



WEST WOOD
SPICE

BETTER OUTCOMES ► BETTER LIVES

FINAL REPORT

Family and Community Services Housing NSW

NSW Homelessness Action Plan Evaluation

Final Evaluation Report for Project 2.21 Young People Exiting Juvenile Justice Centres North Coast

21 February 2013

Roger West/ Sue Warth/ Margaret Scott
WestWood Spice
21A Elliott Street
Balmain NSW 2041
Ph: 02 9555 4429
Fax: 02 9352 3443
Email: rogerwest@westwoodspice.com.au
Website: www.westwoodspice.com.au

Copyright WestWood Spice 2013
CFW Spice Pty Ltd trading as WestWood Spice ABN 17 095 066 318



Table of Contents

EXECUTIVE SUMMARY	6
1. INTRODUCTION.....	9
1.1. Overview of HAP.....	9
1.2. Projects supporting people exiting institutions	10
1.3. Key contextual factors from the literature.....	11
2. EVALUATION SCOPE AND METHODS.....	13
2.1. Ethics process	13
2.2. Summary of methods	13
2.3. Limitations	15
3.1. Service origins and description	16
3.2. Aims and objectives.....	17
3.3. Target group	18
3.4. Service model	18
3.4.1. Services offered	18
3.4.2. YPS SWITCH Youth Information, Resources and Court Support Program (YIRCS)	20
3.4.3. Eligibility, referral processes and assessment criteria	21
3.4.4. Coordination structures	22
3.4.5. Formal and informal partnerships	22
3.4.6. Brokerage	24
3.5. Management and governance arrangements.....	25
3.6. Staffing	26
3.7. Project budget	27
4. ANALYSIS OF CLIENT AND SERVICE SYSTEM OUTCOMES	29
4.1. Client services and outcomes.....	29
4.1.1. Number of clients assisted and demographic profile	29
4.1.2. Services and supports provided	30
4.1.3. Housing outcomes	32
4.1.4. Non-housing outcomes	33
4.1.5. Other client outcomes	40
4.2. Impact of the project on preventing homelessness.....	40
4.2.1. Impact of the project on homelessness	40
4.2.2. Supporting Aboriginal clients	41
4.3. Service system and delivery outcomes	41
4.4. Staffing issues	42
4.4.1. Impact of staffing issues on the project	42
4.4.2. Staff skills and experience	42
4.4.3. Staff training	42
4.4.4. On-call roster	42
5. COST ANALYSIS	43
5.1. Total project budget and expenditure to 30 June 2012.....	43
5.2. Issues with expenditure	44
5.3. Client costs (based on 2011/2012 data).....	44
5.4. Effectiveness of brokerage funding.....	44



6.	EFFECTIVENESS OF THE MODEL.....	45
6.1.	Success factors	45
6.2.	Challenges for the model	46
7.	CONCLUSION	48
7.1.	Summary of key lessons learnt.....	48
7.2.	Implications for the future response to homelessness for young people exiting Juvenile Justice NSW facilities	48
7.3.	Implications for the homelessness system in the North Coast region.....	49
7.4.	Other insights	50
7.5.	Future research that could strengthen the evidence of what works.....	50
	Appendix 1: Juvenile Justice Research Committee Approval	52
	Appendix 2: Costing Template for 2011/2012.....	57
	Appendix 3: Client questions	58
	Appendix 4: Staff questions	59
	Appendix 5: Questions for other service providers	62
	Appendix 6: References	63

List of Tables

Table 1:	Overview of services provided by SWITCH (JJ)	19
Table 2:	Out-posted caseworker locations	27
Table 3:	Details of SWITCH staff	27
Table 4:	Modified client targets.....	29
Table 5:	Clients by age group in 2011/2012	29
Table 6:	Geographic distribution of clients from program commencement to date	30
Table 7:	MNC age, Aboriginal status and gender mix from program commencement to date	30
Table 8:	Non-housing services received by self-assessment clients in 2011/2012	31
Table 9:	Characteristics of YIRCS clients	31
Table 10:	Types of housing secured.....	32
Table 11:	Summary background information: SWITCH clients interviewed for the HAP evaluation ...	37
Table 12:	Details of other supports provided	38
Table 13:	Details of brokerage payments	39
Table 14:	Budget and expenditure details.....	43



List of Abbreviations

ADHC	Ageing, Disability and Home Care
AOD	Alcohol and other drugs
CAP	Crisis Accommodation Program
CRC	Community Restorative Centre
CSC	Community Service Centre
FACS	Department of Family and Community Services
FNC	Far North Coast
FTE	Full time equivalent
HAP	Homelessness Action Plan
JJ	Juvenile Justice
JTAP	Joint Tenancy Assistance Program
MNC	Mid North Coast
MOU	Memorandum of Understanding
NILS	No Interest Loans Scheme
NPAH	National Partnership Agreement on Homelessness
NRSDC	Northern Rivers Social Development Council
SHS	Specialist Homelessness Service/s
YP	Young person/s
YPiCHS	The 2009 Young People in Custody Health Survey
YPLC	Young People Leaving Care



EXECUTIVE SUMMARY

"They helped me overcome the first hurdle. That was what I really needed."

Client who was homeless at time of program entry

The Young People Exiting Juvenile Justice Centres North Coast (Project 2.21) is one of four HAP projects providing support for people exiting institutions which were selected for extended evaluation. Based on the Mid North Coast (MNC) and Far North Coast (FNC) the project is run by a consortium using the name SWITCH, which also operates in tandem the Young People Leaving Care Support Service - North Coast (Project 2.22) project. The lead agency for the project is Juvenile Justice NSW. Approval by the Juvenile Justice Research Steering Committee for the evaluation of the Young People Exiting Juvenile Justice Centres HAP project was granted on 18 September 2012.

The SWITCH consortium comprises two partner agencies: YP Space MNC and Northern Rivers Social Development Council (NRDSC). YP Space MNC took the lead on the SWITCH (JJ) project and the project budget and outcomes were allocated on a 50:50 split.

A critical need identified in the North Coast Regional Homelessness Action Plan was support for Aboriginal young people exiting the juvenile justice system. SWITCH provides a strengths-based person-centred case management support service, focused on building foundations skills and support for independence, through planning the transition to appropriate housing options.

The project has a strong outreach focus, with caseworkers located at Lismore, Tweed and Grafton on the FNC and Kempsey, Coffs Harbour and Taree on the MNC.

The project aims are to:

1. Transition young people who are homeless or at risk of homelessness to appropriate accommodation support options;
2. Support young people under the age of 16 into foster accommodation and assist young people liaise with Community Services;
3. Enhance the young person's independent living skills;
4. Reduce the risk of a young person reoffending by assisting them to address underlying issues and behaviours;
5. Work in partnership with young people in the community to provide them with the opportunity to choose positive alternatives to offending behaviour;
6. Reconnect young people with their family where appropriate; and
7. Engage young people in education, training and employment to support young people to reintegrate into and participate in their local community.

The target group for the SWITCH (JJ) project was young people aged 13-19 years in contact with Juvenile Justice who have a history of homelessness and a number of complex needs, which may include mental health issues and/or disabilities, alcohol and other drug use and disengagement from the school system. There was a high degree of overlap with the target group for the SWITCH (YPLC) project with many individuals in Juvenile Justice having also experienced out-of-home care placement/s.

A total of 24 clients were targeted for support during the life of the project to 30 June 2013, with a priority given to individuals who are Aboriginal in recognition of their over representation amongst the Juvenile Justice population. All referrals were from Juvenile Justice NSW.



Delays in funding for the project resulted in it being delivered over the two years 2011/2012 and 2012/2013.

As at 30 June 2012, with 27 individuals served, the project had comfortably met its overall targets. Future year targets were revised and an early intervention component (YIRCS) introduced on the MNC for 2012/2013. YIRCS provides six weeks intensive case management support for young people who are facing criminal justice proceedings for the first time and for whom homelessness is a high risk factor.

The core service model operates over 12 months of support and is organised into three broad stages:

- Stage one is focused on stabilising accommodation and joint case planning with Juvenile Justice NSW;
- Stage two enacts the plan goals, including medium-term planning and engaging with AOD, trauma counselling, education, training and employment ,as well as support for sustaining tenancies and developing skills for independent living; and
- Stage three consolidates gains and allows for transition to mainstream support services.

Key findings were that:

- The project was highly regarded, both by external stakeholders as well as project participants;
- For the young people, as well as reporting practical outcomes such as sustained tenancies, there was a strong message of hope being returned to their lives and increased confidence about the future;
- Existing networking and inter-service collaboration was strengthened, with a number of new joint activities undertaken;
- There was evidence of direct impact on service practice with one community service provider reporting a changed approach to service eligibility to better recognise the needs of young people who are homeless; and
- Brokerage gave the project flexibility to pay the costs for household establishment, specialist counselling and medical support, transport and education based on individual need.

Key success factors for the project included:

- The pre-existing foundation of extensive networking and collaboration which the consortium partners brought to the project;
- Strong caseworker engagement with the young people in the program. This included the successful use of Indigenous junior caseworkers;
- Support duration of 12 months, enabling consolidation of skills learnt and stabilisation of housing and other complex issues as well as time to recover from any failures or setbacks;
- The quality of casework staff and service management as reflected in their proactive approach and communication skills with all other stakeholders; and
- Joint project activities such as “Reality Rental” pilot programs.

The 2011/2012 financial data showed an average cost per young person serviced at \$17,089, with average brokerage expenditure of \$839 per person. Given that individuals in the program are serviced for a period of 12 months, each person is costing the program just under \$1,500 per month of service.



Amongst the challenges which were identified by the project, the most salient was the lack of suitable, affordable accommodation for young people. This is exacerbated by the low levels of income support which are available to young people which further constrain their capacity to afford what little is on offer. Whilst the project made great strides in ameliorating factors such as private real estate prejudice and strengthened young people's skills in sustaining tenancy, the fact remains that there are insufficient properties to meet demand.

It is clear that young people with complex service needs cannot navigate the service system alone. This was acknowledged by the young people themselves.

Young people came to the SWITCH program with their own complex histories of offending behaviour, trauma and neglect, health and substance abuse issues, and deficits in skills needed to live independently and make their own way in the world. They faced a service system which is not only difficult to navigate but is not set up to meet their needs.

The lessons learnt from the project affirm:

- The need for services to exist which can provide intensive case management support and linkages to other parts of the service system;
- The need to include provision of strong advocacy for the needs of young people exiting institutions;
- The need for services need to be of sufficient duration that the sustainability of arrangements which have been put in place can be tested or repeated as necessary, including the staged approach which was particularly helpful; and
- That services must be proactive and flexible enough so they can develop tailor-made solutions to meet individual need.



1. INTRODUCTION

1.1. Overview of HAP

In 2009 the NSW Government released the NSW Homelessness Action Plan 2009-2014 (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. The HAP aims to realign existing effort, and increase the focus on prevention and long-term accommodation and support.

HAP also aims to:

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

Under HAP, there are three headline homelessness reduction targets, which are:

- 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; and
- A reduction of one-third in the number of Aboriginal 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; and
- Breaking the cycle: to ensure that people who have been homeless do not become homeless again.

Ten Regional Homelessness Action Plans (2010 to 2014) were developed to identify effective ways of working locally to respond to local homelessness and provide the focus for many of the HAP projects.

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 the self evaluations 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 responses to homelessness in NSW.

1.2. Projects supporting people exiting institutions

The first strategic direction of the NSW Homelessness Action Plan is preventing homelessness. A key priority is to “transition and maintain people exiting statutory care/ correctional and health facilities into appropriate long-term accommodation”.¹ A number of projects were funded to assist these target groups and of these, four projects providing support for people exiting institutions were selected for the extended evaluations. The four projects are:

Project 2.8	Targeted Housing and Support Services (Western Sydney) (THaSS)
Project 2.10	Sustaining tenancies following exits from correctional facilities (Broken Hill) (Sustaining Tenancies)
Project 2.21	Young People Exiting Juvenile Justice Centres (North Coast) (SWITCH [JJ]) (The subject of this evaluation report)
Project 2.22	Young People Leaving Care Support Service (North Coast) (SWITCH [YPLC])

Both projects targeting young people (“Young People Exiting Juvenile Justice Centres North Coast” and “Young People Leaving Care Support Service - North Coast”) are operated by the SWITCH consortium. This created an opportunity for significant synergies between the two projects. Collectively, the two projects are known as SWITCH, with one arm of the consortium (YP Space MNC) delivering services on the Mid North Coast (MNC) and the other (Northern Rivers Social Development Council – NRSDC) servicing the Far North Coast (FNC). In this evaluation report, the project (Young People Exiting Juvenile Justice Centres North Coast) will be referred to as SWITCH (JJ).

The remaining two projects are operated by the Community Restorative Centre (CRC).

¹ p 15 NSW Government 2009, *A Way Home: Reducing Homelessness in NSW, NSW Homelessness Action Plan 2009-2014* Sydney



1.3. Key contextual factors from the literature

Young people who have been engaged with the juvenile justice system often face multiple and complex issues. Many of these are also young people who have been in out-of-home care (AIHW 2012).

These young people experience higher rates of homelessness than young people in general. Major risk factors for homelessness include family breakdown, neglect, conflict and abuse; mental health issues; unemployment; poverty; alcohol and other drug issues; and crime. Aboriginal and Torres Strait Islander young people in particular also face issues of discrimination, poor educational attainment and high levels of social disadvantage.

The 2009 Young People in Custody Health Survey (YPICHS) identified that Aboriginal young people and young people with complex needs are over represented in the juvenile justice system. Young people of Aboriginal origin make up approximately 50% of young people in custody, despite making up around 4% of the adolescent community in NSW.²

The same survey showed that amongst all young people in custody, 87% had mental health issues, 78% were found to be risky drinkers and 65% had used an illicit drug at least weekly in the year prior to custody. Overall, 27% of all young people in custody had been placed in out-of-home care before the age of 16 years, but this proportion was higher for both young women (40%) and Aboriginal young people (38%). All of this indicates key areas where young people leaving Juvenile Justice are likely to need support.

An important program for homeless young people with complex needs in contact with the juvenile justice system has been the Joint Tenancy Assistance Program (JTAP). From a 2009 evaluation of JTAP,³ amongst the elements contributing to its success are: flexibility, skilled joint case management, phased approach, service networking, brokerage and cultural sensitivity.

The target population for JTAP are homeless young people or young people at risk of long-term homelessness in contact with the juvenile justice system with complex needs who are 16 to 18 years old at the time of the referral. Accepted and developed as a program over the past 12 years, JTAP has informed the development of the North Coast Juvenile Justice project which is the subject of this evaluation. JTAP provides a staged approach under an intensive case management structure over a period of 12 months. Participants complete a series of goals moving towards independent living, maintaining a tenancy, developing support networks, and participation in education/ employment/ training. An option exists to repeat phases as necessary. Unlike the current project, the original JTAP model included the provision of semi-supported housing through a partnership with a community housing provider and Housing NSW.

² p 11 Indig, D, et al, 2011, *2009 NSW Young People in Custody Health Survey: Full Report*, Justice Health and Juvenile Justice, Sydney.

³ p56-58 Juvenile Justice NSW 2009, *Joint Tenancy Assistance Program Review Report* (Internal Release).



Insights into what is effective taken from the 2012 Literature Review prepared for FaHCSIA:
*“Effective interventions for working with young people who are homeless or at risk of homelessness”*⁴
suggest that a central element is the development of a positive relationship between worker and service user, involving the development of trust and the promotion of young person’s choices. If the young person can trust the service provider, they feel cared for, they do not feel judged; and they feel included. This confirms a common theme in the literature that young people who feel valued, who are provided with opportunities to participate, who have the skills and capacity to participate and feel connected to family, friends and their community, are less likely to experience disengagement (Burns et al 2008).

⁴ p9 Department of Families, Housing, Community Services and Indigenous Affairs 2012, *Literature Review: effective interventions for working with young people who are homeless or at risk of homelessness*, Institute of Child Protection Studies, Canberra.



2. EVALUATION SCOPE AND METHODS

This section of the report describes the key evaluation questions, ethics considerations, evaluation methods used and the limits of the evaluation.

The key evaluation questions for the extended evaluations were the following:

1. What is the impact of the project on a reduction in homelessness?
2. What is the project potential to achieve sustainable reductions in homelessness into the future?
3. What is the impact of the project on service system change and improvement?
4. What is the extent of influence on service integration and how this was achieved?
5. What is the impact on client outcomes (intended and unintended)?
6. What are the critical success factors and barriers? and
7. What is the cost effectiveness of each project?

2.1. Ethics process

Juvenile Justice NSW, the lead agency for the Young People Exiting Juvenile Justice Centres project, requires any research to be approved by the Juvenile Justice Research Steering Committee. An application was submitted to the Committee. This committee is not an ethics committee and projects are often required to secure external ethics approval before the research committee accepts a project. In the case of the Young People Exiting Juvenile Justice Centres project, the project was accepted without specific ethics approval based on the fact that the research was using the same research protocol which is being used for all projects involved in the extended evaluation of the NSW HAP which had received approval from the University of NSW Human Research Ethics Committee and Corrective Services NSW. Approval by the Juvenile Justice Research Steering Committee for the evaluation of the Young People Exiting Juvenile Justice Centres HAP project was granted on 18 September 2012. A copy of the approval can be found at Appendix 1.

The approval included a plain English information sheet and consent form, modified from a standard document provided by Housing NSW. This was signed by all young people interviewed for the evaluation. No client names have been used in this report.

A \$30 gift card was provided as an incentive to the individuals who were interviewed.

2.2. Summary of methods

The evaluation project has involved the following activities:

1. A brief literature review focused on what is known about what works in supporting people who are exiting institutions.
2. A review of a range of documentation sourced from SWITCH: young person and service provider pamphlets, young people exit interview template, risk assessment tool and referral form.
3. Initial briefing meetings with key informants including Housing NSW and staff from the project's lead agency (Juvenile Justice NSW), both in Sydney and in the region.
4. Presentation and discussions with a specially convened meeting of the Northern Regional Homelessness Committee in Coffs Harbour – (this involved all three consultancies for HAP extended evaluation projects which are located on the north coast and in New England).



5. Attendance at the quarterly SWITCH JJ HAP Steering Committee Meeting held in Grafton on 6 September 2012. This included an agenda item for the evaluator to seek the views of Steering Committee members about the project.
6. Development of data collection and interview instruments reflecting evaluation questions.
7. Review of relevant administrative data:

Portal data submitted quarterly to Housing NSW for each of the four quarters of 2011/2012. As figures were cumulative across the financial year, the June 2012 figures were used for the analysis of 2011/2012 outcomes;

- a. Self-evaluation data provided by SWITCH (JJ) to Housing NSW;
- b. Steering committee meeting minutes and reports submitted to Juvenile Justice NSW as part of regular reporting and monitoring;
- c. A copy of the Juvenile Justice NSW internal submission for the rollover of 2010/2011 surplus funds;
- d. Certified Annual Activities and Outcomes Report for 2011/2012⁵; and
- e. Financial acquittal data for 2011/2012.

8. SWITCH consortium interviews and service visits:

- a. Consortium partners joint interview (Coffs Harbour);
- b. Visit to NRSDC in Lismore;
- c. Visit to YP Space in Kempsey;

The service visits afforded an opportunity to see the main offices for the project on both the Mid North Coast and Far North Coast and meet with staff (in Kempsey a focus group was conducted with the majority of staff following a regular team meeting; and in Lismore individual interviews were held with staff, including one of the Aboriginal junior case managers). In the case of Lismore, face-to-face interviews were also held with a number of young people in the program as well as external stakeholders.

- d. Client interviews;

SWITCH staff introduced the evaluation to a number of SWITCH clients and obtained their permission to be included in the evaluation. Four clients were interviewed face-to-face at the SWITCH offices in Lismore and six clients were successfully contacted and interviewed by phone across the Mid North Coast. Amongst these, three were from the SWITCH (JJ) program and seven were in the SWITCH (YPLC) stream. All three JJ clients were also young people who had been in care. There were two YPLC clients who also had Juvenile Justice histories. Two other clients who originally volunteered to take part in the evaluation were facing major issues in their lives, which meant they did not continue with their participation.

- e. External stakeholders consulted:

- i. North Coast Post-Release Support Program-Community Service worker;
- ii. Real Estate Agent - Lismore;
- iii. NGO Residential Drug and Alcohol Program - Juna Buwa! Coffs Harbour;
- iv. Community Housing Provider - Coffs Harbour Accommodation Brokerage and Housing Support Service;
- v. Neighbourhood Centre - Kempsey;

⁵ This included information gathered by SWITCH on re-offending rates



- vi. Centrelink - Social worker; and
- vii. Housing NSW - Private rental staff.
- f. Regional lead agency staff:
 - i. Regional Executive Officer, Northern Region, Juvenile Justice NSW;
 - ii. Area Manager, Juvenile Justice NSW MNC; and
 - iii. Acting Area Manager FNC.

2.3. Limitations

The findings of the evaluation, while strongly indicative of a range of positive outcomes in relation to factors associated with reducing both homelessness and re-offending⁶ in the target group, have a number of limitations.

- The evaluation is of necessity largely descriptive in nature and the data is mostly qualitative and based on consultations with a cross section of key stakeholder groups, including clients of the service and a range of service providers.
- The sample of young people interviewed for this evaluation is small and while it has provided strong qualitative feedback about the program, it does not claim to be a statistically representative sample of the whole population of clients serviced by the program. There was a mixture of current and exited clients amongst those interviewed.
- Difficulties of contact meant that it was not feasible to include individuals who had been referred to the program but who had decided not to proceed with the referral. This means that their views have been unable to be included.
- To enable comparability across the HAP extended evaluation projects, it was agreed that 2011/2012 detailed statistical data from the HAP portal reports would be used. Some information was also drawn from the self-evaluation reports which were completed before the final 2011/2012 data was available. Some client demographic data includes information to 30 November 2012. It should be recognised that as the program was ongoing beyond June 2012, there will be changes to client outcomes since the report which are not reflected in the analysis or outcomes presented.

⁶ Numerical data on reoffending sourced from SWITCH 2011/2012 Certified Annual Activities and Outcomes Report and details about the timing of re-offending drawn from interview discussions with SWITCH staff.



3. PROJECT DESCRIPTION

This section of the report provides information about the origins of the service, and the establishment of a consortium for its conduct, its aims and objectives, target group, service model and details of the individual services provided as well as eligibility and referral processes, partnership arrangements, brokerage, governance, staffing and budget.

3.1. Service origins and description

The North Coast Regional Homelessness Action Plan 2010–2014 included the two priority projects focused on young people leaving institutions which have been described in Section 1.2 - Young People Exiting Juvenile Justice Centres North Coast (Project 2.21) and Young People Leaving Care Support Service - North Coast (Project 2.22).

While the plan recognised that the Mid North Coast and Far North Coast communities had varying priorities that needed to be reflected in service delivery approaches, it also recognised that the NPAH pilot projects presented an important opportunity to trial new service delivery approaches to better improve integration and coordination across the regional homelessness system.

The SWITCH consortium was created to tender for both projects and was successful. With project partners in both the Mid North Coast and Far North Coast, the SWITCH consortium provided the capacity to service both regions with a consistent model, but with flexibility to meet local needs. This gave the projects the potential to deliver an important contribution to overall system improvement in homelessness prevention.

A critical target group identified by the North Coast Regional Homelessness Action Plan was Aboriginal young people exiting the juvenile justice system. Accordingly, the SWITCH (JJ) project gave priority access to Aboriginal young people. This meant the project could play a role specifically in strengthening responses to Aboriginal homelessness.

The MNC project partner, YP Space MNC took the lead on the SWITCH (JJ) project. The proposal was organised on a 50:50 funding split.⁷ More details about the consortium partners are provided in the section under program management (Section 3.5).

From the outset, the two projects were set up with common processes, including their staffing structures and standardised tools and data collection.

The SWITCH service model was described as “a strengths-based person-centred case management support service focused on building foundations skills and support for independence through planning the transition to appropriate housing options”.⁸ For young people leaving Juvenile Justice custody, this meant primarily support to find stable long-term accommodation. Other support elements included:

- Developing connectedness to family, friends, community education and employment;
- Early identification of needs for successful transition;
- Determination of the level, intensity and duration of service delivery according to individual need;
- Use of outreach and home visiting;
- Location of out-posted staff with other youth services;

⁷ NRSDC took the lead for project 2.22 SWITCH (YPLC).

⁸ p8 NRSDC & YP Space MNC Consortium document.



- Development of partnerships to increase appropriate and stable accommodation options available to young people in the local area;
- Use of brokerage to purchase additional supports; and
- Identification of service system and policy issues that contribute to youth homelessness.

3.2. Aims and objectives

The project aims were described as:⁹

1. To transition young people who are homeless or at risk of homelessness to appropriate accommodation support options;
2. To support young people under the age of 16 into foster accommodation and assist young people liaise with Community Services;
3. To enhance the young person's independent living skills;
4. To reduce the risk of a young person reoffending by assisting them to address underlying issues and behaviours;
5. To work in partnership with young people in the community to provide them with the opportunity to choose positive alternatives to offending behaviour;
6. To reconnect young people with their family where appropriate; and
7. To engage young people in education, training and employment to support young people to reintegrate participate in their local community.

Project objectives were described as:

1. To provide a 12 month support program to young people under the supervision of Juvenile Justice NSW aged 13-19 years who are homeless or at risk of homelessness. The support program will consist of:
 - referral to SWITCH by Juvenile Justice NSW;
 - initial assessment;
 - development of an individualised case plan;
 - transition to safe and secure accommodation/ sustainable tenancy;
 - transition to foster and kinship care options for those under the age of 16;
 - development of independent living and life skills;
 - establishing links with specialist and mainstream services;
 - establishing pathways to education, training and employment;
 - family and community reconciliation where appropriate;
 - provision of information, advice and guidance to young people and their families that reinforce positive family relationships, increase resilience and promote healthy adolescent development; and
 - engagement in meaningful social activities to encourage the development of reliable social networks.
2. To work collaboratively with Juvenile Justice NSW and NSW Housing, including the sharing of relevant casework information and participation in Juvenile Justice NSW case planning.

⁹ NSW Homelessness Action Plan Evaluation Strategy – Self-Evaluation report (Young People Exiting Juvenile Justice North Coast).



3. To implement and maintain a Steering Committee for the provision of the service.
4. To implement appropriate supports to young people that consider their culture and gender.
5. To achieve targets set out in the NSW Northern Region Homelessness Action Plan.
6. To develop after-care support plan for young people.
7. To provide young people with opportunities at all stages to participate in decision-making and provide feedback.

3.3. Target group

The target group for the SWITCH (JJ) project was young people aged 13-19 years in contact with Juvenile Justice who have a history of homelessness and a number of complex needs, which may include mental health and/or disabilities, alcohol and other drug use and disengagement from the school system.

There was overlap with potential clients of the SWITCH (YPLC) project (whose age profile was 16-25 years of age), despite the younger target age group of 13-19 years of age for the SWITCH (JJ) project. This is because a significant proportion of young people who come into contact with the juvenile justice system have had an out-of-home care background. Had the SWITCH (JJ) project tender been unsuccessful, some of these young people could have potentially been assisted as part of the SWITCH (YPLC) project. By the time of the second round intake for the SWITCH (YPLC) project, there were young people leaving care who were entering the project via referral from Juvenile Justice NSW.

The project was seen as particularly important for Aboriginal young people who were remanded into custody (due to their being homeless and unable to meet bail conditions), or young people who had served their sentence and were exiting custody. These young people need secure accommodation as a base from which to begin to make changes to their lives.

Amongst the 10 clients who were interviewed for the evaluation across the two projects, there were five individuals who could have belonged to either category.

3.4. Service model

The SWITCH program operated largely as an integrated service model across the two projects (JJ and YPLC) with common staffing and model features. This allowed for balanced caseloads and good geographic coverage, and speedy responses to young people irrespective of program stream. The key differences between the projects are the referral pathways into the program (a closed pathway in the case of Juvenile Justice), conditions attached to brokerage (SWITCH [JJ] able to fund emergency accommodation), and the scale of the project (smaller client target numbers in SWITCH [JJ] with every client requiring intensive case management support). In addition, the SWITCH (JJ) had a component for young people who were under 16 years of age, with an emphasis on family restoration, kinship or foster care.

3.4.1. Services offered

Under the umbrella of intensive case management support to address individual young people's needs, the SWITCH model is based on a staged process of providing support. This staged approach has been developed in light of the success of the longstanding JTAP program:

- Stage 1: Initial work is focused on housing and stabilising accommodation. SWITCH contributes to individual case plans developed by Juvenile Justice NSW and provides



activities and support to meet the complex needs of clients and assist them achieve their goals. This includes engagement with relevant support services and family assessment and mediation if required (average duration approximately two months);

- Stage 2: Work is focused on medium term planning and engagement with education, training and employment as well as sustaining tenancies (or re-housing if required) and developing skills for independent living (approximate average duration six months);
- Stage 3: There is a continuation with support services and consolidation of gains for the final four to six months of support. This allows room for recovery from set-backs and for transition to mainstream service supports. This includes linkages to ongoing support services (e.g. community mental health, trauma counselling, AOD counselling).

Support packages are tailored to the individual. The table below provides an overview of the types of services which can be offered.

Table 1: Overview of services provided by SWITCH (JJ)

Services offered	SWITCH (JJ)
Planning: <ul style="list-style-type: none"> ▪ Liaison with Juvenile Justice NSW in development of joint case plan ▪ Coordinated assessment and case planning ▪ Provision of information, advice and guidance ▪ Child Protection support 	✓
Income support/ financial assistance: <ul style="list-style-type: none"> ▪ Sorting out identification documents ▪ Assistance with access to entitlements - Centrelink, FACS, TILA 	✓
Housing: <ul style="list-style-type: none"> ▪ Transitions to foster and kinship care (under 16 years of age) ▪ Support to locate and secure appropriate housing ▪ Support to sustain tenancies ▪ Reality Rental courses (based on "Rent It Keep It") ▪ Household establishment, furniture etc 	✓
Other services provided	
Relationships: <ul style="list-style-type: none"> ▪ Support to maintain or re-engage with family/ family mediation ▪ Protective behaviours training ▪ Cultural connections (Aboriginal) 	✓
Education and training: <ul style="list-style-type: none"> ▪ Support to access or re-engage with education, training and employment ▪ Liaison with education authorities ▪ Skills training in resumes, job applications & interviewing ▪ Support & preparation for interviews 	✓
Independent living skills training: <ul style="list-style-type: none"> ▪ Financial management & budgeting ▪ Shopping and meal preparation 	✓



Services offered	SWITCH (JJ)
<ul style="list-style-type: none"> ▪ Driver education/ assistance obtaining driver's licence 	
Counselling & referrals: <ul style="list-style-type: none"> ▪ Dealing with drug and alcohol issues ▪ Trauma counselling ▪ Anger management ▪ Domestic violence support ▪ Disability support 	✓
Medical and dental health: <ul style="list-style-type: none"> ▪ Assistance with appointments ▪ Access to sexual health services 	✓
Mental health: <ul style="list-style-type: none"> ▪ Referrals ▪ Support and symptom management 	✓
Court/ legal support: <ul style="list-style-type: none"> ▪ JJ Case conferencing support ▪ Legal Aid referral ▪ Victim's compensation 	✓
Other services: <ul style="list-style-type: none"> ▪ Transport ▪ Brokerage ▪ Advocacy 	✓

3.4.2. YPS SWITCH Youth Information, Resources and Court Support Program (YIRCS)

The YIRCS project commenced in July 2012, targeting three Local Courts; Port Macquarie, Kempsey and Taree. Using a full-time "Court Early Intervention worker", this is an early intervention model developed for the final year of the project.

The position works closely with the Bail Intake Juvenile Justice NSW Officer (JJO), attending Court on sitting days. It targets individuals who may be on their first or second time court appearance and who are at risk of homelessness. A formal referral document completed by the Duty Officer or Bail Officer confirms the judgement that the young person could benefit from the intervention.

There are two components:

- Information and referral (three days at local courts); and
- Six weeks intensive case management (up to three individuals can be supported by the Early Intervention caseworker at any one time - two days per week are dedicated to case management).

It was pointed out that a young person seeking bail who cannot demonstrate that they are in stable accommodation when they appear before a magistrate on a charge is liable to be held on remand. On the other hand, if they do have stable accommodation, then refusal of their bail application is less likely. This interplay suggests SWITCH has the potential to be very beneficial in improving the trajectory of a young person's future. YIRCS is allowing this support, to stabilise housing, to be available to a broader number of young people, earlier in the process.



3.4.3. Eligibility, referral processes and assessment criteria

Eligibility:

The key eligibility criteria for the project were young people:

- Aged 13-19 years:
 - in contact with Juvenile Justice NSW on the North Coast and homeless or at risk of homelessness; and
 - with a priority on Aboriginal youth.

There were notional sub-targets to June 2013 for individuals aged less than 16 years (n=2 p.a.).

Referrals:

The project was set up to accept referrals solely from Juvenile Justice NSW staff (usually Juvenile Justice NSW Officers).

With an effective pilot duration of two years, and a service model which provided a benchmark of 12 months of support to each participant, two intake rounds were planned. The first round was staggered. This matched the start-up of the project. Given the notional allocation of 10 clients per caseworker (across both the YPLC and JJ projects) at any one time, as staff joined the project and service capacity expanded, more round one clients were assessed and accepted. As any vacancies arose through client exits, more places were offered.

Round two was treated as a one off round. This was considered necessary in light of the end date of the pilot at June 2013 and a desire to offer participants their full complement of support. To make this possible, there was an increase in the number of case managers employed. This meant SWITCH operating with seven caseworkers in FNC (four x f/t and three x p/t) and six (f/t) in MNC. (More detail on staffing can be found in Section 3.6.)

With a closed referral pathway, to secure referrals the project was dependent on the strong connections it developed within the local juvenile justice system on both the MNC and FNC. These connections were strengthened by monthly meetings between the Area managers (Juvenile Justice NSW) and the SWITCH intensive support youth caseworkers.

The project had smaller target numbers than the SWITCH (YPLC) project, (an original target of 24 for the life of the project [later increased to 53] compared to 112 for YPLC) and, at the time of the evaluation the number of referrals from Juvenile Justice NSW was exceeding project capacity. This resulted in some individuals who had an out-of-home care background being accepted into the SWITCH (YPLC) stream.

Assessment:

SWITCH developed a comprehensive assessment form for completion on referral. This covers the key areas of:

- Referrer information;
- Young person snapshot profile;
- Accommodation/ housing;
- Emotional well-being;
- Legal issues;
- Family contact and social networks;



- Health care;
- Behaviour;
- Skills;
- Education and vocational;
- Culture and identity; and
- Other.

It was reported that Juvenile Justice NSW Officers were using this referral form on the MNC, but that it was not always completed as part of FNC referrals.

Risk Assessment:

Prior to acceptance into the program, the team leader met with the young person and completed a SWITCH young person risk assessment. This encompassed the domains of the young person's history and behaviour, family history and experiences with other service providers. The assessment resulted in a risk assessment outcome, assessing safety for a sole worker around the provision of outreach services, safety in an office environment and the provision of transport in a work car.

3.4.4. Coordination structures

Coordination structures are discussed under partnerships below. There were no multi-lateral, multi-client referral coordination components to the project.

3.4.5. Formal and informal partnerships

Both consortium partners were able to access relevant activities and programs of their parent organisations through internal referrals and informal working arrangements. In FNC, this included the "Reconnect" program and "Getting it Together" - a drug and alcohol service for young people. In MNC, there is capacity to access crisis accommodation on a "fee for service" basis and two transitional accommodation units at YP Space MNC. YP Space also manages two exit units in Kempsey (Crisis Accommodation Program [CAP] properties). Within the SWITCH (JJ) project, one young person from the YIRCS stream has been housed in an exit unit.

Both consortium partners were already well-known and involved in extensive networking in the region. The program presented the opportunity to strengthen some of these partnerships through the delivery of joint activities.

One example of this was the JJ North Coast post-release support program. This program is linking with the SWITCH Aboriginal workers and they jointly meet together with Aboriginal families. Both programs share common goals of trying to achieve a stable home life to assist the young person. Other joint activities include participation in distance education classes, and shared life skills learning activities, e.g. Friday fishing. The post-release support program described how they act as the front end to SWITCH, allowing for continuity of support for the young person.

YP Space MNC is the lead convenor of the Kempsey Youth Accord project. This project is a partnership between Housing NSW, Community Housing Limited, YP Space and other community agencies. While no SWITCH (JJ) young people have been housed via this project, two SWITCH (YPLC) young people are currently housed through the agreement.



Another highly successful and well-regarded example of joint partnership activity occurred on both the FNC and MNC with the delivery of “Reality Rental” courses. Initially run as pilot courses for young people, SWITCH partnered variously with Housing NSW staff, Kempsey Neighbourhood Centre, Tenants Advice Services and local real estate agents (as guest speakers) on both the MNC and FNC to streamline and target the course content to the needs of the SWITCH client group.¹⁰ The course has been run twice now in each location. Subsequently, the real estate agents came on board with assisting SWITCH clients in securing tenancies. One real estate agent interviewed for the evaluation explained that:

“Young people have no idea about how to represent themselves in a way which will suit the expectations of property owners.”

The course provides education about this, about how to fill out the application form, about social boundaries and budgeting. He summed it up as:

“It’s empowering for participants - it makes their life easier.”

Successful completion of the course delivered 20 points towards 120 points for a real estate identification which assisted with priority listing for housing.

Informal partnerships with key players in the service system were delivering results. For example:

- SWITCH caseworkers worked closely with Housing NSW staff to help people access private rental properties. One Housing NSW informant, for example, said that she assisted 10 young people into housing over the last nine months through collaboration with SWITCH. She also assisted with priority housing assessments;
- A joint collaboration between SWITCH, Housing NSW and ADHC secured an urgent place in a caravan park for a young person with an intellectual disability who needed to leave town because he had been threatened;
- SWITCH caseworkers worked closely with Centrelink staff. These connections enabled individuals to access any income maintenance and allowances to which they were entitled, and to be confident that these were at the appropriate rates of payment for their circumstances. Social work staff concerned that individuals are safe and linked to services reported that they worked collaboratively with SWITCH on issues to reduce vulnerability; for example, in organising referrals to mental health support.

Such networks allow for good cross sharing of information, and for other informal benefits e.g. sharing information about a potential property vacancy which might be suitable for a SWITCH client.

Co-location of out-posted casework staff with other youth organisations brought benefits of access to office space in the establishment phase, as well as cost savings and greater collaborative synergies. For example, space was initially shared in Coffs Harbour and the Taree team is co-located with the Samaritans.

In some instances, specific use was made of a memorandum of understanding (MOU). In the MNC, an MOU covering transitional housing and joint case management enabled a specific property managed by Coffs Harbour Accommodation Brokerage and Housing Support Service to be earmarked for SWITCH.

¹⁰ The “Rent It Keep It” training package developed by Housing NSW has been used to guide the development of the “Reality Rental” course.



The community housing provider described the outcomes from this arrangement as a “*fantastic success*”. A 12 month history of stable rental enabled the client to enter the private rental market with the assistance of SWITCH. At a more systemic level, the partnership resulted in a modification to the eligibility criteria for this community housing to include ‘couch surfing’ and temporary accommodation. These changes better reflect the circumstances of young people who are at risk of homelessness. A second benefit of the partnership was an increased focus on securing additional properties which could be used for other SWITCH clients.

3.4.6. Brokerage

The project budget included a notional brokerage allocation of \$5,000 per person. Access to this money was by caseworker recommendation to the project team leader. A fundamental criterion was that all other avenues to secure funding had first been exhausted. This would include accessing financial provisions which are made as part of leaving care plans for any clients who have been in statutory out-of-home care.

Young people who otherwise may not be able to access bail and face the prospect of entering a custodial facility just because they are homeless can be assisted through brokerage to access emergency accommodation.

Other avenues of financial support which were pursued included Transition to Independent Living Allowance (TILA),¹¹ NILS® loans,¹² access to therapeutic counselling through the Medicare system including Mental Health Plans and advances from Centrelink.

A sound reason for the brokerage request and its proposed benefit to the young person was required. Key categories which were considered included:

- Pursuing education;
- Therapeutic counselling over and above the Medicare program;
- Tenancy establishment e.g. assistance with household furnishings and setup costs; and
- Transport access e.g. pushbike purchase.

SWITCH workers took the opportunity presented by access to brokerage to generate a learning experience for the young people being assisted. Through the process of making choices and compromising amongst options, budgeting and skills development is enhanced.

The maximum brokerage which had been spent on any one young person in the SWITCH (JJ) project was \$3,000.

Brokerage had also paid for a number of training courses that are not covered by employment services such as forklift licence training (\$550), white card course (OH & S) for construction jobs and Lollipop training courses (“Stop/ Slow” sign operator for road construction/ maintenance activities).

¹¹ TILA is a one-off payment of \$1,500 available from the Australian Government to young people who are leaving care aged at least 15 and less than 26 years to help meet some of the costs involved in moving to independent living.

¹² NILS® loans are provided by a network of community groups and charities under a support arrangement from Good Shepherd Youth and Family Service with support from the NAB bank and the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs. Typical loans are in the \$800 – \$1,200 range and enable low income households without access to savings or credit to purchase essential household items, white goods, furniture or medical appliances. There is no interest on the loan and it is repayable over a 12–18 month period.



3.5. Management and governance arrangements

The model is delivered by a consortium using the name SWITCH. It is a partnership between two agencies;

- YP Space MNC in Kempsey (lead partner), which operates a youth refuge under the SHS program; and
- Northern Rivers Social Development Council (NRSDC) which is headquartered in Lismore.

A consortium agreement was signed on 13 December 2010 and provides the details on aspects such as its purposes and guiding principles, how the consortium will operate, and lead agency roles.

Both partners have a long history of providing regionally based services for youth, but YP Space MNC is the only project partner with the capacity to directly provide crisis and short-term accommodation. This is limited to Kempsey.

Consortium Partners

Northern Rivers Social Development Council

NRSDC was incorporated in 1985, and is a larger organisation than YP Space MNC. Its key purpose is community development. As well as operating a range of youth and other community services programs and providing training for workers in the health, social and community services sectors, the organisation has an advocacy, promotion and research role. NRSDC is structured into two branches; Delivery and Client Services (where the SWITCH program is located) and Development and Innovation. Overall staffing numbers are in excess of 37.

YP Space MNC

YP Space MNC is a Homelessness Assistance Youth Service that was previously funded through the Supported Accommodation Assistance Program (SAAP) and has been operating in the Macleay region of NSW, for over 27 years. The service restructured in 2008 to provide a comprehensive case management model. It continues to operate crisis accommodation and two transitional housing units in Kempsey, two exit units (Crisis Accommodation program [CAP] properties) as well as a range of youth focused programs.

Juvenile Justice NSW (Lead Agency/ Funder)

The lead agency for the SWITCH (JJ) project is Juvenile Justice NSW. Project monitoring is organised regionally. There is a formal steering committee for the project which meets quarterly (in Grafton). Its membership comprises:

Juvenile Justice NSW:	Regional Executive Officer, Northern Region
	Area Manager, Mid North Coast
	Area Manager, Far North Coast
Aboriginal Representative:	Bulgarr Aboriginal Medical Service
Housing NSW:	Access Team Leader
SWITCH:	Consortium partners

In addition, there is direct involvement with Juvenile Justice NSW Officers who are involved in making the referrals to SWITCH.



Regional Homelessness Committee (RHC)

Established concurrently with the North Coast Regional Homelessness Action Plan (2010-2014), the North Coast RHC has a role in providing oversight of the HAP projects under the plan, including the SWITCH Juvenile Justice project. The committee's composition includes key government and non-government agencies of relevance to homelessness issues. Meeting quarterly, it has a mandate to consider what members can do to support the HAP projects which are part of the North Coast Action Plan. It is not clear whether the committee will have a life beyond the projects.

Portal Reports

Each HAP project is required to complete quarterly statistical reports for submission to Housing NSW, known as Portal reports. As well as providing quantitative information about the project, the reports allow for commentary about issues in interpreting the data, and for lessons learnt and key challenges faced.

3.6. Staffing

The initial staffing model for SWITCH (JJ) for each Division (MNC and FNC) was a Senior Caseworker (Team Leader), one caseworker and one Aboriginal trainee caseworker position.

Staffing for the project was organised in tandem with the SWITCH (YPLC) project, so that in aggregate there was comprehensive caseworker coverage across both regions (Kempsey, Taree, and Coffs Harbour on the MNC and Lismore, Grafton and Tweed on the FNC).

In both the MNC and FNC there was some turnover in the casework staff, but each location had a core of at least two caseworkers who have been involved in the program from the outset. In 2012/2013, there was a growth in staffing numbers to respond to the increased caseload occasioned by the size and timing of the second intake and program under-spend in the previous financial years.

SWITCH staffing worked across both programs - Juvenile Justice and Young People Leaving Care, and the caseload mix was determined more by referral patterns and demand, matched to the geographic coverage of caseworkers than project type.

Each caseworker carried a target caseload of 10 clients, whilst the Team Leaders were also expected to have a partial caseload of up to six more complex clients. The notional hours of support related to client stage was as follows:

Stage 1 (High needs):	Approximately eight hours per week
Stage 2 (Medium needs):	Approximately five hours per week
Stage 3 (Low needs):	Approximately three hours per week

In July 2012, an additional full-time caseworker joined the team on the MNC to work specifically on the new Youth Information, Resources and Court Support Program (YIRCS). More detail is provided about this initiative in Section 3.4.2.



The geographic coverage of the service was organised by the out-posting of caseworkers as follows:

Table 2: Out-posted caseworker locations

FNC	MNC
Lismore	Kempsey
Clarence (Grafton)	Coffs Harbour
Tweed	Taree
Casino/ Kyogle	

As at November 2012, SWITCH Staff and their locations and coverage are as shown in the table below:

Table 3: Details of SWITCH staff

MNC			FNC		
Staff location	#/type of staff	Also covers:	Staff location	#/type of staff	Also covers:
Kempsey	Team Leader 2 x Caseworkers (f/t)	Port Macquarie, Wauchope, Bonny Hills, Lauretin, Lake Cathie, Nambucca Heads, Macksville, South West Rocks, Crescent Head; Telegraph Point; Bowraville	Lismore	Manager/ Team Leader 2 x f/t Junior Caseworkers (Aboriginal) 2 x Caseworkers (f/t)	Casino/ Kyogle
Taree	2 x Caseworkers (f/t)	Forster, Tuncurry, Wingham, Gloucester	Clarence (Grafton)	2 x Caseworker (p/t)	
Coffs Harbour	2 x Caseworkers (f/t)	Woolgoolga, Toormina, Sawtell, Bellingen, Urunga, Nambucca Heads	Tweed	1 x Caseworker (p/t)	

3.7. Project budget

The Young People Exiting Juvenile Justice project (2.21) total project budget was \$1.451m (ex GST). At the time of the project's commencement, it was expected that a total of 24 clients would be served over the life of the project to 30 June 2013, together with support for 4-6 families.

- 2010/2011 payments were \$461,000 – received on 18 May 2011;
- 2011/2012 payments were \$488,000; and
- 2012/2013 payments to date \$251,000 (original 2012/2013 full grant is \$502,000). A decision will be made by Juvenile Justice NSW at the beginning of 2013 about the payment of the balance of the funds.

As a result of the project receiving its full-year funding for 2010/2011 at the end of that financial year, significant surpluses were experienced in 2011/2012.

In June 2012, in consultation with the Steering Committee, a number of modifications were made to increase the capacity of the SWITCH (JJ) project.

These included:

- Recruitment of two x 12 month caseworker positions for 2012/2013;
- Extension of the two Aboriginal traineeship positions to 30 June 2013; and
- Recruitment of an early intervention worker on the MNC to provide early intervention and court diversion (Youth Information, Resources and Court Support Program [YIRCS]) - this initiative is discussed in Section 3.4.2.



4. ANALYSIS OF CLIENT AND SERVICE SYSTEM OUTCOMES

This section of the report provides information about the services provided, client numbers and outcomes as well as feedback on the impact of the SWITCH project on the service system on the North Coast. During the life of the project, the new early intervention service model (YIRCS) was introduced on the MNC and details are also provided about its achievements to date.

4.1. Client services and outcomes

4.1.1. Number of clients assisted and demographic profile

The initial project contract target was 24 individuals (eight in each year of the project). Project targets (and funding) was split 50:50 between the MNC and the FNC.

However, with 2010/2011 funding not received until late May 2011 (see discussion of funding in Section 5), the project targets were modified.¹³

Table 4: Modified client targets

	2011/2012			2012/2013			Total project targets
	MNC	FNC	Total	MNC	FNC	Total	
2010/2011 rollover #'s				3	3	6	6
New clients (original targets)	4	4	8	4	4	8	16
New clients (additional targets)					5	5	5
Court Early Intervention (YIRCS)				24		24	24
TOTAL							51

Within overall targets, a priority was to be given to Aboriginal young people, and there was an intention that for young people under the age of 16 options such as foster parenting might be pursued. Over the life of the program it was also expected that support could be provided for 4-6 families.

Table 5: Clients by age group in 2011/2012

	2011/2012		
	MNC	FNC	Total
Actual: 16 yrs & over	16	9	25
Actual: Under 16 yrs	2		2
TOTAL			27

As the table above shows, the project numbers have exceeded targets three-fold. In total there had been 35 referrals in 2011/2012.

¹³ As NRSDC did not take on the YIRCS model of support, final service specification numbers for the FNC have not yet been negotiated.



Aboriginal clients:

Of the 27 individuals served in 2011/2012, 15 individuals or 56% in total were Aboriginal.

Information was available on the distribution of clients from project commencement to 30 November 2012 across the sub regions of the Mid North Coast and these are shown in the table below.

Table 6: Geographic distribution of clients from program commencement to date¹⁴

MNC		
Kempsey	Taree	Coffs Harbour
11	10	2

Client age, gender and Aboriginal status

The table which follows provides additional information on the age, gender and Aboriginal status of the MNC young people who have been supported by SWITCH (JJ) from commencement to 30 November 2012.

Table 7: MNC age, Aboriginal status and gender mix from program commencement to date

Age	Overall Total	Male		Female		Total	
		Aboriginal	Non-Aboriginal	Aboriginal	Non-Aboriginal	Aboriginal	Non-Aboriginal
Under 16	7	3	2	2	0	5	2
16-17	15	6	4	2	3	8	7
18 and over	1	1	0	0	0	1	0
Total people served in program on MNC to date = 23; 16 male; 7 female; 14 Aboriginal; 9 non-Aboriginal							

From this table it can be seen that amongst the MNC client group, there are twice as many males as females amongst those served (70% males compared to 30% females), 30% of clients are under 16 years of age and overall, 60% are Aboriginal. This latter proportion was consistent for both males and females. Comparable information was not available from the FNC.

4.1.2. Services and supports provided

Section 3.4.1 presents an overview of the range of services offered by SWITCH. With a majority of young people entering the program close to the point of exit from a Juvenile Justice NSW facility and potentially homeless or at imminent risk of homelessness, securing and then maintaining housing is the first priority.

From the self-evaluation report, which provides data on 20 of the 27 2011/2012 clients, the numbers receiving services (other than housing-related) are as follows:

¹⁴ To 30 November 2012.

Table 8: Non-housing services received by self-assessment clients in 2011/2012

Service/ support type	#'s	%
Financial	19	95%
Drug & alcohol	12	60%
Legal	12	60%
Mental health	4	20%
Family & relationship counselling	19	95%
General counselling	20	100%
Living skills	20	100%
Personal development	17	85%
Protective behaviours & safety	17	85%
Support groups	1	5%
Training and employment	17	85%

As can be seen by the variety in the table above, each person receives a complex mix of supports, tailored to individual need. A more detailed breakdown of the services received by the ten specific young people who were interviewed for the evaluation is presented in Table 12 later in the report.

YPS SWITCH Youth Information, Resources and Court Support Program (YIRCS)

As at 30 October 2012, YIRCS had contact with 22 young people and their families. Of these, two were engaged in the case management component of the program. The remainder received support, information and referral options.

The table below provides an overview of the characteristics of these young people. Over 80% were male. Almost half were under 16 years of age, and over one third were Aboriginal.

Table 9: Characteristics of YIRCS clients

Characteristics	Detail	#	%
Age	14 years old	5	23%
	15 years old	5	23%
	16 years old	2	9%
	17 years old	9	41%
	18 years old	1	5%
Gender	Male	18	82%
	Female	4	18%
Cultural background	Aboriginal	8	36%
	Non-Aboriginal	11	50%
	Not known	3	14%
Location	Port Macquarie	4	18%
	Kempsey	8	36%
	Taree	9	41%
	Wauchope	1	5%



The housing situations of these young people were classified at risk, including situations of violence, family overcrowding and unstable accommodation with relatives. There were three young people listed as couch surfing.

The service mix of the two case managed clients was as follows:

Person 1: Support to access Centre link benefit, enrolment in a TAFE course, engagement in an employment program and housing in social housing property.

Person 2: Family relationships support, mediation with the Education Department, resulting in a return to school after an absence of two years, financial support for education costs and information on drug and alcohol harm minimisation strategies and rehabilitation options.

4.1.3. Housing outcomes

Despite a number of challenges involved in securing suitable and stable housing for young people in the region, the program was able to provide initial responses to the crisis housing situations of all individuals in need who accepted a referral to the program. Following this, the project had transitioned or was actively involved in transitioning accommodated clients to longer-term stable accommodation.

In 2011/2012, 17 housing placements for young people engaged in the program were organised and 14 maintained stable accommodation throughout the year, although one of these was in transitional accommodation (SHS). Other young people engaged in the SWITCH project were supported to remain connected to existing appropriate kinship placements. This included three individuals under the age of 16 years whose family/ kinship placements were maintained through negotiation and support provided by the SWITCH program. The table below shows the numbers and types of housing secured.

Table 10: Types of housing secured

Housing Type	Initial	At 30 June 2012
Social housing	7	3
Private rental	8	3
SHS accommodation	1	1
Temporary with family/ friends	1	-
Other	-	7
TOTALS	17	14

The “other” category comprises mainly situations where kinship or family placement was organised with the help of SWITCH. In instances where a young person over the age of 18 years is boarding with their family under an informal arrangement, the young person does not have any tenure per se in these arrangements, nor do they hold a written agreement from the family. However, it would be inaccurate to classify the arrangement as “temporary” in terms of the HAP portal options as the arrangement is ongoing. Within the “other” category, there were also two clients who were in custody at the time of the portal report and one person in a residential rehabilitation unit.

Some of the changes in numbers in the categories to 30 June 2012 relate to situations where young people have moved from private rental back to family placements by their choice; they have also moved from private rental to social housing.



Sustaining private rentals

The existence of the program was a factor in increasing access to private rental tenancies. It was reported that the confidence of real estate agents in letting properties to young people was enhanced by both the knowledge that there was a service involved which would be visiting twice weekly and the fact that there was somebody to contact other than the tenant. Another critical factor was the persistence of the caseworker in physically taking people to see real estate agents.

An innovative tool used by the MNC caseworkers was a bracelet USB for use by clients to store their detailed documentation and references to support a real estate application.

4.1.4. Non-housing outcomes

There were a number of non-housing outcome areas which were encompassed in the aims of the project:

- Enhanced independent living skills;
- Reduced risk of re-offending;
- Engagement with positive alternatives to offending behaviour (diversional and recreation programs);
- Family reconnection;
- Assistance to young people who had parenting responsibilities; and
- Engagement with education, training or employment.

Some areas of intervention and support in the SWITCH model have the potential to impact on more than one aim. For example, as well as assisting with sustaining their tenancy, assisting a young person to deal with drug and alcohol issues or their mental health could improve independent living skills, reduce the risk of re-offending behaviour, and allow for reconnection to education, training and employment. However, with project support only of 12 months duration, it is more difficult to measure what these longer-term non-housing outcomes have been.

Nevertheless, across the 2011/2012 cohort of 27 clients:¹⁵

- All 27 clients for 2011/2012 received living skills development support

Independent living skills support included working on budgeting and financial planning e.g. shopping essentials list, cooking training both in community programs and individually with the caseworker; developing appropriate cleaning regimes for managing and maintaining a property, developing appropriate communication skills for interpersonal relationships; developing self-advocacy skills; developing stress management strategies and education and mentoring around rights and responsibilities under the Residential Tenancies Act 2010.

- All 27 clients engaged with their case plans

SWITCH works from a strengths based framework which builds skills and self-advocacy. Young people have control over their case plans and the goals they wish to achieve while in the program. SWITCH caseworkers provide education and information to assist young people make informed decisions regarding their goal development and they provide support to look at personal issues that may impact on the achievement of these goals. While the young person makes their own decision

¹⁵ Numerical data is drawn from: (Attachment 3C) Annual Activities and Outcomes report for 2011/2012 prepared by SWITCH as part of the reporting to Juvenile Justice NSW for the 2011/2012 funding period. Details about the specific outcomes are drawn from interviews and correspondence with key SWITCH staff during the course of the evaluation.



about agreement to access a service they have been referred to by their SWITCH caseworker, the caseworker provides support e.g. with transport to and from appointments and with attending appointments until the young person feels comfortable and connected to the external workers and agencies.

- Ten clients were provided with AOD support and referral and eleven with mental health service referral

This included providing harm minimisation information and strategies, referral and access support to AOD counselling, Cannabis Clinic, youth rehabilitation program, dependence assessments and referrals.

- Twenty clients were supported to address personal issues, with twelve engaged in ongoing therapeutic support

Personal issues which have been addressed include sexual assault and childhood trauma, domestic and family violence, community violence and social stigma, mental health issues including suicidal ideation and deliberate self-harm, sexuality, AOD use and self-medicating behaviours and anger and stress management.

- Three clients reconnected with families

Support included mediation work with family units to identify issues and develop ways to improve communication and engagement with each other.

- Nine clients achieved education, training or employment goals

These included attendance and completion of certificates in horticulture, Reality Rental, Aboriginal and cultural studies and community cooking classes.

- Four clients sustained engagement with education, training or employment

Employment secured included a dairy farm hand position and a Valley Industries general worker.

It was reported that amongst the young people who were in the SWITCH project and who were also on orders in the juvenile justice system that the level of compliance had been high.

With respect to re-offending rates, data collected by SWITCH on the 2011/2012 cohort showed that nine of 27 clients (33 %) of clients had re-offended¹⁶. However, when these statistics were examined, SWITCH reported that the re-offending behaviour of these individuals happened early in engagement with the project (Stage 1) and that some court engagement related to offences which had been committed prior to SWITCH referral.

In addition to the outcome areas listed above, the evaluation identified the following outcomes:

- Legal solutions

More than half of project participants were provided with support to access legal advice and assistance not only around issues to do with previous offending behaviour, but also for matters such as phone contracts, leases and to seek victim's compensation payments.

¹⁶ Information sourced from Attachment 3B Certified Annual Activities and Outcomes Report for 2011/2012 prepared by YP Space MNC Inc for SWITCH program for Juvenile Justice NSW



- Support for dependent children

A number of dependent children of the young people who were being supported were also being provided with services (four children were associated with SWITCH [JJ]). As well as direct benefits to the children [such as assistance with housing], support also included parenting skill development to reduce issues of neglect or abuse).

- Securing engagement through the use of creative solutions

One of the challenges in working with the target group of SWITCH (JJ) is to develop solutions which work for the young person. Effective examples included using a gym program to enable difficult conversations to happen with the young person while they were using the treadmill, and the use of music as a tool to assist young person to overcome feelings of self-harm. In providing support for a young person to deal with issues of childhood trauma, use was made of both art therapy and music therapy.

- Improved ratings of quality of life

The section which follows provides more information about the individual clients who were interviewed for the evaluation. Across the group of young people interviewed, it is noteworthy that all report improved confidence and hope in the future.

Universally, when asked to rate their quality of life compared to 6 or 12 months previously, clients interviewed responded with views such as:

- “100 to 200% better than before”;
- “100% better - way better than before”;
- “it’s 9/10”;
- “my quality of life is 70% better than it would be if I were on my own.”

- A source of support and improved self-esteem

Another common theme was the importance of caseworkers in providing “someone to talk to about your problems”. One person described how the service had assisted them:

“The way they looked after me. They care about young people themselves. They ask you if you need help.”

The level of satisfaction with the program was very high amongst the clients interviewed. This was reinforced by the finding that no one was able to give suggestions as to how the program could be improved.

- Assistance with management of fines

YP Space on the MNC is an authorised Work and Development Order (WDO) Agency.¹⁷ This enables the organisation to assist young people to address their fine debt through a connection to counselling and case management. This can function as a good incentive to engage young people in the SWITCH program and achieve outcomes quickly. This is a process which can strengthen the

¹⁷ Work and development orders (WDO) are made by the Office of State Revenue to allow eligible clients reduce their fines through unpaid work with an approved organisation and through certain courses or treatment. Approved activities can include Voluntary unpaid work, medical or mental health treatment, educational/ vocational or life skills course, financial or other counselling, drug or alcohol treatment and a mentoring program (for persons under 25 years).



young person's connection to the agency and demonstrate in a practical way how support can be helpful.

Client interviews

In addition to the overall program client outcomes, additional insights about the effectiveness of the SWITCH program were gained through interviews with a small number of SWITCH clients. In total, there were 10 clients interviewed, with three of these in the SWITCH (JJ) stream (shaded). Two of these young people could have belonged in SWITCH (YPLC) as they were also all individuals who had been in the care of the Minister and amongst the SWITCH (YPLC) stream there were another two who could have been in the SWITCH (JJ) stream.

Table 11: Summary background information: SWITCH clients interviewed for the HAP evaluation

Questions	FNC				MNC					
	Client 1	Client 2	Client 3	Client 4	Client 5	Client 6	Client 7	Client 8	Client 9	Client 10
Current age	17	19	19	17	19	18	18	17	19	16
Gender	Female	Female	Female	Male	Male	Male	Male	Female	Male	Male
Age first homelessness	Est 15	14	13	N/A	N/A	N/A	17	16	15	12
PROGRAM	YPLC	YPLC	YPLC	JJ	YPLC	YPLC	JJ	YPLC	YPLC	JJ
Could they have been in the other program? ¹⁸	No	No	Yes	No	No	Yes	Yes	No	No	Yes
Aboriginal status	Aboriginal	Aboriginal				Aboriginal				Aboriginal
Young parent?	No	No	Yes	Unknown	No	No	No	No	No	Yes
Client status	current	current	current	current	exited	current	exited	current	current	current
Time in program ¹⁹	10 mths	2 mths	4 mths	1mths	12 mths	4-5 mths	12 mths	3-4 mths	6 mths	1 mth
Housing arrangements:										
At program entry	Unsuitable foster ²⁰	Step-family	With unstable parent	Couch surfing	Evicted private rental	Private rental	Emergency accommodation	Couch surfing	Couch surfing	Rough sleeping
Current housing arrangements:	Soon to transition to new foster care	Tent in caravan park (at interview)	Motel (at interview) Now share house	In hospital	Private rental flat	Living with aunt	Private rental flat	Transitional housing	Community housing bedsit	Caravan park

¹⁸ JJ, but out-of-home care background; YPLC with offending history.

¹⁹ At time of interview.

²⁰ Child at risk.



The table below provides a picture of the other supports which were provided to each of these clients. Universal supports included advocacy and provision of transport e.g. driving individuals to appointments such as medical. All clients received some brokerage assistance and these details follow.

Table 12: Details of other supports provided

Other supports provided:	FNC				MNC					
	Client 1	Client 2	Client 3	Client 4	Client 5	Client 6	Client 7	Client 8	Client 9	Client 10
Centre link assistance		√	√	√	√	√	√	√	√	√
Assistance to get drivers licence	√		√		√		√		√	
Budgeting		√	√		√	√	√	√	√	√
Reality Rental course (based on “Rent It Keep It course”)									√	√
Shopping/ cooking/ independent living skills training	√	√	√		√	√	√	√	√	√
Assistance with medical & dental issues		√	√		√		√	√	√	√
Assistance with mental health issues		√	√		√		√	√	√	√
Drug and alcohol support			√		√	√	√		√	
Family reconnection	√	√	√			√				
Return to school	√									
TAFE/ further education training	√	√		√	√	√	√		√	√
Job assistance	√			√	√	√	√			
Assistance with court issues	√	√	√	√					√	√
Recreation activities	√					Football	Motor-cross	BMX riding	Art & creative	
Transport	√	√	√	√	√	√	√	√	√	√
Other supports	Child protection, counselling	Counselling	Custody issues	Mobile phone	Access to counselling	Cultural connections			Sexual health support with gender dysphoria	



Table 13: Details of brokerage payments

Brokerage										
Total brokerage spent on client \$	\$161	\$1900	\$626	N/A	\$1470	\$135	\$2556	\$274	\$2912	\$150
GOODS										
Household goods	√	√	√		√		√		√	
Grocery/ food		√			√	√	√		√	
Transport e.g. bicycle/ petrol/ taxi/ fares		√	√		√	√	√	√		
Health items			√						√	
SERVICES										
External counselling		√								
PAYMENTS										
Housing related (e.g. Bond/ rent arrears/ utilities)			√		√		√		√	√
Other (employment items)							√		√	



Case Studies

Client 4: This young man, aged 17 was “couch surfing” when he was referred to SWITCH (JJ). He had been adopted but the placement broke down. At the time of the interview he had only been involved with the project for 3-4 weeks. He said he had already had “lots of help”. This included SWITCH accompanying him to his JJ case conferencing, help to sort out his Centrelink paperwork and secure a Centrelink advance, and supporting him to access an employment agency. He was looking for assistance to find housing which would allow him to keep his pets (a dog and 2 cats).

Client 7: This young person was in Emergency Accommodation on referral to SWITCH by his JJ Officer and was 17 years old. He had recently left Juvenile Detention and was on a Community Services Order (CSO) under the supervision of DJJ. He had experienced mental health difficulties for some time, due to a past trauma. He had presented to the project with limited independent living skills and poor anger management strategies. SWITCH helped him into a private rental accommodation flat where he was still living at the time of interview. Help included locating the property, assistance with bond and paperwork, setting up the flat and help with keeping the place. He described this as “help with keeping everyone happy.” He had also received assistance in finding employment (he was now in his second job), with transport and with getting his driver’s licence. He said the biggest benefit of the project was:

“... having someone to talk to. They are nice, good people, not just there for their pay cheque. They do a good job.”

Although this client had exited the project, he said that he was still in touch with SWITCH and would drop into the office.

Client 10: This Aboriginal young person, now aged 16, first experienced homelessness at the age of 12, but had been in and out-of-home care since the age of two. Multiple foster placements and multiple self-placements with family had broken down. He was rough sleeping on entry to the project and was living in a caravan at the time of the interview, with expectations of a rental property becoming available in a week to share with his pregnant partner. Services he mentioned included budgeting and shopping assistance, help with appointments (including medical and transport), completing paperwork and parenting education. He said he was excited about the future and that:

“There should be more programs like this to help young kids.”

4.1.5. Other client outcomes

Many young people who entered the program needed dental and optical assistance. This appeared to be an area which had been neglected for young people during their time in care.

The program supported one young person with a disability to access an ongoing support package from ADHC and SWITCH will have an ongoing role in supporting this person using the package.

4.2. Impact of the project on preventing homelessness

4.2.1. Impact of the project on homelessness

With all young people in the project in some form of housing and a majority in options which are long-term, from the perspective of the individual clients in the program, it has had a direct impact on reducing their homelessness.



At a broader systemic level, the success of the project has demonstrated that for these individuals, notwithstanding their complex needs, past trauma and connection to the juvenile justice system, intervention with a package of support through a project such as SWITCH (JJ) can deliver outcomes which prevent homelessness.

4.2.2. Supporting Aboriginal clients

One of the strengths of the program is its effectiveness for Aboriginal young people. In recognition of the priority of Aboriginal people amongst the target group for the program, from the outset, the program model included provision for an Aboriginal youth worker trainee position in each division. Together with the SWITCH (YPLC) project, this approach gave capacity for two trainees in each location.

At the time of the evaluation, across the projects, three Aboriginal workers were still employed, and had graduated into junior casework roles and had their own caseloads. One of the external stakeholders commented: *“it is unusual to find a service which has managed to attract and keep such workers”*. This theme was discussed in the interview with one of the Aboriginal workers to better understand why the role was attractive. Key factors identified were:

- The traineeship and an opportunity to learn new things, including mentoring from senior case staff;
- The opportunity to connect with young Aboriginal people and make a difference;
- The strong positive program reputation;
- The role not being desk-based; and
- The surprise factor associated with first meeting a SWITCH young person and that person’s joy in finding that there is an Aboriginal staff member.

Other external stakeholder feedback suggested that a real positive was that the program was “mainstream”, while concurrently having Aboriginal staff. This meant that Aboriginal young people felt both supported and at the same time not singled out from other young people.

In terms of program service delivery, good engagement with Aboriginal clients was supported by flexibility and the program’s “strengths based” approach to building on client interests. For example, it was reported that distance education classes which a number of clients would access on a Thursday/ Friday operated with one of the Aboriginal junior caseworkers as a teacher aide. It also included fishing on a Friday, with the clients able to take home the fresh fish which they have caught.

4.3. Service system and delivery outcomes

Many stakeholders consulted for the evaluation described the service as essential. The capacity of the program to provide on-going case support to Aboriginal young people was particularly highlighted.

One way in which the project has influenced system change is in its impact on increasing the awareness of young people’s needs with other service organisations. One very tangible example of this was the impact on the community housing service described earlier (see Section 3.4.4) where there has been a specific change in receptivity to the needs of young people, including a broadening of service eligibility criteria.



Another emerging area of influence is with the new YIRCS program and the impact this is having within the Court system for better support for young people at the time of their first experience of the juvenile justice system.

The service delivery model, requiring coordination and cooperation as it does, both depends on and strengthens service networking and coordination for the benefit of the young person. With Juvenile Justice NSW as the sole referral agency and with responsibility for the primary case plan, the involvement of SWITCH creates a bridge for the young person into the broader service system. Awareness and education within the service system about complexity of the needs of young people who are facing homelessness is an outcome of the connections which have been put in place around the needs of each individual.

Impact on the broader community profile about young people and homelessness was less clear.

4.4. Staffing issues

4.4.1. Impact of staffing issues on the project

There has been some staff turnover, impacting on program continuity at an individual level, but this has not been major. Both Divisions of SWITCH had a change in team leader during the project. In the case of the MNC, although this was an externally recruited appointment, the successful applicant for the team leader position had been involved in the project from the outset. This, together with the role played by the YP Space Manager maintained program continuity.

The Team Leader for the FNC Division changed during the project and this brought a strengthened approach to service partnerships and casework practice.

4.4.2. Staff skills and experience

Staff came to the program with a variety of professional and clinical backgrounds. These ranged from bachelor degrees in Social Sciences, Certificate IV in Youth Work and mental health, grief and trauma training. Many had a large number of years' experience working in related areas, including experience in a women's refuge, long-term youth work, drug rehabilitation and Juvenile Justice.

All staff employed within the SWITCH project were required to undergo a Working with Children check and Federal and State police checks, in line with the *Children and Young Persons (Care and Protection) Act 1998*.

4.4.3. Staff training

The program was committed to professional supervision and team support for its workers. In each location, team members met together monthly for group supervision and to share new ideas.

The Aboriginal trainee staff were provided with on the job training through mentoring with caseworker staff. Trainees were also enrolled in Certificate III youth work/ welfare courses.

4.4.4. On-call roster

The SWITCH model has a 24/7 response capacity. On the MNC this capacity comes from a pre-existing arrangement through the YP Space Manager; on the FNC there is an on-call roster shared across the youth programs staff.

5. COST ANALYSIS

This section of the report provides information about project budget and expenditure, issues with expenditure, client costs based on 2011/2012 financial data and use of brokerage funding.

5.1. Total project budget and expenditure to 30 June 2012

The program for the SWITCH (JJ) project was initially planned for commencement on 1 January 2011. However, the 2010/2011 contract sum of \$461,000 (the full 12 months of funding) was only received on 18 May 2011. Effectively, this meant that the program did not commence until the 2011/2012 financial year (one client joined the project in 2010/2011 and was rolled over into 2011/2012). The table below shows budgets and expenditure to 30 June 2012.

Table 14: Budget and expenditure details

	2010/2011 Budget ²¹	2010/2011 Expenditure	2011/2012 Budget	2011/2012 Expenditure	Total Budget	Total Expenditure
Client service staff	\$248,850	\$25,150	N/A	\$260,791	N/A	\$285,941
Admin and management staff	Current project budgets do not make separate provision for administration & management staff; rather, these costs are subsumed within the management fee for the project.					
Other admin expenses (non staff)	\$122,150	\$99,392	N/A	\$200,626	N/A	\$300,018
Brokerage - goods	For budget purposes, brokerage is treated as a single line item. Estimates of goods and services proportions and examples of types of brokerage expenditure is provided in the brokerage sections (3.4.6 & 5.4).					
Brokerage - services						
TOTAL BROKERAGE	\$90,000	\$0	\$90,000	\$22,676	\$90,000	\$22,676
Financial Year Totals	\$461,000	\$124,542	\$488,000 (2011/2012 grant)	\$484,093	\$949,000	\$608,635
			Plus \$161,000 (part rollover of 2010/2011 grant)		Less \$175,458 (balance of 2010/2011 rollover allocated to 2012/2013)	
Total funding available			\$649,000		\$773,542	

Total expenditure to 30 June 2012 was \$608,635 which represents 78.7% of grant money available for expenditure in the two year period 2010/2012 and 64% of money received, as \$175,458 from 2010/2011 funding was rolled over into 2012/2013.

²¹ From original project submission budget.



5.2. Issues with expenditure

As mentioned in Section 5.1, receipt of project funding almost at the end of the first financial year not only delayed the start of the project, but resulted in a significant under-expenditure. With the agreement of Juvenile Justice NSW, this meant that there was a rollover of funding and target numbers into both the 2011/2012 and 2012/2013 financial years. In effect, what was initially a three year project needed to be delivered over two years. The service provider reports that delays in allocation of the funding by the funding agencies meant that it has been very difficult to match actual expenditure to original budgets for any given financial year within the life of the program.

5.3. Client costs (based on 2011/2012 data)

For comparability across the HAP evaluations, Housing NSW requested that detailed project costings be considered for the financial year 2011/2012. The costing template for 2011/2012 for the SWITCH (JJ) project can be found at Appendix 2.

Total expenditure for 2011/2012 excluding brokerage was \$461,417. The brokerage component was \$22,676.

With 27 clients assisted this means that the average cost per client serviced was \$17,089.

The average brokerage expenditure was \$839.85 per person.

Given that individuals in the program are serviced for a period of 12 months, each person cost the program just under \$1,500 (\$1,424) to service for each month of service.

This evaluation did not include any financial analysis of the other inputs which the program has been able to leverage on behalf of the individuals served (e.g. access to mental health counselling, other financial entitlements and adjustments e.g. to Centrelink payments, TA from Housing NSW) nor any cost savings through areas such as possible decreased hospital admissions.

5.4. Effectiveness of brokerage funding

Brokerage funding in the program was very targeted and only used when all other avenues of support for the young person had been exhausted. A strength of the brokerage component of the program was the immediate responsiveness which access to this funding allowed. For example, clothes shopping ahead of a job interview or real estate appointment and purchase of spectacles following a vision assessment to improve functioning in the classroom. Many young people were assisted with a mobile phone purchase to ensure that they were contactable.

The impact of brokerage on a young person was described in one situation as “life-restoring” - the young person made a clear decision that their preference was for the purchase of a queen sized bed even though this meant some other household items would not be included. This was because until that point they had never slept in or had a bed of their own, having always shared crowded floor space for sleeping.

A third strength of the brokerage component of the program is its flexibility, allowing for the creative use of resources to secure program goals such as client health and engagement, e.g. gym membership.

Finally, the value of the brokerage component in creating learning opportunities for young people to develop competencies in balancing choices and working within a limited budget should not be underestimated.



6. EFFECTIVENESS OF THE MODEL

This section of the report describes the success factors for the project, including the use of Aboriginal staffing, and the challenges for the model.

6.1. Success factors

The evaluation findings suggest that amongst the success factors which can be identified for the SWITCH project, there are three which are particularly critical:

- The extensive service networking and collaborative approach taken by the service which allows the service model to deliver on its core feature of accessing other resources in the community, rather than duplication;
- The strong caseworker engagement with young people, including the use of Aboriginal staffing; and
- The 12 months program duration.

At the centre of the first two of these success factors is sound interpersonal relationships. Undeniably, the model structure itself is a facilitative and foundational component, but ultimately without the development of sound relationships with both the individual young person and across the service system, the needed collaboration to access system support structures and the young person willing to “give it a go”, success will not eventuate.

Both consortium partners brought strong and extensive social capital to their participation in the project. Feedback from external stakeholders interviewed for the evaluation created a picture of “high worth” reputation. The service leaders are proactive in their pursuit of solutions for individuals and for service improvement. They make it their business to be well known. Others described them as having a sound reputation for commitment and collaboration.

“They are a diligent provider - they ensure that the views of youth are heard at all levels.”

Service providers were very positive about their networking and collaboration with SWITCH.

“I love the program. We have a very strong two-way relationship.”; “I haven’t had an inappropriate experience in 18 months.”

“The program has been amazing.” “They are very strong networkers.”

When asked to point to the success factors for the project, other external stakeholders described a key component as the quality of the casework staff. This was measured in terms of their good communication skills, their prompt follow-up, their openness and dedication to following the support plan and the proactive approach. This created “no surprises”, with issues raised before a crisis might ensue.

Staff reported that the model worked really well with the people who want to make a difference in their lives and that with a little bit of encouragement they can make amazing progress. They noted that most were willing to take the support when it was offered.

At the individual level, young people reported that they received support and affirmation.

One young person interviewed said: *“They can’t do enough for you”*. Another said: *“It’s easier for them. It’s hard for us.”* This reinforced the advocacy role which SWITCH is able to take on behalf of young people.



Other service providers also nominated key program success factors as including the respectfulness shown to young people, and the professionalism and strengths based approach of SWITCH staff.

“They do it really well – they have good caseworkers and good boundary setting.”

Aboriginal staffing

Strong client engagement was also enhanced by the Aboriginal caseworkers employed in the project. External stakeholders commented that this was a major strength and success factor of the program. (This is discussed further in Section 4.2.2.)

- 12 months project duration

One of the identified strengths of the SWITCH program was its capability to provide 12 months of support, with the option to extend this if needed. Whilst some young people have accessed other support structures, for example, Post Release Support programs, the involvement of these workers is time limited, and their caseload higher than the SWITCH allocation of 10 clients at any one time. SWITCH worked very collaboratively with such programs to ensure no duplication of service and to create smooth transitions. Twelve months programming allows time for needed skills, goals and personal growth to be achieved and provides a measure of consistency and stability in the life of the young person. Staff commented that SWITCH had been the most constant element in the lives of many of the individuals in the program.

Other success factors:

- “Reality Rental” courses for young people (based on “Rent It Keep It”)

The approach taken to the Reality Rental courses is described in Section 3.4.4. There is a direct link between successful course completion and the successful housing outcomes of some SWITCH clients in both securing and sustaining tenancies. In the words of one real estate agent:

“It is very satisfying to see them make it through.”

6.2. Challenges for the model

- Accessing housing

A major challenge for the project was sourcing suitable affordable accommodation. Not only is this due to a general lack of affordable housing in the region, it is exacerbated by the fact that the majority of young people in the program are under 18 years of age and therefore on low levels of income support. Furthermore, they have no rental history and may have some negative family stigma or blacklisting to overcome. This can be particularly problematic in accessing private rental accommodation. Whilst YP Space MNC has access to its own crisis and short term accommodation in Kempsey, it faced the same challenges as NRSDC with respect to other locations such as Coffs Harbour, Taree and Port Macquarie.

Access to community housing is also problematic; not only because of its limited supply, but also because the rental payment set at 25% of income means that young people are paying less than other tenants, which decreases their attractiveness as tenants.



- Dealing with crises at program entry

Many young people entered the program in housing crisis, or imminent housing crisis. The initial work with a young person involves a range of administrative tasks. These include sorting out temporary accommodation, ID issues, and Centrelink arrangements for income support. It was suggested that the program could increase its efficiency by making this a designated role - this would strengthen the relationships which the position occupant would have with key contacts and allow for a focus on getting the practical elements in place. This person would work closely with the appointed case manager for the individual. An extension of this idea would be to have a model of shared case management, which would bring with it positive benefits for risk management and allow for continuity, for example during periods of staff leave/ turnover.

- Broad geographic target area/ transport challenges

The large geographic area covered by the SWITCH program means that the issue of transport was a major one. Limited public transport options meant that caseworkers were frequently involved in direct provision of transport support to clients. This was exacerbated with more affordable housing frequently located on the fringes of towns and/or in more regional areas.

- Limited drug and alcohol rehabilitation and detox programs for young people, especially in the Far North Coast

The program referred one person to a youth specific nine day residential program in Queensland which they successfully completed.

A last challenge for the model, and indeed for anyone working with the target group of this project, is the reality that some of the negative and destructive behaviours displayed by some young people are so entrenched that significant long-term support and intervention is required. This is made all the more difficult when behaviour is compounded by significant mental health issues, and decreased cognitive or intellectual abilities. A program strength is that it can offer 12 months of support. SWITCH has demonstrated some significant outcomes for individuals. But it needs to be recognised that this is the result of the considerable efforts of both the service and the individual concerned. There will be a handful of people who exit the program without achieving their goals and others who will require support beyond the 12 month period.



7. CONCLUSION

This final section of the report examines the key lessons learnt, implications for future responses for the target group and for the homelessness system on the North Coast, other insights and suggestions for future research.

7.1. Summary of key lessons learnt

- The importance of existing community connections

As described above in Section 6.1, one of the key success factors for the project was the extensive service networking and “high worth” reputation which the project partners brought to the implementation of the program. While this was strengthened through the course of the project, it remains that much of the connections which the project had to other parts of the service system were brought to the project at the outset. This gave the project the capacity to provide needed supports and referrals quickly, using existing connection. A key lesson for future projects is the need to pay particular attention to this. Thus it is suggested that any future funding grants require sound assessment of an applicant’s existing local community connections and/or a clear plan and an adequate timeframe in which to develop these/ leverage those which exist.

- The necessity to be proactive

A related variable is the extent to which program staff are proactive in pursuit of their solutions for individual clients. Case managers used their knowledge of the system, their strong networks and intensive individualised supports to deliver outcomes for an individual which brought together the coordination of supports needed to address individual needs. A key lesson is that this proactive, flexible and constructive approach contributes to the development of effective tailor-made solutions.

- Young people with complex service needs cannot navigate the service system themselves

Feedback from the young people themselves emphasised the importance of having someone to stand beside them to negotiate the system.

“She just got on the phone and made some calls and it all happened.”; “They can do things that we can’t do.”

- It takes time to stabilise complex issues and secure sustainable alternatives

Addressing the many complex issues which are faced by the young person accessing the project is a lengthy process. Staff in particular noted the importance of the “safety net” they could provide as the 12 month period of support was sufficiently long to allow for a setback or failure to be dealt with and resolved.

7.2. Implications for the future response to homelessness for young people exiting Juvenile Justice NSW facilities

Young people came to the SWITCH program with their own complex histories of offending behaviour, trauma and neglect, health and substance abuse issues, and deficits in skills needed to live independently. They faced a service system which is not only difficult to navigate but is not set up to meet their needs. The lessons learnt from the project affirm the need for services to exist



which can provide intensive case management support and linkages to other parts of the service system, including providing strong advocacy for the needs of young people exiting institutions. These services need to be of sufficient duration that the sustainability of arrangements which have been put in place can be tested or repeated as necessary. The concept of a staged approach was particularly helpful. Finally, services must be proactive and flexible enough so they can develop tailor-made solutions to meet individual need.

The Youth Information, Resources and Court Support Program on the MNC allows for engagement with young people and their parents at the first time of attending court. Connections can be made to investigate the young person's housing/ home status and identify any indicators which could suggest a risk of homelessness such as family relationships, rough sleeping, overcrowding, access to education, family AOD and mental health issues. A swift intervention and links to the service system can provide amelioration for these issues which have the potential to lead to homelessness. Further trialling of this approach could allow for further exploration of its efficacy.

7.3. Implications for the homelessness system in the North Coast region

Part of the challenge in solving homelessness for the client group supported by SWITCH relates to service system issues, some of which relate to the North Coast region, some of which are more broadly problematic.

In this latter category are the following:

- Current levels of income support for young people put them at a disadvantage when accessing affordable, sustainable housing. This disadvantage operates not only in the private rental market but also in accessing community housing where a person on a higher level of income payment can be favoured; and
- Insufficient appropriate housing stock available. Apart from affordability questions, there is also the consideration of the actual quantum of housing available compared to demand.

In the North Coast region, there are four property related implications arising from the project evaluation findings:

- The use of an MOU with a community housing provider related to allocating a particular property specifically to a young person in the SWITCH program worked well and could be replicated;
- More community housing properties could be targeted for the client group supported by SWITCH model programs;
- The impact of one successful HAP project in the region on the availability of affordable housing for other HAP project target groups (such as SWITCH/YP) suggests that a regional approach to likely housing demand across all funded homelessness projects/ target groups in the region should be undertaken and possible solutions developed in a coordinated way. It may be that this is a role which could be taken on by the North Coast Regional Homelessness Committee; and
- Consideration could be given to the introduction of a "head lease" arrangement whereby providers such as SWITCH could manage the initial tenancy obligations associated with a property. Once a young person has demonstrated the skills needed to sustain the tenancy, the tenancy obligations could be handed over to the young person/s for the longer term.



7.4. Other insights

There is a further insight from the project which needs to be acknowledged in any future planning about how to provide services to the target groups of young people who were supported by SWITCH. This is the overlap between the target groups.

Young people who are involved with the juvenile justice system are also highly likely to have experienced one or more out-of-home care placements. There is significant overlap between the two SWITCH target groups. This resulted in movement across the projects, with some individuals referred by Juvenile Justice NSW becoming active clients in the YPLC stream.

A final insight about system access comes from the internal research conducted by the SWITCH project. This research documented the on-going challenges experienced by young people on the North Coast who are facing homelessness in accessing support from the service system and from the housing sector in particular.

From May 2011 to May 2012, the SWITCH program undertook a survey to identify mainstream service system “blockages” for young people who are homeless or at risk of homelessness in the North Coast area. Specialist and generalist youth services and other community services were asked to complete a survey on each occasion they saw a new young person who had (in the past 12 months) or was currently experiencing homelessness. This collected information on areas of mainstream service access difficulty, the nature of the difficulty and the outcome/s of this difficulty. In total, 164 responses were received, with respondents able to indicate multiple areas of blockage where these existed. This survey showed each person experienced on average more than two blockages. Access to the Housing system presented the highest number of blockages: 55.5% related to difficulties with the private rental sector (typically discrimination); 46.9% to access to Housing NSW products (especially access to temporary or emergency accommodation) and 40.6% to community housing access. Other common areas of difficulty nominated resulted from a lack of identification documents (e.g. Centrelink, bank account and Medicare card access). In addition, 10% of young people were refused entry into education until their housing was stabilised. The top three responses selected relating to outcomes experienced as a result of the identified blockage were: increased experience of feeling the situation was hopeless (66%); increase in anxiety related symptoms (46.7%) and financial difficulties (47.6%).

7.5. Future research that could strengthen the evidence of what works

An important question in the provision of intensive case management support provided by a program such as SWITCH is:

- Who should have priority of access?

The program worked well for young people exiting Juvenile Justice Centres but it may be that an increased focus on intervening earlier in the process of engagement with the criminal justice system could divert people from homelessness and further criminal activity earlier in their lives. The Youth Information, Resources and Court Support Program was exploring this possibility. Further research and trialling of this approach would allow more evidence to be gathered about its efficacy.



- What is the appropriate program length?

With respect to the core SWITCH program, there were clear views that the 12 month program was filling a needed gap, as other support structures (e.g. Specialist Homelessness Services, Post-release support programs etc) are of much shorter duration. This longer period of 12 months support appears to have been of benefit. However, the question remains whether an even longer period could enable more young people to avoid homelessness.

Another area of potential investigation relates to continuity of support.

- What is the contribution of continuity of service occasions, locations and workers to successful outcomes?

SWITCH provided outreach services to support young people in a variety of locations across the MNC and FNC and there was some staff turnover. Intensity of support was linked to individual need and model stage. Further research into the impact of these factors on successful program outcomes for individuals could potentially indicate areas for future service improvement.

A final area where additional research could be undertaken relates to the need for stability in housing and recognises the challenges which were faced by SWITCH in providing this in an environment where there were limited options available to young people.

- Would the provision of housing stock as part of the program improve program outcomes?

Investigations could consider both the provision of “head lease” arrangements which enable the young person to build a history of successful tenancy before taking on full property responsibilities and the provision of some transitional accommodation arrangements which provide opportunities to further develop independent living skills, such as shopping, meal preparation, and budgeting in a more structured setting.

Lastly, any future research as well as program monitoring should include the development of a clear understanding and agreement with service providers around the specific quantitative data to be collected and the feasibility of this, the systems for collecting and reporting the data and ensuring its integrity, and its interface with any other internal and external reporting obligations.

Sue Warth
Senior Consultant
21 February 2013

APPENDIX 1: JUVENILE JUSTICE RESEARCH COMMITTEE APPROVAL



Juvenile Justice
Attorney General & Justice

Doc Ref: D12/07311
File Ref: 12/03879
Contact Name: Monique Mathis
Telephone: 9219 9458

Susan Warth
Senior Consultant
Westwood Spice
21A Elliot Street
Balmain NSW 2041

Dear Ms Warth

RE: RESEARCH PROJECT "YOUNG PEOPLE EXITING JUVENILE JUSTICE CENTRES".

Thank you for your application to conduct research in Juvenile Justice.

Your application to conduct the research project *Young people exiting Juvenile Justice Centres* was approved on September 18th, 2012.

For your records, a signed copy of the JJ Research Agreement is attached. Please ensure that your project meets the requirements outlined in your application and adheres to the conditions outlined in the attached Research Agreement. Any variations need to be submitted to the JJ Research and Evaluation Steering Committee for review

You may now proceed with the implementation of your research project. Please contact Monique Mathis, Research Psychologist on 9219 9458 or monique.mathis@dj.j.nsw.gov.au for assistance with this. Congratulations and good luck with your research.

Yours sincerely

Kathrina Lo
A/Chief Executive
20.9.12



Juvenile Justice
Attorney General & Justice

Level 24, 477 Pitt Street
SYDNEY NSW 2000
(PO Box K399
HAYMARKET NSW 1240)

Telephone: 02 9219 9400
Facsimile: 02 9219 9500
Email: djj@djj.nsw.gov.au
www.djj.nsw.gov.au

JJ RESEARCH AGREEMENT

AGREEMENT DETAILS	
Researcher/Organisation	WestWood Spice
Researcher Details (Address etc)	Susan Warth Senior Consultant, WestWood Spice 21A Elliott St, Balmain NSW 2041 suewarth@westwoodspice.com.au
JJ	Department of Attorney General and Justice - Juvenile Justice on behalf of the Crown in the right in the State of New South Wales of 477 Pitt Street, Sydney, New South Wales, 2000
Supervisors	N.A.
Project	Young people exiting Juvenile Justice Centres-North Coast <i>(Project reference 2.21) Extended evaluation of support provided under the NSW Homelessness Action Plan for people exiting institutions</i>
Project Objectives	To conduct an external evaluation of the HAP project (Young people exiting Juvenile Justice Centres- North Coast) to determine the effectiveness of the project in reducing homelessness for its target group and its impact on service system design and coordination.
Project Outcomes	Data will be collated and analysed to answer the evaluation questions and to contribute to the evidence base of what works in reducing homelessness. An evaluation report using a designated reporting template will be provided to Housing NSW who have contracted the research.
Location	The project will involve a site visits to service outlets in Lismore and Coffs Harbour and possibly Kempsey, Grafton and Taree
Project Period	Start Date July 2012 End Date: November 2012

OTHER CONDITIONS

- Where the researcher is working;
 - (i) On the Project, the researcher will not be covered under the JJ's Insurance Policies for any loss or damage caused by the negligent act or omission of the researcher in respect of Personal Injury and Property Damage;
 - (ii) On the Project the researcher will be covered by the Organisations/University's Public Liability Insurance Policy for claims pertaining to loss or damage caused by the negligent act or omission of the researcher in respect of Personal Injury, Property Damage;
 - (iii) For the JJ in his/her capacity as its employee and is not working on the Project as a researcher then he/she will be covered by the JJ's Insurance Policies for any loss or damage caused by the negligent act or omission of the researcher in respect of Personal Injury and Property Damage.
- The Researcher will ensure that the following conditions are adhered to in the completion of this research project:
 - The Researcher/student will ensure that they adhere to the conditions of approval, outlined in the agency's Research Policy, and that any variation in the methodology for conducting the research will be submitted to the Research and Evaluation Steering Committee for review.
 - The Researcher/Student does not have approval to view medical records that may be held on young people that have consented to participate in the project. Access to medical records can only be granted by Justice Health and will require a separate ethics application and approval.
 - The Researcher/Student will ensure that they do not publish the results of the research in any format prior to review and approval by Juvenile Justice NSW. Further, any published information will need to contain a disclaimer that will be provided by Juvenile Justice NSW.

This proposal to enter into an agreement is valid for [sixty (60) days] from the date shown at the top of this cover page. The Agreement will consist of this cover page together with the terms of Agreement and any attachments. To accept, please sign and return to via fax 9219 9574 or post to Research and Information Unit, Department of Attorney General and Justice - Juvenile Justice, PO Box K399, HAYMARKET, NSW, 1240.

JJ Signature	<u>Kathrina Lo</u>	Witness	<u>Amanda Dewsnap</u>	On	<u>20 SEPT. 2012</u>
Officers name and title	Kathrina Lo, A/Chief Executive	Name	AMANDA DEWSNAP	At	HAYMARKET
Researcher Signature	<u>Susan P. Warth</u>	Witness	<u>John Rae</u>	On	<u>18 Sept 2012</u>
Researcher Name	Susan Warth	Name	JOHN RAE	At	<u>Sydney</u>

TERMS OF AGREEMENT

1. Definitions:

'Agreement' means these terms together with the cover page and any attachments.

'Background IP' means any IP which is or has been created by you independently of the Project and which you identify in writing and contribute to the Project.

'Confidential Information' means any confidential information (in any form) that is disclosed to you belonging to or in the possession of the JJ or the University or the Research Organisation. Information is not confidential if it is: (i) publicly available; (ii) rightfully known by you before disclosure by the JJ or the University or the Research Organisation; or (iii) independently created by you without access to the JJ's or the University's or the Research Organisation's confidential information.

'JJ' means the Department of Attorney General and Justice - Juvenile Justice having its principal office at 477 Pitt Street, Sydney New South Wales, 2000.

'IP' means any rights in any copyright work (including any work or item created in the future), or data created for or as part of the Project.

'Location' means the location provided on the first page of this agreement, unless otherwise stated by the JJ.

'Moral Rights' means the right to be named as the author, the right to prevent another being wrongly named as the author and the right to maintain the integrity of your copyright work.

'Personnel' means the JJ's officers, employees and contractors.

'Project Data' means any IP in the Results or any IP arising out of the Project.

'Results' means the results of any work you do for the Project, whether or not those results were anticipated as part of the Project Outcomes.

'Supervisor' means the JJ officer named in the agreement or nominee who will supervise your work on the Project.

'Visit' means your visit to the Location at any time during the Project Period for the purpose of working on the Project.

'you' or 'your' means the Student/Researcher.

Other capitalised expressions used in this Agreement have the meanings given to them in the cover page.

2. Conditions of the Visit

2.1 The JJ and the University or Research Organisation has agreed to you working on the Project. For this purpose the JJ will give you access to the Location.

2.2 You must provide the JJ with at least [forty-eight (48) hours notice] of your intended visit to the Location.

2.3 The JJ will provide you with access cards and or keys to access the Location as and when required. The student/researcher is responsible for any costs involved

for any loss and or damage to the access cards and keys.

2.4 During your Visit you must comply with all lawful and reasonable directions given by the JJ or by its Personnel, including directions concerning the:

- (a) Security and access to the Location;
- (b) Health and safety of any person;
- (c) Use of any equipment, materials or facilities (such as detention centres); or
- (d) Use of any computer, electronic or telecommunications device, software, databases or on-line services.

3. Conduct of the Project

3.1 You will work on the Project under the direction of the Supervisor and you must comply with any directions given by the Supervisors as to the:

- (a) Care and storage of any data during the Project;
- (b) Keeping of all written and computer generated records of your work;
- (c) Reporting on the progress of your work.

3.2 You must maintain the highest standards of professional ethics in the work you do on the Project and ensure that any IP that you create is original. You must not plagiarise or infringe the IP of any other person.

3.3 You must keep a record of the Results and any other work you do during the Project Period that is relevant to the Project. At the end of the Project or whenever requested by the JJ or by the University/the Research Organisation you must provide a report outlining the Results and any other work you did during the Project Period relevant to the Project.

4. Rights to IP in Results

4.1 The ownership of any Project Data will vest:

- (a) If there is a Collaboration Agreement - in the JJ and/or the University in accordance with the terms of the Collaboration Agreement; and
- (b) If there is no Collaboration Agreement (as the case may be):
 - (i) In the JJ if the JJ pays the full cost of the Project; and otherwise
 - (ii) In the JJ and the University/Research Organisation as tenants in common in the Co-Investment Proportion.

4.2 The JJ and the University/Research Organisation grant to each other and to you an indefinite, irrevocable, non-exclusive, royalty free licence to use the Project Data for the Project and for ongoing research purposes. The licence commences from the date of creation by you of the Project Data. If the Project is being conducted by the JJ for a third party then the JJ may license the Project IP in the Results to such third party.

4.3 Any further IP developed by the JJ based upon the Results will be owned by the JJ.

4.4 The right to exploit the Project Data and the sharing of any benefits from commercial exploitation will be determined by the Collaboration Agreement. If there is no Collaboration Agreement then:

- (a) The JJ shall have the exclusive right to exploit the Project Data and you and the University/Research Organisation hereby grant the JJ all rights and consents necessary for the JJ to exploit the Project Data; and
 - (b) Any net commercialisation revenue received by the JJ from exploitation of the Project Data and allocated to the Project Data by the JJ shall be:
 - (i) Retained by the JJ in the case of full ownership by the JJ of the Project Data; or
 - (ii) Shared with the University/Research Organisation in the Co-Investment Proportion.
- 4.5** At the request (and at the expense) of the JJ and/or the University/Research Organisation you must provide such information and sign documentation as the JJ or the University/Research Organisation may reasonably require to enable the JJ and the University/Research Organisation to secure their ownership to the Project Data. The obligation on you to provide information and to sign documentation continues even after your involvement in the Project ceases.
- 4.6** If you contribute Background IP to the Project, you grant:
- (a) The JJ and the University/Research Organisation, an indefinite, irrevocable, non-exclusive, royalty-free licence to use the Background IP to the extent necessary for the Project and the Collaboration Agreement and for ongoing research purposes; and
 - (b) The JJ a non-exclusive, royalty-free licence to use the Background IP for commercialisation of the Project Data and the Results.
- 5. Moral Rights**
- 5.1** While the JJ and the University/Research Organisation will seek to respect your Moral Rights if the Results consist of any copyright work, the JJ and the University/Research Organisation may not be able to do so in all cases. In particular, depending on the contributions made by others during or after the end of the Project or the mode of publication or dissemination of the Results, your copyright work may be: (i) adapted, amended, revised, have deletions or additions made to it; (ii) combined with other copyright works; or (iii) published with your name omitted.
- 5.2** You consent to acts or omissions stated above where your copyright work is a minor part of the Project and where in the opinion of the JJ and the University such acts or omissions are reasonable in the circumstances. This consent also extends to any such acts or omissions made by any assignee, licensee or other third party to whom the JJ and the University/Research Organisation provides the Results.
- 6. Confidential Information**
- 6.1** You must comply with any directions given to you by the JJ or by the University/Research Organisation as to the use of any Confidential Information.
- 6.2** All Confidential Information must be kept confidential for a period of five (5) years from the date you sign this Agreement.
- 6.3** You must not incorporate the Confidential Information in any publication. You must not copy, reproduce or remove any Confidential Information unless you have the prior written permission of the JJ or the University/Research Organisation to do so.
- 6.4** You must not disclose any Confidential Information to any person unless that person is involved in the Project and has been approved by the JJ and by the University/Research Organisation to receive such Confidential Information.
- 6.5** You must promptly notify the JJ or the University/Research Organisation if you become aware of any unauthorised disclosure of Confidential Information.
- 6.6** At the end of the Project Period, or if your involvement in the Project is terminated for any reason, you must stop using the Confidential Information. You must return or destroy (if directed to do so by the JJ or by the University) any copies of the Confidential Information that you have in your possession.
- 7. Publication**
- 7.1** You must not publish the Results or use the name or trademarks of the JJ or of the University/Research Organisation unless you have the JJ's or the University/Research Organisation's prior written permission to do so.
- 8. Relationship**
- 8.1** This Agreement and the circumstances surrounding it do not create any relationship of employee and employer between you and the JJ for the purposes of the Project. For the purposes of this Project you remain a student/researcher of the University/Research Organisation.
- 9. Termination**
- 9.1** Your involvement in the Project can be terminated at any time by the JJ or the University/Research Organisation giving you written notice.
- 9.2** You may withdraw from the Project at any time but you are asked to give the JJ and the University/Research Organisation reasonable notice of your intention to withdraw so that they can find a suitable replacement.
- 9.3** If your involvement in the Project is terminated for any reason then your right of access to the Location also terminates and, in addition to any Confidential Information of the JJ, you must immediately return to the JJ all the JJ property in your possession, including any keys and access cards.
- 10. General**
- 10.1** This Agreement is subject to the Applications and it records our entire agreement and supersedes all earlier agreements and representations that may have been made by the JJ and by the University/Research Organisation to you concerning your involvement in the Project and your Visit to the Location.
- 10.2** This Agreement is governed by the laws of the State of New South Wales.

APPENDIX 2: COSTING TEMPLATE FOR 2011/2012

NSW Homelessness Action Plan Evaluation - Cost Analysis																		
HAP Project 2.21		2011/12 Units	2011/12 Quantity	2011/12 \$ Value	Percentage													
Project income - Inputs		YP Space MNC (lead partner)				Project income - Inputs		NRSDC										
Income	HAP funding			\$ 488,000	71.08	Income	HAP funding (NRSDC)	from YP Space		\$244,000	92.74							
	HAP funding carried fwd					\$ 186,004	27.09		carried			19,093	7.26					
Income	interest received					\$ 8,967	1.31											
Income	Other reimbursements					\$ 3,540	0.52											
Total Project income						\$ 686,510	100	Total Project income				\$263,093	100					
NET income after NRSDC GRANT						\$ 442,510												
Expenditure MNC						Expenditure FNC						Expenditure TOTAL PROJECT						
Staff costs	Direct Client Services	Staff		\$ 101,495	45.93	Staff costs	Direct Client Services	Staff		\$109,509	41.62	Staff costs	Direct Client Services	Staff		\$211,004	43.59	
Staff costs	Admin and support	Staff			0.00	Staff costs	Admin and support	Staff			0.00	Staff costs	Admin and support	Staff			0.00	
Staff costs	Staff related on-costs			\$ 16,383	7.41	Staff costs	Staff related on-costs			\$ 33,404	12.70	Staff costs	Staff related on-costs			\$ 49,787	10.28	
Staff costs																		
Total Staff costs	Total Staff costs			\$ 117,878	53.34	Total Staff costs	Total Staff costs			\$142,913	54.32	Total Staff costs	Total Staff costs			\$260,791	53.87	
Operating costs	Meetings, workshop, catering			\$ 562	0.25	Operating costs	Meetings, workshop, catering			\$ 1,046	0.40	Operating costs	Meetings, workshop, catering			\$ 1,608	0.33	
Operating costs	Staff training and development			\$ 2,869	1.30	Operating costs	Staff training and development			\$ 1,013	0.39	Operating costs	Staff training and development			\$ 3,882	0.80	
Operating costs	Motor vehicle expenses			\$ 20,568	9.31	Operating costs	Motor vehicle expenses			\$ 23,662	8.99	Operating costs	Motor vehicle expenses			\$ 44,230	9.14	
Operating costs	Other travel			\$ 2,386	1.08	Operating costs	Other travel			\$ 1,786	0.68	Operating costs	Other travel			\$ 4,172	0.86	
Operating costs	Host Organisation Management Fee and Administration costs			\$ 33,273	15.06	Operating costs	Host Organisation Management Fee and Administration costs			\$ 38,856	14.77	Operating costs	Host Organisation Management Fee and Administration costs			\$ 72,129	14.90	
	Project co-ord, employee support & supervision			\$ 15,303	6.92	Staff costs	Project co-ord, employee support & supervision			\$ 1,793	0.68	Staff costs	Project co-ord, employee support & supervision			\$ 17,096	3.53	
Operating costs	Rent/property costs			\$ 5,058	2.29	Operating costs	Rent/property costs			\$ 25,521	9.70	Operating costs	Rent/property costs			\$ 30,579	6.32	
Operating costs	Phone/Internet			\$ 4,267	1.93	Operating costs	Phone/fax			\$ 6,504	2.47	Operating costs	Phone/fax			\$ 10,771	2.23	
Operating costs	TILA				0.00	Operating costs	recruitment			\$ 635	0.24	Operating costs	recruitment			\$ 635	0.13	
Operating costs	Other			\$ 7,924	3.59	Operating costs	Other			\$ 7,599	2.89	Operating costs	Other			\$ 15,523	3.21	
Total Operating costs	Total Operating costs			\$ 92,211	41.72	Total Operating costs	Total Operating costs			\$108,415	41.21	Total Operating costs	Total Operating costs			\$208,626	41.44	
Brokerage Outputs						Brokerage Outputs						Brokerage Outputs						
Total Brokerage costs	Total clients assisted	Households		\$ 10,911	4.94	Total Brokerage	Total clients assisted	Households		\$ 11,765	4.47	Total Brokerage	Total clients assisted	Households		\$ 22,676	4.68	
Total Expenditure				\$ 221,000	100.00	Total Expenditure				\$263,093	100.00	Total Expenditure				\$484,093	100.00	



APPENDIX 3: CLIENT QUESTIONS²²

How long have you been involved with the SWITCH project?

- How did you find out about SWITCH?
- What services have they helped you with?
 - Assistance provided: services, housing, case management, referrals

Tell me a bit about the services which were provided to you directly and the ones which SWITCH organised for you?

What is your current housing situation? / Future housing plans?

- Permanent/ transitional – please describe
- How long has this been for? How long have you been able to sustain your current tenancy?
- How well is your current housing situation working? Do you expect to be able to continue with your current housing situation?
- What things have been particularly helpful in assisting you to sustain your tenancy?

How has your housing situation changed compared with before you joined the project?

- What was your previous experience of homelessness? (# of times homeless/ duration of homelessness?; age at time of first experience of homelessness)
- What has made the biggest difference in helping you to change your housing situation?
- Do you now expect to be able to avoid homelessness for the foreseeable future?

What other things have you achieved from being part of the SWITCH project?

- I got my driver's licence
- I have learnt some new things- budgeting, shopping, cooking
- Health improvements – mental health, physical health
- Family connections/ child restoration
- Social/ community engagement
- My income situation improved - I got a job
- I have gone back to school/ education/ studying
- Drug dependence reduction
- Sense of well-being
- Reduction in incidence of reoffending
- Other

How do you think your quality of life compares with 6 and 12 months ago? Why do you say that?

- What factors have made these changes possible for you at this time?

How confident do you feel that you can maintain the gains that you have made?

What is your overall rating of satisfaction with the service provided by SWITCH?

(very satisfied/ satisfied/ neutral/ unsatisfied/ very unsatisfied)

What suggestions do you have for how the services could be improved?

²² Please note that these questions were used as a guide for the client interviews.



APPENDIX 4: STAFF QUESTIONS²³

UNDERSTANDING THE STAFF PROFILE

- What has been your role in the HAP (JJ/YPLC) project/s?

Positions	Attending	Establishment
Senior Casework Leaders		
Caseworkers		
Aboriginal Trainees		
Youth Housing Development		

- How long involved?/ new to org?/ existing staff?/ previous experience with client group?
- Qualifications/ training provided?
- How many JJ/ YPLC clients have you dealt with?

CHOOSING CLIENTS/ SERVICE ENTRY

JJ - Closed Referral Loop

YPLC

- What have been the key referral sources for SWITCH?
 - For both projects:
 - How well have these referral processes worked?
 - What would have improved the arrangements?
 - Were there sufficient referrals to meet service capacity?
 - What happens if there are too many referrals?
- What selection criteria were used to identify appropriate individuals?
 - How appropriate were these?

THE MODEL

- YPLC self-evaluation says “staff have a therapeutic framework in which to approach client need” - what does that mean for you in practice?
- Clients “resist engagement” - how does the service overcome this?
- Unpack the key features of the HAP (JJ/YPLC) model/s?

Feature	JJ	YPLC
Early Intervention Case Management Support (i.e. before person has left care)		✓ For everyone? %? How early?
PLAN which guides service	JJ'S Case Plan?	Leaving Care Plan? Jointly developed?
Case Management Support: <ul style="list-style-type: none"> 12 months duration How many hours/ sessions per week direct support? 	✓	✓

²³ These questions were used as a guide.



Feature	JJ	YPLC
Direct supports: <ul style="list-style-type: none"> 1:1 IL skills training?/ group workshops? Details please Securing housing Accessing health/ MH/D+ A services? Accessing school/ TAFE/ employment Dealing with JJ system/ courts 		
Referrals to other services:		
Service linkages/ systemic advocacy		
Brokerage		
Other features?		

- What distinguishes the two models from each other?
 - Target group and service entry pathway
 - Intensity of support?
 - Anything else (bearing in mind individualisation for each person)?
- How does this differ from other models or ways of working to support YPLC/ exiting JJ who are at risk of homelessness?
 - JTAP - originally came with housing;
 - Duration of support?
 - Intensity of support/ wrap-around nature of support??

BROKERAGE

- Role of Brokerage?
 - Spent mainly on goods, not services
 - How important has Brokerage been?

OUTCOMES

Systemic

- What is the impact of the projects on a reduction of homelessness for this target group?
 - How well have the projects worked? Does it work with everyone who comes? Who does it work best for?
 - What would have improved the arrangements?

Wider impacts: self-evaluation identified a reduced level of demand on crisis accommodation - any others?
- To what extent have there been improvements in service systems for these target groups? What are these improvements? (e.g. better access to private rental? When the service winds up - what could be put in place to sustain this benefit?)



Individual level

- Apart from sustained housing, give me some examples about any other benefits and outcomes for the clients?
 - Health improvements – physical and mental health
 - Reconnection with family
 - Substance abuse reduction
 - Social integration
 - Other?
- What impact has the achievement of these outcomes had in reduction of recidivism?

SUSTAINABILITY

- How sustainable is this model as an approach to reducing homelessness in this target group?
 - What aspects can be integrated into ongoing service delivery?
 - What are the implications of this for future service delivery?

KEY CHALLENGES/IMPROVEMENT OPPORTUNITIES

- Have there been any disadvantages of the model?
 - If so, what is the nature of these?
- What have been the challenges?
- What improvements can you suggest?



APPENDIX 5: QUESTIONS FOR OTHER SERVICE PROVIDERS²⁴

Service provider questions

- What has been your role/ the role of your service in/ relationship to the SWITCH project?
- What is your opinion about the SWITCH model (JJ/YPLC) – how does this differ from other models or ways of working with this target group?
- What have you provided? How much and how? For how many clients?
 - What have been the service arrangements/ referral pathways?
- How well has this worked for this particular HAP client group?
 - What have been the benefits and outcomes for HAP clients referred to you/ more generally?
 - Have there been any disadvantages for clients? If so what have these been?
 - What are the success factors?
 - What are the challenges?
- What impact has this project/s had in reduction of homelessness for this group?
 - How has this made a difference?
 - What is the potential of the project for providing future sustainable reductions in homelessness?
- What changes have there been in service integration?
 - What are the implications of this for service delivery for you?
 - How sustainable are the changes?
- To what extent have there been improvements in service systems? Describe
- What suggestions do you have for improvements in the future?

²⁴ These questions were used as a guide.



APPENDIX 6: REFERENCES

Australian Institute of Health and Welfare 2012, *Children and Young people at risk of social exclusion: links between homelessness, child protection and juvenile justice*. Data linkage series no. 13 Cat. No. CSI 13. Canberra AIHW

Burns, J, Collin, P, Blanchard, M, De-Freitas, N. & Lloyd, S 2008, *Preventing youth disengagement and promoting engagement*, Australian Research Alliance for Children and Youth, Perth

Department of Families, Housing, Community Services and Indigenous Affairs 2012, *Literature Review: effective interventions for working with young people who are homeless or at risk of homelessness*, Institute of Child Protection Studies, Canberra

Juvenile Justice NSW 2009, *Joint Tenancy Assistance Program Review Report* (Internal Release)

Indig, D, Vecchiato, C, Haysom, L, Beilby, R, Carter, J, Champion, U, Gaskin, C, Heller, E, Kumar, S, Mamone, N, Muir, P, Van den Dolder, P & Whitton, G 2011, *2009 NSW Young People in Custody Health Survey: Full Report*, Justice Health and Juvenile Justice, Sydney

NSW Government 2009, *A Way Home: Reducing Homelessness in NSW, NSW Homelessness Action Plan 2009-2014* Sydney