSW's Project description and in MA's Self Evaluation Report (July 2012) the Hub Project was established with 7.5 FTE (full-time equivalent) staffing, yet at the time of the evaluation only 5.4 FTE were employed by the Hub (see Section 4.5).

In the first 12 months of the Project a number of staffing challenges were experienced including:

- initial major adjustments and staffing changes following the change in management from the existing Live 'N' Learn project to the MA HAP service model
- adjustments following a change of manager after the initial six months of the HAP project, with some of the newly established operations and procedures being discontinued after six months¹¹. This required further staff adjustments and retraining.
- various issues related to staff recruitment including:
 - up-skilling initial Hub staff (including staff that had remained in the Project from the previous Live 'N' Learn phase) and ensuring all worked as a team and had the necessary *"skill mix, commitment and attitude to make the model a success."*
 - difficulties filling the Education Officer position, with the position needing to be advertised three times
 - acquiring a suitably qualified and experienced staff member to support the juvenile justice and outreach stream, with the initial Hub staff reported to be *"unfamiliar with clients with juvenile justice backgrounds"* or *"ill-equipped to support this type of client"* (see discussion of Challenges in Section 7.3)

While most of the major staffing issues were resolved by the second half of 2010, the Project has experienced some further changes in positions and operational functions including the appointment of a third Hub Manager in August 2012.

While most external parties commented on MA as being a professional service provider and observed that the current Hub staff were of *"good quality"* and appeared to have *"sound and appropriate skills and training"*, there were nevertheless three current operational staffing issues identified:

- 1) After-hours staff supervision at the campus
- 2) The Project's capacity to support off-campus juvenile justice clients
- 3) Client access to staff in general.

¹¹ For example the discontinuation of the 'learner units' and other staged approach to the campus accommodation.

After-Hours Staffing

While various after-hours staffing arrangements have been trialled over the duration of the Project, currently the campus staffing operates primarily on a business working hours model, with after-hours supervision (from 5:00 to 8:00pm) available three nights a week.

Apart from emergency mobile contact and the contracting of private security car patrols after 8.00pm, campus clients do not have access to direct service staff. Further, they do not have after-hours access to most of the campus common areas, including the common room, the computer room and the laundry.

Although 24/7 staff access is not considered a criteria of “foynerness” (see Section 2.5), and that Hub clients are selected on their capacity to live independently and, according to MA, have “*a capacity to manage conflict in the absence of staff*”, the limited after-hours campus supervision can be linked to a number of issues over the last two years, including:

- numerous after-hours disturbances and critical incidents (some involving police intervention) including acts of violence and intimidation of other residents, vandalism, various forms of anti-social behaviour including excessive noise. Most of these activities were reported to be a direct result of one or more of the following:
 - excessive alcohol consumption
 - illicit drug use
 - behaviours of non-residents coming into the Hub, in some instances in large numbers.
- campus clients reporting a range of negative impacts including:
 - feeling “*unsafe*” and “*vulnerable*”
 - “*potential to be picked on*”
 - being unable to access facilities at “*convenient times after work or study*”
 - creating a climate where other residents “*feel pressure to join in*”
 - creating a “*sense that the rules can be broken anytime staff aren’t here*” and further that “*there are probably no consequences*”
- high costs, along with reliability and effectiveness issues, associated with contracting a security firm to patrol the area.

While any campus model of accommodation for young people, including mainstream colleges, is likely to face similar issues and challenges, the evaluators believe the Hub model could be strengthened with a more regular, if not full-time 24-hour, staff presence on the campus. Given the current funding situation (see Section 6), the following option is recommended:

F15. → Introduce, or at least trial, increased after-hours campus staffing to improve campus amenity and safety and to expand client access to common areas

Juvenile Justice Clients

In respect to working with juvenile justice clients, a number of respondents commented that the Project “struggled” to provide the level and type of support needed for the juvenile justice clients, particularly in the first 12 months. In at least three cases, Project staff were reported to have “discontinued their support” to clients as they considered the clients “unsuited” to the model. When a fourth juvenile justice tenancy failed after a “very short period of time”, a high level meeting was convened involving MA and Hub staff, Housing NSW, St. George Community Housing and Juvenile Justice policy staff.

The mid-2010 meeting focused on clarifying roles and responsibilities between each of the parties and establishing new ways of working and communicating.

While all stakeholders reported improvements in the stream's operation following this meeting, with high praise in particular for the current staff member responsible for both non-campus streams, the question of the level of Hub staff support and the relevance of the stream to the broader Hub model remains an issue.

Based on the early difficulties experienced in managing the juvenile justice stream, the identified staff skills and approach required are:

- understanding of the juvenile justice system, including the roles and responsibilities of Juvenile Justice staff
- a capacity to engage with clients in a “non-judgemental” and inclusive manner using established motivational and trust-based approaches
- a capacity to be “flexible in terms of managing and resolving problems” rather than adopting “a strict rule-based approach” to accommodation and support arrangements.

While the current Hub staff member was found to be consistent with the above, the evaluators believe this was not the case throughout the Project. Further, staffing skills and attitudes were found to be factors in the less than optimal juvenile justice stream results.

As one respondent summed up:

“Juvenile justice clients should be expected to break rules like any other teenager or young person. If we are going to support them appropriately: Yes we need them to learn about consequences – but we also need them to understand they will be supported... They too have to be allowed to make a few mistakes along the way, as any teenager does... With good intentions and goodwill, they too can come out the other end better for it.”

F16.→ In future ensure all staff engaging with juvenile justice clients are experienced in working with young people with similar backgrounds and are trained in quality motivational interviewing and engagement techniques.

After-hours access

In addition to the after-hours issue identified above, a number of respondents commented on other aspects of Hub staffing and client access to staff. This included querying:

- whether Hub staff should be co-located “all at the very front part of the campus complex”, noting the potential benefits of enabling more “casual access by having staff regularly based in other parts of the complex.” As one respondent commented:
“I think the [foyer aspects of the] model would work much better if staff were seen about the campus a lot more.”
- the intensity of support available to both non-campus streams. As one respondent commented:
“Given most of these young people have never lived independently before, I think the model needs to ensure greater access to staff in the early days in particular... It’s always a difficult challenge with outreach models, but some clients appeared to need a lot more access than the Hub was willing or able to provide”
- the degree to which Hub staff members were more like a series of “independent case managers with their own case loads” instead of operating as “a united team”.

Finally, there is also a query as to why the Hub’s staffing level is now only operating at 5.4 FTE and whether the additional staffing quota should be appointed to address a number of support issues identified in this section.

F17. → Review the Hub’s current staffing levels and operations to identify options (within budget) to increase client access to staff and support across all three streams.

Billy*- CLIENT CASE STUDY 2

- PROFILE -

Billy is 19 years old and grew up in the Campbelltown area. He has Autism Spectrum Disorder and reports struggling in the home environment and at school.

Before he was 16 Billy had a major falling-out with his stepfather and has lived outside the family home ever since. He reports living in "six or seven different places" before coming to the Hub.

Billy has a sister and brother. His mother is suffering from cancer.

For over 15 months Billy lived in a youth refuge. He did not complete his Year 12 there even though he had planned to. His youth worker at the refuge heard about the Hub and referred him.

- PROJECT PERSPECTIVES AND INTERVENTIONS -

Billy has been a resident of the Miller campus for over 19 months.

Since coming to the Hub Billy says his life has improved and he particularly enjoys his own unit (rather than sharing four to a room as in the refuge). He also enjoys the "sense of community" at the campus, the access to Hub staff, and "the open spaces".

Billy notes a number of down sides to the Miller campus, including the "bad behaviour" of some residents, a perception that the area is "unsafe" and "dangerous after dark"; he reports having been "beaten up by locals at least five or six times".

Since becoming a resident Billy says he has seen different approaches to the Hub's operations including in terms of discipline and rule breaking. He thinks "too often" staff have been prepared to give other residents "a second or third chance" even though they "broke the rules" and influenced other residents to do the same. He also doesn't like it when "outsiders" come onto the campus and "make trouble".

While Billy reports learning many life-skills in the refuge, he has participated in the various group activities offered and thinks they are "useful" and "important" for his future.

Since coming to the Hub Billy has successfully completed Year 12. He has also undertaken numerous courses including RSA, RCG, a barista course, Certificate II in Hospitality, a land care course plus a sport coaching course. He isn't clear what he would like to do and reports "lots of options are possible".

Billy is an active church goer and is involved in a number of their social activities.

Billy says the Project has helped "keep [him] in balance". He thinks he is ready to live independently now.

Continued over page

*Case Study 2 continues***- FUTURE PLANS -**

As Billy is due to leave the Hub in March 2013 (after 24 months) he indicates he is “looking forward to getting on with life”. He would like to move into supported housing or private rental accommodation in the city. He is keen to have a dog.

Before exiting the Hub he plans to reconcile with his family and particularly his siblings. He says his stepdad will remain “a no-go area”.

When interviewed Billy indicated he was looking for a three-day-a-week job and was in the process of preparing job applications and attending interviews.

Subsequent to the interview Billy reported getting a job at the same location as another Hub resident, albeit “across the other side of Sydney”. He was “very excited” about it and appeared optimistic about his future.

**Not his real name*

* * * *

6. FINDINGS – COST ANALYSIS

6.1 *Project budget and expenditure*

Between July 2009 and June 2012 the total Hub Project funding provided by Housing NSW was \$2,238,768. This funding was allocated for two discrete budgets: \$1,778,000 for operational costs and \$460,768 for a campus refurbishment, with all but \$10,000 of this provided via HAP funding¹².

In addition to cash funding, MA has provided various in-kind supports and staff assistance including via the provision of client workshops¹³ and referrals to other MA services such as the Links to Learning program, the drug rehabilitation program at Triple Farm Care, plus legal advice and representation through The Shopfront and access to free mobile phones through the MA and Vodafone Young People Connected Program.

Between July 2009 and June 2012 the total Hub Project expenditure on operating costs was \$1,389,588¹⁴:

- \$32,020 in 2009-10
- \$601,396 in 2010-11 (including expenditure on campus unit upgrades)
- \$756,172 in 2011-12.

Expenditure of funding provided for the refurbishment was \$389,021 in 2010–11 and \$61,733 in 2011–12.¹⁵

Table 5 itemises the Project income and expenditure for the 2011–12 year based on revised MA figures. It should be noted however that the evaluators experienced considerable difficulties confirming these figures, with two significant revisions in both income and expenditure provided after MA's initial advice in November 2012. Further:

- 1) the revised figures listed remain at variance with:
 - a) the internal MA Project Income and Expenditure statement forwarded on 20 February 2013
 - b) the audited KPMG financial statement provided to Housing NSW, as well as
 - c) information provided in the Self Evaluation Report (July 2012).
- 2) MA was unable to provide any information relating to the number of units or the quantity delivered per item as requested in the spreadsheet provided as part of the Housing NSW HAP Evaluation costing template.

In addition, MA records the 2011-12 HAP funding at only \$689,591, some \$88,907 less than recorded HAP grant (at \$778,498). MA's explanation for this difference was that "as MA was

¹² As reported by MA in the Self Evaluation report, July 2012. The \$10,000 non-HAP funding came from a third party donation in 2010-2011.

¹³ Client workshops provided by external MA staff have covered topics such as: Cannabis Cessation, Party Safety, Drug and Alcohol Awareness and Safe Sex.

¹⁴ As reported in the project's audited financial statements for 2009–10, 2010–11 and 2011–12.

¹⁵ As reported in the project's audited financial statements for 2010–11 and 2011–12.

required to return unspent funds to Housing NSW... they did not recognise these amounts as income" and instead registered the (unlisted) surplus in a separate, "Grant Liability account".

Similar underreporting of income is also evident in the listed roll-over figure, with MA indicating only \$66,584 in Table 5, whereas actual roll-over (as per the audited statement) was \$241,584 (also presumably held in a different account for the above reasons). While these practices may be in line with accounting standards (as reported by MA) they nonetheless present a number of challenges for the cost analysis following. Further, as discussed below, the situation highlights the need for improvements to the way HAP funded organisations are required to account for, and report on, Project finances (see Findings 18 and 19 below).

Table 5: Revised MA reporting of Project Income and Expenditure 2011–12

Item	Dollars 2011/12	Percentage (of total reported income or expenditure)
Project income – Inputs		
• HAP funding ¹⁾	\$ 689,591	91%
• Other Government funding		0
• In-kind	<i>Various see text above</i>	0
• Other (roll-over from 2010-11) ²⁾	\$ 66,584	9%
Total Project income³⁾	\$ 756,175	100%
Expenditure		
Staff Costs		
• Direct Client Services	\$ 353,398	47%
• Admin and support	\$ 39,000	5%
• Staff related on-costs	\$ 75,654	10%
• External consultants / professional services	\$ 5,751	0.8%
Total Staff costs	\$ 473,803	63%
Operating costs		
• Meetings, workshop, catering	\$ 2,994	0.4%
• Staff training and development	\$ 5,938	0.8%
• Motor vehicle expenses	\$ 15,149	2%
• Other travel	\$ 1,319	0.2%
• Host Organisation Management Fee and Administration costs ⁴⁾	\$ 102,099	14%
• Sundry	\$ 3,955	0.5%
• Stationery	\$ 4,139	0.5%
• Other ⁵⁾ incorporating:	\$ 86,136	11%
• IT costs	\$ 24,749	
• Telecommunications	\$ 7,973	
Total Operating costs	\$ 211,624	28%

Item	Dollars 2011/12	Percentage
Brokerage Outputs		
Goods (clients assisted)		
• Groceries (clients assisted)	\$ 1,896	0.3%
• Home establishment packs (e.g. linen, beds, mattresses, whitegoods, furniture, crockery/cutlery, cleaning equipment, lawn mower, tools)	\$ 10,013	1%
• Educational/vocational items (e.g. computers, protective equipment)	\$ 1,177	0.2%
Total Goods	\$ 13,086	1.7%
Services⁶⁾		
• Client related training, including driving lessons ⁷⁾	\$ 45,660	6%
Total Services	\$ 45,660	6%
Payments⁸⁾		
• Client food	\$ 1,896	0.3%
Total Payments	\$ 1,896	0.3%
Total Brokerage costs	\$ 60,642	8%
Total Expenditure	\$ 756,175	100%

Source: MA figures using the HAP evaluation expenditure Excel template, initially provided November 2012, with two sets of amendments provided in February 2013.

Notes:

- 1) Auditor's report notes HAP income (excluding roll-over) at \$778,498. See discussion above table.
- 2) Auditor's report noted HAP rollover at \$241,584. See discussion above table.
- 3) Auditor's report noted total Project Income at \$1,020,062
- 4) Supplementary expenditure figures provided by MA record this figure relates to Internal Allocations comprising
 - National Office overhead (\$35,265)
 - Community Services Business Unit Management Levy (\$22,278)
 - Community Services Operational Levy (\$44,556)
 Other direct management and administrative expenses are listed under 'Other' (see footnote 5)
- 5) 'Other' expenses listed by MA included:

<ul style="list-style-type: none"> • leasing of computers – hardware and software • security services • leasing/hire of other equipment • service promotion – brochures, posters, business cards etc. • repairs and maintenance 	<ul style="list-style-type: none"> • cleaning and hygiene • utilities • subscription and membership fees • external audit fees • supervision costs • insurance
--	--

continued

- 6) In addition to the training item listed, some brokerage services were incorporated into general operating costs. These included client services such as:
- *psychological services (e.g. drug & alcohol/ trauma counselling)*
 - *specialist health services (e.g. rehabilitation, dental/medical)*
 - *legal services*
 - *rent arrears*
 - *utilities bills*
 - *bond assistance*
 - *motor vehicle expenses (e.g. registration, maintenance) services.*
- 7) Other life skills training sessions provided for clients included topics such as:
- *financial counselling*
 - *Rent It Keep It*
 - *tenancy management skills*
 - *property maintenance and care services*
 - *property care mentors.*
- 8) Other payments included into general operating costs, involved items such as:
- *transport fees for clients (e.g. bus and rail tickets)*
 - *accommodation (e.g. emergency, temporary)*
 - *identification documents*
 - *social integration/community engagement/cultural and sports activities (e.g. swimming lessons, dance lessons, parenting groups).*
-

6.2 Expenditure Issues

A number of issues arose when analysing the Project expenditure.

Firstly, as previously noted, there are currently three different sets of figures related to 2011–12 Project income and expenditure, with significant variations in reported figures for the two previous years as well. For example, if using:

- a) the most recent updated figures provided by MA in Table 5 (on an accrual basis), there is no recorded surplus or deficit (with both income and expenditure reported at \$756,175).
- b) the internal Project Income and Expenditure Report (provided by MA's State Finance Business Partner Finance unit) there is a recorded surplus of \$102,617 before internal allocations are deducted (see footnote 4 above)] or \$13,019 after internal allocations.
- c) the KPMG audit report, based on cash received, for the same period there is a surplus of \$263,910 ¹⁶ (with income reported at \$1,020,082 and expenditure at \$756,172; KPMG 2012b).

¹⁶ This figure includes \$241,584 of HAP income carried forward from 2010-11. However, it excludes the supplementary \$71,748 carried forward (with \$61,733 so called 'running costs' expenditure) resulting in an additional \$10,015 surplus based on the audited statement.

While expected variations between operational financial reporting and cash received auditing are noted, the evaluators nonetheless found these substantial variations in Project income and expenditure statements to be unsatisfactory and in need of rectification.

Further, there are corresponding discrepancies in various expenditure items listed in a) and b), as well as between these and the figures contained in the Self-Evaluation Report. This posed numerous challenges to the evaluators when endeavouring to conduct the detailed cost analysis. Clearly this situation needs to be rectified in future.

F18. →a) Update and better align Project financial reporting to ensure consistency in Hub income and expenditure reporting.

F19. → Provide HAP funded services with enhanced Project income and expenditure templates that:

a) include explanatory notes including in respect to:

i) expected inclusions and exclusions related to items such as host organisation management fees and administration costs

ii) funding carried forward

iii) accounting for all variations between budgets and actuals.

b) list major goods and services categories under the brokerage item (see discussion at Section 6.4).

Secondly, the 2011-12 audited budget surplus of \$263,910 (see c] above) represents approximately one quarter (26%) of the total annual budget. While it is acknowledged that this figure mainly comprises roll-over it is nonetheless deemed to be large in terms of normal project management. Within the context of a preferred operational model, it suggests the need to conduct a detailed review of all income, expenditure and running costs to date, prior to any future funding allocation being determined.

F20. → Conduct a review of actual Hub Project running costs prior to any future funding allocation being determined.

Thirdly, based on Project staff and management feedback there were a number of expenditure issues that have impacted on the Project. Four items in particular are worthy of comment:

- 1) Initially in 2009, and again in 2010, MA with Housing NSW identified the need for the facilities at the Miller campus to be significantly upgraded. In the first instance this related to the room fit-outs and amenities and also the wiring and amenity of the common areas, in particular the computer room. It also related to the overall security of the property, including in respect to the perimeter fencing – particularly at the rear.

After a series of negotiations, Housing NSW provided MA with an additional amount of funding to undertake the upgrades. Initially it was agreed that Housing NSW would project-manage the work, however after delays stretching well into the second half of 2010, MA took responsibility and managed the works.

This situation meant some carried forward funding between the 2009-10 and 2010-11 financial years, as well as some residual into 2011-12. The upgrades had a number of impacts on the Project and its capacity including:

- numerous campus properties being unavailable for use while works were completed
 - various amenity issues for other residents when works were being conducted.
- 2) The Project's designated staffing has been consistently reported at 7.5 FTE. While MA report the Project has operated with this *"full component of staff for 88% throughout the life of the project"¹⁷*, at the time this evaluation was conducted, and at various other periods according to interviews conducted, the Hub has operated well below this level, with current staffing at only 5.4 FTE staff (as noted in Section 5.4).

While it was initially envisaged that the Project would operate with substantial after-hours staffing on campus, including at one stage 24/7 provisions (consistent with the foyer model), this staffing arrangement was not implemented. While various staffing options have been implemented over the years, there has been a persistent under-expenditure on staffing.

This situation is a significant contributing factor to the under-expenditure reported in two of the three reports noted above.

- 3) Based on the figures in Table 5, the Project has high levels of expenditure related to management and administrative costs, noting the \$102,099 listed against 'Host Organisation Management Fee and Administration Costs' plus a proportion (un-itemised) of the \$86,136 listed against 'Other' which includes various supplementary overheads such as audit fees, insurance, utilities, cleaning etc (see note 5], page 53).

Even excluding all 'Other' operating expenses, the management costs represents approximately 14% of total expenditure which could be considered on the high end of management fee rates for projects of this kind.

- 4) Finally, for the majority of the Project's history, the model has operated at less than capacity across all three streams. For example, while the capacity of the campus is potentially 29 clients, at no point in the HAP funding period has it operated with more than 24 clients, with occupancy averaging between 15 and 18 clients.

While operational costs have remained fairly constant over time, regardless of the occupancy rates, the unit costs are arguably considerably higher than expected due to higher staff/client ratios. In future it is hoped the model will more consistently operate with higher occupancy rates.

Each of these issues warrants further review and consideration, together with the following suggested action.

F21. → Investigate options to increase the allocation and retention rates of clients in all three Hub streams to maximise the impacts and cost-effectiveness of the Hub model.

See Section 6.4 for a discussion of brokerage funding.

¹⁷ Based on Hub records from October 2010 until July 2012.

6.3 ***Project Costs, Differentials and Benchmarking***

Data provided by MA in its Self Evaluation Report indicates that the Project assisted 45 individuals in 2010-11 and 85 individuals in 2011-12. Given the long-term nature of a typical residency under the foyer model, these two figures include double counting of individuals who remained within the Miller campus from one financial year to the next.

According to the Self Evaluation data, the average period over which support was provided to individuals was approximately 40 weeks for both years.

The financial information available for the Project did not enable costs to be accurately apportioned between the three streams. This meant that although it is likely that the per client cost is much higher for the campus-based clients, the evaluators were forced to apportion costs evenly across the clients from all three streams to arrive at a figure for comparison with other, similar services. It is necessary to bear in mind therefore, that the cost per client figures for the Hub Project used in the comparison that follows are likely to represent the minimum cost per client and are probably an under-estimation.

It should also be noted that reliable cost comparison data for services similar to the Hub was very difficult to obtain. Nonetheless, four comparative sources were identified, each with client target groups bearing some similarity to that of the Hub Project and providing some form of accommodation for their clients:

1. SAAP crisis and short-term services for single men and women only
2. WA Transitional Accommodation and Support Services (TASS) – non-government agencies provide re-entry support and mentoring services to referred offenders and Department of Housing provides accommodation units on a fixed-term basis
3. WA Re-entry link – WA Department of Housing makes dwellings available on a head leasing basis to service providers who assist exiting offenders with a range of issues including finding accommodation, mental health issues, general health issues, drug treatment and counselling, family relationships, and education, training and employment opportunities and options
4. Juvenile Justice NSW custodial services.

References and qualifications are listed below in Table 6.

The following table shows the results of a broad cost comparison between the Hub Project and the four similar services that were identified. As explained above, the total number of clients assisted by the Project in 2011–12 (n=85) was used to obtain the per client cost figure. The figure used for the total Project cost for 2011–12 was \$756,172, as reported in the Project's audited statement (KPMG 2012b).

Comparative figures such as these need to be approached with a great deal of caution. Flatau et al. (2008), who completed a detailed cost-effectiveness study of homelessness services in Western Australia, state that:

“Estimates of unadjusted per client funding levels cannot reliably be used to make inter-program comparisons of the relative cost of delivering different types of homelessness programs [due to] ...differences in data collection methods between the various programs [and] ...differences between programs with respect to the average duration of support, the rate of capacity utilisation, and client needs”.

Table 6: Indicative comparative cost analysis figures drawn from sources covering 2006 to 2012

Expense item	SAAP crisis/short-term – single men or women only ¹	TASS ²	Re-entry link ²	JJ custodial services ³	Hub campus clients 2011–12 (85 clients) ⁴
Total cost per client including accommodation	\$2,486	\$10,850	\$6,412	\$292,839	\$8,896⁵

1 Source: Table 6.11 in Flatau et al. 2008.

2 Source: Table 6.9 in Flatau et al. 2008.

3 Source: Derived from figures provided in Juvenile Justice NSW 2011 for net cost of custodial services and average daily number of young people in custody.

4 Source: Total clients assisted in 2011-12, as advised by MA.

5. Total Project expenditure in 2011–12 (\$756,172; KPMG 2012b) divided by 85 clients.

Further, they go on to say “any findings on funding levels or clients that do not adjust for the duration of completed spells of support, the needs of clients and rates of capacity utilisation require some qualification prior to their use” (Flatau et al. 2008).

In addition, Pinkney and Ewing (2006) identified the following important knowledge gaps when it came to estimating the real program costs of SAAP services:

- cross-subsidisation between programs auspiced by large service providers in terms of income and overheads such as office space, computer systems or managerial support
- monetary contributions made by clients
- the extent of volunteer work in the sector.

They conclude: “A focus on the financial expenditures of government risks missing significant contributions from non-government sources, including service users themselves.” (Pinkney & Ewing 2006)

In considering dollar per output measures of SAAP services produced by the Productivity Commission for COAG’s Steering Committee for the Review of Commonwealth/State Service Provision, one of which was “recurrent cost per client” as used above, Pinkney and Ewing (2006) conclude “whilst the SAAP system provides a multitude of services, it is not possible with the current data to apportion expenditure between them. It is only possible to divide the total SAAP budget by various broad outputs.” (Pinkney & Ewing 2006)

Noting each of the above limitations and precautions in terms of comparative data, the following limited cost analysis findings can be made:

- While the total recurrent cost per client of the Hub Project is high when compared with SAAP crisis and short-term services, it is comparable to the Re-entry link and TASS programs (being approximately mid-way between the two). Further, given that Hub clients receive support for approximately 40 weeks each, the complexity and depth of the support provided is likely to be much higher than that provided by many SAAP services.

In addition, as previously noted, since the campus operated well below capacity (at 29 units) for the duration of the Project, and at times as low as 50% or less, the reported per capita costs are much higher than could be the case.

- The recurrent cost of supporting a young person via the Hub Project is less than 3.5% of the cost of detaining a young offender within a juvenile justice facility. By implication therefore, because it provides a stable living environment for vulnerable young people – many potentially at risk of crime and anti-social behaviours – the Project could be viewed as having longer-term cost savings for the target group.
- The Hub Project enables young clients to be directly linked to existing programs and opportunities, particularly via the diverse range of programs offered by MA including education and life-skills programs such as *Links to Learning*, drug rehabilitation at Triple Care Farm, and *Young People Connect* programs. Tapping into existing resources and initiatives “*rather than developing and establishing new options*” clearly carries broader cost savings.

In addition, as Flatau et al. (2008) showed, there are broad cost benefits associated with reducing the gap between homeless individuals’ need for services and support and that of the general population. Across all the programs they studied, for example, the potential cost offset (reduction) achieved if a homeless individual’s use of health and justice services can be brought into line with that of the general population exceeded the cost of delivering the programs, and in some cases was more than double. In other words, potential savings in government expenditure in these areas are substantially greater than the cost of providing accommodation and support projects of this kind.

See Finding 19 and concluding statement below.

6.4 Effectiveness of Brokerage Funding

As documented in the Project expenditure listed in Table 5, MA reports 8% of the total annual expenditure, or \$58,746, was devoted to goods and services brokerage funding. It should be noted however, that various other brokerage type items were also incorporated into the general operating expenses (see footnote 2] p. 51).

The outputs listed include a very large range of brokerage items. In respect to goods they included client groceries, home establishment packs (such as manchester, furniture and essential kitchen items), plus the purchase of educational and computer equipment.

In respect to brokerage services, they included the purchase of health and psychological services, legal advice, plus assistance with bond assistance, motor vehicle expenses and utilities bills. In addition, various individual and group client training activities were also included in brokerage services. These included various life skill training courses (see footnote 3), plus the purchase of professional driving instruction for numerous clients focused on acquiring their driving licence over time.

Each of the listed services were found to be consistent with the foyer model, particularly in terms of systematically developing clients' independent living skills over time, as well as providing practical social, educational and economic opportunities through, for example, being able to drive.

Be that as it may, the percentage of funding allocated to brokerage was found to much higher than comparable programs, based on available evidence. For example, figures for other HAP youth programs¹⁸ are as follows:

- North Coast Young People Leaving Care Support Service at 6.7%
- North Coast Young People Exiting Juvenile Justice Centres project at 3%
- Riverina/Murray Young People Exiting Juvenile Justice Centres project at 3.5%
- Young people exiting Juvenile Justice Centres South Western Sydney project at 4%¹⁹.

With the exception of groceries and home establishment packs, MA was not able to disaggregate their use of brokerage funds using existing financial reporting processes. Clearly this needs to be rectified in the future and become a required itemised reporting option in any future HAP contract- See Finding 19b).

According to Hub staff, clients and other stakeholders, what worked well was the Hub's client-centred and flexible approach to its use of brokerage funds. Case managers were able to recommend and then quickly draw on funding that met an identified need "*without too many hoops or barriers*".

The evaluators did not identify any ineffective aspects of the Hub's use of brokerage funding, with the exception of the need for improved itemisation.

¹⁸ All comparative figures are drawn from unpublished Project Self Evaluation Reports, submitted to Housing NSW in mid 2012 using Project data up until March 2012. Note: The Hub percentages for the same period, also reported in their Hub Self-Evaluation Report, was only 2.3%. However for the purposes of this analysis, end of year Hub percentages has been used as they were considered a more accurate reflection of Project expenditure when compared to previous annual reports.

¹⁹ Note: The Southern Youth Foyer Service (Illawarra) does not provide brokerage services according to their self-evaluation report.

6.5 Overall Cost-Effectiveness

Based on the above analysis, and noting challenges associated with the data available, the evaluators concluded that while there is insufficient data to make any conclusive findings or statements regarding how the Hub Project compares to any established benchmarks or comparable projects from an effectiveness level, there was nonetheless similarly no evidence to suggest the Project was inefficient or not cost-effective based on the available data. However, the evaluators strongly recommend that further cost analysis be built into all future HAP projects in order to allow genuine benchmarking and comparative studies to be undertaken.

As previously noted, they also recommend that a careful review of all income, expenditure and running costs be undertaken prior to any future funding allocation being determined.

F22. → Develop and establish robust HAP unit costing measures and benchmarking options to enable Project and model efficiency and effective analysis in the future.

* * * *

7. ASSESSMENT OF SERVICE MODEL

When analysing the Hub service model it is important to recognise the three separate streams:

- a) foyer-based campus stream
- b) juvenile justice support and housing stream
- c) community based outreach.

However, due to the significantly larger number of clients and the uniqueness of the model, the following analysis focuses for the most part on the campus stream of the Hub model unless reference is specifically made to the other streams or the model as a whole.

7.1 *Model Effectiveness*

As noted elsewhere in this report, the Hub model's Miller campus reflects many aspects of the foyer model while also evolving its own set of distinct operating arrangements. When viewed against both the UK "tests of foyerness" (see section 2.5.2) and the Australian Foyer Foundation's current descriptors of foyers (see Appendix 3), the following observations can be made:

- The Hub is fully consistent with the foyer model in:
 - being focused on young people in housing need and in assisting them to transition to independence
 - including a holistic approach to client needs and in using intensive and tailored case management to facilitate access not only to affordable accommodation but also to:
 - education, training or employment opportunities
 - other services and support appropriate to their personal needs
 - personal development and life-skills training and professional guidance support – as a group and individually – to eventually live "without dependence" in the community
 - differentiating between the roles of tenancy management and client support, with MA Housing (or St. George Community Housing in the case of the juvenile justice stream) providing tenancy services and Hub staff focusing primarily on non-tenancy related client issues
- Areas in which the Hub's association with the foyer model was loose or not deemed fully effective included:
 - only providing business hours on-site security instead of "around the clock" staff access. The model therefore did not enable the supervised "entry and exit of all residents, staff and visitors" on a 24/7 basis
 - the site not being "centrally located". For example, the Miller campus is less than ideally situated on a number of core criteria as promoted by the Foyer Foundation including:
 - serviced by reliable public transport

- near various education and training institutions
- close to “multiple work opportunities in retail, service and business sectors”
- the building’s relatively low design value and its general unattractive status. The building could not be regarded as providing “status to the young people living there” or adding measurable value to the area they are located in. Further, the building generally would not be deemed as meeting other recommended standards in terms of:
 - “attractive and practical” (from a foyer perspective)
 - “well-planned offices and training rooms”
 - “space for tenant partners”
 - “state of the art security and IT systems”
 - “environmentally efficient to operate”.

In short, the current Miller premises would not be considered a “landmark” within its surrounds, or in and of itself.

- reduced formality associated with the client “contract” and commitment as a condition of participation in the model. In part this was noted as a constraint of NSW social housing regulations where individuals could not be “terminated” without due process through the tenancy tribunal.
- absence of formal partnerships and structured collaboration with mainstream services and education and training providers, including any formal operational procedures or referral protocols in the four key areas identified by the Foyer Federation namely:
 - “Learning (i.e. public schools, TAFE, private colleges and universities)
 - Working (i.e. apprenticeships, cadetships, work experience)
 - Health (i.e. medical practitioners, mental health, child health and drug and alcohol services)
 - Family (i.e. child care, child health)”.

As noted elsewhere, pursuing formal partnerships was identified as a priority for the Hub’s future operations.

Finally, the evaluators did not see sufficient evidence that the Hub operated using “fundamentally new policies and practices” in respect to the young clients. Based on staff feedback, document reviews, client and other stakeholder interviews the research suggested the model operated consistent with established, albeit credible, youth supported accommodation practices focused on overcoming disadvantage and addressing personal “deficits”. This finding has not overlooked the quality of the strengths based approaches that underpin the Hub policies and procedures, nor the adaptation of a staged approach to case management as recommended by foyer organisations. It is based on comparing observable Hub operations with the more radical service re-engineering and new practice design articulated by foyer advocates such as Colin Falconer (2012).

As one respondent commented:

“In many respects the Hub most closely approximates residential out-of-home care service models... As such, its uniqueness as a (foyer) model – or providing a fundamentally different approach to accommodating and supporting young people – needs to be queried.”

Be that as it may, comparisons with results from other comparable HAP projects, as reported in their Self Evaluation Reports, suggest the Hub in general is operating effectively and meeting its goals. Further, the evaluators conclude the model is worthy of ongoing support provided the various options for improvement identified in this report are utilised and further consideration is given to more fully implementing all aspects of the foyer model than is currently the case.

F23.→ With input from the Foyer Foundation, review, identify and implement measures to more closely align the Hub with core foyer elements and approaches.

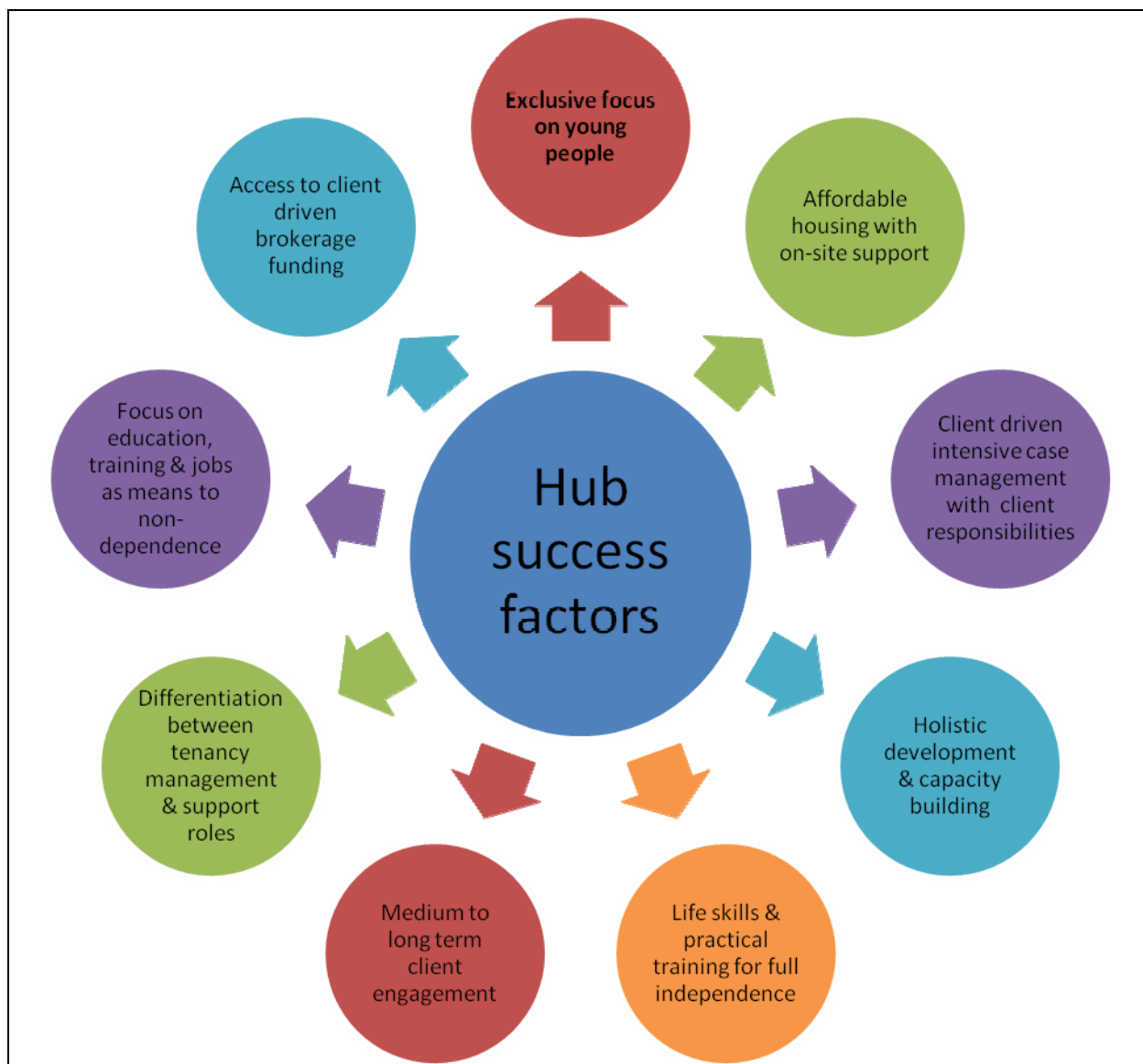
7.2 Critical Success Factors

The critical success factors identified for the Hub model are listed below and summarised in Diagram 2 following:

1. Exclusive focus on vulnerable young people (though excluding clients with high or complex needs)
2. Integration of stable, affordable accommodation with on-site support
3. Client and needs driven intensive case management with an accompanying expectation of individual and collective responsibilities (approximate to other young people living in non-institutional settings)
4. Focus on holistic development and capacity building incorporating personal, social as well as economic domains
5. Emphasis on life-skills acquisition and practical training for fully independent living
6. Medium to long-term client engagement (up to 2 years) with opportunities for after-campus continuity of support
7. Differentiation between tenancy management roles and client support roles
8. Focus on education and training opportunities and employment options as key pathway to independence
9. Flexible use of brokerage funding unrestricted by heavy administrative processes or eligibility criteria

In addition, the model clearly benefited from having access to the broader service system and professional opportunities provided through MA, including through its youth-specific services operating in other parts of South West Sydney.

Diagram 2: Hub success factors as identified by evaluators



7.3 Key Challenges, Directions and Lessons Learnt

The major challenges experienced by the Hub model stem from the establishment of:

- a substantially changed service model in the case of the campus
- the development of new service operations, including referral pathways in the case of all three streams.

For at least the first nine months of operations, Hub staff and other partner agency staff – including in MA Community Services, MA Housing, Housing NSW, Juvenile Justice and St George Community Housing (SGCH) – were involved in extensive negotiations about the operations of each of the streams with specific focus on refining the:

- intake and assessment processes
- referral processes and candidate vetting (particularly in the case of juvenile justice clients)

- tenancy management responsibilities and client contact. In different ways this issue was as challenging between MA Community Services and MA Housing (in the case of the campus clients) as it was in the case of MA and SGCH (in the case of juvenile justice clients).

In addition, the Hub took some time to:

- finalise and disseminate promotional material regarding the campus model as well as inform referring agencies that the campus was no longer suited to high needs clients.
 - This was reported to be particularly challenging as some providers felt that MA was *“refusing to accept”* those clients that had previously been housed at the campus.

(Also see the staffing challenges identified in Section 5.4).

There were also a number of stream-specific challenges experienced.

As previously noted, in the case of the campus stream, the first 18 months of operations coincided with substantial refurbishments of the residential units, the construction of a new, higher security perimeter fence and upgrades to the common areas. Initially the responsibility for both resourcing and coordinating the works was unclear, however it was eventually resolved that Housing NSW would provide funding and MA would manage the refurbishment program. As a consequence, the Hub experienced many months of a) having some units unoccupied due to pending refurbishments and b) ongoing renovation works occurring on site creating a degree of *“disruption to campus life”*.

The campus also experienced challenges in having to transition out campus clients from the pre-HAP funded period that were not compatible with the new Hub operational parameters and eligibility criteria. In at least two instances these clients were:

- a) reported to be a *“bad influence on the new, younger residents”*
- b) *“were eventually moved on following action through the Tenancy Tribunal”*.

Another major challenge associated with the Hub campus involved its current location. While most stakeholders identified some strengths associated with the location, all stakeholders were quick to note associated challenges, as summarised in Table 7 overleaf.

As most of the above locational challenges cannot be easily overcome, the evaluators see merit in considering an alternative location for any ongoing foyer model for young people, while noting the inherent difficulties in locating a suitable alternative premise. As this suggestion was raised by many of the stakeholders consulted, the most common area recommended was the Campbelltown area.

F24. → Consider relocating the Hub campus to an alternative South West Sydney location that:

- a) is not affected with the same number of locational challenges as Miller**
- b) better reflects the foyer model as recommended by the Australian and UK associations**

Table 7: Identified Strengths and Challenges of current Hub location

Aspect/ Feature	Strength	Challenge
Proximity to clients' community of interest	<ul style="list-style-type: none"> Capacity to maintain connections to friends and family Capacity to maintain schooling or participation in ongoing education and training 	<ul style="list-style-type: none"> Ongoing access to negative peer networks and past risk factors including alcohol and drug cultures Ongoing exposure to high levels of unemployment and non-engagement in community life in the local vicinity Low employment and training opportunities in local area, with most clients reported to be commuting some distance to access jobs Quality staff recruitment and retention seen a challenge as many "were not prepared to commute to the South West"
Access to public transport	<ul style="list-style-type: none"> Bus stop is immediately outside the Hub and provides timetabled connections to Liverpool and other transport options 	<ul style="list-style-type: none"> Bus service is infrequent in non-peak periods Clients report commuting time to out of area training and other activities "<i>take too long</i>"
Nearby to Miller High & Miller TAFE	<ul style="list-style-type: none"> Provides convenient access to maintain connections to education at these two facilities 	<ul style="list-style-type: none"> Many clients need to commute to Liverpool TAFE and other facilities as course range is better elsewhere. Most foyers are co-located with educational institutions, with direct benefits in terms of local culture role models and group expectations
Close proximity to: <ul style="list-style-type: none"> open parkland 	<ul style="list-style-type: none"> Clients utilise park for recreation, including fitness training currently offered by Hub staff member Potential for clients to also utilise public pool (though reported reluctance to do so) 	<ul style="list-style-type: none"> Clients reported a sense of "<i>isolation</i>" and communicated there was "<i>not much to do locally</i>" Clients reported feeling "<i>unsafe in the area</i>" and "<i>not comfortable</i>" commuting to and from Hub after-hours.
<ul style="list-style-type: none"> Miller Shopping Centre 	<ul style="list-style-type: none"> Convenience of walking distance to purchase groceries and other essentials 	<ul style="list-style-type: none"> Both staff and clients reported various risks associated with the centre including: <ul style="list-style-type: none"> "<i>not feeling safe</i>" walking there at certain times of day recalling part incidents of violence and intimidation against clients, with one client reporting being "<i>beaten up</i>" on two occasions Shopping centre is also associated with range of negative influences associated with the alcohol outlet and as a reported "<i>hang for [drug] dealers</i>".

Source: EJD Consulting & Associates, based on stakeholder feedback, 2012

In respect to the juvenile justice stream, there were two key operational challenges identified. The first relates to timeline coordination between:

- a) client identification and referrals by juvenile justice staff and the establishment of support and relations with Hub staff;
- b) property availability coordinated through St George Community Housing (SGCH) and the housing of the client.

Over the course of the Project a number of time and coordination issues were identified that were found to have contributed to the less than optimal client outcomes. These included:

- insufficient transition planning in the pre-release phase to:
 - a) build the juvenile justice clients' living skills and confidence and capacity to live independently. As one stakeholder commented:

"For many juvenile justice clients used to institutional living, going straight from a correctional facility into the community at such a young age is a huge ask."
 - b) build relationships and rapport with the Hub staff and tenancy managers particularly in terms of understanding the support model available and their roles and responsibilities in terms of tenancy management.

In some cases, this meant referrals were not accepted by MA; in other cases, the referrals were accepted and the tenancy failed within a very short period of time.

- *"unaligned timing"* in terms of juvenile justice client referrals and property availability:
 - In some instances SGCH would have the property and no suitable candidate to house; in other instances Juvenile Justice would have the client and no current property available. This latter situation was reported to be particularly *"demotivating for clients"*, with some needing to be housed temporarily elsewhere, including back in their community of origin, with sometimes *"negative consequences in terms of reoffending."*

In respect to property availability, the evaluation identified what could be deemed a design flaw. Whereas there was a widespread assumption that the juvenile justice stream included access to five community housing properties per annum, in practice this became five juvenile justice clients per annum. As a result, if the tenancy failed, or was abandoned by the client, no replacement client was housed and the quota was deemed to have been fulfilled.

F25. →	<i>Ensure future juvenile justice HAP accommodation and support Projects:</i>
a)	<i>are managed on a client occupancy basis (rather than single allocation basis)</i>
b)	<i>include waiting lists and HAP tenant replacement processes</i>
c)	<i>incorporate a more coordinated and consistent approach to:</i>
	<i>- early client identification</i>
	<i>- transition planning involving liaison with both support and tenancy management staff</i>
	<i>- structured pre-release skills development and training to better assist clients to enter community based living.</i>

A final although not insignificant challenge associated with both the juvenile justice stream and the outreach stream was their inclusion in the same project as the foyer campus model in the first place. As the campus was the first of its kind in NSW and also included the majority of the Project's target group, many stakeholders observed the inherent challenges of also trying to manage and oversee two other new streams. There were also significant resourcing challenges associated with stream promotion, the development of referral pathways, coordination with housing providers, plus the capacity to manage intensive client support off the campus and in multiple locations. As one stakeholder summed up:

"It was a big ask to expect one service to manage three projects in effect, and naturally the Hub [campus] took the bulk of their attention."

Further, there was also a question as to whether the juvenile justice stream in particular might have been better managed by *"an established and experienced service provider familiar with the client group."* As one stakeholder observed:

"While in the end 'X' [Hub staff member's name] did a really good job one-on-one with some of the [juvenile justice] clients... it might have been better to have had this [target group] managed through another existing JJ [juvenile justice] provider."

While the provision of outreach support to all campus clients prior to their entering the campus, and after they exit the campus is seen as a critical feature of a successful foyer-type model, the evaluators nonetheless query the necessity to include a separate set of outreach clients as part of the Project model. While many stakeholders accurately observed that *"not all potential clients are suited to campus living"* the overall Project's core strengths and success factors were seen to lie primarily in its foyer-type features (see Section 7.2). This suggests devolving the two non-campus streams to alternative project management arrangements.

Further, the outreach stream was found to have struggled to find suitable accommodation for its young clients. The fact that the stream was established without allocated housing or a designated accommodation partner was a major weakness in the model, especially given the known challenges the client group faces in securing safe and affordable housing in the region. This needs to be rectified in the future as identified below.

- | | |
|---------------|--|
| F26. → | <i>Review options for disengaging the juvenile justice and outreach streams from the Hub campus model while:</i> |
| | <i>a) maintaining a strong pre-entry and post-exit outreach service for all campus clients</i> |
| | <i>b) ensuring eligible juvenile justice clients are included in the campus intake (see F11.)</i> |
| F27. → | <i>Identify another Project within MA, or an alternative service provider, to continue to provide housing and support to both the non-campus target groups.</i> |
| F28. → | <i>Ensure any future outreach stream include allocated housing or a designated housing partner as part of the service specifications.</i> |

Note: - Considerations for Specific Target Groups is covered in Section 5.2.2
 - Impacts on Service System is covered in Section 5.3

* * * *

Tanya*- CLIENT CASE STUDY 3

- PROFILE -

Tanya is 19 years old and grew up in South West Sydney. At 15 she left home to live with her boyfriend. The relationship was fraught with serious episodes of domestic violence. Eventually Tanya moved out, and having nowhere else to live, she ended up in a refuge.

Tanya continued with her schooling at the refuge. After about a year there, she learnt about the Hub through the refuge staff and was successful in being accepted into the campus stream.

- PROJECT PERSPECTIVES AND INTERVENTIONS -

During her time at the Hub Tanya continued at the same local high school, completing Year 11 and half of Year 12 before moving out. She had been a resident of the Miller campus for nearly two years.

After the refuge Tanya said she enjoyed “living a less controlled life” at the Hub. She liked having her “own freedom” and being able to live and feel “more independent”. She didn’t like the campus location, and felt it was in “an unsafe area”. For example, she found going to the Miller shops “scary”, and reports “often avoiding doing it”.

Tanya says she didn’t “use the [Hub] staff that much” though she liked them being available “to talk to” especially when she was “struggling” with various matters. She liked the fact that the staff were around to help when she needed them, and also to help in practical ways such with shopping, transport or paying bills “when money got short”.

While at the Hub Tanya met her boyfriend- Reno- who was another campus resident. Before coming to the campus Reno was in a juvenile justice detention centre. In mid 2012 Reno moved out and into a community housing apartment. Hub staff assisted in the process and continue to provide assistance and advice as part of their outreach service.*

In mid 2012 Tanya fell pregnant, though continued with her Year 12 studies. She completed her Higher School Certificate shortly after she had exited the campus to live with Reno. The baby was born shortly afterwards, a few weeks premature.

Tanya has had three different case workers over her time with the Hub. The first at the campus each left the service, with her third and current case worker being the outreach worker.

Tanya reports she lives fairly independently (with Reno) though it’s “great having Mel [the outreach worker] available if things come up”. Tanya says she receives regular calls from Mel and at least weekly visits. Tanya also calls Mel for occasional advice or help with transport in particular. “It’s just good to know that there is someone around you can ask for help- I like having that”.

Continued over page

*Case Study 3 continues***- FUTURE PLANS -**

Since leaving the Hub, Tanya, like Reno, has become an outreach client.

While the baby has had “a few health problems... [in general] everything is going pretty well now.”

Tanya reports she made “a few good friends” while a Hub resident. She also reports she “had fair bit of fun living there”. Some of these friends keep in touch and have come and visited Tanya and the baby.

She says while she likes having their own place, she doesn’t like the immediate area. Through her community housing provider Tanya and Reno have applied to relocate. “There are just too many dramas going on around here: neighbours getting bashed and other violence. It can be pretty stressful [with the baby] hearing this women scream all the time”.

Tanya’s main focus and future plans were on her baby and on organising the housing transfer. She wants this to happen soon as she doesn’t “want too much more change”.

Tanya says she would recommend the Hub campus to other people, especially ones that want to get on with their studies. She acknowledges it would not suit everyone, especially “someone who wants to just laze around and do nothing”.

At the time of the interview Reno was no longer her boyfriend.

**Not her or his real name*

* * * *

8. CONCLUSION

The South West Sydney Youth Hub Project – comprising the campus (foyer model), juvenile justice and outreach streams – was found to have been a successful initiative based on reported outputs, though with clear opportunities for model refinements and operational improvements as per the report findings.

Between July 2009 and June 2012 the Project assisted a total of 145 clients, the majority of whom were reported to have received long term housing and support as an outcome. The Project aims and objectives (in *italics* with full listing at Section 4.2) where the Hub Project was found to have performed well, particularly through the campus stream, were:

- adopting a comprehensive use of action planning as a tool for achieving young peoples' aspirations specifically through its intensive case management approach
- delivering transition pathways for young people exiting the Youth Hub and Miller campus into secure and stable accommodation.
- on a case-by-case basis, identifying and responding to barriers experienced by young people seeking to access educational or employment opportunities.

Based on available data, there also appeared to be solid performance on *preventing young people entering the 'no home, no job' cycle through provision of safe, affordable social housing linked to education, training, employment and life-skills programs supporting their transition to independence*, though the evaluators note the absence of longitudinal data – particularly in terms of the numbers and sustainability of housing and support, plus the employment and independence status of exited clients.

The Project aims and objectives where the Project was found to have room for improvement, or where insufficient time has passed to have recorded any measurable impact, were:

- increasing service collaboration across agencies in responding to the issue of youth homelessness
- engaging with the business and local community to deliver programs and activities allowing skills development and opportunities for young people
- developing integrated and collaborative whole of service system responses to youth homelessness and unemployment.

Based on the available evidence, and a lack of disaggregated outcome data, the evaluation was not able to determine the Project's performance on two aims and objectives, namely:

- providing juvenile justice clients with a transition path to independence through provision of stable housing, appropriate support and opportunities to achieve their goal of education or employment.
- *increasing levels of participation in education, employment or learning for young people at risk of homelessness* (In the absence of baseline data for each client, or the establishment of a control group containing similar numbers of individuals from the same target group, increased levels of participation could not be determined.)

Given the fact that this is the newest of the foyer-type approaches, and taking into consideration the challenges associated with evolving the service from the previous Live 'N'

Learn model, managing the major Miller campus refurbishments, overseeing three separate service streams and dealing with various personnel changes, the Project outcomes to date are considered very positive. Further, they provide a firm foundation on which an even more effective youth accommodation and support service for South West Sydney can be developed.

Areas for improvement, and key lessons learnt from the model to date, are expanded upon below.

8.1 *Key lessons learnt*

The key lessons learnt through the Project include:

1. Merit in focusing on a single model of service – namely the foyer-type residential model, incorporating a pre-campus and post-campus through-care support option. This was found to be preferable to incorporating three separate service streams within the one HAP project.
2. In respect to the campus stream:
 - given the challenges associated with locating the campus in a low socio-economic area such as Miller (including poor personal safety, less than optimal access to public transport, plus distance from major job markets as well as major educational opportunities) consideration should be given to relocating the campus to a vicinity more consistent with the foyer associations' guidelines, including possible co-location with an educational institution.
 - increase the after-hours supervision
3. In respect to the juvenile justice clients, the evidence suggests the model needs to be realigned to include:
 - improved early client identification and enhanced transition planning processes
 - greater levels of support, especially in the early weeks and months of independent living, ideally including a foyer-type residential stage
 - implementation of client reallocation policies and practices when or if an initial tenancy fails.

There are also benefits to be gained from enabling approved juvenile justice clients into the current campus stream, subject to meeting standardised risk assessment criteria.

4. While the provision of off-campus support is essential to successfully introducing clients into the campus model and to transitioning clients out into full independent living, the evidence suggests the ongoing hosting of an independent outreach stream – particularly without a dedicated accommodation component – is difficult to sustain given current Hub staffing and operations.
5. Finally, effective Hub management and highly skilled and committed staff were found to be critical to the Hub's successful operations.

See the consolidated list of key findings at Section 9 for other directions arising from the lessons learnt, including in relation to:

- improved referral pathways to increase the number of clients supported through the model at any one time
- stronger integration with the broader youth service system
- more effective partnerships with education, training and employer networks
- investigating options for increased staffing including in respect to after-hours supervision.

The combination of these findings also suggested that a review of all income, expenditure and running costs would be worthwhile prior to any future funding being determined.

8.2 Homelessness Implications

Notwithstanding the challenges identified and the findings arising, the Project was found to have met each of the HAP objectives and was demonstrably worthwhile in terms of helping to address youth homelessness.

Further, the Project was found to be fully consistent with the broader directions of the National Homelessness Strategy, as well as the directions outlined in the Going Home Staying Home (GHSH) Reform Plan (FACS 2013). Particularly through its foyer-type approaches, the Project was found to be fully complementary to the following GHSH themes and directions:

- recognising distinct service responses for young people
- focusing on individualised and need based approaches to client service delivery by:
 - using intensive case management as the core driver of client service provision
 - using brokerage funding to support individualised goods and services needs of clients
- shifting from crisis to early intervention and prevention by:
 - providing medium to long-term housing and support solutions
 - retaining or re-engaging young people in education and training
 - facilitating economic opportunities and growth and not just 'deficit' type remedies related to clients' personal or health issues
- breaking the cycle by:
 - providing clients with life-skills and practical training to live independently
 - complementing assistance and support with client commitments and responsibilities, including via group based activities
 - ultimately preventing or deflecting individuals from long term welfare and support 'dependence' by emphasising independence and the goal of independent living.

8.3 Future research and related activities

As noted in the findings, the evaluation highlighted a number of challenges related to the HAP data collection and reporting. There are clear opportunities to reform these, particularly in terms of researching and implementing best practice approaches to client input, output and outcome reporting over different time intervals.

There are also identified opportunities for the establishment of improved options and reliable measures for comparing service models and client outcomes over time. This could include the establishment of quality reference points and standardised cost analysis mechanisms for different client groups to enable both providers and funders to measure their performance based on agreed benchmarks.

The report also identified benefits for the Hub Project in making greater use of the foyer approach, not only in its Project design and operations but also in its philosophy of support and staff approaches to client engagement.

As foyers are still developing within the Australia context, the evaluators saw merit in Housing NSW, together with key service providers including MA, engaging more actively with both the Foyer Federation and other national foyer providers. The purpose would be to not only identify what lessons could be learnt to improve the Hub's current operations, but also to identify other opportunities for adopting the foyer approach in NSW as part of a broader homelessness response.

Finally, given the range of models investigated through the extended HAP evaluations, and their collective importance to both the government and non-government sectors involved in homelessness service provision, the evaluators see merit in convening an event to share the lessons learnt from the evaluation process. Such an event could also serve to facilitate the sharing of identified good practice and innovative solutions as well provide an opportunity for further information exchanges that could enhance NSW's response to homelessness in the future.

* * * *

9. KEY FINDINGS COLLATED

What follows is a consolidated list of key findings drawn from the report. For the reader's convenience, they have been reordered under headings and therefore are no longer in numerical order.

As the analysis in the report often contains additional information relating to each finding, readers are encouraged to refer back to the relevant section of the findings.

Data collection and reporting

- F1. → Enhance strategies for the collection and recording of client demographic profile information.*
- F2. → Revise the HAP Project reporting requirements to:
 - a) gather client profile and other project data related to each Hub stream*
 - b) include further differentiation in youth age ranges*
 - c) differentiate between new clients and continuing clients in any reporting period or calendar year.**
- F4. → Revise the HAP client outcome reporting systems in order to more systematically capture client change based on service interventions using results based accountability approaches.*
- F5. → Revise the Hub Project client outcome monitoring systems and/or HAP reporting tools to include the number and types of:
 - a) education and training courses commenced or sustained*
 - b) education and training courses completed*
 - c) employment commenced*
 - d) employment continued with at specified time intervals.**

Foyer model and locational issues

- F22. → With input from the Foyer Foundation, review, identify and implement measures to more closely align the Hub with core foyer elements and approaches.*
- F23. → Consider relocating the Hub campus to an alternative South West Sydney location that:
 - a) is not affected with the same number of locational challenges as Miller*
 - b) better reflects the foyer model as recommended by the Australian and UK associations**
- F24. → Ensure future juvenile justice HAP accommodation and support Projects:
 - a) are managed on a client occupancy basis (rather than single allocation basis)*
 - b) include waiting lists and HAP tenant replacement processes**

- c) *incorporate a more coordinated and consistent approach to:*
 - *early client identification*
 - *transition planning involving liaison with both support and tenancy management staff*
 - *structured pre-release skills development and training to better assist clients to enter community based living.*

Support to clients

- F3. → *Strengthen the housing with support available to all non-campus Project clients including via:*
 - a) *investigating a campus-style transition model for juvenile justice clients prior to moving them into community based housing*
 - b) *increasing the level of supervision and hours of support available for non-campus clients*
 - c) *establishing a housing partnership or dedicated housing for outreach clients.*
- F6. → *Strengthen how the education, training and employment component of the Hub model is delivered to clients, potentially via the addition of professional vocational experts and youth employment specialists.*

Partnerships

- F7. → *Strengthen relations and partnerships with key local employers in order to improve employment options as well as create potential work experience, part-time work and professional mentoring opportunities.*

Target group and assessment of potential clients

- F8. →
 - a) *Further refine the selection criteria across all Hub streams to better determine capacity to live independently, especially given current levels of support.*
 - b) *Where suitable candidates are deemed not to sufficiently meet these criteria, implement a structured transition program via the outreach stream prior to the individuals being fully accepted into the model.*
- F9. →
 - a) *Broaden the Project target group to include all young people (16-25 years), though also establish a priority age range of 18-20 years.*
 - b) *Strengthen partnerships with key education and training institutions to specifically identify at risk individuals in their early years of study.*
- F10. → *Investigate options for trialling a foyer-type model specifically for young offenders exiting juvenile justice as a transition to independent living.*
- F11. → *Revise the Hub assessment and eligibility criteria to include quality risk assessment processes thereby removing the exclusion of juvenile justice clients from the model.*

- F12. → Review if the Project is appropriate for young refugees given the specialist expertise and networks required to appropriately support these individuals in their settlement processes.*
- F19. → Investigate options to increase the allocation and retention rates of clients in all three Hub streams to maximise the impacts and cost-effectiveness of the Hub model.*

Juvenile justice and outreach streams

- F25. → Review options for disengaging the juvenile justice and outreach streams from the Hub campus model while:*
- a) maintaining a strong pre-entry and post-exit outreach service for all campus clients*
 - b) ensuring eligible juvenile justice clients are included in the campus intake (see Finding 11).*
- F26. → Identify another Project within MA, or an alternative service provider, to continue to provide housing and support to both the non-campus target groups.*
- F27. → Ensure any future outreach stream include allocated housing or a designated housing partner as part of the service specifications.*

Referral pathways and promotion of the service

- F13. → Renew and revitalise the Hub's service promotion across key Government and non-government networks in South West Sydney as well as via online information.*
- F14. → Design and implement a referral pathways strategy with a focus on key youth and education and training service providers in order to:*
- a) address service underutilisation and increase service capacity*
 - b) establish waiting lists to more efficiently and promptly fill vacancies across all three streams*
 - c) expand the partnership approach particularly with key educational and training providers across the South West Sydney area.*

Staffing issues

- F15. → Introduce, or at least trial, increased after-hours campus staffing to improve campus amenity and safety and to expand client access to common areas*
- F16. → In future ensure all staff engaging with juvenile justice clients are experienced in working with young people with similar backgrounds and are trained in quality motivational interviewing and engagement techniques.*
- F17. → Review the Hub's current staffing levels and operations to identify options (within budget) to increase client access to staff and support across all three streams.*

Financial Issues

- F18. → Update and better align Project financial reporting to ensure consistency in Hub income and expenditure reporting Update and align its Project financial reporting to ensure consistency in Hub income and expenditure reporting*
- F19. → Provide HAP funded services with enhanced Project income and expenditure templates that:*
- a) include explanatory notes including in respect to:*
 - i) expected inclusions and exclusions related to items such as host organisation management fees and administration costs*
 - ii) funding carried forward*
 - iii) accounting for all variations between budgets and actuals.*
 - b) list major goods and services categories under the brokerage item*
- F20. → Develop and establish robust HAP unit costing measures and benchmarking options to enable Project and model efficiency and effective analysis in the future.*

* * * *

GLOSSARY

AHURI	Australian Housing and Urban Research Institute
ATSI	Aboriginal and Torres Strait Islander
CHD	Community Housing Division, FACS
CHLP	Community Housing Leasing Program
FTE	Full time equivalent (in reference to staff)
FACS	NSW Department of Family and Community Services
FAHCSIA	Australian Department of Families, Housing, Community Services and Indigenous Affairs
GHSB	Going Home Staying Home (Most recently referring to the Reform Plan, February 2013)
HRAP	Homelessness Regional Action Plan
HAP	NSW Homelessness Action Plan 2009- 2014
MA	Mission Australia
NESB	Non-English Speaking Background
NGO	Non-Government Organisation
NPAH	National Partnership Agreement on Homelessness
RCG	Responsible Conduct of Gaming (as in training course)
RHAP	Regional Homelessness Action Plan
RSA	Responsible Service of Alcohol (as in training course)
SGCH	St George Community Housing
SHS	Specialist homelessness services (formally referred to as SAAP services)
SWSYH	South West Sydney Youth Hub

* * * *

APPENDICES

APPENDIX 1: Defining and Measuring Homelessness in Australia

A) *Defining Homelessness*

While debate continues in many western countries about the best way to define *homelessness*, in Australia two main definitions have been used most frequently in recent times (Chamberlain & MacKenzie 2008).

The most widely used definition of homelessness within Australia, and the one used until recently by the Australian Bureau of Statistics, is that outlined by Chamberlain and Mackenzie (2003). This definition, often referred to as the 'cultural definition', differentiates three tiers of homelessness:

- Primary homelessness represents the traditional notion of homelessness: those lacking conventional accommodation who are 'sleeping rough' or 'living on the streets', who seek out temporary shelter in a park, derelict building, under an overpass, in a car, etc.
- Secondary homelessness includes people who move frequently from one form of temporary shelter to another. As well as those in structured forms of emergency or transitional accommodation, such as hostels for the homeless and refuges, this category also includes those who are 'couch surfing', i.e. staying temporarily at someone else's place because they do not have a place of their own.
- Tertiary homelessness refers to people living in boarding house accommodation for 13 weeks or longer. They are included in the definition of homelessness because their accommodation does not meet what is considered the minimum community standard of a small rental flat (bedroom, living room, kitchen, bathroom and some security of tenure).

A second definition of homelessness which is relevant in the Australian context is that provided by the *Supported Accommodation Assistance Act 1994* (SAA Act). Although the former Supported Accommodation Assistance Program (SAAP) was absorbed into the National Affordable Housing Agreement (NAHA) from 1 January 2009 (FaHCSIA 2010), the Act's definition of homelessness has ongoing application because data from the SAAP National Data Collection has been widely used to supplement Census data for the purposes of estimating the homeless population (discussed further below).

The SAA Act definition of homelessness focuses on the concept of 'inadequate access to safe and secure housing' and goes on to detail ways in which housing may be deemed inadequate, such as being likely to damage the person's health, threaten their safety, or marginalise them by failing to provide access to the 'economic and social supports that a home normally affords'. The definition also encompasses existing residents of SAAP accommodation.

The Australian Government recently released an exposure draft of the Homelessness Bill 2012, which seeks to replace the Supported Accommodation Assistance Act (FaHCSIA 2012b). The draft Bill takes a quite different approach from its predecessor to defining homelessness, as follows:

‘For the purposes of this Act, a person is experiencing *homelessness* if:

- (a) the person is sleeping rough or living in an improvised dwelling; or
- (b) either:
 - (i) the person is temporarily living with friends or relatives and has no other usual address; or
 - (ii) the person is living in accommodation provided by a specialist homelessness service; or
- (c) the person is living in a boarding house, caravan park, hostel, refuge, shelter or similar accommodation, whether on a short-term or long-term basis, in respect of which the person has no secure lease and the person is not living in that accommodation by choice.’ (FaHCSIA 2012a)

This definition makes direct reference to the kinds of circumstances in which the homeless find themselves, and clauses (a), (b) and (c) respectively echo the three tiers of homelessness differentiated by Chamberlain and Mackenzie (2003). It remains to be seen what effect this change in definitional approach will have should the proposed legislation come into force.

The ABS has recently developed its own definition of homelessness, which will underpin all its future collection of statistics on homelessness and will also be used to analyse some existing data collections (ABS 2012c). Because of the complexity of applying the new definition to its many data collections, the ABS plans to publish an *Information Paper: Guide to Homelessness Statistics* (cat. no. 4923.0) in November 2012, to assist users to implement the new definition and to know which data collections it can be used with (ABS 2012b). The new definition represents a significant departure from the Bureau’s former attachment to the definition developed by Chamberlain and Mackenzie (2003).

B) Measuring the Extent of Homelessness

Australia is fortunate to have consistently recorded and reasonably accurate ‘point in time’ data about the extent of homelessness in this country (AHURI 2009). Key documents include the *Counting the homeless* reports released by the Australian Bureau of Statistics Australian Census Analytic Program following the 2001 and 2006 Censuses (Chamberlain & MacKenzie 2003, Chamberlain & MacKenzie 2008).

Counting the homeless 2006 sought to build on the analysis provided by its predecessor from the 2001 Census, by using the same definitions and methodology (Chamberlain & MacKenzie 2008). This consistency enables useful information about continuity and change within the homeless population to be extracted and analysed.

The *Counting the homeless* reports used data from the Census combined with information from the SAAP National Data Collection. Census data alone cannot provide an accurate view of all categories of homelessness. For example, Census collectors may have difficulty recognising some forms of supported accommodation, leading to a significant undercount of people staying in some SAAP services (Chamberlain & MacKenzie 2003). Women’s refuges,

for example, keep their locations secret for reasons of safety. To overcome this undercount, Census data was supplemented with information from the SAAP National Data Collection.

Due to the absorption of the SAAP Program into the National Affordable Housing Agreement (NAHA), the SAAP National Data Collection has been replaced by the Specialist Homelessness Services Collection (SHSC), which began on 1 July 2011. This new collection describes all clients who receive services from specialist homelessness agencies and the assistance they receive (AIHW 2012). In addition, a Supported Accommodation Flag (SAFD) variable was introduced for the 2011 Census, which will allow identification of individual addresses providing supported accommodation by comparison during Census processing with lists provided by each state and territory (ABS 2011).

Information about primary homelessness comes chiefly from the Census data and in the 2011 Census a special effort was made to gain an accurate count of people in the primary population and to improve the information collected about the quality of their accommodation (Chamberlain & MacKenzie 2008). Primary homelessness is recorded when a Census collector selects the 'improvised homes, tents and sleepers out' category of the Dwelling Structure (STRD) variable. This category also applies to people using makeshift shelters or more substantial improvised dwellings, which are more common in rural areas (Chamberlain & MacKenzie 2008).

Secondary homelessness is more difficult to enumerate and for reasons outlined above, the *Counting the homeless* reports used Census data supplemented with information from the SAAP National Data Collection and in some cases also from the national census of homeless school students (MacKenzie & Chamberlain 2002). This latter data set was used to account for young people staying in another household temporarily but who are not 'visitors' in the traditional sense, also known as *couch surfers*. Young people in this situation tend to be recorded as visitors on Census night, rather than as homeless, because householders assume the young person will one day return to their parental home. Information from the national census of homeless school students is used to correct for this undercounting (Chamberlain & MacKenzie 2008).

Tertiary homelessness refers to people living in boarding house accommodation on a long-term basis (13 weeks or longer). Such people are counted using the Census category of 'boarding house, private hotel' within the Type of Non-Private Dwelling (NPDD) variable. However, it is known that secondary homeless people are actually secondary homeless are also counted within this category (resident for less than 13 weeks) because they cannot be distinguished using the Census data. While this is a misclassification between secondary and tertiary homelessness, it does not affect overall homelessness figures obtained from the Census (Chamberlain & MacKenzie 2008).

* * * *

APPENDIX 2: Foyers currently operating or planned in Australia

The Miller campus, established in 2003, was Australia's first foyer. Since then a number of other foyers, or facilities based on the foyer model, have been established or are planned:

- **Ladder Hoddle Street**, Melbourne VIC – opened in 2009, provides a supportive environment, life changing development opportunities and self-contained apartments for young people aged 16–25 who have been affected by homelessness (Ladder 2012).
- **Melbourne Citymission Step Ahead**, Fitzroy North VIC – offers young people aged 16–25 housing in furnished units for up to three years where they receive ongoing case management and a structured program of learning (Melbourne Citymission 2012).
- **Ladder St Vincent Street**, Port Adelaide SA – opened in January 2011, is an accommodation facility located in the heart of Port Adelaide providing independent housing for 23 young people, male and female, who are homeless or at risk of homelessness (St. John's Youth Services 2012).
- **Illawarra Youth Foyer Project**, Wollongong NSW – begun as a pilot in 2004 and officially launched in February 2010, provides medium to long-term supported housing for up to 25 young people aged 16–23 years who are engaged in education, training and pre-employment and employment support (Southern Youth and Family Services 2012).
- **Vera Loblay House**, Crows Nest NSW – managed by the Salvation Army Oasis Youth Support Network, provides stable, long-term accommodation for young people aged 16–25 who are committed to pursuing their education, training or employment goals, and have identified the need for support to make positive lifestyle changes. The service provides young people the opportunity to develop and demonstrate the ability to live independently with the availability of 24-hour live-in support, regular case management meetings and attendance at weekly activities (Oasis Youth Support Network 2012).
- **Francis Street**, Darlinghurst NSW – managed by the Salvation Army Oasis Youth Support Network, provides a stable and secure living environment for young people aged 16–25 and individualised support with the aim of young people moving towards full independence. Up to 18 residents are accommodated in studio-style apartments bound by a standard tenancy agreement, and are required to participate in regular living skills and case management meetings. On-site case workers encourage and support personal growth and development, with the aim of facilitating the achievement of responsible independence (Oasis Youth Support Network 2012).
- **Logan Youth Foyer Support Service**, Logan QLD – established in 2009, provides support for single young people aged 16–25 housed in a Gold Coast Housing Company managed unit complex. Case management and career development is aimed at helping young people move towards independent living (Wesley Mission Brisbane 2012).

- **Our Place**, Braddon ACT – launched in September 2011, provides supported accommodation for approximately 12–18 young people, with or without children, who are either studying, or employed (DDHCS ACT undated; Housing & Community Services ACT 2012).
- **Oxford Foyer**, Central Institute of Technology campus, Perth WA – will be the first purpose-built foyer in Australia. It will provide high-quality accommodation and training for up to 98 young people aged 16–25 and is due to open in August 2013 (Foyer Oxford 2012).
- **Southern Community Hub and Youth Foyer**, Warilla NSW – announced in June 2012, this project will reconstruct and refurbish the old Warilla Police Station site into a vibrant Community and Services Hub for community members and families and a supported accommodation and training facility for disadvantaged, homeless young people (Regional Development Australia 2012).
- **Three new Foyers to be built in Victoria** – the Victorian Government announced in April 2012 that it will build three new foyers.

The first will be at the Kangan Institute of TAFE campus at Broadmeadows, to be completed by mid-2013. It is understood the site will be managed by Hanover Welfare Services.

Each foyer will have 40 studio-style rooms and extensive common and support service areas, and will be supervised by staff 24/7 (State Government of Victoria 2012).

* * * *

APPENDIX 3: Foyer Information from Foyer Foundation (Australia)

The following information is drawn from the Foyer Foundation Australia's Website: <http://www.foyer.org.au/foundation.html> (December 2012)

About the Foyer Foundation

The Foyer Foundation Limited – operating as Foyer Foundation - has been established in Australia to raise funds specifically for foyer development costs, and for programs and services that provide direct benefits to assist young people and children in their journey to independence.

The Foundation's role is to:

- Promote foyers across Australia,
- Support the development of foyers through facilitation of collaborative partnerships, and the provision of advice,
- License operators, provide training, and ensure ongoing quality assurance.
- Give voice to alienated young people.

About the Foyer Model

1) *Your future starts here*

The pathway to a future begins for each young person with a personal commitment to themselves to work to change their lives, and make an application to live in a learning environment that will support them in achieving their goals.

2) *Services*

Foyers are staffed around the clock by professional and fully trained people. Led by a Manager, a team of tenancy, administrative, support and security staff will work together to provide a safe environment and personal support to every young person residing in FOYER.

3) *Property Management*

Tenancy Officers manage the allocation of apartments, monitor rental payments, co-ordinate response to maintenance issues with the property manager and provide tenancy advice and support to FOYER residents.

4) *Support*

FOYER Support Officers will provide individual case management to FOYER residents. They will conduct initial reviews of applications, provide induction to the FOYER program, instigate any life-skills training they need and link them to mainstream education programs, establish individual FOYER Resident and Learning Contracts, case plan their resettlement and provide

support to move out to independence. The experience of Foyers internationally is that about 75% will leave with full-time work, or will be on their way to university. Resettlement support continues for up to 18 months or until the young person is confident living without it.

5) Security

On-site security staff will supervise entry and exit of all residents, staff and visitors, and monitor the FOYER building 24 hours a day. They will be backed by state of the art security systems that include card access and CCTV monitoring of all public and common space.

6) Location

The physical location of a FOYER is critical to its success. The combined experience of over 130 FOYERS in the UK has demonstrated that they must be centrally located to work. They must be near public transport, education, training and work opportunities. Most importantly they must send a strong message to both young people and the community that the FOYER residents are valued by placing them in the area of greatest potential. For example a FOYER in or very near the city of Adelaide, South Australia, meets the following criteria:

- Central to metropolitan transport system
- Over 100 education and training institutions
- Multiple work opportunities in retail, service and business sectors

7) Building

The most successful Foyers are in buildings that are landmarks and contribute to regeneration. They provide both status to the young people living there and to the area in which they are located. Good design is essential for the building to be attractive and practical, secure, and cost and environmentally efficient to operate. They include well-planned offices for support staff, training rooms and space for tenant partners. They include state of the art security and IT systems, but above all provide high-quality accommodation and training facilities for FOYER residents.

8) Cost

FOYER projects are challenging to fund because they involve a mixture of uses. They are also potentially expensive because of the higher land costs of a prime location and the scale necessary for the FOYER to operate effectively. In addition:

- to contribute to regeneration it must be well-designed landmark
- to keep costs low it must be constructed with quality materials
- to keep rents low ideally it should be wholly funded through grants, donations or in kind support

In the UK, costs have been reduced through modular construction methods and controlled through tapping into various grants programs

9) Partnerships

Partnerships are central to the success of young people achieving their goals. Foyers provide safe and stable accommodation and support, but as the core goal is to promote independence, the aim is to support engagement of young people with mainstream opportunities. Foyers form partnerships with the service and education and training providers in the wider community, however some may be located in rental space in the FOYER building.

Foyers develop partnerships in the following areas:

- Learning (i.e. public schools, TAFE, private colleges and universities)
- Working (i.e. apprenticeships, cadetships, work experience)
- Health (i.e. medical practitioners, mental health, child health and drug and alcohol services)
- Family (i.e. child care, child health)

* * * *

APPENDIX 4: Stakeholders Consulted for the Evaluation

Name	Position	Organisation
Thomas Dent	Hub Service Manager	Mission Australia
Wendy Hildebrand	Operations Manager, Youth Accommodation and Support	Mission Australia
Rachael Reid	Team Leader	MA Housing
Kimberly Catchlove	Supported Housing Manager	MA Housing
Chris Michaels	Assistant Manager – Blacktown Juvenile Justice Centre	Department of Attorney General and Justice
Peter Jensen	Acting Unit Manager	Waratah Pre-release Unit Juvenile justice
Liza Sloan	Manger	St George Community Housing
Jamie de Bruyn	Youth and Disability Case Manager	Junction Works
Julia Else	Case Worker	FRYST
Niree Smith	Parole Officer	Liverpool Probation and Parole
Norman Gorrie	Indigenous construction pathways	TAFE NSW Aboriginal Unit
Karen Burr	Nurse Educator	Karitane
Sarah Harris	Service Manager (first Hub Service Manager)	Creative Youth Initiatives MA
Nikolina Pletikosa	Employment program manager	White Lion

Name	Position	Organisation
Melissa Potts	Team Leader, SWSYH	Mission Australia
Greg Bensen	Principal Policy Officer, Juvenile Justice	Department of Attorney General and Justice
Tony Keenan	Chair, Foyer Federation of Australia	Hanover Welfare Services
Catherine Hicks	Program Specialist, Youth Accommodation and Support	Mission Australia
Lynne Bevan	Director, Service Improvement, Greater Western Sydney	Housing NSW
Milana Gravorac	Senior Project Officer, Homelessness, Service Improvement Unit	Housing NSW, Department of Family and Community Services
Catherine Duff	Outgoing Hub Service Manager	Mission Australia

plus 5 other current Hub staff.

* * * *

REFERENCES

- Australian Bureau of Statistics (2011) 'Supported Accommodation Flag (SAFD)', in *2011 Census Dictionary*, Australian Bureau of Statistics, Canberra, Catalogue No. 2901.0, updated 20 May 2011, viewed 11 September 2012, <<http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/2901.0Chapter55152011>>.
- Australian Bureau of Statistics (2012a) *Census of Population and Housing: Estimating homelessness*, Australian Bureau of Statistics, Canberra, Catalogue No. 2049.0.
- Australian Bureau of Statistics (2012b) *Information Paper – A statistical definition of homelessness*, Australian Bureau of Statistics, Canberra, Catalogue No. 4922.0.
- Australian Bureau of Statistics (2012c) *Information Paper – Methodology for estimating homelessness from the Census of Population and Housing*, Australian Bureau of Statistics, Canberra, Catalogue No. 2049.0.55.001.
- Australian Bureau of Statistics (2012d) *Australian Social Trends March 2012: Life after Homelessness*, Australian Bureau of Statistics, Canberra, Catalogue No. 4102.0.
- AHURI (2004) 'School students who are homeless: Finding solutions', *AHURI Research and Policy Bulletin, Issue 49*, Australian Housing and Urban Research Institute, Melbourne, VIC.
- AHURI (2006) 'Youth homelessness in rural Australia', *AHURI Research and Policy Bulletin, Issue 82*, Australian Housing and Urban Research Institute, Melbourne, VIC.
- AHURI (2009) *Evidence to inform NSW homelessness action priorities 2009–10*, Australian Housing and Urban Research Institute, Research Synthesis Service, Melbourne, VIC.
- AIHW (2012) *Specialist Homelessness Services Collection: December quarter 2011*, Australian Institute of Health and Welfare, Canberra, Catalogue No. HOU 263.
- Baldry, E, McDonnell, D, Maplestone, P and Peeters, M (2003) *Ex-prisoners and accommodation: what bearing do different forms of housing have on social reintegration?* Australian Housing and Urban Research Institute, RMIT-NATSEM Research Centre, Melbourne, VIC.
- Chamberlain, C and MacKenzie, D (2003) *Counting the Homeless 2001*, Australian Bureau of Statistics, Canberra, Catalogue No. 2050.0.
- Chamberlain, C and MacKenzie, D (2008) *Counting the Homeless 2006*, Australian Bureau of Statistics, Canberra, Catalogue No. 2050.0.
- Chamberlain, C and MacKenzie, D (2009) *Counting the Homeless 2006: New South Wales*, Australian Institute of Health and Welfare, Canberra, Catalogue No. HOU 204.
- Cameron, C (2009) *Tackling Youth Homelessness with Integrated Service Delivery: the case for integration in addressing the needs of young people who are homeless, disadvantaged and at risk*, report to Melbourne Citymission, Melbourne, VIC.
- DDHCS ACT (undated) 'Youth Foyer – An initiative of the ACT Government's proposal for housing and homelessness services under the National Affordable Housing Agreement', unpublished concept paper, Social Housing and Homelessness Services, Department of Disability, Housing and Community Services, ACT.

- Deloitte Access Economics (2011) *Current and future service delivery models for single adults experiencing homelessness: literature review*, report prepared for the Queensland Department of Communities, Deloitte Access Economics.
- Department of Human Services (2010a) *Regional Homelessness Action Plan 2010–2014: Coastal Sydney*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Human Services (2010b) *Regional Homelessness Action Plan 2010–2014: Greater Western Sydney*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Human Services (2010c) *Regional Homelessness Action Plan 2010–2014: Illawarra*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Human Services (2010d) *Regional Homelessness Action Plan 2010–2014: North Coast*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Human Services (2010e) *Regional Homelessness Action Plan 2010–2014: Riverina/Murray*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Human Services (2010f) *Regional Homelessness Action Plan 2010–2014: South East*, Department of Human Services, Housing NSW, Sydney, NSW.
- Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) (2008) *The Road Home: A National Approach to Reducing Homelessness*, Homelessness Taskforce, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra, ACT.
- FaHCSIA (2010) *Progress and action plan for the Australian Government's white paper on homelessness*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra.
- FaHCSIA (2011a) *FaHCSIA Annual Report 2010–11*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra.
- FaHCSIA (2011b) *Reconnect Operational Guidelines*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra.
- FaHCSIA (2012a) *Homelessness Bill 2012*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra, updated 8 June 2012, viewed 6 September 2012, <<http://www.fahcsia.gov.au/our-responsibilities/housing-support/programs-services/homelessness/exposure-draft-homelessness-bill-2012/homelessness-bill-2012>>.
- FaHCSIA (2012b) *Introduction to the Homelessness Bill 2012*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra, updated 8 June 2012, viewed 6 September 2012, <<http://www.fahcsia.gov.au/our-responsibilities/housing-support/programs-services/homelessness/introduction-to-the-homelessness-bill-2012>>.
- FaHCSIA (2012c) *Reconnect Services in New South Wales*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra, updated 25 May 2012, viewed 13 September 2012, <<http://www.fahcsia.gov.au/our-responsibilities/housing-support/programs-services/homelessness/reconnect/reconnect-services-in-new-south-wales>>.

- Department of Family and Community Services (FACS) (2012) *Going Home Staying Home: Future directions for specialist homelessness services, Consultation Paper*, NSW Department of Family and Community Services.
- Department of Family and Community Services (FACS) (2013) *Going Home Staying Home: Reform Plan*, NSW Department of Family and Community Services.
- Falconer, C (2012) *A better offer for all young people*, Presentation delivered at the first National Foyer Conference, Melbourne, Australia, October 2012
- Flatau, P, Zaretsky, K, Brady, M, Haigh, Y and Martin, R (2008), *The cost-effectiveness of homelessness programs: a first assessment, Volume 1 – main report*, Australian Housing and Urban Research Institute, Western Australia Research Centre, WA.
- Foyer Federation (2005) *The Foyer Federation Accreditation Scheme: Foyer Independence Support Home – An Overview of the FISH Accreditation Scheme*, Foyer Federation, London, UK.
- Foyer Federation (2011) *A better deal for young people... Sharing the UK Foyer Experience*, London, UK, <<http://www.foyer.net>>
- Foyer Federation (2012a) *Foyers*, Foyer Federation, London, UK, date updated not stated, viewed 14 September 2012, <<http://www.foyer.net/level2.asp?level2id=2>>.
- Foyer Federation (2012b) *Our History*, Foyer Federation, London, UK, date updated not stated, viewed 13 September 2012, <<http://www.foyer.net/level2.asp?level2id=2>>.
- Foyer Federation (2012c) *Our Mission*, Foyer Federation, London, UK, date updated not stated, viewed 14 September 2012, <<http://foyer.websites.bta.com/level2.asp?level2id=44>>.
- Foyer Oxford (2012) *Foyer Oxford: Frequently asked questions*, Foyer Oxford, Perth, WA, date updated not stated, viewed 14 September 2012, <<http://oxfordfoyer.com.au/faqs/>>.
- Housing & Community Services ACT (2012) *Social Housing and Homelessness Services: Youth Homelessness Services in the ACT*, Housing & Community Services ACT, Community Services Directorate, ACT, updated 16 July 2012, viewed 14 September 2012, <http://www.dhcs.act.gov.au/hcs/social_housing/social_housing_and_homelessness_services>.
- Juvenile Justice NSW (2011), *Annual Report Summary 2010–11*, Juvenile Justice NSW, Sydney.
- KPMG (2012) *Independent auditor's report for the South West Sydney Youth Hub Program for the period 1 July 2011 to 30 June 2012*, KPMG, Sydney.
- Ladder (2012) *Where we work*, Ladder, Abbotsford, VIC, date updated not given, viewed 14 September 2012, <<http://www.ladder.org.au/index.php?id=28>>.
- Lovatt, R, Whitehead, C and Levy-Vroelant, C (2006) *Foyers in the UK and France – Comparisons and Contrasts*, Cambridge Centre for Housing and Planning Research, Cambridge, UK.
- MacKenzie, D and Chamberlain, C (2002) 'The second national census of homeless school students', *Youth Studies Australia*, Vol. 21, no. 4, pp. 24–31.

- MacKenzie, D and Chamberlain, C (2008) *Youth Homelessness in Australia*, Counting the Homeless 2006 project, Hawthorn, VIC.
- Malycha, W (2008) *Foyers- International learning and relevance to Australia* Anglicare WA Youth Homelessness Forum presentation, May 2008.
- Maunder, D, Liddel, M and Green, S (2008) *Young People Leaving Care and Protection: A Report to the National Youth Affairs Research Scheme*, 1999 cited in CREATE Foundation *Report Card: Transitioning From Care*, March 2008
- McDowall, JJ (2011) *Transitioning from Care in Australia: An Evaluation of CREATE's What's the Plan? campaign* (CREATE Report Card 2011), CREATE Foundation, Sydney.
- Melbourne Citymission (2012) *Step Ahead*, Melbourne Citymission, Melbourne, VIC, date updated not given, viewed 14 September 2012, <<http://www.melbournecitymission.org.au/What-We-Do/Our-Programs-Services/Homelessness-Services/Homelessness-Homeless-Support/Foyer-Plus/Step-Ahead>>.
- Mission Australia (2007) *Homeless young Australians: issues and responses*, Snapshot from the National Survey of Young Australians 2006, Mission Australia Research and Social Policy, Sydney.
- Mission Australia (2008) *National Survey of Young Australians 2008: key and emerging issues*, Mission Australia Research and Social Policy, Sydney.
- Mission Australia (2009) *The experiences of young people: How do their living arrangements impact?*, Snapshot from the National Survey of Young Australians 2008, Mission Australia Research and Social Policy, Sydney.
- NSW Audit Office (2007) *Performance audit : Addressing the needs of young offenders: Department of Juvenile Justice, NSW Police Force*, NSW Audit Office, Sydney, NSW.
- NSW Government (2009) *A Way Home: Reducing Homelessness in NSW – NSW Homelessness Action Plan 2009–2014*, NSW Government, Sydney, NSW.
- Oasis Youth Support Network (2012) *Oasis Services: Accommodation*, Oasis Youth Support Network, Salvation Army, Sydney, NSW, date updated not given, viewed 14 September 2012, <<http://salvos.org.au/oasis/what-we-do/oasis-services/>>.
- Pinkney, S and Ewing, S (2006), *The costs and pathways of homelessness: developing policy-relevant economic analyses for the Australian homelessness service system*, Institute for Social Research, Swinburne University of Technology, Melbourne, VIC.
- Randolph, B and Wood, H (2005) *An interim evaluation of the Miller Live 'N' Learn Campus*, report prepared for the Australian Housing and Urban Research Institute, Melbourne, VIC.
- Regional Development Australia (2012) *Media release: \$7.6m funding boost for key projects in the Illawarra*, Regional Development Australia Illawarra, Wollongong, NSW.
- Southern Youth and Family Services (2012) *Illawarra Youth Foyer Project*, Southern Youth and Family Services, Wollongong, NSW, date updated not given, viewed 14 September 2012, <http://www.syfs.org.au/index.php?option=com_content&view=article&id=71:southern-youth-foyer-project&catid=3:supported-accomodation-a-housing-&Itemid=73>.

- St. John's Youth Services (2012) *Our Services*, St. John's Youth Services Inc, Adelaide, SA, date updated not given, viewed 14 September 2012, <http://www.stjohnsyouthservices.org.au/about_services.html>.
- State Government of Victoria (2012) *Media Release: Youth Foyer for vulnerable young people in Broadmeadows*, State Government of Victoria, Melbourne, VIC.
- Wesley Mission Brisbane (2012) *Logan Youth Foyer Support Service*, Wesley Mission Brisbane, Chermside, QLD, date updated not given, viewed 14 September 2012, <http://www.wmb.org.au/page/Services/Community_Services/Adult_and_Youth_Support/Logan_Youth_Foyer_Support_Service/>.

Evaluations of other foyer-type facilities²⁰

- Allen, C (2001) 'On the Social Consequences (and Social Conscience) of 'the Foyer Industry': A Critical ethnography', *Journal of Youth Studies*, Vol. 4, no. 4, pp. 471–494.
- Common Ground Community and Good Sheppard Services. (2009) *The Chelsea Foyer at the Christopher at Five years: Lessons in Developing Stable housing and Self-Sufficiency For homeless youth and youth exiting Foster Care*, Good Shepherd Services, New York, NY, USA, available at www.goodshepherds.org/images/content/1/1/11397.pdf.
- Gaetz, S and Scott, F (2012) *Live, Learn, Grow: Supporting Transitions to Adulthood for Homeless Youth – A Framework for the Foyer in Canada*, The Canadian Homelessness Research Network Press, Toronto, Canada, available at http://www.homelesshub.ca/ResourceFiles/foyer_report23112012.pdf.
- Grace, M, Keys, D, Hart, A and Keys, B (2011) *Achieving (eXTrA)ordinary Aspirations: a research project exploring the role that the Step Ahead program has played in the lives of young people affected by homelessness*, Victoria University, Melbourne, VIC, available at [vuir.vu.edu.au/6831/1/\(6831\)Step_Ahead_technical_report_18-7-11.pdf](http://vuir.vu.edu.au/6831/1/(6831)Step_Ahead_technical_report_18-7-11.pdf).
- Lovatt, R and Whitehead, C (2006) *Launch pad for life: An assessment of the role of foyers in housing association provision*, Housing Corporation and University of Cambridge, Cambridge, UK, available at www.cchpr.landecon.cam.ac.uk/Downloads/Launch_pad_for_life.pdf.
- Maginn, A, Frew, R, O'Regan, S and Kodz, J (2000) *Stepping Stones: An evaluation of Foyers and other Schemes serving the housing and labour market needs of young people*, UK Department of Environment, Transportation and Regions, London, UK.
- Quilgars, D (2001) *Dispersed Foyers: A New Approach? An evaluation of the Shortlife Plus Project*, University of York, Centre for housing Policy, York, UK.
- Quilgars, D and Anderson, I (1995) 'Foyers for young people: Evaluation of a Pilot Initiative (summary)', *Housing Research*, Vol. 142, April 1995.
- Park, J and Lang, R (2012), *Non-mainstream housing design guidance: Literature review*, report by Levitt Bernstein for the Home and Communities Agency, London, UK, available at <http://www.homesandcommunities.co.uk/download-doc/6434/10967>.

²⁰ Note: A number of the following references have not been analysed in detail and are provided for future research and reference only.



Smith, J (2004) *Dispersed Foyers: A research Study*, Foyer Federation, UK.

Smith, J, Browne, O, Newton, V and O'Sullivan, A (2006) *What happened Next? A report on ex-residents of Foyers*, Centre for Housing and Community Research, Cities Institute, London Metropolitan University, London, UK.

* * * *

Prepared by Edwina Deakin

ejdconsulting@optusnet.com.au

EJD- HAP Eval- Youth Hub- Revised Draft Report 2

Printed: 11-Mar-13