The Funding of Western Australian Homelessness Services

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The University of Western Australia

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Paul Flatau
Leanne Lester
Zoe Callis
Michael Kyron

Acknowledgement of Country

In the spirit of reconciliation, CSI UWA acknowledges that their operations are situated on Noongar land, and that the Noongar people remain the spiritual and cultural custodians of their land, and continue to practise their values, languages, beliefs, and knowledge. We acknowledge the Traditional Custodians of the country throughout Australia and their connections to land, sea, and community. We pay our respect to their elders and extend that respect to all Aboriginal and Torres Strait Islander peoples.

Authors:

Prof Paul Flatau	Paul.Flatau@uwa.edu.au
Dr Leanne Lester	Leanne.Lester@uwa.edu.au
Zoe Callis	Zoe.Callis@uwa.edu.au
Dr Michael Kyron	Michael.Kyron@uwa.edu.au

Address for Correspondence

Professor Paul Flatau
Centre for Social Impact
The University of Western Australia
Business School
The University of Western Australia
35 Stirling Hwy, Crawley, WA, 6009 Australia
Paul.Flatau@uwa.edu.au

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ACRONYMS AND ABBREVIATIONS

50 Lives	50 Lives 50 Homes
ABS	Australian Bureau of Statistics
ACCO	Aboriginal Community Controlled Organisation
Action Plan	All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness: Action Plan 2020-2025
AHURI	Australian Housing and Urban Research Institute Limited
AIHW	Australian Institute of Health and Welfare
AOD	Alcohol and other drugs
CALD	Culturally and linguistically diverse
CPI	Consumer Price Index
ED	Emergency Department
FDV	Family and Domestic Violence
FTE	Full-Time Equivalent
HEART	Homelessness Engagement Assessment Response Team
HFHI	Housing First Homelessness Initiative
J2SI	Journey to Social Inclusion: Phase 2
NGHSS	The Non-Government Human Services Sector policy
NHHA	National Housing and Homelessness Agreement
NPAH	National Partnership Agreement on Homelessness
NPARIH	National Partnership Agreement on Remote Indigenous Housing
PICYS	Perth Inner City Youth Service
PRASS	Private Rental Advocacy and Support Services
RPH	Royal Perth Hospital
SA3	Statistical Area Level 3
SA4	Statistical Area Level 4
SCRGSP	Steering Committee for the Review of Government Service Provision
SHS	Specialist Homelessness Service
SLK	Statistical Linkage Key
T120	Target 120
The FDV Strategy	Path to Safety: Western Australia's strategy to reduce family and domestic violence 2020-2030
The Strategy	All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030
WA	Western Australia

WAAEH	Western Australian Alliance to End Homelessness
WPI	Wage Price Index

GLOSSARY

Aboriginal-focused services: (1) Services run by Aboriginal Community Controlled Organisations (ACCOs); (2) services that identify as Aboriginal-specific, and (3) Services which identify Aboriginal or Torres Strait Islander people as their main client group.

Agency: The organisation that manages and administers the homelessness service in question and is the legal entity that 'signs off' on service contracts with relevant funders. An Agency may administer a number of homelessness services and may provide a range of services beyond those in the homelessness sector. In some cases, the Agency and the Service may be one and the same; in which case the Agency is a single service Agency.

Client: An individual who receives support from the service. For example, a family group of one adult and two children, where all individuals in the group are supported by the service, is counted as three clients.

Crowd funding: The practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the internet (Oxford Dictionary).

Homeless clients: Clients of Specialist Homelessness Services are considered to be experiencing homelessness if they are living in any of the following circumstances:

- **No shelter or improvised dwelling (rough sleeping):** includes where dwelling type is no dwelling/street/park/in the open, motor vehicle, improvised building/dwelling, caravan, cabin, boat or tent; or tenure type is renting or living rent-free in a caravan park.
- **Short-term temporary accommodation:** dwelling type is boarding/rooming house, emergency accommodation, hotel/motel/bed and breakfast; or tenure type is renting or living rent-free in boarding/rooming house, renting or living rent-free in emergency accommodation or transitional housing.
- **House, townhouse or flat (couch surfing or with no tenure):** tenure type is no tenure; conditions of occupancy are living with relatives rent free; or couch surfing.

Homelessness services also provide support to clients who are in permanent housing but **at-risk of homelessness.**

The Australian Bureau of Statistics in the Census adopts a broader definition of homelessness than that adopted for SHSs including severely overcrowded dwellings as a category of homelessness.

Service: The organisational sub-unit or program within an agency which is funded or contracted to deliver assistance to clients experiencing homelessness or at-risk of homelessness. An agency may manage one or many services delivering assistance to homeless people or those at risk of homelessness.

Social Impact Bond (or Social Benefit Bond; SIB): A financial instrument that:

- Pays a return based on the achievement of agreed social outcomes.
- Private investors (in the main) provide the capital to deliver a program or service and funders (governments in the main) repay the upfront investment and provide a return where target agreed outcomes are achieved.

Social enterprise: Organisations or organisation node(s) that:

- Are led by an economic, social, cultural, or environmental mission consistent with a public or community benefit.
- Trade to fulfil their mission and derive a substantial portion of their income from trade.
- Reinvest the majority of their profit/surplus in the fulfilment of their mission (Barraket, Collyer et al. 2010).

Social impact investors: Individuals or organisations who place capital and capabilities to fund projects and organisations that deliver financial as well as social or environmental returns (JPMorgan Chase & Co. and the Global Impact Investing Network 2014).

Specialist Homelessness Services (SHSs): Homelessness specific services which receive National Housing and Homelessness Agreement (NHHA) funding. All other services, whether they are homelessness specific or mainstream services are referred to as non-SHSs in this study.

EXECUTIVE SUMMARY

Key Findings

The Funding of Western Australian Homelessness Services 2022 report provides comprehensive evidence of the funding of specialist homelessness services, mainstream services and Aboriginal services which assist those experiencing homelessness and those at risk of homelessness in Western Australia. This report presents: (1) an overview of the state of homelessness and the policy environment that Western Australian homelessness services operate within; and, (2) a comprehensive overview of the funding of homelessness services in Western Australia based on the extant literature, findings from a survey of 73 representative homelessness services operating across Western Australia and outcomes from focus groups comprising service managers. Western Australian homelessness services have provided much-needed evidence of the type, mix, and level of funding for services that support those experiencing homelessness and those at risk of homelessness, as well as the barriers in attracting funding, the extent to which services are able to meet needs, and commissioning/contractual issues.

Housing supply and affordability, poverty, economic and employment opportunities (or lack thereof), physical and mental health outcomes, family and domestic violence (FDV), and social and community connections (or lack thereof) are the key drivers of homelessness. The most recent 2016 Census estimates over 9,000 people were experiencing homelessness in Western Australia, with homelessness rates higher in regional areas compared to city areas. In 2020-21, almost 25,000 Western Australians accessed Specialist Homelessness Services (SHSs), 66% of whom received accommodation support. Currently, the existing evidence suggests that there are relatively low rates of transition from rough sleeping to permanent housing, with people experiencing long-term rough sleeping homelessness also exhibiting high complex health needs.

The Western Australian Government's *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030* and the *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness: Action Plan 2020-2025* were launched in 2019 and 2020, respectively. The goal of the Strategy is to reduce homelessness and achieve four key targets: improve Aboriginal wellbeing; provide safe, secure, and stable homes; prevent homelessness; and strengthen and coordinate responses and impact. The Strategy and Action Plan has focused initially on Housing First approaches to address chronic rough sleeping homelessness. Housing First approaches are identified as a sound program foundation to address chronic homelessness and have yielded positive outcomes worldwide and in Australia to-date. The Action Plan has generated significant initiatives focused on the Housing First priorities of the Strategy. The implementation of the Strategy and Action Plan has been driven through a partnership approach of the homelessness services sector and the Western Australian Government. However, there are still areas where the Housing First approach has yet to be fully implemented. This requires further investment by the Australian Government and the WA Government.

In 2020-21, $171.7 million was provided by the Australian Government through the National Housing and Homelessness Agreement (NHHA) for housing ($125.6 million) and homelessness ($46.1 million) services to Western Australia (SCRSGP, 2022). Commonwealth funding for housing and support services is on the proviso state and territory governments have publicly available housing and homelessness strategies. In 2021-2022, the Western Australian Government committed $94.7 on homelessness (including the $46.1 million Commonwealth contribution) and $590.0 million for social housing (including $125.6 million Commonwealth contribution). The significant Western Australian Government spend on social housing and major historic new initiatives going forward for social housing over time will help to ease major gaps in the system by providing more avenues for transition from homelessness to permanent housing. However, at present there is a significant shortage of permanent housing options. In 2020-21, 56.7 per cent of SHS clients had unmet long-term housing needs. The benefits of recently announced major increases in social housing capital expenditure will not be realised for some time.

To reduce high levels of unmet need in respect of Western Australian homelessness, a major boost to the Commonwealth commitment through NHHA for both social housing and homelessness services is required with a concomitant matching state funding boost. While government funding is the key to overcoming the funding gap, funding diversification and hybrid funding models are a further means to increase resources to the homelessness service system and need to be further explored and supported (including by government). Alternative funding sources such as social impact investments have been utilised by homelessness services in other states to great effect (such as the Aspire and Journey to Social Inclusion social impact investments) but have not yet been implemented in Western Australia.

> *"A holistic approach to service delivery, from provision of housing to addressing other issues that impact on people's wellbeing, is the only approach that can provide some hope of achieving a reasonable outcome in the quest to end homelessness. Adequate funding will allow for better, innovative, and cost-effective solutions to the issue of homelessness. Drip feeding the issue will never see it go away." [Service provider]*

Data for the present report was collected using a mixture of quantitative and qualitative methods. A comprehensive online survey, the *Western Australian Homelessness Funding and Delivery Survey,* was conducted with 73 homelessness services from 36 agencies operating within Western Australia. The *Western Australian Homelessness Funding and Delivery Survey* data included 61 SHSs (which draw on NHHA funding in addition to other sources) and 12 non-SHSs (drawing on various funding sources but not NHHA funding) delivering homelessness assistance. Both SHSs and non-SHSs varied across a range of characteristics, including geographic location, whether the agency was homelessness specific, main client group, and number of clients assisted. Managing agencies ranged from small, with an annual revenue of less than $1 million (6.8%), to very large with revenues over $5 million per annum (64.4%). Just over half of the agencies had more than 50 full time equivalent (FTE) staff. Qualitative data from focus groups featuring executives from Western Australian homelessness services and case studies drawn from a variety of homelessness sector settings is presented to support the quantitative results.

The total funding amount received in 2020-21 for services completing the *Western Australian Homelessness Funding and Delivery Survey* was $68.8 million ($65.1 million for SHSs), with NHHA funding making up 34.5 per cent of all service funding. NHHA funding made up 41.7 per cent of all SHS funding. In other words, while NHHA funding is a very important source of funds for SHSs, it is by no means the only source and agencies receiving NHHA-based funds supplement those funds from a variety of sources.

The vast majority of respondent homelessness services (90.8%) in the *Western Australian Homelessness Funding and Delivery Survey* received funding from external sources with NHHA funding representing the largest source of funding; 26.2 per cent of services received in-kind support, 15.4 per cent received funding reallocated to the service from the managing agency, and 7.7 per cent received capital funding. Only 44.4 per cent of non-SHSs received funding from external sources. Funding allocated by the parent agency made up one-third of non-SHS funding, compared to 1.7 per cent of SHS funding. Reflecting the type of assistance provided, internally generated revenue made up 41 per cent of all SHS funding, compared to 1.1 per cent of non-SHS funding.

The total funding amount received in 2020-21 for homelessness services that provide accommodation (N=35) in the *Western Australian Homelessness Funding and Delivery Survey* was $56.7 million compared with $12 million for non-accommodation services (N=30), with the vast majority of accommodation services receiving funding from external sources (94.3%). NHHA funding made up 35.3 per cent of all accommodation services funding compared with 59.4 per cent of non-accommodation services funding. Funding allocated by the parent agency made up 33% of non-SHS funding, compared to 1.7% of SHS funding.

The funding mix of homelessness services in 2020-21 differed by geographic location, the size of the managing agency, the proportion of clients who were homeless, and main client group. Services in remote or very remote areas had the lowest mean proportion of NHHA funding (36.9% and 47.6%, respectively) and the highest mean proportion of in-kind support (24.7% both). Services in major cities and inner regional areas had the highest mean proportion of funding allocated by the managing agency (9.3% and 20.2%, respectively). Services managed by agencies with an annual revenue of more than $5 million had the highest mean proportion of funding from NHHA government funding (71.8%), whereas services managed by agencies with an annual revenue of less than $1 million had the highest mean proportion of funding allocated by the agency (20.0%). The mean proportion of NHHA funding for services with all clients experiencing homelessness was 70.3 per cent.

The evidence from the *Western Australian Homelessness Funding and Delivery Survey* indicated that the effectiveness of funding and service delivery is impacted by the rollover of contracts, the short-term nature of contracts, and the (in)flexibility and (lack of) discretion of use of funding. The rollover of contracts over many years has resulted in outdated contracts in terms of the complexity of needs, the level of funding not keeping pace with costs, and agencies not being able to apply to tender to meet the outcomes for specific cohorts of people experiencing homelessness which have been recognised as not receiving adequate assistance by services but for whom government funding is yet to materialise. Short term contracts make it difficult for services to provide appropriate response services, retain qualified staff, and provide a consistent service delivery.

> *"Due to the length of the contract, there is limited capacity to pivot. Our knowledge of how we should approach housing and homelessness service delivery now looks very different to how it would have done 10 years ago and even in the last two years with COVID. If nothing else, it has taught us that we need to be able to be responsive. And now in a housing crisis, how we're delivering programs in a private market with 0.01% vacancy and availability." [Service provider]*

Funding from government sources was generally seen to have comparatively low flexibility and discretion. NHHA funding was perceived by 50.0% of services responding to the *Western Australian Homelessness Funding and Delivery Survey* to be inflexible and have low discretion; 25.0% felt it had some flexibility and discretion, and 25.0% thought it was flexible, high discretion or very flexible and very high discretion. Funding from other Commonwealth Government sources and other state and territory government sources showed similar patterns. The funding sources perceived to offer the greatest flexibility and highest discretion were philanthropic foundation funding, community member donations and fundraising events and programs.

The *Western Australian Homelessness Funding and Delivery Survey* reveals high levels of unmet need. Overall, only 27.4% of services indicated that they were able to meet 90% or more of client demand, and less than a half (45.2%) said they were able to meet 76% of demand or greater. However, there was a significant difference between SHSs and non-SHSs. Whereas 66.7% of non-SHSs were able to meet more than 76% or more of their client demand, less than 41.0% of-SHSs reported the same. This may reflect the more targeted focus of the non-SHS services or their overall level of funding. Almost a quarter of SHSs (24.6%) reported meeting less than half of current client demand with their funding in 2020-21, whereas all non-SHSs reported meeting 50% or more client demand.

> *"Ten to fifteen families are turned away each week. With 3 units onsite, there is a significant demand that cannot be met. As this service provides accommodation to families for a period of up to 3 months (crisis), the turnover is higher than transitional, however given limited services in the region this is far from meeting demand. In addition, singles and couples are unable to be accommodated. The Assertive Outreach component of the program further highlights the unmet demand - with visible rough sleeping highlighting the extent of homelessness in the region." [Service provider]*

Unmet demand is higher in cohorts such as young people, families, those with alcohol and substance use, those who have been incarcerated, and those in rural areas. Unmet need by homelessness agencies has been estimated at almost three-quarters of those experiencing, or at risk of, homelessness. Some services have a waitlist, others cease program operation when they are unable to meet demand, while other services try to find out-of-the-box solutions or refer clients to other agencies. Homelessness services in the study reported that unmet demand was likely underreported as many services will try to provide some level of assistance to all clients who present at the service.

Respondents to the *Western Australian Homelessness Funding and Delivery Survey* indicated that service delivery is impacted by poor staff retention due to insecure funding, an uncertain flow of volunteers (affected by COVID-related issues), and a severe shortage of public housing stock. Only 11.3 per cent of services reported an increase in recent funding of 20 per cent or more. The difficulty experienced by homelessness service in attracting funding is underlined by the fact that almost one-quarter (22.5%) of services in the *Western Australian Homelessness Funding and Delivery Survey* had taken active steps in 2020-21 to obtain additional funding from philanthropic foundations or trusts, but under 10 per cent (9.8%) were successful in attracting such funds.

> *"The service is now required to operate a lone worker model and closes for 52 days per year. This significantly impacts the ability to work with young people in a flexible, responsive way, has a negative impact on staff wellbeing, and minimises any opportunity for professional development, training, and quality of practice improvements." [Service provider]*

The *Western Australian Homelessness Funding and Delivery Survey* asked services to indicate to what extent their current funding allowed them to achieve a range of outcomes, including client, service delivery, staff, and organisational outcomes. The areas that were most adversely affected by the constrained level of funding were expansion of services, the provision of client facilities, the introduction of new programs, IT development, employment options for clients and access to permanent housing for clients.

Focus groups called for a coherent systems approach to the funding of homelessness services that includes a focus on prevention and early intervention supports to prevent the cycle of entrenched homelessness. Services also called for a review of funding models and allocations in the sector to ensure appropriate funds are being allocated to services to meet the changing needs of both those at risk of homelessness and those who are experiencing homelessness. Services report the focus of the Western Australian Government's 10-year strategy is currently on primary homelessness, but there is a need to transition to cover secondary homelessness in the next phase of the Strategy. Services argued that the current level of funding was insufficient to meet the needs of the sector. The vast majority of services responding to the *Western Australian Homelessness Funding and Delivery Survey* did not report any change in funding (81.7%), between 2019-20 and 2020-21.

Services also report concern with the length of time taken for the commissioning process, operationalisation of the WA Government Action Plan, a lack of understanding of how the system works towards ending homelessness, and whether strategies presented reflect lived experience.

> *"We're setting ourselves up to fail by not putting in tenders that represent the right costs and really understanding what the true underlying costs are, and maybe calling it out, which is, is it actually a competitive tender on price because we know the staffing models, we know the price on our low paid workers that they have to be paid on the award." [Service provider]*

Homelessness services have, for some time, argued that the level of funding provided in government contracts is not keeping pace with underlying costs. The Non-Government Human Services Sector (NGHSS) indexation policy annually indexes community sector WA Government contracts against a formula which weights by the Consumer Price Index and the Australian Bureau of Statistics Wage Price Index. The argument put by services is that the NGHSS indexation uplifts are insufficient to cover wage cost and price increases particularly those increases in costs associated with the increases in award salary rates under the Equal Remuneration Order (ERO) issued in 2012 by Fair Work Australia to address gender pay inequity.

We compared outcomes where NGHSS indexation uplifts are applied on a WA State Government funded component of a homelessness service over the period 2014-15 through to 2022-23 with estimated actual costs based on National Wage Case increases (80% of baseline costs) and Perth CPI increases (applied to 20% of baseline costs). We factored in a 5.1% increase in the National Wage Case and CPI Perth in March 2022 of 7.6% but dropping down to 5% over the 2022-23 financial year. On this basis, service costs were estimated to be 12.2% higher than the indexed WA Government contract over the 2014-15 to 2022-23 period. For a $500k contract, this equates to costs $70,633 above the NGHSS indexed contract.

Services report that costs may actually be rising above CPI in a number of areas such as increases in insurance, rent and maintenance costs, and fuel and transport costs. Moreover, services are facing financial pressures due to greater staff turnover, increased risk management, quality standards and compliance costs, increased occupational health and safety requirements, and Covid-related pressures around personal protective equipment, and expenditures and staffing absences.

Beyond issues surrounding inadequate indexation of contracts, higher than CPI cost pressures and productivity-reducing events, services also report that indexation may not apply to Australian

Government funded (or part-funded) homelessness service contracts. Providers report that against these pressures they have had to cut costs through retrenchment, cutting training and development, increasing the workload of staff and not investing in innovation or research.

The WA State Government has responded positively to cost pressures faced by homelessness services with an initial ERO-based Uplift support package in 2019-20 applying to select homelessness services which was expanded in 2020-21 (at a 10% Uplift rate) to a broader range of services and contracts. However, this still falls somewhat below estimated wage and CPI pressures and does not account for other cost and productivity-reducing events of the last few years.

Recommendations

Our recommendations are directed at the aggregate, systems-wide level and at the level of individual homelessness services. The recommendations address two key policy concerns. What is the appropriate strategic framework, and level and mix of funding to address the fundamental drivers of Western Australian homelessness and end homelessness in Western Australia? How can individual homelessness services be funded and supported to best meet the needs of those experiencing or at risk of homelessness in whatever environment they may work in?

1. **Leadership and proactivity at the Australian Government level for a national homelessness strategy**
    - The implementation of a national end homelessness strategy backed by a proactive Australian Government and by all states and territories.
    - A major boost to the Australian Government commitment to NHHA for both social housing and homelessness services (with matching WA Government commitments) to reduce high levels of unmet need in Western Australia.
    - Greater coordination between Australian Government and WA Government funded programs at the prevention, early intervention and crisis points of homelessness.
    - An enhanced national homelessness target setting and monitoring framework centred on end homelessness goals. The existing monitoring and evaluation system in homelessness does not have explicit homelessness targets. Setting explicit end homelessness targets in Australia will provide discipline and accountability for an end homelessness agenda.
2. **An increase in the supply of social and affordable housing**
    - Direct Australian Government funding of social housing options to complement recently announced historic WA Government investments in social housing to significantly boost the stock of social housing in Western Australia over the next five years. Provision of social housing and other permanent housing would give services the ability to transition more of those experiencing homelessness into permanent housing.
    - Increased investment in remote and regional First Nations housing to meet the very high rates of severe overcrowding and homelessness in these areas.
    - Stronger partnerships with the community housing sector as a key delivery partner to drive new social and affordable supply.
    - The Australian Government and the WA Government facilitate increased affordable rental housing options accessible to those exiting homelessness or at risk of homelessness.
    - The Australian Government and the WA Government to provide an enabling environment for impact investment into affordable housing options for those experiencing homelessness.
    - Increase in Commonwealth Rent Assistance and other initiatives to enable the private rental market to play a greater role than it has previously given social housing supply-side constraints.
    - Affordable housing, and more diversity in housing options is needed to provide housing at the individual level, especially for cohorts which are lacking in safe housing options.

3. **Application of Housing First programs**
    - Housing First recovery-oriented approaches are identified as a sound program foundation to address chronic rough sleeping homelessness and have yielded positive outcomes worldwide and in Australia to-date. The implementation of Housing First programs by the Western Australian Government including Aboriginal-led programs under the homelessness strategy has significantly supported the WA homelessness sector.
    - There are still areas where the Housing First approach has yet to be fully implemented. This requires further investment by the Australian Government and the WA Government.
    - Government funding and expansion of Zero Projects and the backbone functions including significantly improved data collection systems are required to drive an evidence-based response.
4. **Diverse supportive housing and homelessness models**
    - A range of homelessness, housing, and complementary supports is needed to effectively work towards ending homelessness given the diversity of the homelessness population.
    - A long-term supportive housing model is required (and needs to be adequately funded) for those with high health and social needs and long periods spent homeless.
    - Culturally safe and appropriate service delivery including expansion of Aboriginal and Torres Strait Islander-led and controlled services to help address high rates of homelessness in their communities.
    - Service delivery to be appropriate to the cultural norms of people from CALD backgrounds. This may include: translation services; bilingual staff reflecting the client cohort; cultural training; strong links to cultural and community groups; and culturally specific services.
5. **Increase the scale of Aboriginal and Torres Strait Islander controlled homelessness services**
    - New and increased funding to increase the scale of Aboriginal and Torres Strait Islander-controlled homelessness services.
    - Promote Housing First programs that are directly delivered by Aboriginal-led and controlled community organisations drawing on the experience of the new Aboriginal-led programs under the WA Government Homelessness Strategy.
6. **Targeted prevention and early intervention homelessness programs**
    - Due to the strong evidence of links between childhood and adolescent homelessness and subsequent adult chronic homelessness, early intervention programs for children and young people experiencing the first early spells of homelessness are critical.
    - Targeted responses are required for clients involved in child protection care, and juvenile and adult justice systems.
    - Focusing nationally on an end-poverty program, addressing Family and Domestic Violence, and providing supportive mental health programs is necessary when addressing the underlying drivers of homelessness.
    - A coherent system that effectively works together on prevention will prevent the cycle of entrenched homelessness and the challenges with finding long-term housing solutions.
    - Wraparound holistic support is needed to support those at risk of homelessness from becoming homeless, and a necessity for those who have been newly homed.
7. **Homelessness services funding. commissioning and contracting in Western Australia**
    - The current Western Australian Homelessness Strategy has been focused on rough sleeping homelessness but needs to rapidly transition to second stage programs focused on early intervention and preventative programs particularly for families, children and young people and secondary forms of homelessness.

- Clarity is needed around operationalisation of the State Government's 10-year strategy and Action Plan, through the establishment of an Implementation Group.
- The Western Australian Government to consider pilot options for outcomes commissioning and social impact bonds.
- Review current indexation policies adopted by the WA State Government for the Not-For-Profit sector. Salary costs comprise a major component of homelessness service costs but are not adequately accounted for in the present NGHSS indexation uplifts. It is estimated over the period 2014-15 to 2022-23 the aggregate shortfall between the indexation received by providers and service costs is around 12% based on Wage Price Index and Consumer Price Index estimates, but may be higher with certain costs considered to be outstripping CPI increases. The shortfall has led to a reduction in service staffing, operating hours (or increased workload), employment of suitably qualified people cuts in training and development, and reduced investment in innovation or research.
- Funding strategies need to be reviewed to incorporate a lived experience lens.
- A review of current funding models to ensure appropriate funds are being allocated to services to meet the changing needs of clients and are adequate to cover the costs of programs.
- Agencies are to be encouraged to diversify their funding base to assist in covering the cost of services, meet client outcomes, and allow for qualified staff retention. Government and philanthropic programs are required to support agencies to expand their funding options.
- Contract costs need to be reassessed, rather than the current practice of contract rollovers, to give agencies the opportunity to renegotiate funding terms and to take into account the complexity of needs in costing algorithms.
- The length of contract terms needs to be increased to ensure agencies have the resources and capacity to provide appropriate emergency response services, retain qualified staff, and provide a consistent service delivery.
- Confirmation of contract award needs to be timely to prevent the loss of staff within agencies.
- An increase in funding would allow for services to expand and introduce new programs to meet the needs of their clients.

1. INTRODUCTION

The present report provides comprehensive evidence of the funding of homelessness services assisting those experiencing homelessness and those at risk of homelessness in Western Australia and examines implications of that evidence for government policy and service delivery. The report presents an overview of the state of homelessness and the policy environment that Western Australian homelessness services operate within and describes the different sources of funding accessed by homelessness services before presenting the funding profile of 73 services that operate across Western Australia and completed our *Western Australian Homelessness Funding and Delivery Survey*. Further, the financial data is supported by case studies and results from focus groups with CEOs and managers from Western Australian homelessness services. Finally, recommendations are presented for policy and practice based on the evidence gathered.

This comprehensive overview of the funding of homelessness services in Western Australia provides much-needed evidence of the type, mix, and level of funding for services that support those experiencing homelessness and those at risk of homelessness. The report highlights the funding shortfalls relative to need in Western Australia and issues relating to commissioning and contracting and the flexibility of funding sources to meet the needs of clients.

In this Introduction, we provide an outline of the research questions and methods adopted in the study and a summary of the structure of the report.

Our report has been developed on the following basis. The issue of funding of homelessness services should be considered in a broad, rather than narrow light; how can funding (level, type, mix), commissioning and contracting support the homelessness system as a whole to end homelessness in Western Australia.

1.1 *Purpose*

This report aims to answer the following research questions outlined in the table below:

Table 1 Main research questions answered in The Funding of Western Australian Homelessness Services 2022 report

Domain	Research Questions
The funding of homelessness services	What is the overall level and mix of funding for homelessness services in Western Australia? • What is the relative contribution of various sources of funding to the overall funding mix of Specialist Homelessness Services (SHSs) and other services assisting those who are experiencing homelessness or at risk of homelessness? What is the relative mix of government and non-government funding of services? • What differences exist in funding arrangements between SHSs and other services addressing the needs of those experiencing homelessness? • What role is presently being played by 'new' forms of funding such as crowdfunding, fundraising, social enterprise revenue, impact investing and so on? What barriers affect homelessness services in attracting a diverse range of funding sources
The impact of funding on the operations of homelessness services	What is the impact of the level of funding and mix of funding on the level, nature, structure and types of services provided and the extent to which these support different groups of people experiencing homelessness and those at risk of homelessness?

Domain	Research Questions
	• Does the level and mix of funding constrain service delivery? • Does it mean that the needs of people experiencing homelessness or at risk of homelessness are not being fully met? What impact does funding have on outcomes for clients of services? • What could be achieved in terms of service effectiveness by a higher and more diversified funding profile? • What limitations exist in the process of commissioning and contracting of homelessness services in Western Australia?
Policy settings	Are current national and Western Australian policy settings and funding arrangements appropriate to address the drivers of homelessness, meet the diverse needs of those experiencing homelessness and at risk of homelessness and significantly reduce the level of homelessness in Western Australia? What are the key policy issues and policy options that arise from the research findings?

1.2 *Methods*

This report was informed by the existing evidence base and literature as well as three primary data collections undertaken especially for this study:

- *Western Australian Homelessness Funding and Delivery Survey* evidence of the mix of funding sources used by specialist homelessness services across Western Australian jurisdictions and mainstream services supporting people who are experiencing homelessness or are at risk of becoming homeless. Evidence is also provided of funding adequacy and how this affects service delivery; and the opportunities, challenges and limitations encountered in attempting to increase and broaden the funding base.
- Case study evidence across key homelessness sectors and different service delivery organisational forms of how funding impacts on service delivery.
- Focus group evidence from Western Australian homelessness service CEOs and managers of how the level and mix of funding affects homelessness support and service delivery and the commissioning and contractual environment for homelessness services in Western Australia.

1.3 *Structure of the report*

The *Funding of Western Australian Homelessness Services 2022* report is structured as follows:

Chapter 1: Introduction

Chapter 1 presents the research questions, the research methodology, and the structure of the report.

Chapter 2: The state of homelessness in Western Australia

This chapter collates up-to-date data to provide an overview of the state of homelessness in Western Australia in terms of the size, structure, and nature of Western Australia's homeless population, and summarises the main drivers of homelessness. A summary of data from the Advance to Zero database for Western Australia pertaining to the experience of homelessness is presented, including the type of homelessness, duration of homelessness, living arrangements, the health outcomes, and health service utilisation outcomes of people experiencing homelessness.

Chapter 3: The Western Australian policy environment

Chapter 3 presents the Western Australian Government's strategy *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030* (the Strategy) Action Plan 2020-2025 (Action Plan) and relevant stakeholders and their role in the homelessness system. A summary of the planned activities, WA Government initiatives, and service level initiatives (including those funded in part or full by the WA Government) for each of the four outcome areas identified in the Action Plan is detailed.

Chapter 4: The funding of homelessness services in Western Australia

This chapter presents existing publicly available information on sources of funding for agencies delivering services to people experiencing homelessness in Western Australia including the National Housing and Homelessness Agreement (NHHA), other government funding, and other sources of funding.

Chapter 5: Research methods

Chapter 5 outlines the research methods used to collect funding data from agencies who provide services to those who are experiencing homelessness or at risk of homelessness.

Chapter 6: The profile of responding homelessness services

This chapter summarises the key characteristics of services (N = 73) that responded to the *Western Australian Homelessness Funding and Delivery Survey*. The profile includes the geographic regions of service delivery, managing agency size, services that provide accommodation, changes in service delivery, clients assisted in 2020-21, Aboriginal services, and types of assistance provided. Qualitative data from focus groups and case studies are presented to support the quantitative results. Specifically, case studies for Wungening, Uniting WA, Bloodwood Tree Association Inc, and Centacare Kimberley are featured in this chapter.

Chapter 7: Funding profile for homelessness services

This chapter presents the level and mix of funding for homelessness services in Western Australia, based on the data provided by all services (N = 73) in the *Western Australian Homelessness Funding and Delivery Survey.* Qualitative data from focus groups is presented to support the funding data.

Chapter 8: Funding profile by SHS and non-SHS homelessness services

This chapter presents the level and mix of funding for SHSs and non-SHSs in Western Australia, based on the data provided in the *Western Australian Homelessness Funding and Delivery Survey.* This chapter also features a case study from St Vincent de Paul Society (WA) Inc.

Chapter 9: Funding profile by accommodation status

This chapter presents the level and mix of funding for homelessness services that provide accommodation and non-accommodation homelessness services in Western Australia, based on the data provided in the *Western Australian Homelessness Funding and Delivery Survey.* This chapter also features a case study from Perth Inner City Youth Service.

Chapter 10: Funding profile by service characteristics

This chapter presents the mean proportion of different funding sources received by homelessness services in 2020-21, presented by geographic location, managing agency size, proportion of clients that are homeless, and main client group. Funding sources are those reported by services in the *Western Australian Homelessness Funding and Delivery Survey*, including NHHA, non-NHHA government funding, non-government external funding, internally generated revenue, funding allocated to the service by the parent agency, and in-kind support.

Chapter 11: Funding profile of Aboriginal services

This chapter presents the level and mix of funding for homelessness services that indicated that they were Aboriginal specific or specified Aboriginal people as their main client group. Results reported in this chapter are based on the data provided in the *Western Australian Homelessness Funding and Delivery Survey.* It is important to keep in mind that the sample is relatively small and that this funding profile may not be representative of all homelessness services for Aboriginal people in Western Australia.

Chapter 12: Funding and service delivery effectiveness

This chapter explores commissioning and contractual issues and the extent to which the level of funding enables services to the needs of those experiencing homelessness or at risk of homelessness. The limitations associated with the rollover of contracts and short-term contracts is discussed, based on issues raised in the focus groups. Additionally, services' perception of funding flexibility and discretion of use, and ability to meet client demand are presented, based on responses to the *Western Australian Homelessness Funding and Delivery Survey* and qualitative data provided in the focus groups. Finally, survey responses about outcomes achieved with funding, changes in funding, and experiences in seeking additional funding are reported.

Chapter 13: Further insights into the funding of services from case study evidence

In this chapter, focus group comments from agencies relating to homelessness support service models, the 10-year strategy, and a call for a sector funding review have been collated.

Chapter 14: Summary of findings and recommendations

This chapter concludes the report, summarising the funding of Western Australian homelessness services, and giving recommendations to improve the funding landscape.

> *"Ending homelessness in Australia is achievable but infrastructure is what is holding us back. Housing shortages, building delays and shortages are the shackles that prevent us from doing the work needed. Many services exist that are proficient in delivering homeless services and they have the expertise to achieve outcomes, but they need resources and infrastructure to do it. Buildings and money to run effective services. By effective services, I mean services that are costed accurately."*

2. THE STATE OF HOMELESSNESS IN WESTERN AUSTRALIA

This chapter presents the state of play of homelessness in Western Australia in terms of the size, structure, and nature of Western Australia's homeless population and summarises the main drivers of homelessness which need to be considered in order to prevent entries into homelessness. Data is collated from the Australian Bureau of Statistics (ABS) Census, the SHS collection, the Advance to Zero database, and the By-Name List.

- On census night in 2016, over 9,000 people were estimated to be experiencing homelessness in Western Australia.
- Census estimates demonstrate that rates of homelessness are higher in regional areas, compared to Perth and Mandurah.
- In 2020-21, almost 25,000 Western Australians accessed SHSs, 66% of whom received accommodation support.
- Between 2012 and 2021, the Advance to Zero database captured 2,623 surveys from people experiencing homelessness in WA, predominantly those who were sleeping rough.
- Survey respondents reported high rates of health conditions, mental health conditions, hospital service utilisation, problematic alcohol and other drug use, financial hardship, and social exclusion.
- The March 2022 By-Name List data revealed relatively low rates of transitions from rough sleeping to permanent housing between February and March.
- Key drivers of homelessness include: housing availability and affordability, housing supply, economic and employment opportunities (or lack thereof), physical and mental health outcomes, FDV, and social and community connections.

The population of people experiencing homelessness in Western Australia is characterised by an over-representation of Aboriginal people, people who have experienced family and domestic violence (FDV), people with mental health issues, young people, and people with substance use issues. This chapter looks at estimates of the rates of homelessness, rates of access of homelessness services, insights into homelessness from the Advance to Zero database, and drivers of homelessness.

2.1 *Rates of homelessness*

The ABS estimated that more than 9,000 people were experiencing homelessness in Western Australia on Census night in 2016, with the rate of homelessness decreasing since 2011. The largest proportion (43%) of Western Australians experiencing homelessness in 2016 were living in severely overcrowded dwellings. Just over one fifth (22%) were staying temporarily with other households (note this includes only people who had no other usual address, no right to tenure, and who lacked the means to acquire their own tenancy). The remaining categories of homelessness: rough sleepers, those in supported accommodation for those experiencing homelessness, and those living in boarding houses and other temporary lodgings each accounted for roughly 12% of the Western Australia homeless population. The high proportion of people are in overcrowded dwellings, suggests that there is a lack of housing generally and potentially a lack of housing that suits people's family formation and needs.

With the exception of the Mandurah Statistical Area Level 4 (SA4), the rate of homelessness in regional Western Australia greatly exceeds that in Perth, and the Wheatbelt, Outback (North), and Outback (South). Around twice the proportion of people experiencing homelessness in Perth than in Regional and Remote Western Australia were in supported accommodation for those experiencing homelessness (15.5% versus 7.2%) or in boarding houses (14.0% versus 7.2%). Rough sleeping was more common in Regional and Remote Western Australia (14.9% versus 10.2% of homeless people, respectively); almost half (48.4%) of people experiencing homelessness in Regional and Remote

Western Australia and 39.0% in the Perth Metropolitan were living in severely overcrowded dwellings; and roughly the same proportion of people experiencing homelessness in Regional and Remote Western Australia and the Perth Metropolitan were staying temporarily with other households (22.3% and 21.3%, respectively).

2.2 *Specialist Homelessness Services*

Close to 25,000 Western Australians accessed SHSs in 2020-21. Additionally, a higher proportion of female clients are either homeless or at risk of homelessness compared to male clients. In 2020-21, the median length of support received was 22 days in Western Australia and 51 days nationally. The median number of nights accommodated was 8 days in Western Australia and 31 days nationally. Given that 66% of Western Australian SHS clients received accommodation support in 2020-21 this may reflect a higher number of crisis accommodation facilities and a lower number of transitional and short-stay accommodation facilities in Western Australia compared with Australia overall.

In the case of those experiencing homelessness on entry, the majority completed their support period in the same homelessness position that they began their support period in. In other words, those that began their support period rough sleeping, in supported accommodation or couch surfing, largely remained in the same state at the end of the support period. However, while the majority of those who were experiencing homelessness at the beginning of the support period remained homeless at the end of the support period, there are also positive transitions from homelessness to both social housing (14.1%) and private rental housing (12.1%). In the case of those at risk of homelessness, a small proportion of clients move from housing to homelessness. However, many remain in the same permanent housing state. This is a very positive outcome and demonstrates that the vast majority of SHS clients at risk of homelessness at the beginning of the support period remained housed throughout their support period.

The prevalence of homelessness is not evenly distributed across Western Australia. Certain demographic groups experience individual and structural risk factors for homelessness at higher rates than others, and some life experiences can increase a person's risk of experiencing homelessness. The SHS Annual Report 2020-21 indicates that Western Australia's Outback (North) has the highest rate of SHS clients out of all regions in Australia, at 572.1 clients per 10,000.

The varying characteristics of, and risk factors experienced by, different cohorts create different needs from the homelessness service system. It is, therefore, important to understand the prevalence and trends in homelessness in Western Australia among particular cohorts, in order to meet their needs.

Increases in SHS usage were recorded between 2015-16 and 2020-21 among the following six cohorts in Western Australia:

- Aboriginal people
- People with mental health issues
- People with alcohol and other drug (AOD) issues
- Older people (55 years and over)
- Children on protection orders
- People exiting custodial arrangements

2.3 *Insights into Homelessness from the Advance to Zero database*

The Advance to Zero database is built on Zero homelessness projects and focuses on understanding the inflows, and the number of people actively homeless within a community and exits from homelessness and provides substantial detail and context about people experiencing homelessness. The Advance to Zero data comprises surveys of people experiencing homelessness, primarily rough sleeping, using the Vulnerability Index, Vulnerability Index — Service Prioritisation Decision Assistance

Tool, and the By-Name List instruments. The Advance to Zero database can be used by homelessness services to understand potential service patterns. Government funding of significantly improved data collection systems are required to drive an evidence-based response.

Vulnerability Index (VI), Vulnerability Index — Service Prioritisation Decision Assistance Tool (VI-SPDAT) Data

In WA, 2,623 surveys were conducted between 2012 and 2021 (March 31) with people experiencing homelessness, mostly living in Perth CBD, Fremantle and surrounds. Analysis of this data reveals people's experiences of homelessness across domains of wellbeing — physical and mental health, financial and social — and charts their journeys through homelessness.

The majority (53%) of Western Australian respondents in the Advance to Zero database were considered high acuity, thus needing permanent housing with long-term support. A total of 1,117 people were housed between 2012 and 2021. Of these, 32% were permanently housed and 68% were temporarily accommodated. Of those with a permanent placement, 52% were placed in public housing, 20% in community housing, 13% in private rentals, 7% in supportive housing, and 8% in a group home, aged care, and 'other' permanent housing. As one would expect, those who were chronically homeless were more likely to return to homelessness after being housed. Table 2 outlines key results from Western Australian Advance to Zero data.

> Overall, the experiences and outcomes of Western Australian respondents indicate complex, multidimensional needs. These needs will differ from person to person, thus the supports offered need to be adaptable and person-centred, accepting that the journey out of homelessness is not likely to be linear.

Table 2 Headline findings from the Advance to Zero data for Western Australia

Domain	Findings
Demographics	Western Australian rough sleepers surveyed were mostly male, straight and had an average age of 41.2 years, with over one-quarter having low educational attainment. Just over half were sleeping rough at the time of survey, with the vast majority of the rest being in crisis, temporary and short-term accommodation. Individuals had, on average, spent over 4.5 years (55 months) homeless in their lives: families had spent just over three years (37 months) homeless.
Health	Western Australian respondents had reported rates of dehydration (29%); a history of heatstroke/exhaustion (27%); skin and foot infections (19%), epilepsy (9%), asthma (32%), Hepatitis C (19%), heart disease, arrhythmia or irregular heartbeat (20%), diabetes (13%), emphysema (7%), kidney disease (7%), and serious brain injury or head trauma (36%) significantly higher than in the general population.
Mental health	More than two-thirds of Western Australian respondents reported that they have problems concentrating or remembering things, with more than half having spoken with a psychiatrist, psychologist or mental health professional in the last six months. Nearly half (49%) had gone to an emergency department (ED) due to not feeling emotionally well or because of their nerves, with over one-third reporting that they had been taken to hospital against their will for mental health reasons. More than half reported diagnosis of depression (59%) and anxiety (52%), three in ten people reported diagnosis of post-traumatic stress disorder and had been diagnosed with psychosis.
Alcohol and other drug use	Three-quarters of respondents reported that they had experienced or been told that they had problematic AOD use or abused drugs or alcohol, with four in ten respondents reporting that they had consumed alcohol or drugs almost every day or every day during the past month, and had used injection drugs or shots in the last six months. Nearly half reported that they had been treated for drug or

Domain	Findings
	alcohol problems and returned to drinking or using drugs, with nearly a third reported blacking out because of alcohol or drug use in the past month.
Health service use	On average, respondents had been hospitalised 1.9 times in the six months prior to survey. Almost half had not been hospitalised at all, indicating that a small number of people accounted for a large proportion of hospitalisations. EDs were visited an average of 3.5 times per person and respondents were taken to hospital by ambulance 1.7 times in the six months prior to survey. Average per person cost of health service use by Western Australian respondents in the six months prior to survey was $14,359, comprised of $10,458 in hospitalisation costs, $2,182 in ED costs, and $1,718 in ambulance costs.
Financial wellbeing	While most respondents had regular income, control of their finances, and a health care card, the majority also reported that they did not receive enough money to meet their expenses on a fortnightly basis, with only one in five people reporting that their basic needs were met. Over one-third said that there was a person or people who believed that they owed them money.
Social wellbeing	Approximately half of the respondents reported that they have friends or family who take their money, borrow cigarettes, use their drugs, drink their alcohol or get them to do things they don't want to do, and that they have people in their life whose company they do not enjoy but are around out of convenience or necessity. Over one-third planned activities for happiness; one in ten reported that they have a pet.

By-Name List Data

The Zero Project builds on the 50 Lives approach and integrates the Advance to Zero methodology (see Table 7 for more information). Using the By-Name List, the Zero Project tracks real-time monthly progress towards achieving functional zero homelessness, such that inflows and outflows are managed so that inflows do not exceed average housing placements and nobody is actively homeless for extended periods of time. Table 3 presents the monthly inflows into and outflows out of homelessness, for Perth, Fremantle, and surrounding areas; Rockingham; Mandurah; Geraldton; and Bunbury; for the months of December, January, February, and March, as reported on the Zero Project Dashboard. Additionally, the number of people who are currently known to participating services to be actively homeless are reported.

As can be seen by the red shading in Table 3, the number of people who became homeless in March 2022 exceeded the number of those who exited homelessness in all regions except for Mandurah. Further, the number of transitions into permanent housing placements is relatively low in all regions, particularly for Perth, Fremantle, and surrounding areas where of the 948 people who were actively homeless in February 2022, only 2.6% (N = 25) were housed in March 2022. Whereas in Geraldton, 9.7% (N = 7) of the 72 people that were actively homeless in February 2022, transitioned into housing in March 2022. Low rates of transitions into housing between February 2022 and March 2022 were also observed in Rockingham (3.0% of 100, N = 3), Bunbury (3.5% of 57, N = 2), and Mandurah (4.2% of 142, N = 6).

In terms of the demographic profile of those who are currently homeless (as of March 2022), young people represent 13.2% of those actively homeless in the Perth, Fremantle and surrounding areas, 33.0% in Rockingham, 45.3% in Mandurah, 41.8% in Geraldton, and 42.0% in Bunbury. Of those actively homeless in the Perth, Fremantle and surrounding areas 40% identify as Aboriginal, compared to 12% in Rockingham, 15% in Mandurah, 44% in Geraldton, and 17% in Bunbury.

While these counts are subject to number of limitations, it is believed that at least 90% of those who are actively sleeping rough are represented in these figures. It is also important to note that the data is designed to keep a record of those who are sleeping rough and/or chronically homeless and is not representative of all people experiencing homelessness in WA.

Table 3 By Name List inflows into and outflows out of homelessness, for regions across WA, December 2021 - March 2022

	December 2021				January 2022				February 2022				March 2022						
	Inflow		Outflow		Inflow		Outflow		Inflow		Outflow		Inflow		Outflow		Currently Homeless		
Region	New	Return	Inactive	Housed	New	Return	Inactive	Housed	New	Return	Inactive	Housed	New	Return	Inactive	Housed	Rough	Other	Total
Perth, Fremantle, and surrounds	81	25[3]	128	8	108	55[1]	87	23	67	53[6]	114	9	67	42[4]	76	25	483	473	956
Rockingham	13	-	8	5	16	-	25	-	20	2	16	-	16	1	8	3	68	38	106
Mandurah	13	3	8	-	20	1	17	6	23	1	14	1	21	4	22	6	68	71	139
Geraldton	2	-	-	1	3	1[1]	3	2	15	-	31	1	14	1	1	7	24	55	79
Bunbury	16	1[1]	9	1	17	1	9	2	8	-	39	1	11	8	5	2	51	18	69

Key: ♦ = Outflows exceed inflows, ♦ = Outflows equal inflows, ♦ = Inflows exceed outflows
New = Newly identified, Return = Return to homelessness (most people are returning after being inactive, however, the superscript number indicates that some people returned to homelessness from a housing placement. See notes below for information about specific cases), Inactive = Inactive, Housed = Housing placements, Rough = Number of people currently sleeping rough, Other = Number of people currently experiencing other forms of homelessness.
Source: Zero Project WA
Notes: [1]Total returning number includes one person who returned to homelessness from housing.
[3]Total returning number includes three people who returned to homelessness from housing.
[4]Total returning number includes four people who returned to homelessness from housing.
[6]Total returning number includes six people who returned to homelessness from housing.

2.4 *Drivers of homelessness*

In The Western Australian Alliance to End Homelessness Outcomes Measurement Framework: Dashboard 2021 (Flatau et al., 2021), preventing homelessness is discussed in terms of structural and individual factors and determinants of key drivers of homelessness. These drivers include housing availability and affordability, housing supply, economic and employment opportunities (or lack thereof), physical and mental health outcomes, FDV, and social and community connections.

Housing affordability: The availability and accessibility of safe, secure, and affordable housing plays a vital role in preventing entry to homelessness and facilitating a sustained exit from homelessness. Housing stress levels across Western Australia need to fall. A worrying trend has been a relatively steady increase in housing costs for renters with the Western Australia housing authority, who account already for some of the lowest income earners in the state.

Housing supply: Accessible social housing is a vital measure in preventing low-income households from entering homelessness. There is a need in Western Australia for greater investment and policy development in the realm of social housing and to address the availability of affordable housing options.

Poverty and unemployment: Poverty and unemployment lead to financial and housing stress, poor physical and mental health, and social exclusion, all of which are drivers of homelessness. Homelessness can also make it more difficult for individuals to find and keep a job, further compounding the difficulty in obtaining a sustained exit from homelessness. Preventing entry into homelessness by supporting economic participation and education among young people in the general population is critical.

Young people in custody and out-of-home care: There is an established link between young people with experience in the justice system or who have experienced out-of-home care and lifetime risk of repeat episodes of homelessness. Homelessness prevention involves the successful implementation of strategies for youth leaving detention to re-enter society, implying the economic involvement of the youth as functioning members of society. Stronger support networks for Aboriginal children in out-of-home care need to be developed to achieve a long-term reduction in the rates of Aboriginal homelessness.

Physical and mental health: Poor health has a dual effect on an individual's risk of homelessness. While the management of ill health itself is costly, poor health can also inhibit an individual's economic and social participation. This economic burden can make it more difficult to manage day-to-day expenses, lead to poverty, personal vulnerability and disaffiliation, rendering an individual more susceptible to homelessness. Mental health and AOD treatment programs must also address the high rates of mental illness among the Aboriginal population.

Alcohol and other drug use: Substance misuse can be both a contributing factor (i.e., leading to homelessness through impaired economic participation or loss of social support networks) and also a consequence of homelessness. From a psychosocial perspective, people experiencing homelessness are susceptible to feelings of worthlessness, isolation, and mental illness, including depression, which can exacerbate their susceptibility to alcohol abuse. Health promotion campaigns play an important role in primary prevention of addiction as well as promoting available support services, which facilitates mitigation of the homelessness risk created by substance misuse.

Family and domestic violence (FDV): FDV is the leading cause of homelessness for women and their children and addressing FDV is necessary when addressing the underlying drivers of homelessness.

Table 4 below outlines the main drivers and indicators which are used to measure the structural and individual factors which need to be examined when considering preventing homelessness. Publicly available data has been used to examine the trends in the drivers of homelessness and to determine recommendations to reduce the inflow into homelessness.

Table 4 Drivers of homelessness in Western Australia

Drivers	Indicators
Housing affordability	• Proportion experiencing household stress in Perth • Proportion of low-income rental households spending more than 30% of their gross income on housing costs • Proportion of low-income households remaining in housing stress from one year to the next • Housing affordability • Home ownership • Rental affordability index
Housing supply	• Number and diversity of social housing dwellings • Number of applicants on a waitlist • Wait time to secure public housing accommodation
Poverty	• Western Australian poverty rates • Unemployment rate
Young people in custody and out-of-home care	• Youth detainees in custody • Children in out-of-home care
Physical and mental health	• People that report their health status as fair/poor • Proportion of persons with High/Very High psychological distress • Hospitalisation rates for a principal diagnosis of mental health related condition
Alcohol and other drug use	• Alcohol consumption in Western Australia, people aged 14 years or older • Alcohol lifetime risk status, people aged 14 years or older • Illicit drug use
Family and domestic violence	• FDV offences in Western Australia

3. THE WESTERN AUSTRALIA POLICY ENVIRONMENT

This chapter summarises the Western Australian Government's *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030* and the *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness: Action Plan 2020-2025*. Additionally, the key stakeholders, and their role in the homelessness system, is described as well the actions, planned and existing activities, and Western Australian and service level initiatives for each of the four outcome areas identified in the Action Plan.

- The Western Australian Government's *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030* and the *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness: Action Plan 2020-2025* were launched in 2019 and 2020, respectively.
- The goal of the Strategy is to end homelessness, with a focus on prevention, early intervention, and the integration of Housing First principles to address chronic homelessness.
- The four key targets of the Strategy include: Improving Aboriginal wellbeing; providing safe, secure, and stable homes; preventing homelessness; and strengthening and coordinating responses and impact.
- The Action Plan has inspired significant initiatives focused on the Housing First priorities of the Strategy; however, the implementation of the Strategy and Action Plan has largely been developed and driven by the homelessness services sector.

3.1 *Need for a coordinated national strategy*

It is important to note that there is yet to be a coordinated national strategy to end homelessness in Australia. A national response coupled with significant new investment by the Australian Government – beyond existing NHHA funding commitments – would improve coordination, responsibility, and accountability between the Australian Government and state and territory government actions. Setting explicit end homelessness targets in Australia, and an accompanying monitoring framework and evaluation system will provide discipline and accountability for an end homelessness agenda.

> *"Funding generally doesn't reflect the real costs of delivering services and whether that's in relation to indexation or the equal renumeration order. We've got this situation where the state government has gone part of the way on some of the contracts, but not all of the way. Then we have the Commonwealth, where based on the last federal budget, it is just handed down. There's no forward estimates for what they describe as supplementation, which was always an absurd approach where you've got permanent increases in wages being built into the award. But the federal government has only given a temporary supplementation, right while it lasts, but puts us in real crisis position if it's not continued and needs to be incorporated into the into the course sort of funding." [Service provider]*[1]

3.2 *The WA Government's Homelessness Strategy*

In 2019 the Western Australian Governments homelessness strategy *All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020-2030* (the Strategy) was released. This Strategy set out a whole-of-community approach to address homelessness in Western Australia.

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[1] All italicised quotes in the report are from Western Australian service provider managers who attended the study's focus groups or completed the Survey.

Alongside the Strategy sits the *Action Plan 2020-2025* (Action Plan), which details action areas and particular initiatives planned for the first five years that will work towards achieving the outcomes set out in the Strategy.

The Strategy focuses on the goal of ending homelessness rather than managing homelessness through adopting of a whole-of-community approach, integration of Housing First principles, an initial focus on rough sleeping and chronic homelessness, working towards a No Wrong Door approach and focusing on prevention and early intervention. The Strategy has yet to set hard end-homelessness targets going forward. This is critical to ensure momentum and commitment is maintained to achieve the goal of ending homelessness in Western Australia.

"The Strategy has yet to set hard end-homelessness targets going forward. This is critical to ensure momentum and commitment is maintained to achieve the goal of ending homelessness in Western Australia."

The four, high-level outcomes that the Strategy targets are:

1. **Improving Aboriginal wellbeing:** ensuring Aboriginal people have safe, secure and stable housing that is culturally appropriate; that Aboriginal communities and organisations design and deliver services primarily affecting Aboriginal people; and that social housing policies and practices are flexible and culturally responsive.
2. **Providing safe, secure and stable homes:** ending chronic homelessness; ensuring availability and accessibility of diverse and appropriate housing options; implementing Housing First; providing individualised support services to help people maintain housing and achieve their goals.
3. **Preventing homelessness:** supporting people to maintain their tenancies; identifying and supporting young people who are at risk of homelessness; ensuring that people exiting government services have stable housing and support.
4. **Strengthening and coordinating our responses and impact:** developing responses that are flexible to people's needs; ensuring that services are coordinated and easy to access; sharing responsibility for preventing and responding to homelessness across all levels of government and the community sector.

The Strategy sets out a whole-of-community plan and, as such, identifies the roles of and levers available to various stakeholders (Table 5).

Table 5 Stakeholders and their roles in the homelessness system

Stakeholder	Role in the homelessness system
People with lived experience	• Sharing their knowledge and experience to increase awareness and understanding of issues and how they could be prevented • Reviewing the service system and facilitating improvement • Peer support and mentoring
Commonwealth Government	• Funding and allocating funds for SHSs and the social housing system (currently through the National Housing and Homelessness Agreement [NHHA]) • Funding, managing, and allocating funds for older Australians connecting to the aged care system • Administering welfare and income support, and setting rates of support • Housing market regulation, taxation, immigration

Stakeholder	Role in the homelessness system
State Government	• Funding and allocating funds for SHS and the social housing system (currently through the NHHA) as well as managing SHS projects • Funding homelessness and FDV services • Providing, managing and supporting social housing • Providing direct services commonly used by people experiencing or at risk of homelessness (e.g., in mental health, health, education, justice and police) • Coordinating responses across portfolios
Local Government	• Employing and training frontline staff (e.g., rangers, library staff, customer service officers) who interact with local people experiencing or at risk of homelessness • Identifying and responding to local homelessness needs • Providing information about local needs and local services and supports • Connecting and coordinating stakeholders (e.g., state government, homelessness services, charity groups, volunteers) who are working to address homelessness in their area
Community services sector	• Developing and delivering SHSs • Partnering to implement evidence-based models of service delivery • Developing innovative service models and approaches that achieve better outcomes for people experiencing or at risk of homelessness • Working with government to better design and deliver services
The Western Australian Alliance to End Homelessness (WAAEH)	• Providing community-led advocacy and support for, and to, agencies, communities and people to end homelessness in Western Australia • Acting as a social movement thought leader and point for collaboration, drawing other stakeholders together to end homelessness
Private business and philanthropy	• Funding innovative, evidence-based approaches to homelessness • Housing supply and private rental market
Community and volunteers	• Volunteering and mentoring • Developing and participating in socially supportive and connected communities • Acting as ethical landlords

3.3 *The WA Homelessness Strategy: Action Plan 2020-2025*

Released in July 2020, the first Action Plan of the 10-Year Strategy on Homelessness focuses on ending rough sleeping, building a No Wrong Door approach to service delivery, increasing low-barrier crisis responses and supporting innovation.

In 2020, the Western Australian Government provided $71.8 million funding boost for homelessness services and $34.5 million for the Housing First Homelessness Initiative (HFHI). A limitation to the Action Plan is that it does not include a clear implementation plan and much of the implementation of the strategy has been developed by services in the sector as part of working group through the Supporting Communities Forum. A number of significant initiatives focused on the Housing First priorities of the Strategy have already been introduced, and, in line with the collaborative approach to developing and implementing the Strategy, these initiatives are designed and delivered in partnership with community sector service providers and other stakeholders.

"While it is acknowledged that the 10-year homelessness strategy would focus its first 5 years on addressing rough sleeping, there appears to be little conversation about the growing number of children facing or at risk of homelessness and the impacts of this upon children's safety, wellbeing and futures. This is of particular concern given the extensive research on the impact of childhood trauma on levels of mental illness, AOD misuse, justice issues, child protection concerns, etc., as well as the increased risk of experiencing homelessness as an adult."

A summary of the actions, planned and already ongoing activities, and Western Australian and service level initiatives for each of the four outcome areas identified in the Action Plan is detailed in the table below. The Western Australian Government's Strategy and initiatives together with reforms in areas such social housing supply, FDV, out of home care and youth justice, support the agenda to end homelessness in Western Australia.

The service level initiatives featured below do not in any way represent a comprehensive list of all of the initiatives in place in Western Australia, but provide insights into the breadth of initiatives operating and some of the different ways in which the homelessness service system is working to end homelessness. Information about initiatives was sourced from WAAEH meetings and notes, as well as media releases and other publicly available information.

Table 6 Outcomes, actions, planned activities and current initiatives resulting from the Action Plan of the 10-Year Strategy on Homelessness

Outcome	Action	Planned activities	WA Government initiatives	Service level initiatives (including those funded in part or full by the WA Government)
Improving Aboriginal wellbeing	• Strengthen the role of Aboriginal organisations and communities in designing and delivering culturally appropriate responses for Aboriginal people • Ensure government policies and practices impacting homelessness reflect an understanding of Aboriginal culture and values • Ensure homelessness response services are culturally responsive and flexible to better meet the needs of Aboriginal people • Increase the availability of appropriate accommodation and service options for Aboriginal people and families	• Updating and implementing the Aboriginal Community Controlled Organisations (ACCO) Strategy to increase opportunities for ACCOs to design and delivery infrastructure and services for Aboriginal people. • Undertaking an independent review of operational practices around public housing evictions, undertaken by an Aboriginal consultant • Co-designing best practice frameworks for cultural competency and trauma-informed care with Aboriginal people • Co-design of alternative housing options with Aboriginal people. • Developing an incentive initiative for landlords to prioritise Aboriginal tenants who are homeless or at risk • Provide employment and training pathways for Aboriginal tenants • Improving support and accommodation for Aboriginal people and their families who travel to the metropolitan area to access healthcare. • Establish additional Aboriginal Short Stay Facilities where there is evident need.	• In collaboration with Aboriginal Community Controlled Organisations (ACCOs) Wungening Aboriginal Corporation and Noongar Mia Mia, the Department of Communities has established Boorloo Bidee Mia to provide a culturally appropriate response to the issue of rough sleeping in the Perth metropolitan area. Designed in partnership with Wungening and Noongar Mia Mia to ensure it meets the needs of Aboriginal residents, who are expected to be the primary users of the service. It is a key initiative of our All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness.	• *Nitja Nop Yorga Ngulla Mia is a model* developed for and with Aboriginal young people and community to expand the Home Stretch initiative. • *Wungening Moort* aims to help keep children and young people at home with their families and connected with country, community and culture. • Aboriginal Community Controlled Organisation was contracted to manage the Target 120 (T120) program in Kununurra (program details below). • ACHO Alliance established by Shelter WA and new funding to build the capacity of four ACHOs, to support registration, along with philanthropic investment in new housing stock.

		• Provide holistic, person-centred support for Aboriginal people experiencing homelessness through the Aboriginal Community Connectors Program		
Providing safe, secure and stable homes	• Embed a Housing First approach in the homelessness response system • Ensure people sleeping rough have immediate access to shelter free from harm and are connected to appropriate supports. • Identify and develop innovative housing options suitable to the Western Australian context. • Identify and introduce innovative funding opportunities to drive and deliver responses to homelessness.	• Providing education and training to build a shared understanding of Housing First principles and their application. • Support development of a Housing First for Youth model. • Build flexible approaches that do not require families to relocate from their housing when they change or finish a support program. • Building new public housing units (at least 300). • Refurbishment of 1,500 public and community housing. • Implementation of a maintenance program for 3,800 regional dwellings • Delivery of around 250 new homes. • Reviewing and increasing assertive outreach to rough sleepers to connect them to accommodation and support and removing barriers to support and accommodation (e.g., reducing/removing eligibility criteria). • Two Common Ground facilities. • Expansion of the Assisted Rental Pathways Pilot Program. • Delivery of the HFHI. • Developing a Social Impact Investment model to prevent and reduce homelessness.	• The HFHI will provide accommodation and wraparound support to people sleeping rough in the Perth Metropolitan Area, Rockingham/Mandurah, Bunbury, and Geraldton. • Housing Investment Package that will build more than 500 new public and community housing dwellings that will be allocated to those on the Social Housing waitlist with highest need and vulnerability. • The State Government is refurbishing 1,500 existing public and community housing dwellings and implementing a rolling maintenance program for almost 4,000 regional dwellings. • Capital funding for two Common Ground facilities in East Perth and Mandurah.	• The 50 Lives 50 Homes (50 Lives) program was the first Housing First Initiative in Western Australia involving over 30 organisations in Perth led by Ruah Community Services and funded by the Sisters of St John of God and the Western Australia Primary Health Alliance. The 50 Lives program facilitated rapid access to housing and provided wraparound after hours support to chronic rough sleepers in Western Australia. • The Zero Project builds on the 50 Lives approach and integrates the Advance to Zero methodology which seeks to achieve ‘functional zero’ homelessness, such that inflows and outflows are managed so that inflows do not exceed average housing placements and nobody is actively homeless for extended periods of time. • The Tiny Houses Initiative. Through the combined effort of social services provider Accordwest, community groups and community leaders, Bunbury answered the call for active innovation in social housing. • My Home projects take advantage of surplus state government land to provide housing to homeless women aged 55.

		• Working with philanthropic partners to develop investment projects that address homelessness.		
Preventing homelessness	• Develop tailored responses for vulnerable cohorts at risk of homelessness. • Ensure people exiting government services are better connected to housing and appropriate support services. • Develop social reinvestment initiatives that recognise the value of diverting someone from a life of homelessness. • Strengthen community education about homelessness and available supports to enable early intervention for those at risk and to positively influence community attitudes and behaviours	• Low-barrier accommodation for young people, including culturally and linguistically diverse (CALD) and LGBTQIA+ young people. • Expand support programs for young people exiting out-of-home care. • Planning and coordination of strategies and services for students identified as being at risk of homelessness. • Flexible and tailored responses to people at risk of first-time homelessness due to COVID-19 social and economic impacts. • Review and update of Department of Communities policies and practices around social housing to remove barriers to housing. • Increased accommodation options for people experiencing or at risk of homelessness who have mental health, AOD issues. • Ensuring safe, welcoming and culturally responsive services for vulnerable cohorts. • Establishing two additional women's refuges. • Establishing "One Stop Hubs" in Mirrabooka and Kalgoorlie for people experiencing FDV. • Pre-release planning for adults and young people leaving prison or detention.	• The State Government released *Path to Safety: Western Australia's strategy to reduce family and domestic violence 2020-2030* (the FDV Strategy) which includes new women's refuges. • The Western Australia Mental Health Commission has released *A Safe Place: A Western Australian strategy to provide safe and stable accommodation, and support to people experiencing mental health, alcohol and other drug issues 2020-2025* (A Safe Place). A Safe Place supports people with mental health and AOD issues to have the housing and support they need to maintain their housing and live independently and well. • The Western Australia Government released *Our Priorities: Sharing Prosperity* promotes prevention of homelessness through enabling children to have positive outcomes in their early years.	• The Western Australia *Home Stretch Trial* commenced in early 2019 to design, test and trial a model for an offer of extension of care for young people aged 18-21 in Western Australia to see improved social outcomes for young people exiting the statutory care system. • 12 Buckets is a grassroots community organisation that works with school-aged children who have been identified by their school in need of extra support and could benefit from mentoring. • T120 is a Western Australia Government initiative that aims to reduce criminal offending behaviours in Western Australians aged between 10 and 14 who are at risk of prolific engagement with the justice system. It is currently operating in Bunbury, Armadale, Kununurra, Kalgoorlie, Mirrabooka, Albany, Geraldton, Rockingham, Midland and Kununurra. • The Royal Perth Hospital (RPH) Homeless Team is a partnership between RPH and the Homeless Healthcare GP practice provides in-hospital support, discharge planning, and improved access to stable housing, community-based social support and long-term GP care. • The Mental Healthy Homeless Pathways is active in providing discharge planning advice and connecting people to housing and community support. • The After Hours Support Service program, is a collaboration between Ruah and Homeless Healthcare that provides psychosocial and nursing support in the evenings and on

		• Ensuring the provision of wraparound services for people remanded in custody due to having no stable housing. • Reviewing procurement and service models for young people in regional and remote areas who interact with the justice system. • Disseminating information to teachers, school staff and students about homelessness to educate them on the issues and inform them about services available. • Establishing education programs for individuals and families at risk of homelessness about issues such as tenancy rights, financial literacy and life skills. • Raising community awareness about homelessness. • Aligning the priorities and strategic intents of the Western Australia Police Force with the causal factors of homelessness.		weekends across the Perth metropolitan area for recently housed individuals. • StayWitch is Homeless Healthcare's post-hospital discharge facility where people experiencing homelessness who present to hospital with poor health are discharged to StayWitch, rather than back into homelessness for lack of suitable accommodation options. • Through the Homeless Discharge Facilitation Fund Project, established by the Department of Health in 2018, hospitals (RPH, Sir Charles Gairdner Hospital, King Edward Memorial Hospital, Fiona Stanley Hospital, Rockingham General Hospital, Bunbury Regional Hospital) can facilitate access to short-term accommodation stays post-hospital discharge in order to reduce demand on EDs in the winter months, and to improve safe discharge planning for patients who are experiencing homelessness. • The Homeless Outreach Dual Diagnosis Service works with people experiencing homelessness in Perth who have a dual diagnosis of mental health and AOD issues. • The Choices Post Discharge program at RPH and Rockingham General Hospital reduces recurring presentations to the ED and frequent attendance at justice services among vulnerable and disadvantaged individuals, including people experiencing homelessness, through provision of peer support and case management. • PILLAR is a psychosocial support program that is being run by the Perth Inner City Youth Service (PICYS) that supports individuals who are 15-20 years old with a diagnosed mental health condition, and are either currently homeless or at risk of homelessness. • Centrecare's Housing Support Worker: Drug and Alcohol Initiative supports people in the South West Region who are experiencing or

				have a history of AOD abuse to achieve and sustain long-term accommodation. • Entrypoint Perth is an assessment and referral service assisting people who are experiencing or at risk of homelessness in Western Australia to access accommodation and support options. • The Centrecare Family Accommodation Service supports families with children in their care who are experiencing or at risk of homelessness to secure and/or sustain a tenancy through in-home case management support. • Centrecare's Sky service provides in-home support to children and families who have recently experienced or are at risk of experiencing homelessness. • Private Rental Advocacy and Support Services (PRASS) supports families, individuals and couples residing in the North East corridor of Perth who are experiencing or at risk of homelessness. • Anglicare Western Australia partnered with Consumer Protection (Department of Mines & Industry Regulation) to support people with complex needs and high levels of rental stress who were applying to the Residential Rent Relief Grant Scheme which provided subsidies to those in rental stress during COVID-19. • Zonta House provides holistic wraparound support through supported refuge and transitional accommodation for women and their children who have experienced or are at risk of experiencing FDV. • Ground and Co provides employment and training for people at risk of homelessness, in particular women and young people who have experienced FDV. • Ebenezer Aboriginal Corporation's Vocational Training and Employment Centre supports Aboriginal men in Acacia prison to become

				employment ready and attain positive, supportive employment. • Homelessness Engagement Assessment Response Team (HEART) enables accommodation for those experiencing homelessness with a rapid response outreach and caseworker team and afterhours support.
Strengthening and coordinating our responses and impact	• Enable connected, coordinated and collaborative responses to homelessness that put people at the centre. • Strengthen the integration of responses to prevent and end homelessness for key systems, including health, mental health, corrective services, education, housing and child protection. • Develop innovative tools and systems to support and enable a No Wrong Door approach to the service system. • Improve collection, sharing and use of data, information and intelligence. • Strengthen commissioning and contracting to make sure responses align with the Strategy and drive positive outcomes.	• Service providers developing a By-Name List of people who are rough sleeping in locations in which the HFHI is implemented. • Developing a culture in Western Australia Police of understanding homelessness and diverting people from the justice system to the service system. • Expanding AOD education and support workers in youth accommodation and support services. • Examining evaluation findings of integrated service pilot programs in school settings as potential vehicles for homelessness prevention. • Ensuring that trauma-informed and cultural competency training is available across Mental Health Commission services to strengthen support for Aboriginal people and people from CALD backgrounds. • Developing an online information platform to increase visibility of services and resources available across the sector and facilitate secure data sharing with consent.	• The co-design of a blueprint for a No Wrong Door system in Western Australia. • The State Government is currently developing an Online Homelessness Services Portal (the Portal) which will collate information about various services and supports available for people experiencing homelessness, and will also allow people to securely manage and share their personal information that can be used in line with agreed assessment and referral protocols. • Department of Communities has announced a tender for the establishment of a Reference Group comprising service providers and people with lived experience to provide feedback on the Portal as its being developed. • The Western Australia Government released *Our Priorities: Sharing Prosperity* promotes prevention of homelessness through addressing of societal issues that serve as drivers into homelessness such as justice	• WAAEH Evaluation Framework and the Youth Homelessness Action Plan advocates for the end of rough sleeping, supports funding of a 'lived experience' Youth Advisory Council, commissions research and engagement across the homelessness sector. • Funding support from the SSJG to YACWA for YHAC • Funding support from the SSJG to Shelter WA for the HOME Hear of My Experience project which includes the co-design and establishment of a Lived Experience Council

		• Developing an outcomes measurement framework for the Strategy. • Co-designing service-level outcomes in partnership with the community to ensure they measure what is important to all stakeholders. • Building flexibility into funding contracts. • Auditing existing contracts for compliance with the Delivering Community Services in Partnership Policy.	system interaction and AOD issues.	

3.4 *The WAAEH Strategy*

In 2018, the Western Australian Alliance to End Homelessness (WAAEH) released a 10-year strategy to end homelessness through a community-based response. The Western Australian Ten-year Strategy to End Homelessness was developed by a group of organisations that came together with the goal of ending homelessness in Western Australia (Zanella et al., 2018).

The nine Strategy targets are focused primarily on responding to existing homelessness and preventing homelessness through adequate and affordable housing, prevention and early intervention, a strong and coordinated approach, improving data and research and building community capacity. The WAAEH developed a measurement, evaluation, and reporting framework to measure, understand and assess how Western Australia is progressing in ending homelessness against the WAAEH Strategy. This framework consists of the Outcomes Measurement and Evaluation Framework itself (Mollinger-Sahba et al., 2019, 2020), and the related *The Western Australian Alliance to End Homelessness Outcomes Measurement Framework: Dashboard 2021 Version 3.0* (Flatau et al., 2021), Data Dictionary (Flatau et al.,2020b) and *The Western Australian Alliance to End Homelessness: Ending Homelessness in Western Australia 2021* report (Seivright et al., 2021) which provides an overall assessment of how Western Australia is progressing in ending homelessness.

A summary of current achievements of the WAAEH strategies responding to homelessness strategy targets can be found in Table 7. While some Targets are on track (Target 1 and Target 5), other Targets indicate more work is required (Target 3, Target 6), and other Targets require more research and data to assess the success of the strategy (Target 2, Target 7).

Table 7 WAAEH Strategy responding to homelessness targets

Target	Summary of outcomes relative to targets set
Target 1: Western Australia will have ended all forms of chronic homelessness including chronic rough sleeping.	From 2016 to 2020, there was an overall upward trend of chronic homelessness with the proportion of respondents exhibiting chronic homelessness varying from 59.2% to 71.1%. The peak in the proportion of respondents exhibiting chronic homelessness during 2020 and quarter 1 of 2021 may have been impacted by the effects of COVID-19 and may reflect an increase in the proportion of those chronically homeless in the overall homeless community. Research indicates that the 2020 lockdown may have increased the prevalence of family violence and mental health issues and hence the absolute number of homeless persons. Very low rental vacancy rates are likely to have made it more difficult for those already chronically homeless to improve their status, as well as moving those who were not previously chronically homeless into the category of longer-term homelessness and eventually homelessness for more 12 months continuously.
Target 2: No individual or family in Western Australia will sleep rough or stay in supported accommodation for longer than five nights before moving into an affordable, safe, decent, permanent home with the support required to sustain it.	Further research is required to assess how well we are approaching this target. Proxy measures could be obtained through existing data sources to estimate the number of individuals or families who are sleeping rough or staying in supported accommodation for longer than five nights.
Target 3: The Western Australian rate of homelessness (including couch surfing and insecure tenure) will have been halved from its 2016 level.	Census figures show the rate of homelessness among persons aged 15 years and over in Western Australia has decreased from 2011-2016. However, the proportion rough sleeping (living in improvised dwellings, tents, or sleeping out) has increased. SHSC figures show the rate of SHS

Target	Summary of outcomes relative to targets set
	clients has remained steady since 2015, with the proportion of clients homeless on entry, or at risk of homelessness on entry accessing SHS also remaining steady.
Target 4: The underlying causes that result in people becoming homeless have been met head-on, resulting in a reduction by more than half in the inflow of people and families into homelessness in any one year.	The causes of homelessness are complex, encompassing a broad range of individual and structural determinants, including housing availability and affordability, economic and employment opportunities (or lack thereof), physical and mental health outcomes, domestic and family violence, and social and community connections.
Target 5: The current very large gap between the rate of Aboriginal homelessness and non-Aboriginal homelessness in Western Australia will be eliminated so that the rate of Aboriginal homelessness is no higher than the rate of non-Aboriginal homelessness.	Aboriginal and Torres Strait Islanders form 29.1% of the homeless population, while making up only 3.1% of the general population. Between 2011 and 2016, there was a substantial decrease in the overall rate of Aboriginal and/or Torres Strait Islander homelessness, from 485 persons per 10,000 to 344.6 per 10,000. This rate of decline will need to be sustained for the next 10 years to achieve the goal of eliminating the over-representation of Aboriginal and/or Torres Strait Islander homelessness in Western Australia.
Target 6: Those experiencing homelessness and those exiting homelessness with physical health, mental health, and alcohol and other drug use dependence needs will have their needs addressed. This will result in a halving of mortality rates among those who have experienced homelessness and a halving in public hospital costs one year on for those exiting homelessness.	The number of people in 2019/20 ending their support periods with their needs met, has decreased in recent years, indicating a need for greater and sustained focus on understanding and addressing the complex needs of Specialist Homelessness Services clients.
Target 7: Those experiencing homelessness and those exiting homelessness will be supported to strengthen their economic, social, family and community connections leading to stronger wellbeing and quality of life outcomes. Employment among those experiencing homelessness will be significantly increased. Over half of those exiting homelessness will be employed within three years of moving into housing. Wellbeing and quality of life will equal those of the general population in the same timeframe.	There are currently no baseline indicators. The paucity of data on social and economic outcomes for people with current or previous experiences of homelessness demonstrates the need for future research. To evaluate this target, SHS client follow up is required for three years after they are in stable housing to assess clients' employment status, general wellbeing and quality of life.

Source: WAAEH Strategy to End Homelessness (2018). The Western Australian Alliance to End Homelessness Outcomes Measurement and Evaluation Framework: Dashboard. Version 3.0 (2021)

4. THE FUNDING OF HOMELESSNESS SERVICES IN WESTERN AUSTRALIA

This chapter presents an overview of the funding sources available to agencies delivering services to homeless people in Western Australia. Funding types covered include the National Housing and Homelessness Agreement (NHHA), other government funding, philanthropy and community donations, internally generated service revenue, and funding from social impact initiatives. The funding sources covered in this chapter are those that services were asked to provide data for (see Chapter 6).

- In 2021-22, the Western Australian Government committed $94.7million on homelessness (including $46.1 million Commonwealth contribution) and $590.0 million for social housing (including $125.6 million Commonwealth contribution).
- In 2020-21, 56.7% of SHS clients had unmet long-term housing needs.
- The Western Australian Department of Communities budget includes $810 million in spending and asset investment on homelessness services between 2019 and 2025.
- Social Impact Bonds have started to be utilised by homelessness services in other states but have not yet been implemented in Western Australia.

4.1 *The National Housing and Homelessness Agreement (NHHA)*

The NHHA came into effect 1 July 2018, following expiry of the National Affordable Housing Agreement (NAHA) and National Partnership Agreement on Homelessness. Since 2018, the Commonwealth Government has provided $1.6 billion annually in funding to state and territory governments through the NHHA to improve access to secure and affordable housing.

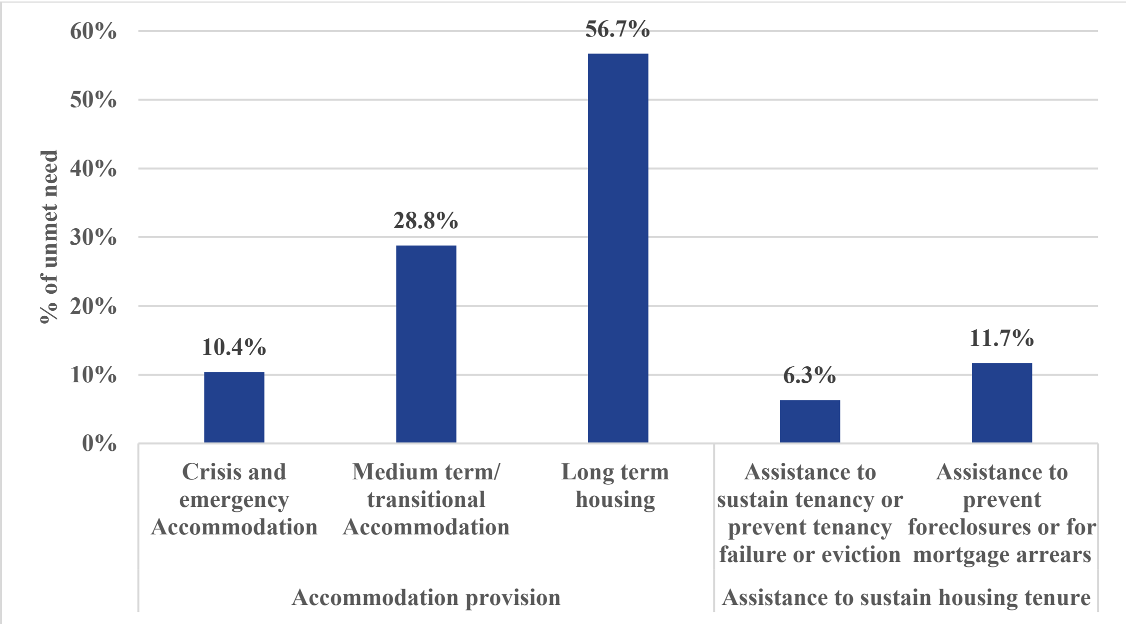
In 2020-21, $171.3 million was provided by the Australian Government through the NHHA for housing ($125.6 million) and homelessness ($46.1 million) services to Western Australia [SCRSGP], 2022). Commonwealth funding for housing and support services is on the proviso state and territory governments have publicly available housing and homelessness strategies. In 2021-22, the Western Australian Government committed $94.7 on homelessness (including $46.1 million Commonwealth contribution) and $590.0 million for social housing (including $125.6 million Commonwealth contribution. Services that receive funding through the NHHA are commonly referred to as SHSs with over 200 agencies in Western Australia receiving funding in 2020–21 (Australian Institute of Health and Welfare [AIHW], 2022).

Overall, 9% of Western Australian homelessness service clients had unmet need with respect to accommodation, and 0.3% for services other than accommodation (SCRGSP, 2022). The majority of Aboriginal clients had their accommodation needs met (64%), and 33% had their services needs met. This is higher than people part of the CALD community (6% accommodation needs met, 10% services needs met) and people with a disability (2% accommodation needs met, 2% services needs met).

In 2020-21, SHS figures show overall 9.2% of clients had unmet accommodation and housing assistance needs: 10.4% of short-term or emergency accommodation needs not being met, 28.8% of medium or transitional housing needs not being met, and 57% of long-term housing needs not being met (AIHW, 2021). Over 6% of clients had unmet assistance to sustain housing tenure: 6.3% were not assisted to sustain tenancy or prevent tenancy failure or eviction, and 11.7% were not assisted to prevent foreclosures or for mortgage arrears (AIHW, 2021). These figures represent clients who have approached SHS agencies for support and do not measure the population level unmet need or demand for support.

To reduce high levels of unmet need in Western Australia, a major boost to the Australian Government commitment to NHHA for both social housing and homelessness services with matching WA Government commitments is needed.

Figure 1: SHS Clients and proportion of unmet need for those who are homeless and those at risk of homelessness



Source: Specialist Homelessness Services published data

4.2 *Other sources of government funding for homelessness*

In addition to NHHA, government funding is also provided through a range of other programs and funding sources. This includes local government authorities, Commonwealth funding for non-NHHA and NHHA programs. State and territory funding also occurs where the jurisdiction chooses to fund homelessness services which do not fall within the NHHA umbrella or to add additional funds to existing NHHA funding. In 2020-21, the total recurrent expenditure by state and territory governments for homelessness services (including NHHA) was $129 million (SCRGSP, 2021).

Over the period 2019–20 to 2024–25, the Western Australian Department of Communities budget includes $810 million in spending and asset investment on general and specialist homelessness services that aim to promote wellbeing and independence for people who are homeless or at risk of homelessness. In 2021–22, Department of Communities has budgeted to spend $151 million on services and accommodation—recurrent, grant and capital funding—to support people experiencing, or at risk of, homelessness. This includes Commonwealth Government NHHA commitments. As part of the 2021-22 budget there was also an additional boost to social housing funding of $875 million, including a further $750 million in new funding through the Social Housing Investment Fund, which is not technically a fund but a budget appropriation. This increases the State Government's total commitment to more than $2.1 billion for social housing over the next four years. However, this significant investment comes after housing stock was reduced by over 1,000 social housing homes. Consequently, this investment will begin to make up for the lost social housing, but a much a larger investment is required to meet demand. Direct Australian Government funding of social housing options to complement the WA Government investments in social housing would significantly boost the stock of social housing in Western Australia.

Government funding for non-homelessness services such as health services, which provide dedicated support to those experiencing homelessness, is from areas outside the NHHA and would be a source of significant funding outside the specific homelessness budget. A comprehensive picture of homelessness-related government funding would include the portion of the budget for these services which relates to homelessness.

Some recent initiatives by the Western Australian Government which include funding towards homelessness include:

- Local government homelessness partnership fund - $6 million.
- Mental Health Commission: In recognition that homelessness is a cross agency issue, in 2021–22, the Mental Health Commission's expenditure on homelessness services totalled over $21.9 million. The Department of Health has also recently announced $4.4 million over two years for a medical respite centre.
- Aboriginal Initiatives: The State government is investing in further significant expansions of Aboriginal Short Stay Accommodation facilities through the establishment of facilities in Kununurra, Geraldton and Perth as follows: $20 million to build the Kununurra Aboriginal Short Stay Accommodation facility, and $18 million to build the Geraldton Aboriginal Short Stay Accommodation.

Service providers have tended to provide a wider range of services than in the past and, to a degree, broadened their funding base, but generally from different government funding streams. Prevention and early intervention programs to reduce the flow of people experiencing homelessness would over time have significant financial implications for the homelessness budget, but at the same time require an investment strategy.

Some homelessness services have formal arrangements which allow them to leverage off non-homelessness mainstream services, such as employment services, to provide client support. The arrangement may not involve any funding flowing to the mainstream service. However, they do represent an additional resource which is available to the homelessness service to meet client needs.

Greater coordination between Australian Government and WA Government funded programs at the prevention, early intervention and crisis points of homelessness is required to reduce high levels of unmet need in Western Australia.

4.3 *Sources of funding other than government funding*

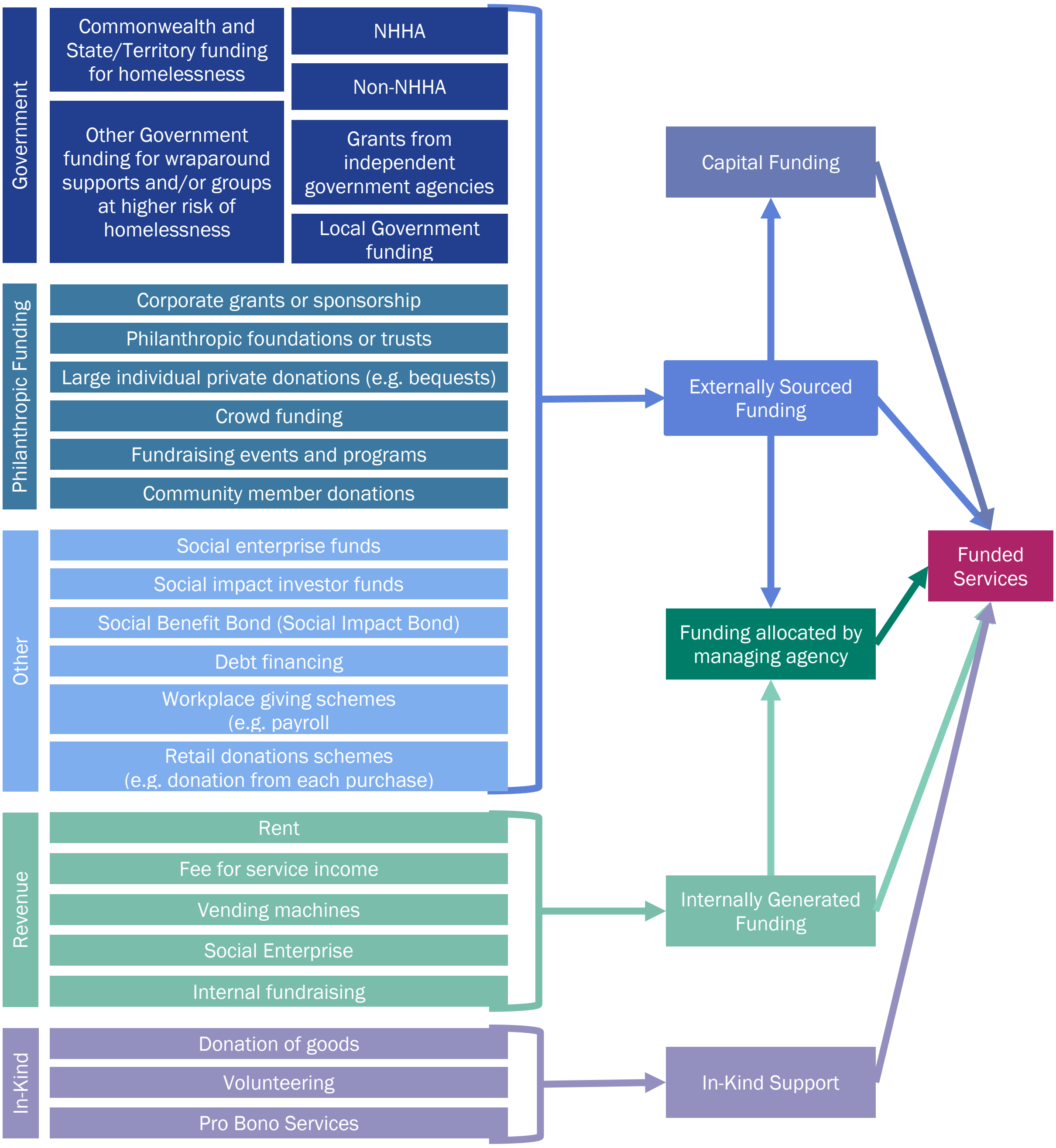
There are a large variety of possible non-government funding sources (see Figure 2). Services may derive some, or all, of their revenue from philanthropic channels (both individual and corporate), or their own revenue sources such as rental income, fee for service income, and investment income. Charitable donations have always been a supplementary source of income and philanthropic foundation funding has been utilised.

In various parts of Australia there has been a push to expand alternative funding sources such as social enterprise revenue, and social impact investment funds, with a number of states investigating what is required to support expansion of these funding avenues. There has been little appetite to promote the use of social impact investment to support homelessness initiatives. Although Social Impact Bonds (SIBs) are beginning to be explored through programs such as the Aspire SIB and Journey to Social Inclusion: Phase 2 (J2SI), there remains further potential to engage investors in the homelessness space, through direct investment, payment by results campaigns, and SIBs. Both the Aspire SIB and J2SI employ long-term case management and multi-disciplinary wrap around supports to help end homelessness for people experiencing chronic and complex homelessness. Internationally, the United Kingdom employed both social impact and payment by results funding to a program targeted to a population of rough sleepers in London. This SIB was measured by five outcomes: reduction in numbers sleeping rough, recorded by the street outreach teams against an active historical baseline; housing obtained and maintained for 12-18 months; reconnections with home country; engagement in employment or training and reductions in visits to hospital accident and emergency.

Funding diversification and hybrid funding models are a means to increase resources to the homelessness service system. The potential impact on service delivery from incorporating alternative funding sources into the financial structure is also not known. Due to contract rollovers and short-term government contracts, the homelessness sector remains vulnerable. Further, long-term planning and investment is less likely to occur in services and programs that may be more effective in the long-term, but not able to demonstrate effectiveness within a one-year time frame. This is particularly problematic for services and programs which seek to prevent recurrent homelessness, as this requires a longer-term outlook.

Capturing the overall impact of services which have embraced funding diversification and assessing the extent to which the funding mixes employed are optimal or allow the changing level of demand for different types of homelessness services to be met is problematic. Agencies often still have to report to the 'silos' from which the different pots of money come, but this works against being able to demonstrate the synergistic benefit of the suite of programs and the fact that the 'sum is often greater than the whole'. There needs to be an assessment of outcomes at the broader program and systemic level to determine trends and changes aggregate client outcomes across all types of funded services.

Figure 2: Sources of funding for delivering services to homeless people in Western Australia



5. RESEARCH METHODS

Data for this report was collected using a mixture of methods including an online survey '*Western Australian Homelessness Funding and Delivery Survey'*, interviews, case studies, public reports and media publications and will be used in the submission to the inquiry by ShelterWA.

- The *Western Australian Homelessness Funding and Delivery Survey* collected data for 73 homelessness services from 36 agencies that operate in Western Australia.
- Three focus groups were conducted with agencies within the homelessness sector.
- Interviews for select services were conducted for case studies.

5.1 *Western Australian Homelessness Funding and Delivery Survey*

The Qualtrics survey platform was used to collect information from agencies on their homelessness funded services. Services were either funded under NHHA by the Department of communities, a separate funding agreement, or funding provided by the managing agency itself or another source. Information was collected on:

- the profile of the service
- clients and their needs
- funding mix and its influence on service delivery

Invitations to participate in the *Western Australian Homelessness Funding and Delivery Survey* were sent to 74 agencies, requesting that they complete an individual survey for each of their funded services. Where possible, the manager of the service was asked to complete the survey. Data was obtained from 36 unique agencies and includes a total of 73 services.

5.2 *Focus groups and case studies*

Three focus groups were conducted over Microsoft Teams and were recorded and transcribed for analysis. Representatives were invited from agencies to participate in the focus groups to provide information about big policy questions such as level of funding relative to need, certainty of funding streams over time, where it can be difficult to source funding for various functions (activities, groups or regions), and what is needed in terms of resourcing to achieve an end to homelessness.

Case studies are presented throughout the results section of the report and represent challenges faced by different homelessness agencies, and recommendations to improve homelessness policy. Agency representatives were selected for interviews and case studies to represent different cohorts within the homelessness sector: services for young people, non-government funded, receiving philanthropic funding, culturally developed and led approaches, and a representative from a regional service.

6. THE PROFILE OF RESPONDING HOMELESSNESS SERVICES

This chapter provides background information on the profile of the 73 services that agencies submitted data for in the *Funding of Western Australian Homelessness Services Survey*—61 SHSs and 12 non-SHSs. For this report, the term 'service' refers to the unit within an organisation delivering the homelessness assistance, and the agency is the organisation that manages and administers the homelessness service. Many responding agencies provided data for multiple homelessness services, such that the 73 services represent the homelessness services of 36 unique agencies. Additionally, agencies may provide a broader range of services beyond homelessness assistance. Finally, SHSs are defined for the purposes of this report as services which receive NHHA funding. The predominance of SHSs in the sample is representative of the sector (Flatau et al., 2006; Flatau & Zaretzky, 2008; Zaretzky & Flatau, 2013; Flatau et al., 2016).

- The majority of respondents to the *Western Australian Homelessness Funding and Delivery Survey* were Specialist Homelessness Services (SHSs).
- Both SHSs and non-SHSs varied across a range of characteristics, including remoteness (based on the ABS Remoteness Area classifications: major city, inner regional, outer regional, remote, very remote); whether the agency was homelessness specific; main client group; and number of clients assisted.
- Managing agencies ranged from small, with an annual revenue of less than $1 million (6.8%), to very large with revenues over $5 million per annum (64.4%). Just over half of the agencies had more than 50 full time equivalent (FTE) staff.

6.1 *The level and mix of funding for homelessness services in Western Australia*

The 61 SHSs represent approximately 3.6% of the total population of 1,698 services, and 30.3% of the 201 Western Australian services that provided data to the Specialist Homelessness Services Collection for the 2020-21 period (AIHW, 2021). Sampling was conducted on a population basis and included services represent a diversity of organisational structures, geographical locations, size and client mix. Additionally, the sample size is sufficiently large to provide a good evidence base for examining the current state of funding profile in the Western Australian homelessness sector.

By contrast, the non-SHS sample is small, which is similar to the Australian Homelessness Funding and Delivery Survey (Flatau et al., 2016). As non-SHSs operate under a variety of funding structures, agency types, and reporting requirements, no comprehensive list exists of services operating in this area. Therefore, it is not possible to determine the extent to which the *Funding of Western Australian Homelessness Services Survey* sample is representative of the sector. Results for this sample should be treated as preliminary and indicative only. The small non-SHS sample should also be noted when making comparisons between the two subsamples. For example, one non-SHS represents approximately 8.3% of the non-SHS sample.

The governance and organisational structure within which a service operates varies widely across services assisting those experiencing homelessness. Some operate in small agencies while others operate in very large agencies (e.g., The Salvation Army) which operate across a broad range of human service areas (Salvation Army n.d.). Services which operate under a parent agency organisation are more likely to have a more complex funding situation than those which are stand-alone, with the potential for funds to be sourced at the parent agency level and distributed to individual services, and for joint use of centralised management and administration (see Flatau et al., 2008; Zaretzky & Flatau, 2013). It is important to have a mixture of these organisational structures in the overall sample to provide an understanding of the range of funding arrangements in the provision of homelessness support.

Geographic region of operation

Table 8 below presents an overview of the geographic reach of the services included in this study. Respondent services operated in a range of regions (ABS Statistical Area Level 3 [SA3]) across WA, with 93.2% of all services operating in a single SA3 region. To further evaluate the geographical representation of the *Western Australian Homelessness Funding and Delivery Survey*, the SA3 regions were classified into the ABS remoteness areas (major city, inner regional, outer regional, remote, very remote). Just over three-quarters (77.0%) of SHSs provided services in a major city area, 8.2% operated in inner regional areas, 11.5% operated in outer regional areas, 6.6% in remote areas, and 8.2% in very remote areas. By comparison, all non-SHSs provided services in major city areas, and 16.7% (note, only two services) covered all regions of WA.

Table 8 Geographic profile of respondent services

	SHS (N = 61)		Non-SHS (N = 12)		All (N = 73)	
	N	%	N	%	N	%
Regions of service operation[1]						
Major City	*47*	*77.0%*	*12*	*100.0%*	*59*	*80.8%*
Perth	44	72.1%	11	91.7%	55	75.3%
Mandurah	5	8.2%	3	25.0%	8	11.0%
Inner Regional	*5*	*8.2%*	*2*	*16.7%*	*7*	*9.6%*
Bunbury	2	3.3%	2	16.7%	4	5.5%
South West	3	4.9%	2	16.7%	5	6.8%
Wheat Belt - North	2	3.3%	2	16.7%	4	5.5%
Outer Regional	*7*	*11.5%*	*2*	*16.7%*	*9*	*12.3%*
Wheat Belt - South	1	1.6%	2	16.7%	3	4.1%
Mid West	4	6.6%	2	16.7%	6	8.2%
Goldfields	1	1.6%	2	16.7%	3	4.1%
Albany	4	6.6%	2	16.7%	6	8.2%
Remote	*4*	*6.6%*	*2*	*16.7%*	*6*	*8.2%*
East Pilbara	3	4.9%	2	16.7%	5	6.8%
West Pilbara	2	3.3%	2	16.7%	4	5.5%
Esperance	1	1.6%	2	16.7%	3	4.1%
Very Remote	*5*	*8.2%*	*2*	*16.7%*	*7*	*9.6%*
Gascoyne	2	3.3%	2	16.7%	4	5.5%
Kimberley	4	6.6%	2	16.7%	6	8.2%
Service operates in single region	58	95.1%	10	83.3%	68	93.2%
Service operates in multiple regions	2	3.3%	0	0.0%	2	2.7%
Service operates in all regions	1	1.6%	2	16.7%	3	4.1%

Note: [1] Selection of multiple answer options was allowed, percentages do not add up to 100.
Source: The Funding of Western Australian Homelessness Services Survey.

Managing agency profile

The managing agency is the organisation that manages and delivers the service. Further, the agency is the legal entity that 'signs off' on funding contracts for the service. Agencies may deliver multiple homelessness services or homelessness services in addition to a broader range of services. Further, agencies could submit data for multiple homelessness services when completing the *Western Australian Homelessness Funding and Delivery Survey*. Consequently, the 73 services in the sample represent the homelessness services of 36 agencies. Table 9 below presents the characteristics of the managing agencies of the services included in the sample. For both SHS and non-SHSs, most services (86.9% and 75.0%, respectively) belonged to a managing agency that provided services across a range of domains (e.g., job-search services, family relationship counselling, financial counselling). Overall, 84.9% of services were managed by an agency with a mix of homelessness and non-homelessness services, 4.1% of services managed by a homelessness-specific agency, and 11% of services classified their managing agency as 'Other'.

Almost two-thirds (64.4%) of services were part of large agencies with an annual revenue of over $5 million, whereas just under two-thirds were managed by agencies with an annual revenue between $1 million and $5 million. A small proportion (6.8%) of services were part of small agencies with an annual revenue of less than $1 million. The proportions of agency size were similar between SHSs and non-SHSs. Accordingly, the size distribution in terms of the number of full-time equivalent (FTE) staff employed by the agencies was in line with the distribution of annual revenue in the sample. Consequently, there were fewer agencies with less than 10 FTE staff (12.3%) and 10 to 20 FTE staff (12.3%) compared to those with 20 to 50 FTE staff (24.7%) and more than 50 FTE staff (50.7%).

Table 9 Characteristics of the managing agencies

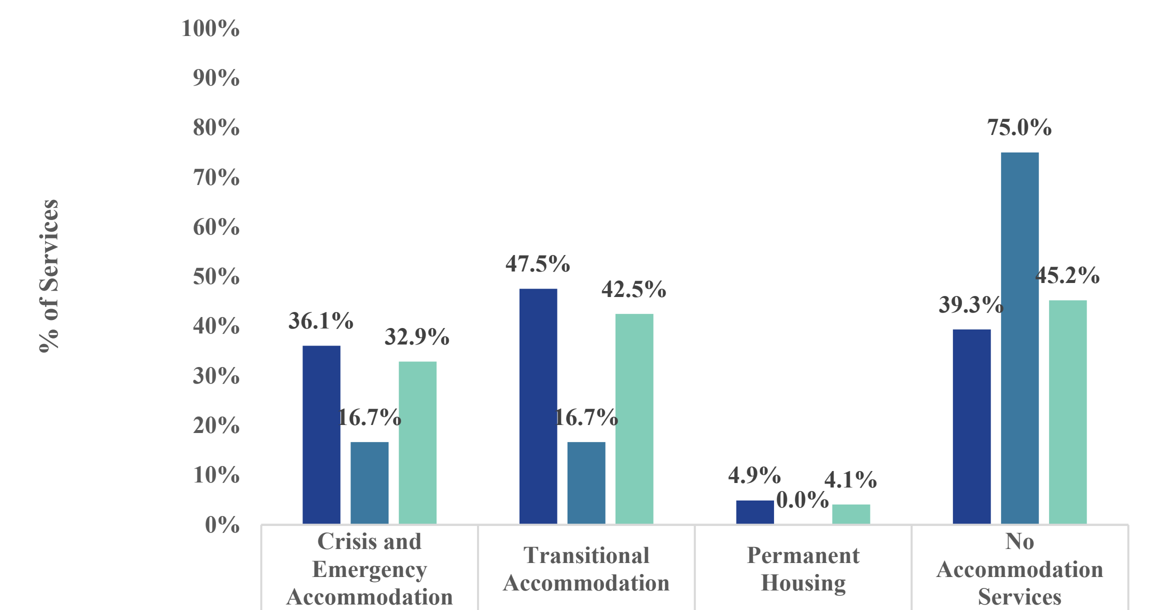
	SHS (N = 61)		Non-SHS (N = 12)		All (N = 73)	
	N	%	N	%	N	%
Managing Agency						
Is homelessness-specific	3	4.9%	0	0.0%	3	4.1%
Runs both homelessness and non-homelessness services	53	86.9%	9	75.0%	62	84.9%
Other	5	8.2%	3	25.0%	8	11.0%
Agency Annual Revenue						
<$1 Million	4	6.6%	1	8.3%	5	6.8%
$1 Million to <$5 Million	18	29.5%	3	25.0%	21	28.8%
>$5 Million	39	63.9%	8	66.7%	47	64.4%
Agency FTE Staff 2020-21						
<10	7	11.5%	2	16.7%	9	12.3%
10 to <20	8	13.1%	1	8.3%	9	12.3%
20 to <50	15	24.6%	3	25.0%	18	24.7%
>50	31	50.8%	6	50.0%	37	50.7%

Source: The Funding of Western Australian Homelessness Services Survey.

Services that provide accommodation

The sample covers both services that provide client accommodation and services that do provide accommodation. SHSs were more likely to provide accommodation services than non-SHSs (see Figure 3): 37 (60.7%) of the SHSs provide some type of client accommodation, compared to only three (25.0%) of the non-SHSs. Overall, 33 (45.2%) out of all services did not provide accommodation to clients. Services were more likely to provide transitional (42.5%) and crisis/emergency (32.9%) accommodation than permanent accommodation (4.1%).

Figure 3 Percentage of services providing each type of accommodation



	Crisis and Emergency Accommodation	Transitional Accommodation	Permanent Housing	No Accommodation Services
SHS (N = 61)	36.1%	47.5%	4.9%	39.3%
Non-SHS (N = 12)	16.7%	16.7%	0.0%	75.0%
All (N = 73)	32.9%	42.5%	4.1%	45.2%

Source: The Funding of Western Australian Homelessness Services Survey.

Note: Selection of multiple answer options was allowed, percentages do not add up to 100.

The lack of provision of crisis accommodation, social housing, and other permanent housing represents a large gap in the ability to provide services to people experiencing homelessness or at risk of homelessness. The current housing situation has been described by one organisation as '*the worst now that it's ever been*' with one solution being presented as a '*targeted approach*' by both federal and state governments to provide more social housing and social housing options.

As outlined during interviews and focus groups with agency leaders:

"Infrastructure is really important and that's where the gap is. In our scorecard with the Department of Communities for Social Housing we've handed back 10 properties. We've had no new supply in that five-year period. So that's where the gap is - the government. We are not seeing growth in the sector or in the system."

"We need social housing infrastructure and it can only come from government, it won't come from our sector. It won't come from philanthropists or at the scale that's required which is federal and state government to commit to delivering that infrastructure."

"The primary issue for this contract is that the Department of Housing are contractually obliged to provide properties for clients of this service, but have not done so for a number of years. If the Department maintained its contractual obligation to this service, more clients could be supported."

Wungening

Wungening is a Perth based Aboriginal Community Controlled Organisation with a vision of a healthy, safe, and strong Aboriginal community. Established in 1988, Wungening delivers a holistic suite of services in areas such as: AOD, Child and Family Healing, Adult and Youth Justice, Emergency Relief, FDV and, recently, Housing and Homelessness.

Since 2020, Wungening has pivoted from its main areas of service to begin to deliver Housing and Homelessness services. Until this point, Wungening had no direct funding in this area, it now leads or partners in six services, namely:

1. Boorloo Bidee Mia – Medium term Accommodation for people experiencing rough sleeping in Perth.
2. Barn Doyintj Doyintj – Family Domestic Violence response team working with women experiencing rough sleeping in Perth.
3. Moorditj Mia – Aboriginal Housing First Homelessness Initiative, led by Noongar Mia Mia.
4. Kwob Kaalak – Rockingham-Mandarah Housing First Homelessness Initiative, led by St Pat's Community Services.
5. Mya Goryat Boorloo – Perth Housing First Homelessness Initiative, led by Ruah Community Services.
6. HEART – Homelessness Engagement Assessment Response Team, an assertive outreach consortium, led by St Pat's Community Services.

The Boorloo Bidee Mia service model is underpinned by Aboriginal people and Aboriginal ways of working, complemented by a community development approach, committed to sharing responsibility for the success of the community with residents, staff, and partner agencies.

Residents report feeling safe, connected and part of a family or community. Often, the most important interactions are informal with support work staff at reception, who provide simple opportunities for residents to check-in and reflect on where they are at that day.

In terms of funding of this service, Wungening delivers the service model with Noongar Mia Mia, while Department of Communities manages and provides the building. The direct investment is important, however, the shared commitment to the services success from all partners, is the critical success factor. It is not just about dollars, it is about communication, expertise, time, and shared responsibility.

Funding Environment

Until 2020, allocation of funding for Aboriginal led services was estimated to be as low as 1% of the overall budget provision for homelessness services. This was despite the potential for 51% of people experiencing homelessness in Perth being from the Aboriginal community.

The National Agreement on Closing the Gap clause 59 (C) speaks to the need for transformational change in how we deliver services, ‘Deliver services in partnership with Aboriginal and Torres Strait Islander organisations, communities and people’.

It is Wungening’s assertion, in order for ACCO’s like us to develop, maintain and sustain high quality, place-based, Aboriginal led homelessness service delivery, there needs to be a commitment to bridge the ‘opportunity gap’. This gap is due to the opportunities afforded to mainstream and church-based not-for-profit organisations in this space right up to 2020.

Challenges

- Less than 1% of funding goes to Aboriginal organisations.
- Culturally appropriate responses to homelessness and service delivery.
- COVID-19 services were well funded, however Housing First homeless Initiative relies on social housing which is underfunded.
- Current funding relies on the services to absorb the administrative costs and is not sustainable.

Recommendations

Bubble funding: Better decision making processes are needed for appropriate funding to fund services that reflect the target group.

Service provision: Service provision is currently very generic. Service provision needs to be co-ordinated and integrated across health and mental health for those experiencing complex intersectional challenges.

Lived experience: Opportunities to include Aboriginal people and go directly to the source for needs and solutions need to be utilised.

Funding levels: Funding levels are currently too low. There needs to be a guarantee of support over a longer period.

Partnerships: Successful partnerships can be achieved through direct procurement and genuine partnerships to share responsibility for success.

Permanent housing: More access is needed to permanent housing allocated to Aboriginal people facing homelessness.

Measurement of risk: Current survey tools, such as the Vulnerability Index - Service Prioritisation Decision Assistance Tool (VI-SPDAT), are inadequate in meeting the needs of Aboriginal people.

“There's been an underinvestment in social housing nationally, not just in in WA, but nationally over the last 15 years. The crisis is due to a lack of investment from the state and Federal governments. It simply requires a recurrent allocation of capital to invest in social housing.”

“More social housing is needed. There is a lack of brokerage and emergency relief. For us as a private tenancy support service, something that we cannot get enough of is brokerage and emergency relief to be able to sustain those who are at risk of losing their current tenancies.”

“Support is key in breaking the cycle of homelessness. We've got that from the government, but no houses. It's just that frustration, I guess for us and that's the biggest thing is that then there's no exit pathways for any of our service users. We're blowing out to three or four years of transitional support rather than two. And we're really running the risk of also institutionalizing.”

"We need infrastructure and I think the HiFi is a great example. We've stopped participating in that discussion because there's no infrastructure. We're talking about an initiative without the House to book people into. Without the houses, it just doesn't work. Where we've diversified our portfolio to be in the affordable space because we can make that work, social housing doesn't work without the subsidy, but we need infrastructure and we need it across the country, not just in Perth."

Beyond social housing options, study participants referred to the more general need in respect of the provision of affordable housing. Service providers suggest planning is needed now to provide future affordable housing to meet specific demographic needs of clients. There is concern especially for young people and those on new start allowances not having the ability to maintain their tenancies.

"There's no planned economic perspective to set up people in a sector supply chain of housing for social affordable housing. If we're sitting here in five years' time and there's no market set up for people to be attracted to, to provide social economic design to social affordable housing which is meeting specifications that we all have to meet for political places, safe little places, who's going to do it? How do you create the market that this is perpetual problem?"

"I think more housing generally not just social housing. The continuum of need is great and we need to be resourcing every area equally and that doesn't mean that you have the same number of crisis accommodation beds as you do social houses. But it means that you resource it enough to meet the need within that particular demographic. That actually may be just to continue to enable somebody to remain in a private rental. "

"If somebody's on Newstart allowance and they're in the private rental market, they won't be able to afford general life living skills and capabilities."

"When we talk about infrastructure investment, there needs to be a recognition on the different types of Band A, and B and affordable housing, which tends to be talked much more about and can be invested independent of the same quantity of investment needed for social housing. Because some people, and this comes down to the youth being a subgroup, when they are on the lowest of the low on pensions and 25% of their income goes towards housing, cannot afford to maintain their tenancies."

The lack of diversity in available housing options makes it difficult to provide housing at the individual level. Provision of appropriate housing for singles, families and groups of people need to be considered for people at risk of homelessness or exiting homelessness. A range of homelessness, housing, and complementary supports is needed to effectively work towards ending homelessness given the diversity of the homelessness population.

"The diversity of housing choice is lacking at a whole systems level. There's just a lack of policies or commitments and incentives and funding to create a range of different housing models that suit particular cohorts or groups of people."

"We need to consider a congregate living style environment because they want the support of other people around them. They don't actually want to be completely isolated."

"What's needed is a continuum of housing support to provide lots of options based on the individual."

"We need diversity of housing. I can't understand how you would have 155 places that are all for singles. How does that help somebody who doesn't feel safe alone?

How does that help somebody who's trying to get reunification in their family? How does that help a single old dad who's trying to have his kids once a week or twice a week?"

"We just need a plurality and diversity in housing options in a congregate setting as well as the scattered sites kind of setting."

Allocation of housing to different cohorts of people needs to be carefully considered on the evidence that has already been gathered.

"Say we're going to add another 1000 units next year. How do we allocate that? Where do we allocate those thousand units, whether they're in the regions, whether they're in youth, whether it's in domestic violence, whether it's in social housing, what's going to be the proportion of that, and let's understand that. And it's all there. All the data is there. It doesn't need a lot of consultation as it's been done."

Agencies mentioned aged care, young people, low income, women, children, immigrants, indigenous, those with poor mental health, and those living in rural and remote areas as cohorts which are lacking in safe housing options, and stressed the need for recurring long-term funding and suitable housing options. A long-term supportive housing model is required (and needs to be adequately funded) for those with high health and social needs and long periods spent homeless.

"Aged care is federally funded but the under 65's is the key cohort and under the Royal Commission into aged care, technically no under 65 is meant to go into aged care anymore, which means where do they go and then that becomes a state problem."

"The funds for young people on low incomes only cover costs of building and I think there's also a flow on impact where a number of the properties that are used in youth housing are very, very, very old. They don't get the money on repairs and maintenance focused on those units."

"There is no crisis, no transitional accommodation, no space where young people who are facing significant, complex barriers that are mental health can go."

"We do have a lot of young people even from 10-11 onwards who often present. What can we do? What can we do to support them? Because often they're going back into a housing situation that's not safe. There's nothing for them and we just keep putting it in the too hard basket."

"Without consideration of a different experience for young people, it really gives me cause for concern that we're halfway into the homelessness strategy and we're still not exploring the different experiences of young people to prevent them getting into the homelessness adult system."

"Older women, I understand for some time now are the single one of the largest cohorts in the public housing waiting list. I don't know what the targeted assistance is. I haven't seen any funding specifically set aside for them or tenders call for that."

"We've been seeing since last year an incredible amount of families with children in particular. Huge numbers of children coming into homelessness and in really insecure, unstable housing situations. We need recurrent long-term funding."

“One of our regional services is residential services for young adults between the ages of 16 and 25 in crisis. Taking in mind that we are such a big, large regional area, we receive funding for six beds for the entire region. It really does cut short on what we can do and the type of services we can offer.”

“We've also through our own means and grant funding, we've applied for funding to open up the centre that we use for the breakfast. We open it during the day as a drop-in centre. And I think in Perth there's drop-in centres and there's places for people to go. In the regions, there's nothing, and it's really important. Homeless people need to charge phones, homeless people need to have a shower, they need somewhere to go.”

“On the previous Commission on mental health a couple years ago, there was clear evidence that there was significant gaps in housing for people with mental health conditions and people living in mental health institutions.”

Secondary homelessness is also seen as not being adequately addressed in both Indigenous and CALD communities. Service delivery needs to be appropriate to the cultural norms of people from CALD backgrounds. Overcrowding in inappropriate housing threatens tenancies and puts people at risk of homelessness.

“What is hidden and what is substantial in CALD communities and I would say in Indigenous communities is secondary homelessness. CALD families take on additional family members and as a consequence, generally there are large families. The larger families become larger and they don't report it to the landlord or the owner. They're in threat of their tenancy being at risk by doing so and a whole heap of social problems come about because they get engaged in in this type of activity.”

“In recent months, we have seen an unreasonable increase in rents amid a short supply of properties to rent. Families from CALD backgrounds are resilient enough to share in times of need, including putting up with sharing a house. However, sharing a rented property breaches the tenancy agreement and triggers action by the landlord to file for damages under the Residential Tenancies Act. Besides, it exacerbates other social issues/tensions that end in conflict and disharmony.”

Increased investment in remote and regional First Nations housing and culturally safe and appropriate service delivery is required to meet the very high rates of severe overcrowding and homelessness in these areas.

“The number of people in the indigenous space and some of our regional settings, they are just camping out at the moment because their families come in for treatment. And in so many of those cases, they're actually homeless.”

“Indigenous people who are the most vulnerable and in terms of housing the most disadvantaged in terms of overcrowding, have totally inappropriate housing.”

Uniting WA

Uniting WA provides a range of homeless support services to help people on their journey out of homelessness through outreach, crisis support and accommodation services.

Challenges:

- A steady increase in demand for crisis support over the last 10 years with limited access to appropriate mental health support and lack of access to stable housing straining resources.

Recommendations

Funding continuity: Offers service providers a cohesive and consistent approach to procurement and contracting for key service delivery areas.

Funding administration and allocation: Delays and shifts in the timeline of funding allocations has significant implications for service providers, their employees, contractors and the sector. Identify and fund innovative programs to mitigate the risk of people returning to homelessness.

Service awareness: Conduct audit of services across the housing continuum.

Targeted solutions for overrepresented and vulnerable cohorts: Short-term supported accommodation housing service combined with flexible, wrap-around support to return to Country will address some of the overrepresentation of Aboriginal people who live in regional and remote Western Australia experiencing homelessness when travelling to Perth for medical treatment. Practical support to continue safely providing services to vulnerable people.

Young people in out-of-home care: Homelessness experienced in youth is a significant predictor of repeated, longer durations of homelessness throughout adult life. Continuity of care beyond age 18 and establishment of appropriate housing models for young people are important considerations.

Data collection: Data informs service delivery and there is a need for centralised data collection to measure the need for services that support the most vulnerable people within the population of chronic, long-term rough sleepers.

Service stability

Services were asked if there had been a change in circumstances during the last two years (i.e. since 2020), as the *Western Australian Homelessness Funding and Delivery Survey* captures funding for the 2020-21 period. Overall, most (89.0%) services had existed in their current form for two years or more (Table 10). However, change in circumstance was more common for non-SHSs than SHSs (41.7% and 4.9%, respectively). Changes in delivery included the temporary transition to online service delivery due to COVID-19 related restrictions, increasing support hours of operation and broadening client eligibility requirements, and reducing capacity due to no increase in funding. Finally, a small proportion (5.5%) of the services detailed in this report were relatively new and had only been established within the last two years.

Table 10 Change in circumstance by service

	SHS (N = 61)		Non-SHS (N = 12)		All (N = 73)	
	N	%	N	%	N	%
Established in the last two years	1	1.6%	3	25.0%	4	5.5%
Existed in its current form for two years or more	58	95.1%	7	58.3%	65	89.0%
Experienced a change in delivery in the last two years	2	3.3%	1	8.3%	3	4.1%
Experienced a change in management in the last two years	0	0.0%	1	8.3%	1	1.4%
Total	**61**	**100.0%**	**12**	**100.0%**	**73**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.

Clients assisted

The *Western Australian Homelessness Funding and Delivery Survey* collected details of the number of clients assisted during 2020-21, both homeless and non-homeless by each service. For the purposes of the report, a client is defined as an individual who receives support from the service. For example, a family group of one adult and two children, where all individuals in the group are supported by the service, is counted as three clients.

It is important to note that these are counts of unique clients for each service, but clients could have been supported by multiple services. The total number of clients reported here cannot be compared with those reported in the SHS Annual Reports published by the AIHW, where a Statistical Linkage Key (SLK) is used to identify where an individual client received assistance from more than one SHS, and a client is only reported once in each period. Additionally, clients supported by non-SHSs would not be represented in the reported AIHW client numbers.

Across all services, the number of clients assisted was reported for 68 services. In total, 75,402 clients were assisted in 2020-21, including 69,784 homeless clients and 5,618 non-homeless clients. As can be seen in Table 11, SHSs had a higher mean number of homeless clients than non-SHSs (1,146.8 and 401.6, respectively). However, the mean number of non-homeless clients assisted by non-SHSs was higher than SHSs (91.3 and 80.9, respectively).

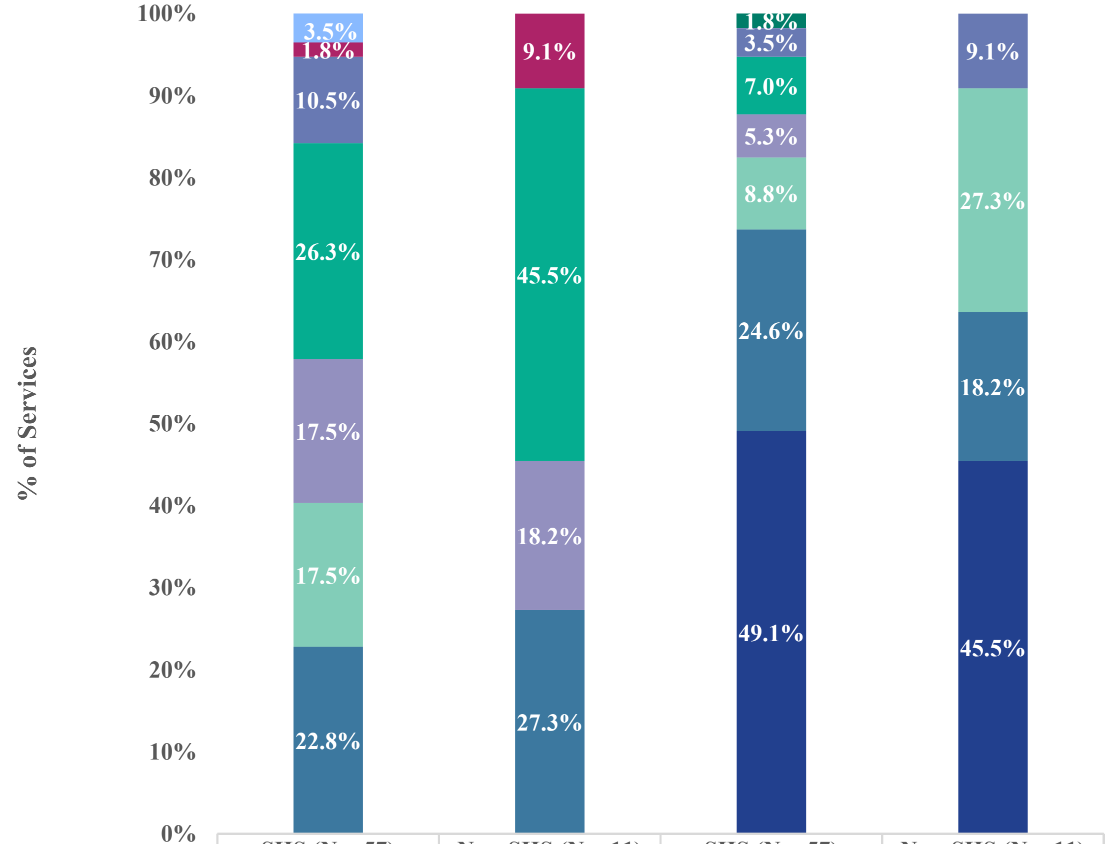
Table 11 Mean number of clients assisted

	SHS (N = 57)	Non-SHS (N = 11)	All (N = 68)
Homeless Clients	1146.8	401.6	1026.2
Non-Homeless Clients	80.9	91.3	82.6
Total	**1227.7**	**492.9**	**1108.9**

Source: The Funding of Western Australian Homelessness Services Survey.
Note: Five services did not provide client assistance data.

Figure 4 below displays the distribution of the number of clients assisted by SHS and non-SHSs. Several larger SHSs (3.5%) assisted over 5,000 homeless clients. However, the majority of SHSs and non-SHSs assisted fewer than 500 homeless clients in 2020-21 (84.2% and 90.9%, respectively). Further, about one-quarter of SHSs and non-SHSs had less than 50 homeless clients in 2020-21 (22.8% and 27.3%, respectively). By comparison, almost half of both SHSs (49.1%) and non-SHSs (45.5%) had zero non-homeless clients in 2020-21.

Figure 4 Proportion of services by number of homeless and non-homeless clients assisted

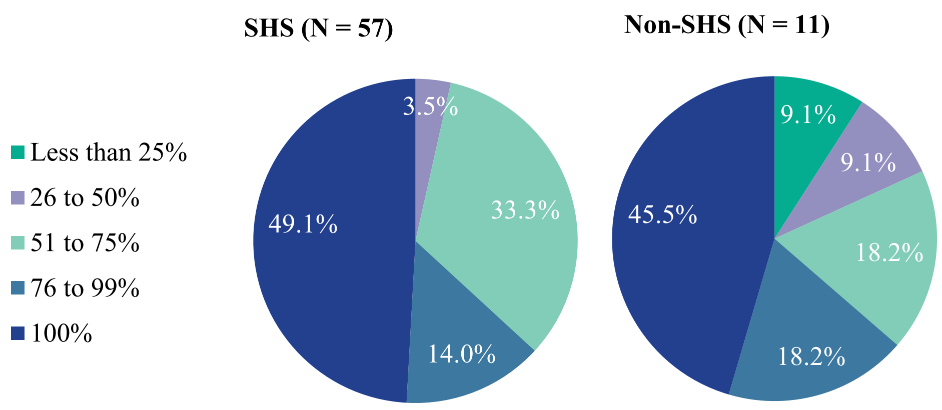


	Homeless Clients		Non-Homeless Clients	
	SHS (N = 57)	Non-SHS (N = 11)	SHS (N = 57)	Non-SHS (N = 11)
More than 5000	3.5%	0.0%	0.0%	0.0%
2001-5000	1.8%	9.1%	0.0%	0.0%
1001-2000	0.0%	0.0%	1.8%	0.0%
501-1000	10.5%	0.0%	3.5%	9.1%
201-500	26.3%	45.5%	7.0%	0.0%
101-200	17.5%	18.2%	5.3%	0.0%
51-100	17.5%	0.0%	8.8%	27.3%
1-50	22.8%	27.3%	24.6%	18.2%
0	0.0%	0.0%	49.1%	45.5%

Source: The Funding of Western Australian Homelessness Services Survey.
Note: Five services did not provide client assistance data.

As can be seen in Figure 5 below, almost half of both SHSs and non-SHSs assisted only homeless clients (49.1% and 45.5%, respectively). A greater proportion of non-SHS programs had fewer than 50% homeless clients (18.2% compared to 3.5% of SHSs).

Figure 5 Proportion of homeless clients out of total clients assisted, 2020-21, SHS and non-SHS



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Five services did not provide client assistance data.

Main client groups

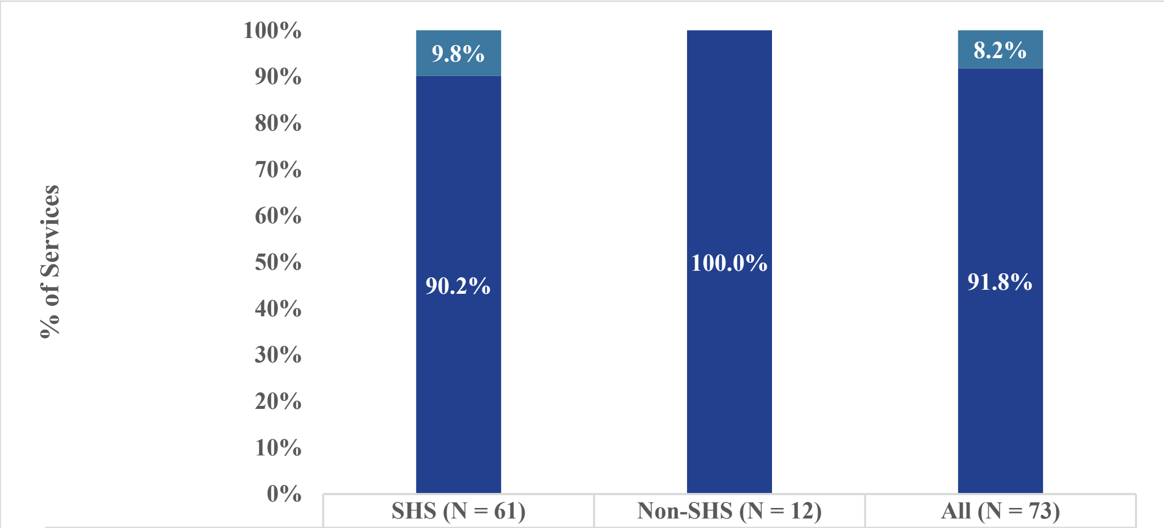
The *Western Australian Homelessness Funding and Delivery Survey* asked each service to indicate the main client group targeted by the service. Overall, the most common client group focus in the sample was young people (aged 25 and under), which was the main client group for over a third (38.4%) of services. However, just over a fifth (20.5%) of services assisted all clients with no specific target client group or a mixed client base. Additional client groups represented in the sample include families (11.0%), rough sleepers (9.6%), Aboriginal people (6.8%), women and children experiencing FDV (5.5%), single men (2.7%), people exiting mental health facilities (2.7%), people from CALD backgrounds (1.4%), and people exiting correctional institutions/prison (1.4%).

Aboriginal services

There is a notable lack of services provided specifically for Aboriginal people (see Figure 6 below). Overall, 8.2% of services were Aboriginal-specific or specified Aboriginal people as the main target client group. Two services belonged to agencies that were ACCOs (both SHSs).

However, in an additional broader question which allowed services to specify multiple key client groups, Aboriginal people were listed by 75.3% of services. Between SHSs and non-SHSs, 73.8% of SHSs and 83.3% of non-SHSs specified that Aboriginal people were one of their key client groups.

Figure 6 Proportion of services that are Aboriginal-specific



	SHS (N = 61)	Non-SHS (N = 12)	All (N = 73)
Aboriginal Service	9.8%	0.0%	8.2%
Service with other focus	90.2%	100.0%	91.8%

Source: The Funding of Western Australian Homelessness Services Survey.

Key types of assistance provided to homelessness clients

Overall, the majority of all services provided assistance related to accommodation and tenancy needs of homelessness clients, including crisis or emergency accommodation (42.5%), medium-term accommodation (47.9%), assistance with mainstream accommodation (74.0%), assistance to sustain a tenancy (64.4%), and permanent housing (16.4%). Other types of assistance provided by services included referral to other services (78.1%), material aid/brokerage (69.9%), provision of financial information (64.4%), assistance with FDV (58.9%), provision of meals/laundry/showers (38.4%), and mental health services (26.0%). Further, other services were provided in an open text option and were recoded into provision of social and recreational supports (6.8%), assistance with developing living skills (5.5%), support to obtain and/or maintain employment and/or education (4.1%), support for AOD use (4.1%), and provision of legal advice (1.4%).

Figure 7 below presents the key types of assistance provided by SHSs and non-SHSs in the sample. The distribution of assistance types was similar between the two service types with a few notable exceptions. A greater proportion of SHSs provided assistance with mainstream accommodation than non-SHSs (78.7% and 50.0%, respectively). Whereas non-SHSs were more likely to provide referrals to other services (91.7% and 75.4%, respectively) and mental health services (41.7% and 23.0%, respectively).

The delivery of housing programs is currently not client based but rather based on the amount of funding, resulting in a lack of emergency response support. Service managers suggest collaboration is needed to ensure a continuous response from emergency crisis housing to long-term stable housing.

"The system itself almost creates challenges and imperfections in the way that we deliver housing programs, so there's some work to be done around that collaborative response and continuation of and continuum response from crisis homeless tonight through to long-term sustainable housing."

"With tenancies and other cost of living things when we're talking about the homelessness picture, that whole emergency response support

"Clients are the heart of everything that we are and should be doing. And I don't know that that they're necessarily the reasoning for the way in which we deliver programs."

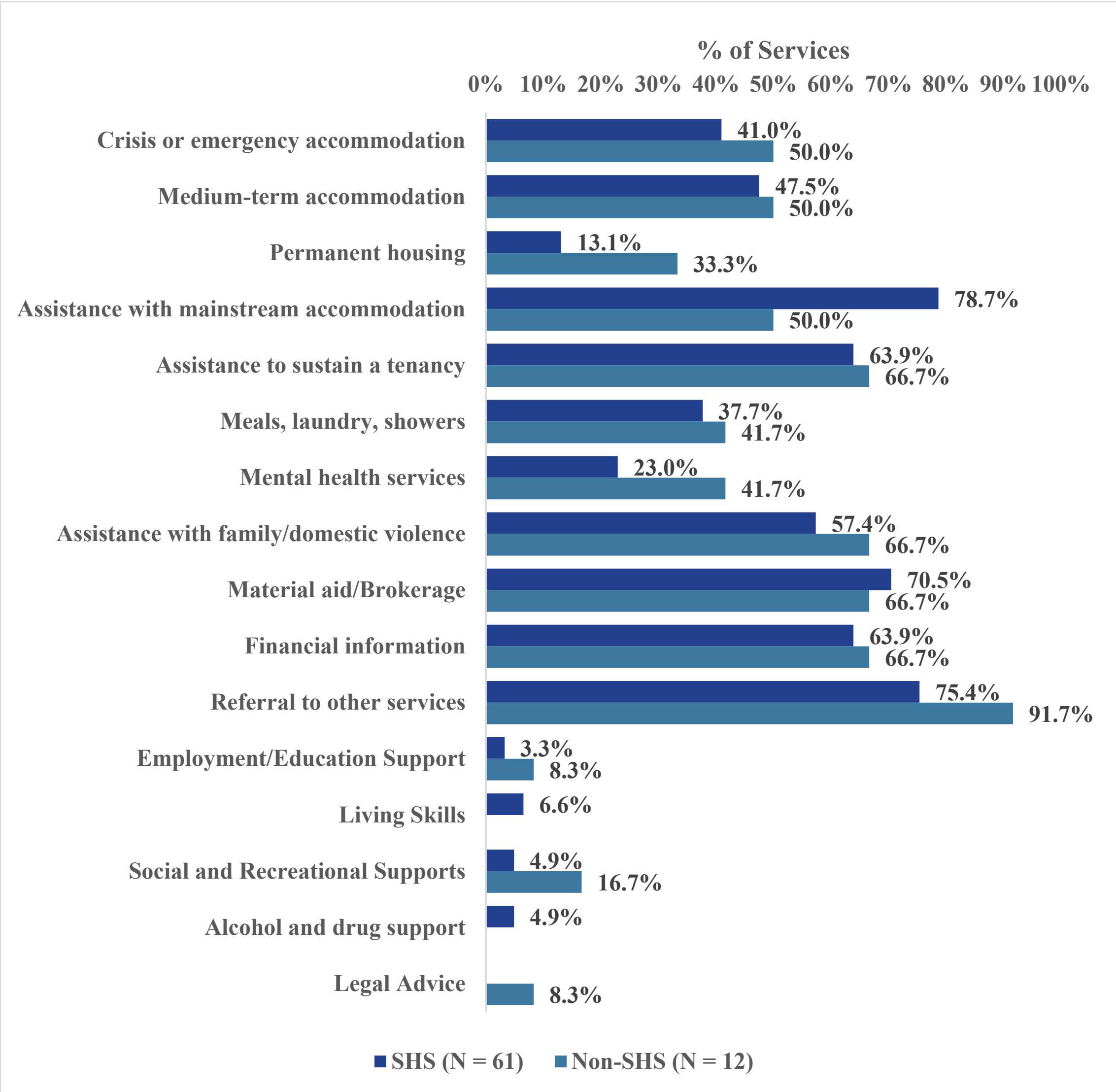
brokerage, all of those sort of things are pretty much non-existent in our specific homelessness funding response."

Short funding cycles do not allow for trialling of new programs or interventions or the continuance of successful programs.

"The short funding cycles for programs does not allow for successful programs to continue or for programs to be effectively trialled."

"Some programs are funded for short periods of time. They work well and then they just disappear. Even the, you know, the art program was early intervention. It was getting people stable and secure into private rental. And then the four years is over and it's just gone."

Figure 7 Proportion of services providing each key type of assistance



Source: The Funding of Western Australian Homelessness Services Survey.
Note: Selection of multiple answer options was allowed, percentages do not add up to 100.

Centacare Kimberley

Centacare Kimberley started in 1987 through a partnership between three local Aboriginal men and a sister of Saint John of God. Initially the partnership created a prison visitor service, and then a family counselling service, to become nearly 30 years later an integrated service provider with 12 contracts and 30 local staff directly employed, and 76 staff across all programs. The organisation covers the whole Kimberley region, 44,000 people across 420,000 square kilometres, 180 remote Aboriginal communities, and 5 main regional centres. The Department of Communities is the major funder representing 60% of funding. We have three homelessness services.

Contracts cover of homelessness, family support services, reintegration support services, emergency relief, Aboriginal homeownership programs, and delivery in partnership with Mercycare the Broome and Derby Aboriginal Short stay Accommodation facilities. A range of formal partnerships exist with Nirrumbuk Aboriginal Corporation, Kimberley Aboriginal Medical Services, Derby Aboriginal Health Service, Marninwarntikura Women's Resource Centre, Nyamba Buru Yawuru, Australian Childhood Foundation, Neami National and Community Housing Limited.

Challenges:

- There is currently no capacity to provide crisis or transitional support for homeless people. Accommodation provided is Aboriginal short stays, with the difficulty being part of the service specifications is to provide a safe and supportive environment for families. The zero-tolerance policy towards drug and alcohol creates many challenges as entrenched homelessness is underpinned by substance issues, resulting in many people being excluded from facilities.
- There are no homelessness services that are funded to meet the need that is associated with people living on country in remote communities.
- The primary focus is delivering support to Aboriginal people which is not an individual person. Demand for service also includes their nuclear family, through to a broad family group which may include sisters, brothers, aunties, uncles who all reside together.
- The organisation lacks the capacity or the ability to access alternative accommodation options to service the client group, heavily relying on public and social housing.
- All the major Aboriginal communities are serviced by five regional centres. Staff can travel thousands of kilometres between communities to deliver services, needing vehicles which exponentially increase the associated costs which are not covered by current funding.
- At least one-third of the population are on income supplements.
- Current government models don't factor in regional demands, but are focused on metropolitan settings.
- Layers of complexity include generational trauma, the impact of dispossession, historical colonisation, and deep culturalization, which are not covered by current funding models.

- Currently there are no crisis houses or transitional accommodation. The Housing First model cannot be applied. Towns are constrained by the lack of available crown or state held land, leaving no capacity for building accommodation or having potential access to housing.
- There is uncertainty associated with the state government funding, rolling over funding year after year. This equates to short-term contracts for staff, and staff never getting long service leave.
- One model fits all is not appropriate – the model needs to be changed to fit inside a cultural frame, and developed to meet the needs of each community.
- A key outcome of Reintegration Services through the Department of Justice is to support people into long-term stable accommodation. There are over 500 people coming out of prison in the Kimberly every year. We have one house and people can only stay six months. This means we need to exit people into homelessness due to a constrained public and social housing system where the priority wait list is at five to six years.

Recommendations

Continuity of funding: Rolling nature of funding does not allow for trialling different service delivery models, hampers innovation, and long-term financial sustainability.

Social housing strategy: The social housing strategy pursued by the State Government is a failure and needs to be re-evaluated. The government needs to start investing in ways to create the opportunity for people to be able to establish stable housing.

Support services: Support services are needed to enable successfully transition into stable accommodation.

Support system: The support system is currently fragmented between the Mental Health Commission, Department of Communities, Department of Justice, Department of Health and other departments running overlapping programs. This not only wastes resources but encourages a culture of competition for clients.

Place based responses: Funding needs to be introduced into a community, addressing issues the community has identified, allowing for efficient and immediate responses to community issues.

Employment programs: Over 50% of our population are under the age right of 18. Meaningful employment programs need to be developed.

Engage with culture: A large part of culture is engaging with your language, lore and country - for many Aboriginal people English is a second or third language.

7. FUNDING PROFILE FOR HOMELESSNESS SERVICES

This chapter presents the breakdown of the funding sources respondent services provided data for in the *Funding of Western Australian Homelessness Services Survey.* Out of the 73 services in the sample, 65 services provided details of funding dollars. Funding sources were classified into external sources of funding (government funding, philanthropic funding, social impact funding), internally generated revenue (rent, service fees, vending machine, entrepreneurial activities, internal fundraising), funding reallocated to the service from the managing agency, in-kind support (donations of goods, volunteering, pro-bono services), and capital funding.

- The total funding amount received in 2020-21 for all services was $68.8 million.
- NHHA funding made up 34.5% of all service funding.
- 90.8% of services received funding from external sources.
- A greater proportion of services received in-kind support (26.2%) than funding reallocated to the service from the managing agency (15.4%).
- Only 7.7% of services received capital funding.

7.1 *Funding sources received by services*

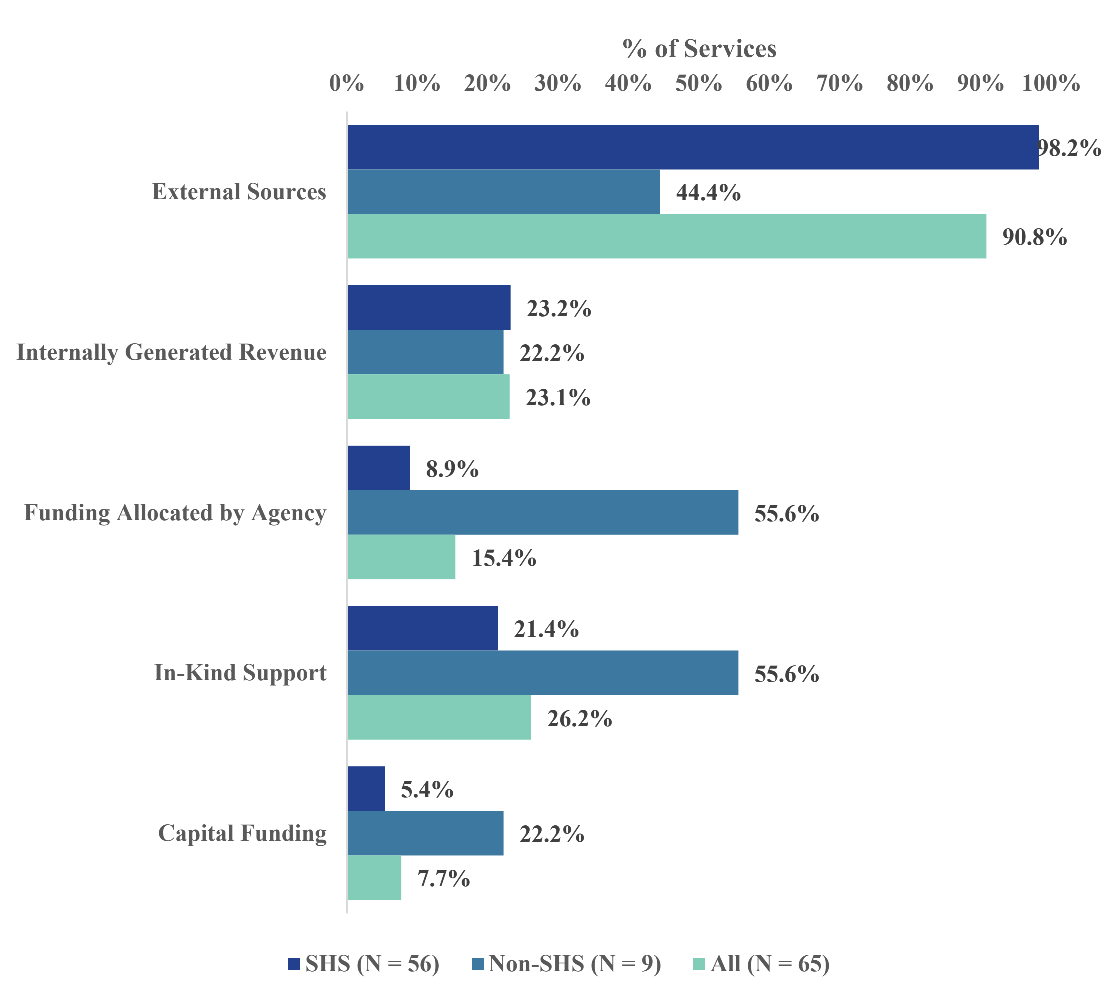
On the basis of Report on Government Services (ROGS) data, the WA State Government spent $645 million on social housing in 2020-21, equating to $221 per person in the population (SCRGSP, 2022). Of the $645 million, $467 million was on public housing. During this same time frame, no dwellings were transferred by the State housing authority to community housing organisations. The number of social dwellings has been decreasing in Western Australia since 2012, with 31,919 public housing dwellings available in 2020-21. There were 6,638 community housing dwellings available in 2021 and 2,699 in indigenous community housing.

Using the ROGS data, the WA State Government spent $90.3 million on homeless services in 2020-21, equivalent to $34 per person in the residential population (SCRGSP, 2022). Ninety-eight percent of expenditure was on service delivery, with the remaining 2% on administration. The majority of support went to clients in the areas of accommodation or accommodation related assistance (49%), FDV services (30%), immigration and cultural services (21%), other specialist services (17%), and assistance to sustain housing tenure (15%).

Overall, the 65 services in the *Western Australian Homelessness Funding and Delivery Survey* which provided relevant information indicated use of almost 69 million Australian dollars in funds, including service funding for the 2020-21 period (96.4% of total) and capital funding (3.6% of total). Of this, $65 million represented funding for SHSs.

Figure 8 below displays the proportion of services that received each funding type. The majority of the 65 services in the sample which reported broad details of their funding source(s) obtained service-specific funding from external sources (90.8% overall, 98.2% of SHSs, and 44.4% of non-SHSs). For SHSs, the second most common funding source was internally generated revenue (23.2% of services), whereas the second most common funding source for non-SHSs was both in-kind support and funding allocated to the service by the managing agency (both received by 55.6% of non-SHSs). Capital funding was received by few services by comparison (5.4% of SHSs and 22.2% of non-SHSs).

Figure 8 Proportion of services with funding/resources by source



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Most services received multiple funding types, percentages do not add up to 100. Eight services did not provide funding data.

Agencies discussed the lack of funding options, the lack of time to investigate broadening the funding base, and that the funding that is available from non-government sources, while necessary to support their services, is often short-term and unsustainable. Often diverse funding sources are not appropriate, while the paperwork for government funding can be overwhelming.

> *"The access to philanthropic funding in Melbourne is staggering just based on the size of the state."*
>
> *"It's often put to us that we should go down the oil and gas route, and talk to all of these people. But it is morally and ethically corrupt for us to go and endorse that kind of thing, but they want to splash the cash for an Aboriginal organisation."*
>
> *"There's all these things that undermine our opportunities for government funding. We got audited and had to hand over 4000 documents."*
>
> *"Because we don't have access to church funding, it's very challenging because there is a general sense that people don't trust us enough to put their money where their mouth is. There is a kind of racist narrative that underpins any opportunity to diversify funding."*
>
> *"Our homelessness services supported 12 transitional beds during this COVID period. With extra money from Woodside, we delivered 29 supported beds. We went and rented extra and partnered with salvos and had private rentals and the need was there the whole time."*

"We do a number of services that we do alongside of homelessness services - we have contracts with the prison or the Department of Justice and Emergency Services and other services or contracts to help with children and families. Without that broad service base, we wouldn't have the financial backing to have managed the last couple. We don't have any money coming from any other sources because we don't even have time to go out there and mark it and try to track funds."

"The only way we survive is because we've got a philanthropist tipping in the six figures to help us out. But that's not going to last forever. And then where do we go to from here?"

The current level of funding for homelessness services is not adequate to cover the costs of programs, with some agencies not tendering for services due to the lack of sustainability. Funding was described as "*reactive*", "*piece-meal*", and "*not appropriate for the numbers that we're providing support to*" and *"not appropriate for the nature of the complex behaviours and issues and challenges that are presented by the people that attend our services ".*

For some organisations, current government funding does not cover wages or operational costs. Donation based organisations have found donations have dropped, while at the same time service requests have increased.

It was estimated that a minimum 50% increase in funding is needed to cover service provision and capacity building of staff. Discussion with the sector on the amount and availability of funding needed, and what outcomes can be realistically achieved is warranted. There is a call for tendering contracts to be based on realistic costs of services, employment of staff, employment of appropriately qualified staff and staff capacity building. Many organisations are not able to employ the experienced and qualified staff they need to successfully work with clients suffering from complex trauma.

"For our outreach services, the state government funding is not even adequate to cover the wage portion, let alone all of our other operational costs. For example, a vehicle is not even funded currently for an outreach service, which is a challenge as well as no duress alarms, no brokerage available for clients support either. We're really heavily reliant on donations and particularly large donation drives. Donations obviously go down, but the reliance on our service and the request for our service has become greater. So we have huge challenges around that."

"COVID has really heavily impacted on funding, obviously because we are so reliant on donations, and a lot of that funding is used directly for family and domestic violence and homelessness. Given that for two years in a row, we haven't actually been able to go out and do the drive that we would normally do publicly, that's really heavily impacted."

"The tendering or the contracts need to be based on realistic costs. Staff costs are increasing. On our homeless service alone for this year, we have a gap of $150,000. Contracts need to be based on a reasonable estimate on the basic cost escalation, which is driven by another part of the government not driven by fair economy. When you look at the budget, they have not been funded."

"I can't capacity build or professionally develop my staff very well, so we pride ourselves in providing services and supports to Aboriginal Torres Strait Islander people. We pride ourselves in having Aboriginal Torres Strait Islander staff but they don't have those skills and training like there's a lot of training and things I'd like to do, but I have no capacity to do it."

"Many will try and do it all. They'll try and add it to an additional service, or they'll hope for the philanthropic and cover the gap. We're setting ourselves up to fail by not putting in tenders that represent the right costs and really understanding what the true underlying costs are, and maybe calling it out, which is, is it actually a competitive tender on price because we know the staffing models, we know the price on our low paid workers that they have to be paid on the award."

"It may take five organisations to deliver effectively one program which leads into an inconsistency of service delivery."

"It probably needs an additional 50% increase in funding at a minimum, just to be more well-rounded and to do the capacity building for staff and accreditation of services."

"In the past, we used to employ predominantly at a Level 5 and quite often above award wage on top of the level 5 as well to ensure that we could get really qualified and experienced staff that could successfully work with families and individuals with really complex issues, highly experienced and qualified to be able to safely work with the level of trauma that people are experiencing in the client group. Whereas now we we've had to restructure and we can only afford to employ at a level four with the occasional level 5 supporting them. So that's that has huge implications for when we're competing against the government positions and everywhere else that we're competing for staffing and recruitment."

"Our funding probably only covers 50% of what we provide because we have fortunately quite a philanthropic base. But having said that what we provide is well short of what we would like to pushing out there and in terms of the gaps."

"We, like everyone else, find that funding is woefully inadequate. We are finding it quite hard to work with the funding that we've got to provide the services we wish to give, and not seeing the difference we're able to make."

"I guess difficulty is finding experienced people to be able to work in these areas as well because we require a certificate four at a minimum and youth work. Shift penalties and double time, things like that, which for a very limited budget already stretches it really thinly."

Agencies feel the sector survives on goodwill rather than operating as a commercial organisation would. Agencies are providing services which are reliant on donations of time, and the lack of funding, and the gaps in funding, are preventing services from achieving good outcomes.

"There's so much goodwill from the sector in terms of us asking caseworkers to take on extra work that we are actually not funded to deliver. And I think the challenge for us is the more that we do that even though we want to because that is our commitment to our client group and we want to see really positive outcomes, the more we are contributing to this problem. We have this ethical dilemma all the time about it - do we stop doing that so that the government actually understand because they are benefiting from that all the time and they're very happy to showcase our services and show you how, how wonderful the outcomes are, but they're not actually costing them adequately."

"No commercial organisation would ever be asked 'do you really need that cost of overhead', or have donated such a large amount of time. There is this underlying belief I think that If they just let it go, we'll work our way because we'll always try and do the right thing by the client instead of actually acting like a proper

commercial organisation where it's OK for us to make profit and revenue because it means we can do other things like invest in the maintenance of the buildings, invest ... where resources are needed. We can only spend it on delivering mission as a not-for-profit. So why are we afraid of putting in what any other contractor would have on any other service that is provided to government? Yet that methodology is to cut it and cut it, which is why we even need to explore philanthropy on things that are deemed to state needed service, no different to health."

"It's felt that because we are charities, it's appropriate and correct that everything be done on the smell of an oily rag, and that's right and proper. Well, it's not. If we're going to achieve good outcomes and good results, we need to be well funded to do our work. We really need to push back."

"There is an important nexus between support services and housing and never has that been more stark than it is at the moment and you have a most partial funding of housing for services and significant gap in levels of funding."

7.2 *Total funding for all services by funding source*

Table 12 presents the funding sources reported for each service that provided funding data in 2020-21 (N = 65). Specifically, the *TOTAL AMOUNT* column presents the total or 'sum' of all funding received by all services for each funding type. Additionally, the *Services with funding type* columns present conditional statistics, that is the number of services that received a particular funding type (i.e. *N* column); the proportion of services that received the funding type (i.e. % column; calculated by *N*/65); and the conditional mean (i.e. *Mean*), that is the average amount of funding received by services that received that funding type (i.e. *TOTAL AMOUNT/N*). Further the unconditional mean is presented in column *Mean (N = 65),* which is the average amount of that funding type divided by all services in the sample, regardless of whether they received that funding type or not (i.e. *TOTAL AMOUNT/65*). Finally, two proportions are presented, first the percentage of total funding of that funding type out of the total funding received in that category (i.e. *% of category funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the corresponding light green row), second the percentage of the total funding of that funding type out of the total funding received from all sources (i.e. *% of all funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the bottom light blue *Total* row).

External Funding

For those services which reported dollar amounts of funding in 2020-21 (N=65), 49.6% of all funding was funding from government sources; either service-specific (45.0%), received by a parent agency and allocated to the service (1.6%), or capital funding (3.0%). Government sources of service-specific external funding accounted for $31 million of all funding received services in the sample. Three-quarters (75.2%) of all funding from external sources was obtained from NHHA ($27.2 million, 39.5% of total funding). Further, other Commonwealth Government funding ($2.7 million, 3.9% of total funding) represented 7.4% of all external funding. Conversely, grants from independent government agencies such as Lotterywest ($771.5 thousand, 1.1% of total funding), and local government funding ($284.5 thousand, 0.4% of total funding), were received by very few services (13.8% and 6.2% of all services, respectively) and represented only 2.1% and 0.8% of all external funding, respectively. Philanthropic sources of funding comprised 11.0% of external funding and 5.8% of all funding ($4 million in total). Very few services received funding from social impact initiatives with only one service reporting that they received funds from a social enterprise (external to the service).

Internally generated revenue

Despite less than a quarter (23.1%) of services reporting that they generated revenue, internally generated revenue comprised 38.9% of all funding ($26.8 million). The majority (99.2%) of internally generated revenue was from rent ($26.6 million, 38.6% of total funding) as well as a small proportion from fee for service income ($66 thousand, 0.1% of total funding, only two services).

Funding allocated by parent agency

For 15.4% of services, a small proportion of funding was allocated to the service from the managing agency (3.3% of total funding). Less than half (48.2%) of allocated funding was from government sources ($1.1 million, 1.6% of total funding), whereas the remaining (51.2%) allocated funding was from non-government sources ($1.2 million, 1.7% of total funding). No services reported receiving funding that had been allocated from revenue generated by the agency.

In-kind support

Services were asked to provide a dollar estimate for the value of donated goods and either a dollar value or estimate of the hours either provided by volunteers or from pro bono services. Reported hours were multiplied by $48.01, which is the hourly volunteer benefit estimate provided by Volunteering WA (Volunteering WA, n.d.). As some pro bono services may potentially be from professional services such as legal advice or counselling, this value is likely an underestimate and these values should be interpreted with caution. For all services, in-kind support represented 1.5% of total funding ($1 million). Just over half (52.9%) of in-kind support was from volunteering ($554.8 thousand, 0.8% of total funding). Finally, pro bono services ($235 thousand, 0.3% of total funding) and donation of goods ($180 thousand, 0.3% of total funding) represented 22.4% and 17.2% of in-kind support, respectively.

Capital funding

Only 7.7% of services received capital funding ($2.5 million, 3.6% of total funding). Additionally, the majority (82.6%) of capital funding was received from government sources ($1.8 million from NHHA and $250 thousand from non-NHHA). The remaining capital funding was from philanthropic sources – namely donations ($431 thousand, 0.6% of total funding).

Table 12 Total funding amount received in 2020-21 for all services, by funding source

			Services with funding type					
	Funding Source	TOTAL AMOUNT	N	%	Mean	Mean (N = 65)	% of category funding	% of all funding
External	NHHA	$27,189,644	54	83.1%	$503,512	$418,302	75.2%	39.5%
	Other Commonwealth Government funding	$2,687,779	13	20.0%	$206,752	$41,350	7.4%	3.9%
	Grants from independent government agencies	$771,500	9	13.8%	$85,722	$11,869	2.1%	1.1%
	Local government funding	$284,510	4	6.2%	$71,128	$4,377	0.8%	0.4%
	Total External: Government	*$30,933,433*	*58*	*89.2%*	*$533,335*	*$475,899*	*85.6%*	*45.0%*
	Corporate grants or sponsorship	$423,000	4	6.2%	$105,750	$6,508	1.2%	0.6%
	Philanthropic Foundations or Trusts	$894,731	6	9.2%	$149,122	$13,765	2.5%	1.3%
	Large individual private donations	$296,000	6	9.2%	$49,333	$4,554	0.8%	0.4%
	Crowd funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Fundraising events and programs (external)	$361,909	5	7.7%	$72,382	$5,568	1.0%	0.5%
	Community member donations	$111,017	8	12.3%	$13,877	$1,708	0.3%	0.2%
	Other Donations/Sponsorship	$1,901,000	5	7.7%	$380,200	$29,246	5.3%	2.8%
	Total External: Donations/Sponsorship	*$3,987,657*	*17*	*26.2%*	*$234,568*	*$61,349*	*11.0%*	*5.8%*
	Social enterprise funds	$406,000	1	1.5%	$406,000	$6,246	1.1%	0.6%
	Social impact investor funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bond (Social Impact Bond)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$45,000	1	1.5%	$45,000	$692	0.1%	0.1%
	Workplace giving schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Retail donations schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$786,000	3	4.6%	$262,000	$12,092	2.2%	1.1%
	Total External: Other Sources	*$1,237,000*	*5*	*7.7%*	*$247,400*	*$19,031*	*3.4%*	*1.8%*
	Total External	$36,158,090	59	90.8%	$612,849	$556,278	100.0%	52.6%
Internal	Rent	$26,566,290	14	21.5%	$1,897,592	$408,712	99.2%	38.6%
	Fee for service income	$66,000	2	3.1%	$33,000	$1,015	0.2%	0.1%
	Vending machines	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Enterprise	$0	0	0.0%	$0	$0	0.0%	0.0%
	Internal fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other revenue	$146,000	2	3.1%	$73,000	$2,246	0.5%	0.2%

		TOTAL	Services with funding type			Mean	% of	% of all
	Funding Source	AMOUNT	N	%	Mean	(N = 65)	category funding	funding
	Total Internal Revenue	**$26,778,290**	**15**	**23.1%**	**$1,785,219**	**$411,974**	**100.0%**	**38.9%**
Allocated	Government funding received by agency	$1,108,443	3	4.6%	$369,481	$17,053	48.2%	1.6%
	Non-government funding received by Agency	$1,193,544	8	12.3%	$149,193	$18,362	51.8%	1.7%
	Revenue generated by Agency	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Allocated by parent agency	**$2,301,987**	**10**	**15.4%**	**$230,199**	**$35,415**	**100.0%**	**3.3%**
In-Kind	Donation of goods	$180,473	13	20.0%	$13,883	$2,777	17.2%	0.3%
	Volunteering	$554,754	14	21.5%	$39,625	$8,535	52.9%	0.8%
	Pro Bono Services	$234,961	5	7.7%	$46,992	$3,615	22.4%	0.3%
	Other	$79,057	4	6.2%	$19,764	$1,216	7.5%	0.1%
	Total In-Kind	**$1,049,365**	**17**	**26.2%**	**$61,727**	**$16,144**	**100.0%**	**1.5%**
Capital	NHHA	$1,799,532	3	4.6%	$599,844	$27,685	72.5%	2.6%
	Non-NHHA	$250,000	1	1.5%	$250,000	$3,846	10.1%	0.4%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital funding: Government	*$2,049,532*	*4*	*6.2%*	*$512,383*	*$31,531*	*82.6%*	*3.0%*
	Corporate/philanthropic funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Donations or fundraising	$131,000	1	1.5%	$131,000	$2,015	5.3%	0.2%
	Other Donations/Sponsorship	$300,000	2	3.1%	$150,000	$4,615	12.1%	0.4%
	Total Capital funding: Donations	*$431,000*	*3*	*4.6%*	*$143,667*	*$6,631*	*17.4%*	*0.6%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bonds/Social Impact Bonds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital: Other sources	*$0*	*0*	*0.0%*	*$0*	*$0*	*0.0%*	*0.0%*
	Total Capital Funding	**$2,480,532**	**5**	**7.7%**	**$496,106**	**$38,162**	**100.0%**	**3.6%**
	Total	**$68,768,264**	**65**	**100.0%**	**$1,057,973**	**$1,057,973**	**100.0%**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.

Note: Eight services did not provide funding data.

8. FUNDING PROFILE BY SHS AND NON-SHS HOMELESSNESS SERVICES

This chapter presents the breakdown of the funding sources respondent SHSs (N = 56) and non-SHSs (N = 9) provided data for in the *Funding of Western Australian Homelessness Services Survey.* Funding sources were classified into external sources of funding (government funding, philanthropic funding, social impact funding), internally generated revenue (rent, service fees, vending machine, entrepreneurial activities, internal fundraising), funding reallocated to the service from the managing agency, in-kind support (donations of goods, volunteering, pro-bono services), and capital funding.

- The total funding amount received in 2020-21 for SHSs was $65.1 million.
- 98.2% of SHSs received funding from external sources, compared to 44.4% of non-SHSs.
- NHHA funding made up 41.7% of all SHS funding.
- Funding allocated by the parent agency made up 33% of non-SHS funding, compared to 1.7% of SHS funding.
- Internally generated revenue made up 41.0% of all SHS funding, compared to 1.1% of non-SHS funding.

8.1 *Total funding for SHS services by funding source*

Table 13 presents the funding sources reported for each SHS that provided funding data in 2020-21 (N = 56). Specifically, the *TOTAL AMOUNT* column presents the total or 'sum' of all funding received by all SHSs for each funding type. Additionally, the *Services with funding type* columns present conditional statistics, that is the number of SHSs that received a particular funding type (i.e. *N* column); the proportion of SHSs that received the funding type (i.e. % column; calculated by *N*/56); and the conditional mean (i.e. *Mean*), that is the average amount of funding received by SHSs that received that funding type (i.e. *TOTAL AMOUNT/N*). Further the unconditional mean is presented in column *Mean (N = 56),* which is the average amount of that funding type divided by all SHSs in the sample, regardless of whether they received that funding type or not (i.e. *TOTAL AMOUNT/56*). Finally, two proportions are presented, first the percentage of total funding of that funding type out of the total funding received by SHSs in that category (i.e. *% of category funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the corresponding light green row), second the percentage of the total funding of that funding type out of the total funding received by SHSs from all sources (i.e. *% of all funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the bottom light blue *Total* row).

External Funding

For those SHSs which reported dollar amounts of funding in 2020-21 (N=56), 49.9% of all funding was funding from government sources; either service-specific (45.8%), received by a parent agency and allocated to the service (1.3%), or capital funding (2.8%). Government sources of service-specific external funding accounted for $29.9 million of all funding received by SHSs in the sample. Over three-quarters (79.0%) of all SHS funding from external sources was obtained from NHHA ($27.2 million, 41.7% of total funding). Further, other Commonwealth Government funding ($1.6 million, 2.5% of total funding) represented 4.7% of all external funding. Conversely, grants from independent government agencies such as Lotterywest ($771.5 thousand, 1.2% of total funding), and local government funding ($284.5 thousand, 0.4% of total funding), were received by very few SHS (16.1% and 7.1% of all SHSs, respectively) and represented only 2.2% and 0.8% of all external funding, respectively. Philanthropic sources of funding comprised 11.5% of external funding and 6.0% of all funding ($4 million in total). Very few SHSs received funding from social impact initiatives with only one SHS reporting that they received funds from a social enterprise (external to the service).

Internally generated revenue

Despite less than a quarter (23.2%) of SHSs reporting that they generated revenue, internally generated revenue comprised 41.0% of all funding ($26.7 million). The majority (99.1%) of internally generated revenue was from rent ($26.6 million, 40.7% of total funding) as well as a small proportion from fee for service income ($62 thousand, 0.1% of total funding, only one SHS).

Funding allocated by parent agency

For 8.9% of SHSs, a small proportion of funding was allocated to the service from the managing agency (1.7% of total funding). Over three-quarters (77.9%) of allocated funding was from government sources ($858 thousand, 1.3% of total funding), whereas the remaining (22.1%) allocated funding was from non-government sources ($244 thousand, 0.4% of total funding). No SHSs reported receiving funding that had been allocated from revenue generated by the agency.

In-kind support

For all SHSs, in-kind support represented 1.4% of total funding ($940 thousand). Just over half (57.2%) of in-kind support was from volunteering ($517 thousand, 0.8% of total funding). Finally, pro bono services ($225.2 thousand, 0.3% of total funding) and donation of goods ($159 thousand, 0.2% of total funding) represented 24.9% and 17.6% of in-kind support, respectively.

Capital funding

Only 3.1% of SHSs received capital funding ($2 million, 3.1% of total funding). Additionally, the majority (90.0%) of capital funding was received from government sources (all $1.8 million from NHHA). The remaining capital funding was from philanthropic sources – namely donations ($200 thousand, 0.3% of total funding).

8.2 *Total funding for non-SHS services by funding source*

Table 14 presents the funding sources reported for each non-SHS that provided funding data in 2020-21 (N = 9). Specifically, the *TOTAL AMOUNT* column presents the total or 'sum' of all funding received by all non-SHSs for each funding type. Additionally, the *Services with funding type* columns present conditional statistics, that is the number of non-SHSs that received a particular funding type (i.e. *N* column); the proportion of non-SHSs that received the funding type (i.e. % column; calculated by *N*/9); and the conditional mean (i.e. *Mean*), that is the average amount of funding received by non-SHSs that received that funding type (i.e. *TOTAL AMOUNT/N*). Further the unconditional mean is presented in column *Mean (N = 9),* which is the average amount of that funding type divided by all non-SHSs in the sample, regardless of whether they received that funding type or not (i.e. *TOTAL AMOUNT/9*). Finally, two proportions are presented, first the percentage of total funding of that funding type out of the total funding received by non-SHSs in that category (i.e. *% of category funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the corresponding light green row), second the percentage of the total funding of that funding type out of the total funding received by non-SHSs from all sources (i.e. *% of all funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the bottom light blue *Total* row). As only 9 non-SHSs reported funding amounts, the funding breakdown should be interpreted with caution.

External Funding

For those non-SHSs which reported dollar amounts of funding in 2020-21 (N = 9), 43.6% of all funding was from government sources; either service-specific (29.8%), received by a parent agency and allocated to the service (6.9%), or capital funding (6.9%). Government sources of service-specific external funding accounted for $1 million of all funding received by non-SHSs in the sample. Further, other Commonwealth Government funding ($1 million, 29.8% of total funding) represented 61.4% of all external funding. Conversely, no non-SHS reported receiving grants from independent government agencies such as Lotterywest or local government funding. Philanthropic sources of funding comprised 2.7% of external funding and 1.3% of all funding ($48.2 thousand in total). Finally, no non-SHSs received funding from social impact initiatives.

Internally generated revenue

Despite less than a quarter (22.2%) of non-SHSs reporting that they generated revenue (note that this represents only two services), internally generated revenue comprised only 1.1% of all funding ($39 thousand). The majority (89.7%) of internally generated revenue was from rent ($35 thousand, 1.0% of total funding, only one non-SHS) as well as a small proportion from fee for service income ($4 thousand, 0.1% of total funding, only one non-SHS).

Funding allocated by parent agency

For 55.6% of non-SHSs, a third of total funding was allocated to the service from the managing agency (33.1% of total funding). In contrast to the funding profile of the SHSs, over three-quarters (79.2%) of allocated funding was from non-government sources ($949 thousand, 26.2% of total funding), whereas the remaining (20.8%) allocated funding was from government sources ($250 thousand, 6.9% of total funding). No non-SHSs reported receiving funding that had been allocated from revenue generated by the agency.

In-kind support

For all non-SHSs, in-kind support represented 4.0% of total funding ($145.4 thousand). Just over a quarter (26.0%) of in-kind support was from volunteering ($37.8 thousand, 1.0% of total funding). Finally, donation of goods ($21.5 thousand, 0.6% of total funding) and pro bono services ($9.8 thousand, 0.3% of total funding) represented 14.8% and 6.7% of in-kind support, respectively.

Capital funding

Only 22.2% of non-SHSs received capital funding ($481 thousand, 13.3% of total funding). Additionally, over half (52.0%) of capital funding was received from government sources (all $250 thousand from non-NHHA). The remaining capital funding was from philanthropic sources – namely donations ($231 thousand, 6.4% of total funding).

Table 13 Total funding amount received in 2020-21 for SHSs, by funding source

	Funding Source	TOTAL AMOUNT	Services with funding type N	%	Mean	Mean (N = 65)	% of category funding	% of all funding
External	NHHA	$27,189,644	54	96.4%	$503,512	$485,529	79.0%	41.7%
	Other Commonwealth Government funding	$1,607,779	9	16.1%	$178,642	$28,710	4.7%	2.5%
	Grants from independent government agencies	$771,500	9	16.1%	$85,722	$13,777	2.2%	1.2%
	Local government funding	$284,510	4	7.1%	$71,128	$5,081	0.8%	0.4%
	Total External: Government	*$29,853,433*	*54*	*96.4%*	*$552,841*	*$533,097*	*86.8%*	*45.8%*
	Corporate grants or sponsorship	$423,000	4	7.1%	$105,750	$7,554	1.2%	0.6%
	Philanthropic Foundations or Trusts	$894,731	6	10.7%	$149,122	$15,977	2.6%	1.4%
	Large individual private donations	$254,000	5	8.9%	$50,800	$4,536	0.7%	0.4%
	Crowd funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Fundraising events and programs (external)	$361,909	5	8.9%	$72,382	$6,463	1.1%	0.6%
	Community member donations	$104,752	7	12.5%	$14,965	$1,871	0.3%	0.2%
	Other Donations/Sponsorship	$1,901,000	5	8.9%	$380,200	$33,946	5.5%	2.9%
	Total External: Donations/Sponsorship	*$3,939,392*	*16*	*28.6%*	*$246,212*	*$70,346*	*11.5%*	*6.0%*
	Social enterprise funds	$406,000	1	1.8%	$406,000	$7,250	1.2%	0.6%
	Social impact investor funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bond (Social Impact Bond)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$45,000	1	1.8%	$45,000	$804	0.1%	0.1%
	Workplace giving schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Retail donations schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$156,000	2	3.6%	$78,000	$2,786	0.5%	0.2%
	Total External: Other Sources	*$607,000*	*4*	*7.1%*	*$151,750*	*$10,839*	*1.8%*	*0.9%*
	Total External	**$34,399,825**	**55**	**98.2%**	**$625,451**	**$614,283**	**100.0%**	**52.8%**
Internal	Rent	$26,531,290	13	23.2%	$2,040,868	$473,773	99.1%	40.7%
	Fee for service income	$62,000	1	1.8%	$62,000	$1,107	0.2%	0.1%
	Vending machines	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Enterprise	$0	0	0.0%	$0	$0	0.0%	0.0%
	Internal fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other revenue	$146,000	2	3.6%	$73,000	$2,607	0.5%	0.2%
	Total Internal Revenue	**$26,739,290**	**13**	**23.2%**	**$2,056,868**	**$477,487**	**99.9%**	**41.0%**
Allocated	Government funding received by agency	$858,443	2	3.6%	$429,222	$15,329	77.9%	1.3%
	Non-government funding received by Agency	$244,055	3	5.4%	$81,352	$4,358	22.1%	0.4%
	Revenue generated by Agency	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Allocated by parent agency	**$1,102,498**	**5**	**8.9%**	**$220,500**	**$19,687**	**100.0%**	**1.7%**
In-Kind	Donation of goods	$158,973	10	17.9%	$15,897	$2,839	17.6%	0.2%
	Volunteering	$516,970	10	17.9%	$51,697	$9,232	57.2%	0.8%
	Pro Bono Services	$225,167	4	7.1%	$56,292	$4,021	24.9%	0.3%
	Other	$2,892	1	1.8%	$2,892	$52	0.3%	0.0%
	Total In-Kind	**$904,002**	**12**	**21.4%**	**$75,333**	**$16,143**	**100.0%**	**1.4%**
Capital	NHHA	$1,799,532	3	5.4%	$599,844	$32,135	90.0%	2.8%
	Non-NHHA	$0	0	0.0%	$0	$0	0.0%	0.0%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital funding: Government	*$1,799,532*	*3*	*5.4%*	*$599,844*	*$32,135*	*90.0%*	*2.8%*
	Corporate/philanthropic funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Donations or fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other Donations/Sponsorship	$200,000	1	1.8%	$200,000	$3,571	10.0%	0.3%
	Total Capital funding: Donations	*$200,000*	*1*	*1.8%*	*$200,000*	*$3,571*	*10.0%*	*0.3%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bonds/Social Impact Bonds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital: Other sources	*$0*	*0*	*0.0%*	*$0*	*$0*	*0.0%*	*0.0%*
	Total Capital Funding	**$1,999,532**	**3**	**5.4%**	**$666,511**	**$35,706**	**100.0%**	**3.1%**
	Total	**$65,145,147**	**56**	**100.0%**	**$1,163,306**	**$1,163,306**	**100.0%**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.

Note: Eight services did not provide funding data.

Table 14 Total funding amount received in 2020-21 for non-SHSs, by funding source

	Funding Source	TOTAL AMOUNT	Services with funding type N	Services with funding type %	Services with funding type Mean	Mean (N = 65)	% of category funding	% of all funding
External	NHHA	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other Commonwealth Government funding	$1,080,000	4	44.4%	$270,000	$120,000	61.4%	29.8%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Local government funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total External: Government	*$1,080,000*	*4*	*44.4%*	*$270,000*	*$120,000*	*61.4%*	*29.8%*
	Corporate grants or sponsorship	$0	0	0.0%	$0	$0	0.0%	0.0%
	Philanthropic Foundations or Trusts	$0	0	0.0%	$0	$0	0.0%	0.0%
	Large individual private donations	$42,000	1	11.1%	$42,000	$4,667	2.4%	1.2%
	Crowd funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Fundraising events and programs (external)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Community member donations	$6,265	1	11.1%	$6,265	$696	0.4%	0.2%
	Other Donations/Sponsorship	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total External: Donations/Sponsorship	*$48,265*	*1*	*11.1%*	*$48,265*	*$5,363*	*2.7%*	*1.3%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social impact investor funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bond (Social Impact Bond)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Workplace giving schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Retail donations schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$630,000	1	11.1%	$630,000	$70,000	35.8%	17.4%
	Total External: Other Sources	*$630,000*	*1*	*11.1%*	*$630,000*	*$70,000*	*35.8%*	*17.4%*
	Total External	**$1,758,265**	**4**	**44.4%**	**$439,566**	**$195,363**	**100.0%**	**48.5%**
Internal	Rent	$35,000	1	11.1%	$35,000	$3,889	89.7%	1.0%
	Fee for service income	$4,000	1	11.1%	$4,000	$444	10.3%	0.1%
	Vending machines	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Enterprise	$0	0	0.0%	$0	$0	0.0%	0.0%
	Internal fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other revenue	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Internal Revenue	**$39,000**	**2**	**22.2%**	**$19,500**	**$4,333**	**100.0%**	**1.1%**
Allocated	Government funding received by agency	$250,000	1	11.1%	$250,000	$27,778	20.8%	6.9%
	Non-government funding received by Agency	$949,489	5	55.6%	$189,898	$105,499	79.2%	26.2%
	Revenue generated by Agency	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Allocated by parent agency	**$1,199,489**	**5**	**55.6%**	**$239,898**	**$133,277**	**100.0%**	**33.1%**
In-Kind	Donation of goods	$21,500	3	33.3%	$7,167	$2,389	14.8%	0.6%
	Volunteering	$37,784	4	44.4%	$9,446	$4,198	26.0%	1.0%
	Pro Bono Services	$9,794	1	11.1%	$9,794	$1,088	6.7%	0.3%
	Other	$76,165	3	33.3%	$25,388	$8,463	52.4%	2.1%
	Total In-Kind	**$145,363**	**5**	**55.6%**	**$29,073**	**$16,151**	**100.0%**	**4.0%**
Capital	NHHA	$0	0	0.0%	$0	$0	0.0%	0.0%
	Non-NHHA	$250,000	1	11.1%	$250,000	$27,778	52.0%	6.9%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital funding: Government	*$250,000*	*1*	*11.1%*	*$250,000*	*$27,778*	*52.0%*	*6.9%*
	Corporate/philanthropic funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Donations or fundraising	$131,000	1	11.1%	$131,000	$14,556	27.2%	3.6%
	Other Donations/Sponsorship	$100,000	1	11.1%	$100,000	$11,111	20.8%	2.8%
	Total Capital funding: Donations	*$231,000*	*2*	*22.2%*	*$115,500*	*$25,667*	*48.0%*	*6.4%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bonds/Social Impact Bonds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital: Other sources	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital Funding	**$481,000**	**2**	**22.2%**	**$240,500**	**$53,444**	**100.0%**	**13.3%**
	Total	**$3,623,117**	**9**	**100.0%**	**$402,569**	**$402,569**	**100.0%**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.

Note: Three services did not provide funding data.

St Vincent de Paul Society (WA) Inc

St Vincent de Paul Society WA (SVdPWA) has a long history of providing services to people who are homeless or at risk of homelessness operating under their Specialist Community Services which include transitional housing, homelessness prevention services and programs, and mental health services. SVdPWA is a founding member of the WA Alliance to End Homelessness.

SVdPWA specialist homelessness services for adults and youth are provided through Vinnies Tom Fisher House (TFH) in Northbridge and Passages Youth Engagement Hubs (PYEHs) in Northbridge and Peel. These services are based on a low threshold and change model of service delivery with a strong focus of trauma informed practice and recognise those who are most in need, are the hardest to reach, with the most challenging life issues.

Challenges:

- Rolling funding creates sustainability issues and prevents unfunded innovative and efficacious services accessing funding and impacting their medium to long-term viability.
- Lack of investment in youth homelessness services.

Recommendations

Procurement: Contracts to go through procurement process instead of being rolled over.

Rollover of contracts: Critical unfunded services may need to downsize or cease.

A map of homelessness services: The current roadmap needs to be updated to include current unfunded services to be able to obtain a picture of the system and the level of funding needed.

Investment in Youth: Current investment in homelessness services is adult focused. Investing in youth homelessness services is fundamental to ending homelessness.

Service delivery: Recognition of the need of trauma informed approaches and service delivery, and that adults are separated from youth in service design and provision.

Housing options: Restrictive entry criteria for housing accommodation limits the opportunity of vulnerable young people to engage with support services.

Data collection: Current data collection methodology is not centralised and does not measure unfunded programs, and therefore underestimates the extent and cost of youth homelessness.

9. FUNDING PROFILE BY ACCOMMODATION STATUS

This chapter presents the breakdown of the funding sources respondent services provided data for in the *Funding of Western Australian Homelessness Services Survey* by services that provide accommodation (N = 35) and non-accommodation services (N = 30). Funding is presented for external sources (government funding, philanthropic funding, social impact funding), internally generated revenue (rent, service fees, vending machine, entrepreneurial activities, internal fundraising), funding reallocated to the service from the managing agency, in-kind support (donations of goods, volunteering, pro-bono services), and capital funding.

- The total funding amount received in 2020-21 for accommodation services was $56.7 million compared with $12 million for non-accommodation services.
- 94.3% of accommodation services received funding from external sources.
- NHHA funding made up 35.3% of all accommodation services funding compared with 59.4% of non-accommodation services funding.
- Funding allocated by the parent agency made up 33% of non-SHS funding, compared to 1.7% of SHS funding.

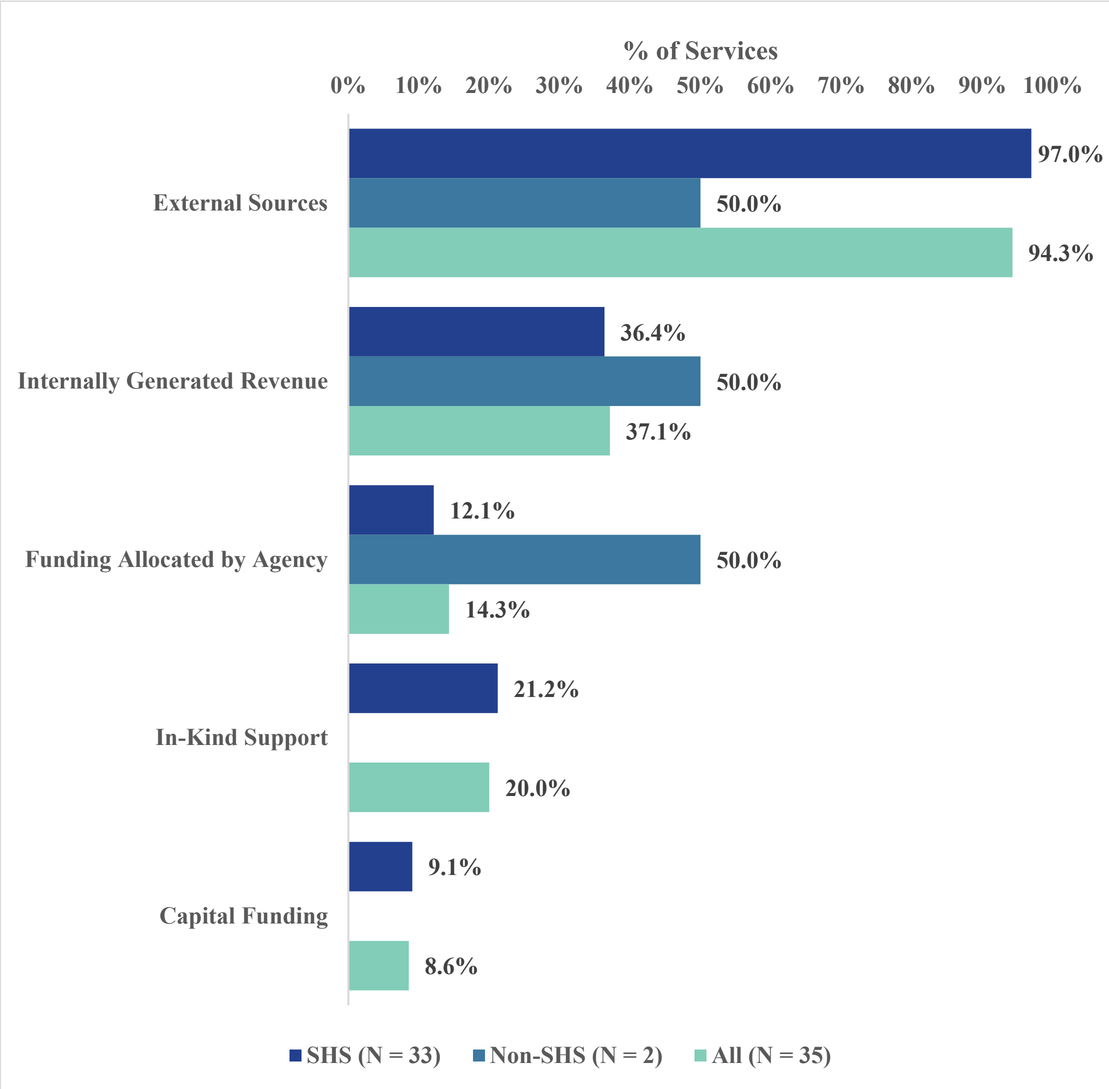
9.1 *Accommodation services funding sources*

Figure 9 below displays the proportion of services that provided accommodation and received each funding type. The majority of the 35 accommodation services in the sample which reported broad details of their funding source(s) obtained service-specific funding from external sources (94.3% overall, 97.0% of SHSs, and 50.0% of non-SHSs). For SHSs, the second most common funding source was internally generated revenue (36.4% of services), whereas the second most common funding source for non-SHSs was both internally generated revenue and funding allocated to the service by the managing agency (both received by 50.0% of non-SHSs). Capital funding was received by few services by comparison (9.1% of SHSs and 0% of non-SHSs).

9.2 *Total funding for services providing accommodation by funding source*

Table 15 presents the funding sources reported for each accommodation service that provided funding data in 2020-21 (N = 35). Specifically, the *TOTAL AMOUNT* column presents the total or 'sum' of all funding received by all accommodation services for each funding type. Additionally, the *Services with funding type* columns present conditional statistics, that is the number of accommodation services that received a particular funding type (i.e. *N* column); the proportion of accommodation services that received the funding type (i.e. *%* column; calculated by *N*/35); and the conditional mean (i.e. *Mean*), that is the average amount of funding received by accommodation services that received that funding type (i.e. *TOTAL AMOUNT/N*). Further the unconditional mean is presented in column *Mean (N = 35),* which is the average amount of that funding type divided by all accommodation services in the sample, regardless of whether they received that funding type or not (i.e. *TOTAL AMOUNT/35*). Finally, two proportions are presented, first the percentage of total funding of that funding type out of the total funding received by accommodation services in that category (i.e. *% of category funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the corresponding light green row), second the percentage of the total funding of that funding type out of the total funding received by accommodation services from all sources (i.e. *% of all funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the bottom light blue *Total* row).

Figure 9 Proportion of accommodation services with funding/resources by source



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Most services received multiple funding types, percentages do not add up to 100. Five services did not provide funding data.

External Funding

For those accommodation services which reported dollar amounts of funding in 2020-21 (N = 35), 44.5% of all funding was from government sources; either service-specific (39.9%), received by a parent agency and allocated to the service (1.5%), or capital funding (3.2%). Government sources of service-specific external funding accounted for $22.6 million of all funding received by accommodation services in the sample. Over three-quarters (75.0%) of all accommodation service funding from external sources was obtained from NHHA ($20 million, 35.3% of total funding). Further, other Commonwealth Government funding ($1.6 million, 2.8% of total funding) represented 5.9% of all external funding. Conversely, grants from independent government agencies such as Lotterywest ($704.5 thousand, 1.2% of total funding), and local government funding ($284.5 thousand, 0.5% of total funding), were received by very few accommodation services (14.3% and 11.4% of all accommodation services, respectively) and represented only 2.6% and 1.1% of all external funding, respectively. Philanthropic sources of funding comprised 13.0% of external funding and 6.1% of all funding ($3.4 million in total). Very few accommodation services received funding from social impact initiatives with only one accommodation service reporting that they received funds from a social enterprise (external to the service).

Internally generated revenue

Despite over a third (37.1%) of accommodation services reporting that they generated revenue, internally generated revenue comprised almost half (47.0%) of all funding ($26.7 million). The majority (99.5%) of internally generated revenue was from rent ($26.5 million, 46.8% of total funding).

Funding allocated by parent agency

For 14.3% of accommodation services, a small proportion of funding was allocated to the service from the managing agency (2.0% of total funding). Almost three-quarters (74.1%) of allocated funding was from government sources ($858 thousand, 1.5% of total funding), whereas the remaining (25.9%) allocated funding was from non-government sources ($300 thousand, 0.5% of total funding). No accommodation services reported receiving funding that had been allocated from revenue generated by the agency.

In-kind support

For all accommodation services, in-kind support represented 0.3% of total funding (186.4 thousand). Almost three-quarters (70.6%) of in-kind support was from volunteering ($131.6 thousand, 0.2% of total funding). Finally, donation of goods ($37.5 thousand, 0.1% of total funding) and pro bono services ($14.4 thousand, <0.1% of total funding) represented 20.1% and 7.7% of in-kind support, respectively.

Capital funding

Only 8.6% of accommodation services received capital funding ($2 million, 3.5% of total funding). Additionally, the majority (90.0%) of capital funding was received from government sources (all $1.8 million from NHHA). The remaining capital funding was from philanthropic sources – namely donations ($200 thousand, 0.4% of total funding).

Table 15 Total funding amount received in 2020-21 for services that provided accommodation services, by funding source

	Funding Source	TOTAL AMOUNT	Services with funding type: N	%	Mean	Mean (N = 35)	% of category funding	% of all funding
External	NHHA	$20,029,772	31	88.6%	$646,122	$572,279	75.0%	35.3%
	Other Commonwealth Government funding	$1,587,860	7	20.0%	$226,837	$45,367	5.9%	2.8%
	Grants from independent government agencies	$704,500	5	14.3%	$140,900	$20,129	2.6%	1.2%
	Local government funding	$284,510	4	11.4%	$71,128	$8,129	1.1%	0.5%
	Total External: Government	*$22,606,642*	*32*	*91.4%*	*$706,458*	*$645,904*	*84.7%*	*39.9%*
	Corporate grants or sponsorship	$253,000	3	8.6%	$84,333	$7,229	0.9%	0.4%
	Philanthropic Foundations or Trusts	$699,326	4	11.4%	$174,832	$19,981	2.6%	1.2%
	Large individual private donations	$254,000	5	14.3%	$50,800	$7,257	1.0%	0.4%
	Crowd funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Fundraising events and programs (external)	$350,000	4	11.4%	$87,500	$10,000	1.3%	0.6%
	Community member donations	$26,100	5	14.3%	$5,220	$746	0.1%	0.0%
	Other Donations/Sponsorship	$1,901,000	5	14.3%	$380,200	$54,314	7.1%	3.4%
	Total External: Donations/Sponsorship	*$3,483,426*	*12*	*34.3%*	*$290,286*	*$99,526*	*13.0%*	*6.1%*
	Social enterprise funds	$406,000	1	2.9%	$406,000	$11,600	1.5%	0.7%
	Social impact investor funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bond (Social Impact Bond)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$45,000	1	2.9%	$45,000	$1,286	0.2%	0.1%
	Workplace giving schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Retail donations schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$156,000	2	5.7%	$78,000	$4,457	0.6%	0.3%
	Total External: Other Sources	*$607,000*	*4*	*11.4%*	*$151,750*	*$17,343*	*2.3%*	*1.1%*
	Total External	**$26,697,068**	**33**	**94.3%**	**$809,002**	**$762,773**	**100.0%**	**47.1%**
Internal	Rent	$26,533,290	13	37.1%	$2,041,022	$758,094	99.5%	46.8%
	Fee for service income	$0	0	0.0%	$0	$0	0.0%	0.0%
	Vending machines	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Enterprise	$0	0	0.0%	$0	$0	0.0%	0.0%
	Internal fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other revenue	$146,000	2	5.7%	$73,000	$4,171	0.5%	0.3%
	Total Internal Revenue	**$26,679,290**	**13**	**37.1%**	**$2,052,253**	**$762,265**	**100.0%**	**47.0%**
Allocated	Government funding received by agency	$858,443	2	5.7%	$429,222	$24,527	74.1%	1.5%
	Non-government funding received by Agency	$300,055	3	8.6%	$100,018	$8,573	25.9%	0.5%
	Revenue generated by Agency	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Allocated by parent agency	**$1,158,498**	**5**	**14.3%**	**$231,700**	**$33,100**	**100.0%**	**2.0%**
In-Kind	Donation of goods	$37,500	6	17.1%	$6,250	$1,071	20.1%	0.1%
	Volunteering	$131,595	7	20.0%	$18,799	$3,760	70.6%	0.2%
	Pro Bono Services	$14,403	2	5.7%	$7,202	$412	7.7%	0.0%
	Other	$2,892	1	2.9%	$2,892	$83	1.6%	0.0%
	Total In-Kind	**$186,390**	**7**	**20.0%**	**$26,627**	**$5,325**	**100.0%**	**0.3%**
Capital	NHHA	$1,799,532	3	8.6%	$599,844	$51,415	90.0%	3.2%
	Non-NHHA	$0	0	0.0%	$0	$0	0.0%	0.0%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital funding: Government	*$1,799,532*	*3*	*8.6%*	*$599,844*	*$51,415*	*90.0%*	*3.2%*
	Corporate/philanthropic funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Donations or fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other Donations/Sponsorship	$200,000	1	2.9%	$200,000	$5,714	10.0%	0.4%
	Total Capital funding: Donations	*$200,000*	*1*	*2.9%*	*$200,000*	*$5,714*	*10.0%*	*0.4%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bonds/Social Impact Bonds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital: Other sources	*$0*	*0*	*0.0%*	*$0*	*$0*	*0.0%*	*0.0%*
	Total Capital Funding	**$1,999,532**	**3**	**8.6%**	**$666,511**	**$57,129**	**100.0%**	**3.5%**
	Total	**$56,720,778**	**35**	**100.0%**	**$1,620,594**	**$1,620,594**	**100.0%**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.
Note: Five services did not provide funding data.

Table 16 Total funding amount received in 2020-21 for services that did not provide accommodation services, by funding source

	Funding Source	TOTAL AMOUNT	Services with funding type N	%	Mean	Mean (N = 30)	% of category funding	% of all funding
External	NHHA	$7,159,872	23	76.7%	$311,299	$238,662	75.7%	59.4%
	Other Commonwealth Government funding	$1,099,919	6	20.0%	$183,320	$36,664	11.6%	9.1%
	Grants from independent government agencies	$67,000	4	13.3%	$16,750	$2,233	0.7%	0.6%
	Local government funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total External: Government	*$8,326,791*	*26*	*86.7%*	*$320,261*	*$277,560*	*88.0%*	*69.1%*
	Corporate grants or sponsorship	$170,000	1	3.3%	$170,000	$5,667	1.8%	1.4%
	Philanthropic Foundations or Trusts	$195,405	2	6.7%	$97,703	$6,514	2.1%	1.6%
	Large individual private donations	$42,000	1	3.3%	$42,000	$1,400	0.4%	0.3%
	Crowd funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Fundraising events and programs (external)	$11,909	1	3.3%	$11,909	$397	0.1%	0.1%
	Community member donations	$84,917	3	10.0%	$28,306	$2,831	0.9%	0.7%
	Other Donations/Sponsorship	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total External: Donations/Sponsorship	*$504,231*	*5*	*16.7%*	*$100,846*	*$16,808*	*5.3%*	*4.2%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social impact investor funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bond (Social Impact Bond)	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Workplace giving schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Retail donations schemes	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$630,000	1	3.3%	$630,000	$21,000	6.7%	5.2%
	Total External: Other Sources	*$630,000*	*1*	*3.3%*	*$630,000*	*$21,000*	*6.7%*	*5.2%*
	Total External	**$9,461,022**	**26**	**86.7%**	**$363,885**	**$315,367**	**100.0%**	**78.5%**
Internal	Rent	$33,000	1	3.3%	$33,000	$1,100	33.3%	0.3%
	Fee for service income	$66,000	2	6.7%	$33,000	$2,200	66.7%	0.5%
	Vending machines	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Enterprise	$0	0	0.0%	$0	$0	0.0%	0.0%
	Internal fundraising	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other revenue	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Internal Revenue	**$99,000**	**2**	**6.7%**	**$49,500**	**$3,300**	**100.0%**	**0.8%**
Allocated	Government funding received by agency	$250,000	1	3.3%	$250,000	$8,333	21.9%	2.1%
	Non-government funding received by Agency	$893,489	5	16.7%	$178,698	$29,783	78.1%	7.4%
	Revenue generated by Agency	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Allocated by parent agency	**$1,143,489**	**5**	**16.7%**	**$228,698**	**$38,116**	**100.0%**	**9.5%**
In-Kind	Donation of goods	$142,973	7	23.3%	$20,425	$4,766	16.6%	1.2%
	Volunteering	$423,158	7	23.3%	$60,451	$14,105	49.0%	3.5%
	Pro Bono Services	$220,558	3	10.0%	$73,519	$7,352	25.6%	1.8%
	Other	$76,165	3	10.0%	$25,388	$2,539	8.8%	0.6%
	Total In-Kind	**$862,975**	**10**	**33.3%**	**$86,297**	**$28,766**	**100.0%**	**7.2%**
Capital	NHHA	$0	0	0.0%	$0	$0	0.0%	0.0%
	Non-NHHA	$250,000	1	3.3%	$250,000	$8,333	52.0%	2.1%
	Grants from independent government agencies	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital funding: Government	*$250,000*	*1*	*3.3%*	*$250,000*	*$8,333*	*52.0%*	*2.1%*
	Corporate/philanthropic funding	$0	0	0.0%	$0	$0	0.0%	0.0%
	Donations or fundraising	$131,000	1	3.3%	$131,000	$4,367	27.2%	1.1%
	Other Donations/Sponsorship	$100,000	1	3.3%	$100,000	$3,333	20.8%	0.8%
	Total Capital funding: Donations	*$231,000*	*2*	*6.7%*	*$115,500*	*$7,700*	*48.0%*	*1.9%*
	Social enterprise funds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Social Benefit Bonds/Social Impact Bonds	$0	0	0.0%	$0	$0	0.0%	0.0%
	Debt financing	$0	0	0.0%	$0	$0	0.0%	0.0%
	Other	$0	0	0.0%	$0	$0	0.0%	0.0%
	Total Capital: Other sources	*$0*	*0*	*0.0%*	*$0*	*$0*	*0.0%*	*0.0%*
	Total Capital Funding	**$481,000**	**2**	**6.7%**	**$240,500**	**$16,033**	**100.0%**	**4.0%**
	Total	**$12,047,486**	**30**	**100.0%**	**$401,583**	**$401,583**	**100.0%**	**100.0%**

Source: The Funding of Western Australian Homelessness Services Survey.
Note: Three services did not provide funding data.

9.3 *Total funding for non-accommodation services by funding source*

Table 16 presents the funding sources reported for each non-accommodation service that provided funding data in 2020-21 (N = 30). Specifically, the *TOTAL AMOUNT* column presents the total or 'sum' of all funding received by all non-accommodation service for each funding type. Additionally, the *Services with funding type* columns present conditional statistics, that is the number of non-accommodation services that received a particular funding type (i.e., *N* column); the proportion of non-accommodation services that received the funding type (i.e. *%* column; calculated by *N*/30); and the conditional mean (i.e. *Mean*), that is the average amount of funding received by non-accommodation services that received that funding type (i.e. *TOTAL AMOUNT/N*). Further the unconditional mean is presented in column *Mean (N = 30),* which is the average amount of that funding type divided by all non-accommodation services in the sample, regardless of whether they received that funding type or not (i.e., *TOTAL AMOUNT/30*). Finally, two proportions are presented, first the percentage of total funding of that funding type out of the total funding received by non-accommodation services in that category (i.e. *% of category funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the corresponding light green row), second the percentage of the total funding of that funding type out of the total funding received by non-accommodation services from all sources (i.e. *% of all funding;* calculated by *TOTAL AMOUNT* divided by the total amount in the bottom light blue *Total* row). As only 30 non-accommodation services reported funding amounts, the funding breakdown should be interpreted with caution.

External Funding

For those non-accommodation services which reported dollar amounts of funding in 2020-21 (N = 30), 73.3% of all funding was from government sources; either service-specific (69.1%), received by a parent agency and allocated to the service (2.1%), or capital funding (2.1%). Government sources of service-specific external funding accounted for $8.3 million of all funding received by non-accommodation services in the sample. Further, other Commonwealth Government funding ($1 million, 9.1% of total funding) and grants from independent government agencies such as Lotterywest ($67 thousand, 0.6% of total funding) represented 11.6% and 0.7% of all external funding, respectively. Philanthropic sources of funding comprised 5.3% of external funding and 4.2% of all funding ($504.2 thousand in total). Finally, no non-accommodation services received funding from social impact initiatives.

Internally generated revenue

In contrast with accommodation services, less than a tenth (6.7%) of non-accommodation services reported that they generated revenue (note that this represents only two services). The majority (66.7%) of internally generated revenue was from fee for service income ($66 thousand, 0.5% of total funding) and a third was from rent ($33 thousand, 0.3% of total funding).

Funding allocated by parent agency

For 16.7% of non-accommodation services, a tenth of total funding was allocated to the service from the managing agency (9.5% of total funding). In contrast to the funding profile of the SHSs, over three-quarters (78.1%) of allocated funding was from non-government sources ($893.5 thousand, 7.4% of total funding), whereas the remaining (21.9%) allocated funding was from government sources ($250 thousand, 2.1% of total funding). No non-accommodation services reported receiving funding that had been allocated from revenue generated by the agency.

In-kind support

For all non-accommodation services, in-kind support represented 7.2% of total funding ($863 thousand). Just under half (49.0%) of in-kind support was from volunteering ($423.2 thousand, 3.5% of total funding). Finally, pro bono services ($220.6 thousand, 1.8% of total funding) and donation of goods ($143 thousand, 1.2% of total funding) represented 25.6% and 16.6% of in-kind support, respectively.

Capital funding

Only 6.7% of non-accommodation services received capital funding ($481 thousand, 4.0% of total funding). Additionally, over half (52.0%) of capital funding was received from government sources (all $250 thousand from non-NHHA). The remaining capital funding was from philanthropic sources – namely donations ($231 thousand, 1.9% of total funding).

PICYS

Perth Inner City Youth Service (PICYS) provides services to young people aged 16 to 25 who are homeless or at risk of being homeless and who wish to access support. The agency accepts people regardless of race, culture, religion, disability, family composition, sexuality or gender diversity, also working with young people's partners, children and family.

PICYS provides housing and wraparound support for young people whose histories of trauma, neglect and deprivation have resulted in severe mental health problems, homelessness, and disruption to the usual developmental goals and achievements of adolescence. The PICYS community provides a safety net and a strong flexible support network, providing clients with a sense of belongingness and security, social acceptance and independence through multiple entry pathways including Drop-In Centres, informal settings and case management.

"While I was homeless PICYS was a safe place to go on the days I needed somewhere to eat, shower, wash my clothes I could always go there on drop in and get the support I needed. If I needed help with anything there was always someone there volunteering to help. Overall, I felt welcomed and safe." PICYS client aged 20

"PICYS just makes me feel safe and like I've got help when I need it. This is important to me because I don't have other supports like that in my life. They are literally all I've got." PICYS client aged 20

"Overall, the most significant change has to be that PICYS has given me the will to live, they have done this by providing me with a unit of my own when I had nowhere to go, by believing in me when I don't, by providing a never-ending amount of support when I need someone." PICYS client aged 18

"If it wasn't for PICYS I wouldn't have this house (long-term housing) which gives me stability and it's reassuring to have somewhere to go. I need this housing because I have no supportive family and having my own place is amazing." PICYS Youth aged 17

"I get a great youth worker to talk to each week. Someone to check up on me to make sure I'm alright and make sure I'm not having a mental crisis or help me when I am. They've linked me to After Hours Support Service for extra support and just listen to me and help me." PICYS client aged 17

"Throughout this year I have had a reason to get up in the morning for drop in and appointments. I have made friends that I value and would be worse off without. I have a place to talk about how I feel without judgement. The most significant change to my life as a result of PICYS though is being able to stop couch surfing and actually live in a place where I feel safe." PICYS client aged 18

10. FUNDING PROFILE BY SERVICE CHARACTERISTICS

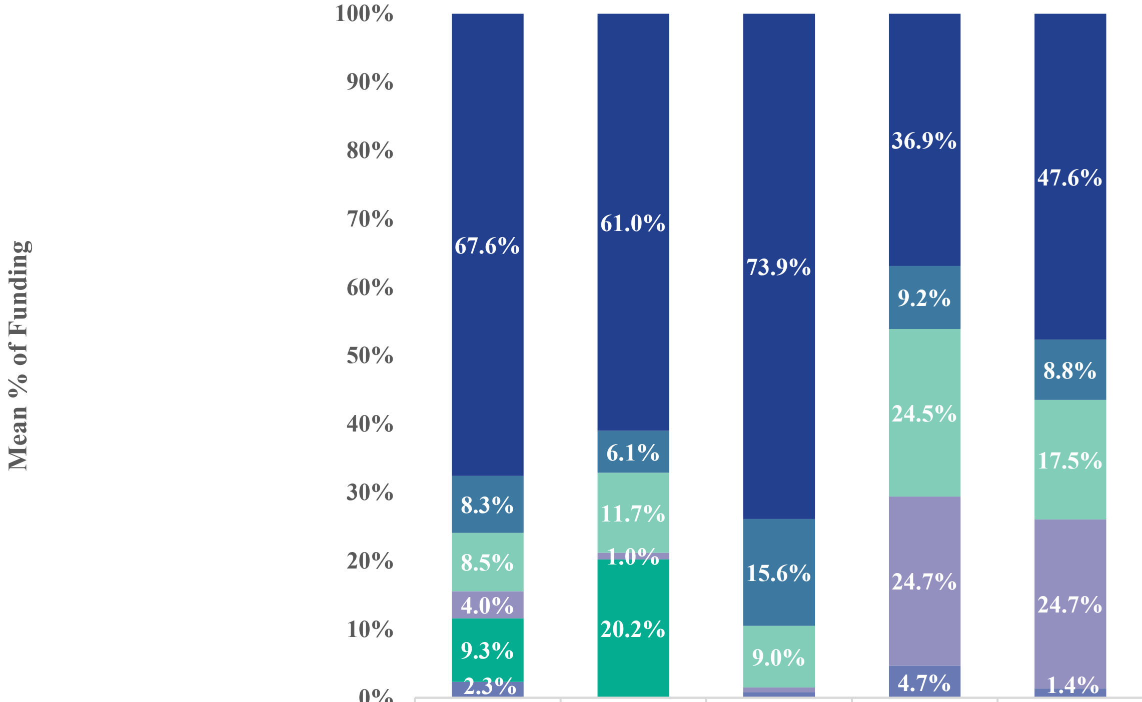
This chapter presents the proportion of the funding sources respondent services provided data for in the *Funding of Western Australian Homelessness Services Survey* by geographic region of operation, parent agency size, proportion of clients that are homeless, and main client group. Funding is presented for external sources (government funding, philanthropic funding, social impact funding), internally generated revenue (rent, service fees, vending machine, entrepreneurial activities, internal fundraising), funding reallocated to the service from the managing agency, and in-kind support (donations of goods, volunteering, pro-bono services).

- Services in remote or very remote areas had the lowest mean proportion of NHHA funding (36.9% and 47.6%, respectively).
- Services in major cities and inner regional areas had the highest mean proportion of funding allocated by the managing agency (9.3% and 20.2%, respectively).
- Services in remote or very remote areas had the highest mean proportion of In-Kind support (24.7% both).
- Services managed by agencies with an annual revenue of more than $5 million had the highest mean proportion of funding from NHHA government funding (71.8%).
- Services managed by agencies with an annual revenue of less than $1 million had the highest mean proportion of funding allocated by the agency (20.0%).
- The mean proportion of NHHA funding for services with 100% of clients experiencing homelessness was 70.3%.

10.1 *Funding profile by geographic location*

There were some differences in the funding profile of services located in the major city, inner regional, outer regional, remote and very remote areas (Figure 10 below). Outer regional services had the highest mean proportion of NHHA funding (73.9%), followed by services located in major cities (67.6%) and inner regional services (61.0%). Services in remote or very remote areas had the lowest mean proportion of NHHA funding (36.9% and 47.6%, respectively). However, the mean proportion of non-government external funding (24.5% and 17.5%, respectively) and internally generated revenue (24.7% for both) were the highest for services in remote and very remote areas.

Figure 10 Mean proportion of funding (excluding capital funding) by remoteness



	Major City (N = 54)	Inner Regional (N = 6)	Outer Regional (N = 8)	Remote (N = 4)	Very Remote (N = 4)
NHHA	67.6%	61.0%	73.9%	36.9%	47.6%
Non-NHHA Government	8.3%	6.1%	15.6%	9.2%	8.8%
External Sources (excl. government)	8.5%	11.7%	9.0%	24.5%	17.5%
Internally Generated Revenue	4.0%	1.0%	0.7%	24.7%	24.7%
Funding Allocated by Agency	9.3%	20.2%	0.0%	0.0%	0.0%
In-Kind Support	2.3%	0.0%	0.8%	4.7%	1.4%

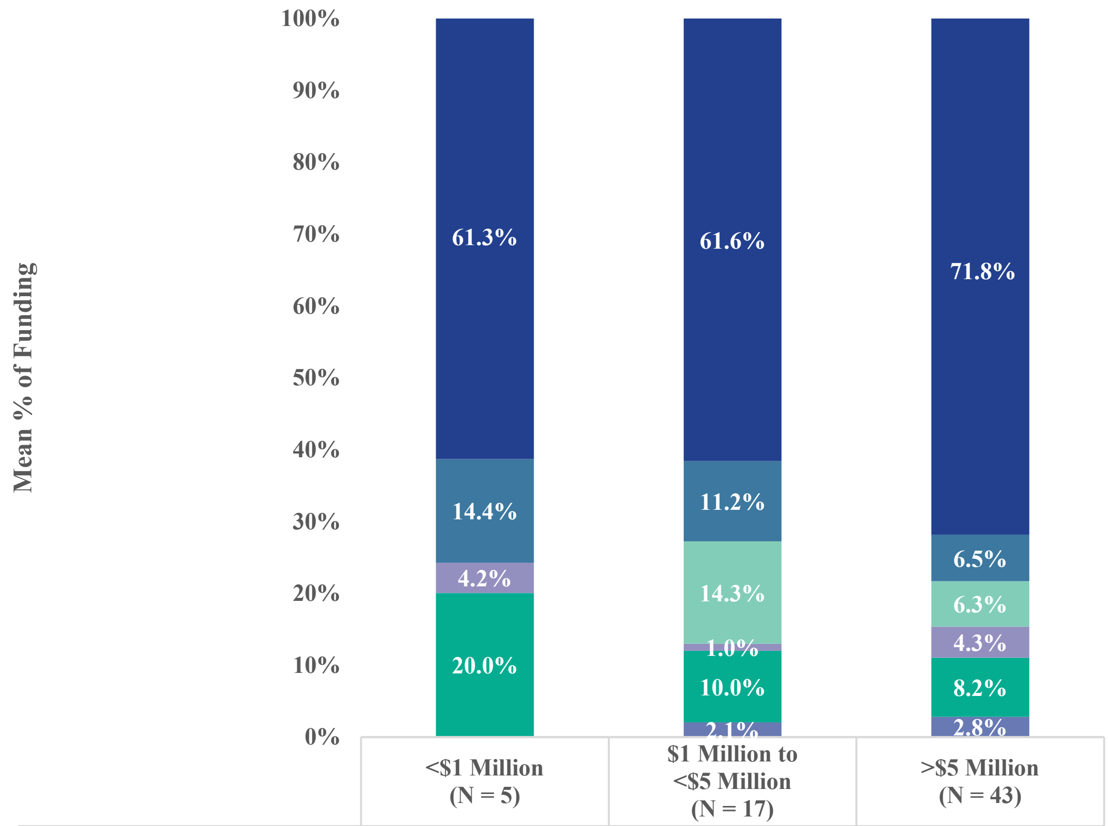
Source: The Funding of Western Australian Homelessness Services Survey.

Note: Services can operate in multiple locations, total does not equal 65. Eight services did not provide funding data.

10.2 *Funding profile by agency size*

Figure 11 below displays the funding breakdown by managing agency size. There is a potential for funding profile to be related to the agency size, as a larger agency may have more opportunities to apply for funding, raise philanthropic funding, or operate a social enterprise. Accordingly, the mean proportion of funding from NHHA government funding was greatest for services managed by agencies with an annual revenue of more than $5 million (71.8%). However, the mean proportion of funding from external non-government funding was greatest for services managed by agencies with an annual revenue between $1 million and $5 million (14.3%), whereas services belonging to smaller agencies (annual revenue less than $1 million) had no non-government external funding. Services from smaller agencies also had the greatest mean proportion of funding allocated by the agency (20.0%).

Figure 11 Mean proportion of funding (excluding capital funding) by agency annual revenue



	<$1 Million (N = 5)	$1 Million to <$5 Million (N = 17)	>$5 Million (N = 43)
NHHA	61.3%	61.6%	71.8%
Non-NHHA Government	14.4%	11.2%	6.5%
External Sources (excl. government)	0.0%	14.3%	6.3%
Internally Generated Revenue	4.2%	1.0%	4.3%
Funding Allocated by Agency	20.0%	10.0%	8.2%
In-Kind Support	0.0%	2.1%	2.8%

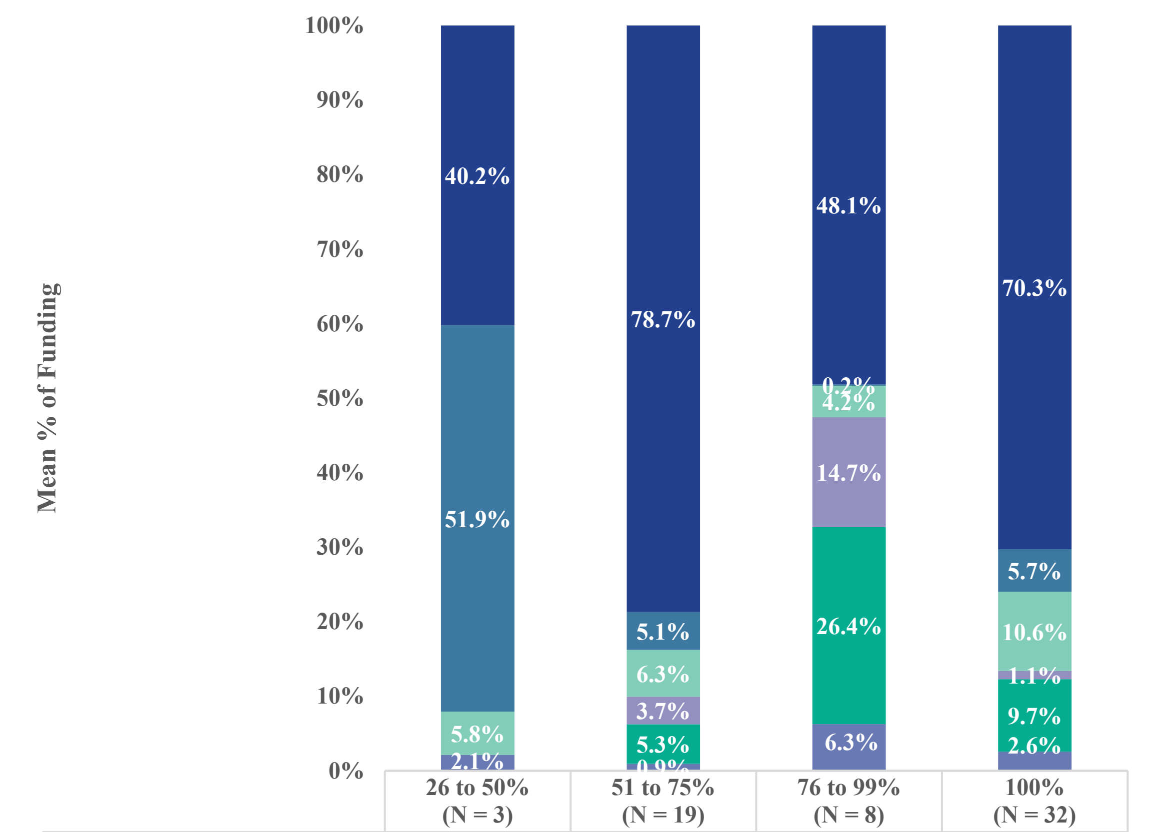
Source: The Funding of Western Australian Homelessness Services Survey.

Note: Eight services did not provide funding data.

10.3 *Funding profile by proportion of homeless clients*

Figure 12 below displays the funding breakdown for the services by the proportion of clients that are homeless. The highest mean proportion of NHHA funding is observed among services with 51-75% of clients experiencing homelessness (78.7%) and 100% of clients experiencing homelessness (70.3%). The services with 76–99% and 26-50% of clients experiencing homelessness had a mean proportion of NHHA funding of 48.1% and 40.2%, respectively. Services with 26–50% of clients experiencing homelessness had the highest mean proportion of non-NHHA government funding (51.9%) and no funding allocated by the managing agency. By contrast, services with 76–99% clients experiencing homelessness had the lowest mean proportion of non-NHHA government funding (0.2%) and the highest mean proportion of funding allocated by the managing agency (26.4%).

Figure 12 Mean proportion of total funding (excluding capital funding) by proportion of homeless clients



	26 to 50% (N = 3)	51 to 75% (N = 19)	76 to 99% (N = 8)	100% (N = 32)
NHHA	40.2%	78.7%	48.1%	70.3%
Non-NHHA Government	51.9%	5.1%	0.2%	5.7%
External Sources (excl. government)	5.8%	6.3%	4.2%	10.6%
Internally Generated Revenue	0.0%	3.7%	14.7%	1.1%
Funding Allocated by Agency	0.0%	5.3%	26.4%	9.7%
In-Kind Support	2.1%	0.9%	6.3%	2.6%

Source: The Funding of Western Australian Homelessness Services Survey.

Note: Five services did not provide client assistance data. Eight services did not provide funding data.

10.4 *Funding profile by main client group*

There were some differences in the funding profile of services dependent upon the main client group assisted by the service (Figure 13 below). Only those main client groups with more than one service were included in the graph. The mean proportion of funding from government sources was high across all groups. Services with the highest mean proportion of government funding were those where the main client group was people exiting mental health facilities (100%), single men (98.7%), and women and children experiencing FDV (91.8% of funding). The lowest mean proportion of government funding was reported by services where people with no specific or mixed target client group (63.1% of funding).

The reported split between NHHA funding and other government funding showed more variation than the level of total government funding. As discussed previously, this could reflect an actual difference in funding or a difference in a service's ability to distinguish between funding from various government sources. The highest mean level of non-NHHA government funding was reported by services with a main client group of rough sleepers (24.4%), and families (18.7%).

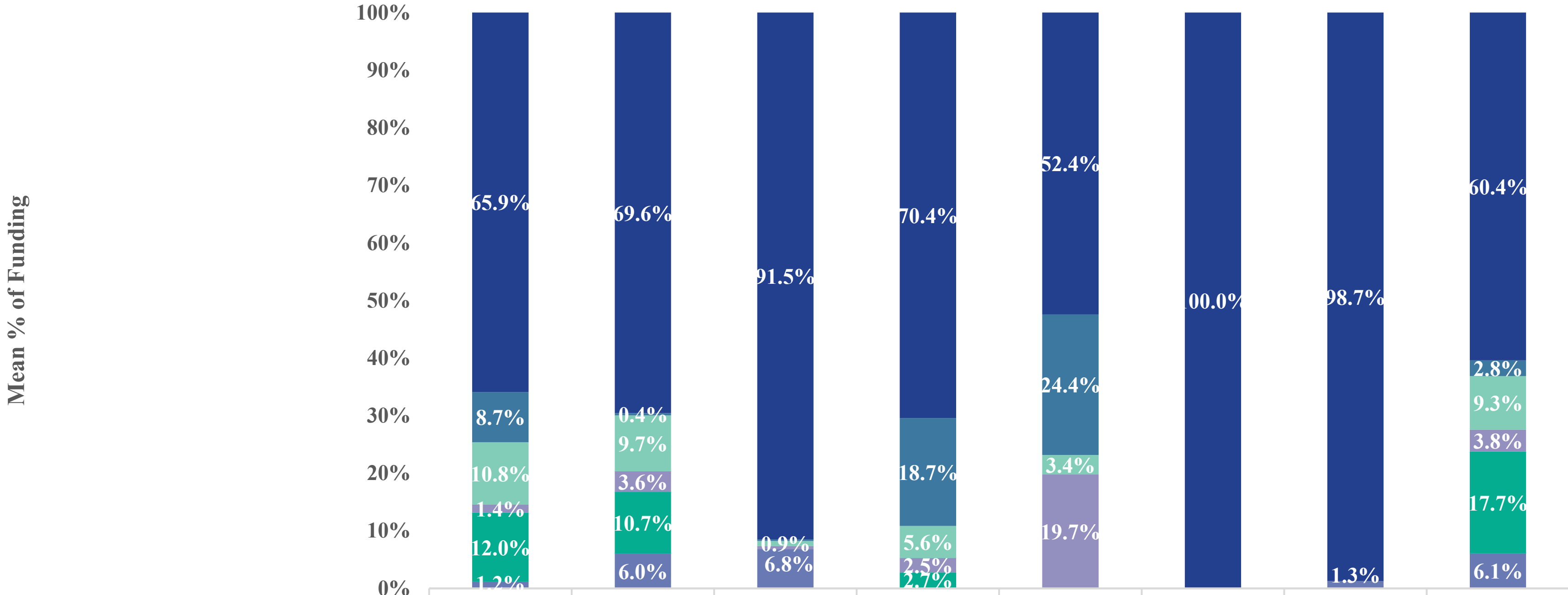
External non-government funding was reported across all main client groups excluding single men and people exiting mental health facilities. The highest mean proportion was reported by services with a main client group of young people under 25 (10.8%) and Aboriginal people (9.7%), and the lowest mean proportion was reported by services with women and children experiencing FDV (0.9% of funding).

Internally-generated funding was also reported across all main client groups excluding single men and people exiting mental health facilities. The highest mean proportion was reported by services with a main client group of rough sleepers (19.7%), and the lowest mean proportion was reported by services with women and children experiencing FDV (0.5% of funding).

The proportion of funding allocated by the parent agency showed some variation across main client groups; ranging from 17.7% of total funding for services where people with no specific or mixed target client group to zero for services with women and children experiencing FDV, single men, rough sleepers, and people exiting mental health facilities.

Across all service groups the mean proportion of funding from in-kind sources ranged from 6.8% for services with women and children experiencing FDV to zero for services specifying people exiting mental health facilities.

Figure 13 Mean proportion of total funding (excluding capital funding) by main client group



	Young people (N = 26)	Aboriginal people (N = 4)	Women experiencing domestic violence (N = 2)	Families (N = 8)	Rough sleepers (N = 5)	People exiting mental health facilities (N = 2)	Single men (N = 2)	General/ mixed (N = 14)
NHHA	65.9%	69.6%	91.5%	70.4%	52.4%	100.0%	98.7%	60.4%
Non-NHHA Government	8.7%	0.4%	0.3%	18.7%	24.4%	0.0%	0.0%	2.8%
External Sources (excluding government)	10.8%	9.7%	0.9%	5.6%	3.4%	0.0%	0.0%	9.3%
Internally Generated Revenue	1.4%	3.6%	0.5%	2.5%	19.7%	0.0%	0.0%	3.8%
Funding Allocated by Agency	12.0%	10.7%	0.0%	2.7%	0.0%	0.0%	0.0%	17.7%
In-Kind Support	1.2%	6.0%	6.8%	0.1%	0.1%	0.0%	1.3%	6.1%

Source: The Funding of Western Australian Homelessness Services Survey.
Note: Eight services did not provide funding data. Only client groups with more than one service are presented.

11. FUNDING PROFILE OF ABORIGINAL SERVICES

This chapter presents the distribution of funding sources received by Aboriginal services, that is, services that indicated that they were Aboriginal-specific or that their main client group is Aboriginal people. This data should be interpreted with caution as only six services were Aboriginal services, and of them, only four services provided funding data in the *Funding of Western Australian Homelessness Services Survey.* Funding is presented for external sources (government funding, philanthropic funding, social impact funding), internally generated revenue (rent, service fees, vending machine, entrepreneurial activities, internal fundraising), funding reallocated to the service from the managing agency, in-kind support (donations of goods, volunteering, pro-bono services), and capital funding.

- On average, each Aboriginal service received $518.5 thousand for 2020-21.
- All Aboriginal services received funding from external sources.
- NHHA funding made up 62.2% of all funding for Aboriginal services.
- No Aboriginal services received capital funding.

Aboriginal-specific services reported that they received a total of *$2,073,950* funding in 2020-21 *(N=4)., with* 79.3% of all funding was from government sources; either service-specific (62.6%), received by a parent agency and allocated to the service (16.7%). Government sources of service-specific external funding accounted for $1.3 million of all funding received by Aboriginal-specific services in the sample. The majority (86.4%) of all Aboriginal-specific service funding from external sources was obtained from NHHA ($1.3 million, 62.2% of total funding). Further, grants from independent government agencies such as Lotterywest ($8 thousand, 0.4% of total funding) represented only 0.5% of all external funding. Philanthropic sources of funding – namely corporate grants and community member donations - comprised 13.1% of external funding and 9.4% of all funding ($195 thousand in total). No Aboriginal-specific services received funding from social impact initiatives.

Only one Aboriginal-specific service reported that they generated revenue, and only one Aboriginal-specific service received funding from their managing agency. No Aboriginal-specific services reported receiving funding that had been allocated from revenue generated by the agency.

For all Aboriginal-specific services, in-kind support represented 5.8% of total funding ($120.2 thousand). Over half (58.5%) of in-kind support was from donated goods ($70.3 thousand, 3.4% of total funding). Finally, volunteering ($49.9 thousand, 2.4% of total funding) represented 5.8% of in-kind support.

No Aboriginal-specific services reported that they received capital funding in 2020-21.

12. FUNDING AND SERVICE DELIVERY EFFECTIVENESS

This chapter explores funding attainment and the ability for services to meet the needs of clients. Those who participated in the focus groups identified some of the factors impacting service delivery effectiveness including the current contract agreements. Sections 12.1 to 12.3 include feedback from agencies how their services are impacted by contract rollovers, short-term contracts and contract flexibility. Additionally, services' perception of funding flexibility and discretion of use, and ability to meet client demand are presented, based on responses to the *Western Australian Homelessness Funding and Delivery Survey* and qualitative data provided in the focus groups. Finally, survey responses (N = 71) about outcomes achieved with funding, changes in funding, and experiences in seeking additional funding are reported.

- The rollover of contracts inhibits opportunities for renegotiation and limits the evolution of services to better meet the needs of clients.
- Short-term contracts negatively impact staff retention and reliable service delivery.
- Government contracts were perceived to be the least flexible funding source.
- In the focus groups, services noted that in some cases they had the ability to modify government funded service delivery in response to a dynamic situation (e.g., COVID-19). However, in terms of the funding amount, they only had the flexibility to reduce the amount of funding, but additional funding was not available to meet new demand.
- Less than a half (45.2%) of services reported that they were able to meet 76% of demand or greater with the funding in 2020-21.
- Services in the focus groups noted that unmet demand was likely underreported as referral agencies call ahead to check capacity before making referrals, and many services will try to provide some level of assistance to all clients that present at the service.
- Unmet demand is not solely the result of insufficient service funding. Service delivery is impacted by poor staff retention due to insecure funding, unreliable volunteers, and a severe shortage of public housing stock.
- Current funding most enabled services to advocate for homeless people and least enabled them to expand existing services.
- No services reported a decrease in funding of 20% or more, but only 11.3% of services reported an increase in funding of 20% or more.
- 22.5% of services had taken active steps in 2020-21 to obtain additional funding from philanthropic foundations or trusts. 9.8% were successful, 9.9% were unsuccessful, and 2.8% had only taken preliminary steps.

12.1 *Rollover of contracts*

The ten-year rollover of SHS contracts with the Department of Communities without reassessment of costs gives agencies no opportunity to renegotiate funding terms, whereas the short notice of rollover confirmation has resulted in agencies losing staff. The rollover of contracts over many years has resulted in outdated contracts in terms of the complexity of needs, and agencies not being able to apply to tender to meet the outcomes for specific cohorts of people experiencing homelessness.

"The short-term rollover of contracts is killing us because we have no opportunity to renegotiate those funding terms when we're looking at the rising cost of living and really how much more it is costing us to deliver these services without having that ability to have those conversations with our funders."

"One of the real impacts is the continual rollover of funding. The rolling over of contracts is a very real contraction of dollars in terms of what's been provided going forward. In terms of meeting the real cost of delivery, that's a significant impact in the broader structure of things."

"It's the uncertainty about funding. Sometimes the confirmation of rollover comes very last minute and it's certainly been our experience that we have lost good staff at times just because they can't sweat it out, waiting to see whether the rollover is going to occur or not."

"The 12 month rollover of funding for the last 10 years with only one month notice period as to whether or not that funding would continue or not, and then there are the implications that come from them, such as staffing. "

Contract costs need to be reassessed to give agencies the opportunity to renegotiate funding terms and to take into account the complexity of needs in costing algorithms.

"At the systems level, we see contracts continually being rolled over every year or, in the most recent instance, a lot of people have had a two-year rollover now until potentially go into commissioning. A lot of our services are adapting to try and meet needs doing that with the initial pools of funding that we've been granted, which means we don't have a true reflection of what all the services in the sector are actually doing now in the climate that we're in with the needs of the people that we're supporting. But if the funding just continues to be rolled over, we're never going to actually capture what is truly happening now."

"No review or contracts within that and are we still fulfilling the needs in the changing landscapes and complexities that are being presented within that space as well, which is I think is a concern that that hasn't even ever been considered with a continual rollover of contracts. And then with the rollover of contracts, particularly within the youth space, that means we're not funded, that we're always locked out to be able to even apply to tender for funding as well within that space.

"Continuation of funding some of our funding is now 10 years old. The contracts are actually completely outdated in terms of what they're housing system looks like, what was being delivered 10 years ago certainly isn't reflective of need or service delivery now."

Homelessness services have, for some time, argued that the level of funding provided in government contracts is not keeping pace with underlying costs. The Non-Government Human Services Sector (NGHSS) indexation policy annually indexes community sector WA Government contracts against a formula which weights by the Consumer Price Index and the Australian Bureau of Statistics Wage Price Index. The argument put by services is that the NGHSS indexation uplifts are insufficient to cover wage cost and price increases particularly those increases in costs associated with the increases in award salary rates under the Equal Remuneration Order (ERO) issued in 2012 by Fair Work Australia to address gender pay inequity.

We compared outcomes where NGHSS indexation uplifts are applied on a WA State Government funded component of a homelessness service over the period 2014-15 through to 2022-23 with estimated actual costs based on National Wage Case increases (80% of baseline costs) and Perth CPI increases (applied to 20% of baseline costs). We factored in a 5.1% increase in the National Wage Case and CPI Perth in March 2022 of 7.6% but dropping down to 5% over the 2022-23 financial year. On this basis, service costs were estimated to be 12.2% higher than the indexed WA Government contract over the 2014-15 to 2022-23 period. For a $500k contract, this equates to costs $70,633 above the NGHSS indexed contract.

Services report that costs may actually be rising above CPI in a number of areas such as increases in insurance, rent and maintenance costs, and fuel and transport costs. Moreover, services are facing financial pressures due to greater staff turnover, increased risk management, quality standards and compliance costs, increased occupational health and safety requirements, and Covid-related pressures around personal protective equipment, and expenditures and staffing absences.

Beyond issues surrounding inadequate indexation of contracts, higher than CPI cost pressures and productivity-reducing events, services also report that indexation may not apply to Australian Government funded (or part-funded) homelessness service contracts. Providers report that against these pressures they have had to cut costs through retrenchment, cutting training and development, increasing the workload of staff and not investing in innovation or research.

The WA State Government has responded positively to cost pressures faced by homelessness services with an initial ERO-based Uplift support package in 2019-20 applying to select homelessness services which was expanded in 2020-21 (at a 10% Uplift rate) to a broader range of services and contracts. However, this still falls somewhat below estimated wage and CPI pressures and does not account for other cost and productivity-reducing events of the last few years.

> *"Tied in with all of the contract rollovers is indexation and how indexation just doesn't keep pace with CPI and or wages. And that was really very evident last year with the additional half percent increase in superannuation and is probably going to be incredibly apparent to all of us this year who rely on that because we're expecting a significant wage price increase under the national wage case plus the half percent superannuation. There's such a lag in the way that the calculations work for indexation, that the indexation is definitely not going to keep up."*

> *"WA don't pass on the full indexation so they have a very complex way of figuring out how much indexation you'll get, which is, a percentage of 47% of what you're funded for, none of which helps those organisations on the ground that are trying to actually deliver the services. "*

12.2 *Short term contracts*

Short term contracts make it difficult for services to provide appropriate emergency response services, retain qualified staff, and provide a consistent service delivery. Short term contracts do not allow adequate response with respect to housing and homelessness service delivery and create uncertainty within the sector.

> *"Due to the length of the contract, there is limited capacity to pivot. Our knowledge of how we should approach housing and homelessness service delivery now looks very different to how it would have done 10 years ago and even in the last two years with COVID. If nothing else, it has taught us that we need to be able to be responsive. And now in a housing crisis, how we're delivering programs in a private market with 0.01% vacancy and availability."*

> *"The inability to retain staff and that inconsistency of service delivery, with the potential having to minimise service delivery as we're unsure of what funding may look like."*

> *"Bits of extra funding can be very short lived, and you're in a cycle of uncertainty because they're not often longer-term grants that you get. They might be one-offs and you end up in that kind of cycle of getting a bit and then losing it, getting a bit, losing it and so on."*

12.3 *Flexibility and discretion over funds*

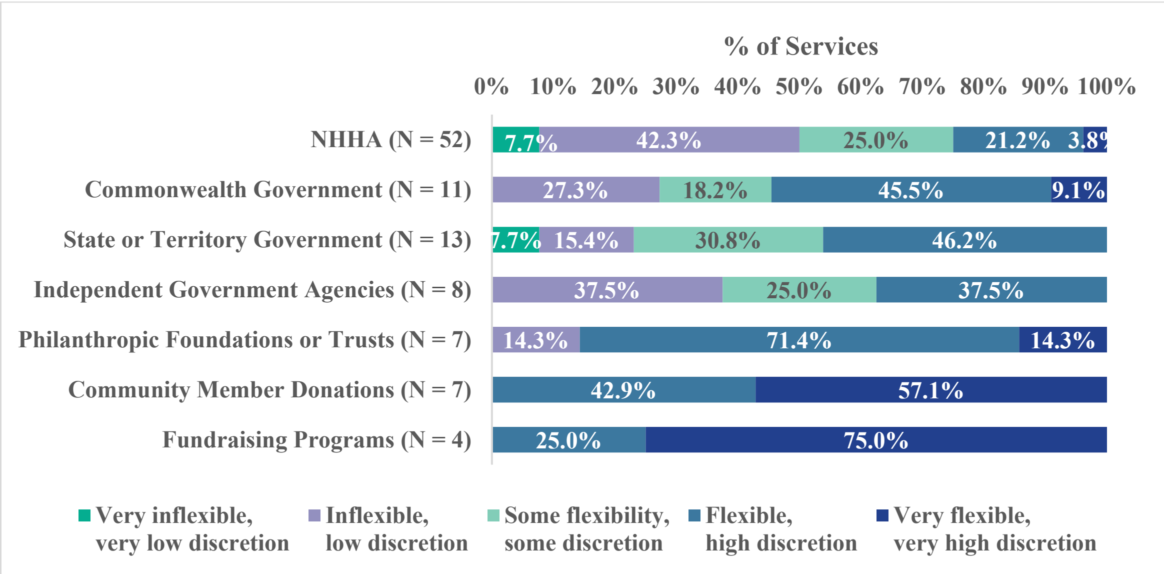
This section discusses the *Western Australian Homelessness Funding and Delivery Survey* responses related to the perceived degree of flexibility and discretion that services consider they have over use of funding from different sources. Respondents were asked to only rate funding sources their service has used. Only funding sources that were rated by four or more services are reported in Figure 14.

Funding from government sources were generally seen to have comparatively low flexibility and discretion. NHHA funding was perceived by the majority (50.0%) to be inflexible and low discretion, 25.0% felt it had some flexibility and discretion, and 25.0% thought it was flexible, high discretion or very flexible and very high discretion. Funding from other Commonwealth Government sources and other state and territory government sources showed similar patterns.

Funding from Commonwealth Government was perceived to offer the most flexibility for a government source, with 54.5% indicating it offered flexibility and high or very high discretion, and only 27.3% indicating it was inflexible with low discretion. State and territory government funding was also perceived to be flexible with high discretion among 46.2% of organisations. Similar proportions of organisations indicated independent agencies offered flexibility and high discretion (37.5%) and inflexibility and low discretion (37.5%).

The funding sources perceived to offer the greatest flexibility and discretion were community member donations and fundraising events and programs. All responding services perceived these funding sources to offer flexibility and high or very high discretion. Similarly, 85.7% of services perceived funding from philanthropic foundations or trusts to be flexible and offer high or very high discretion.

Figure 14 Degree of flexibility by funding source



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Only funding types with four or more ratings are presented.

Agencies report needing flexibility in their contract delivery to allow them to pivot to meet the needs of their clients. Flexibility is needed in terms of providing additional funds to extend services and to meet current need. Some agencies have found that broadening their funding base outside of government funding has allowed them to have flexibility in their service delivery.

“It was important flexibility because the Commonwealth government ignored the temporary Australians who were here during COVID because they were not eligible for JobKeeper or JobMaker. It was then left to agencies like ours to be able to respond and fortunately, to the department's credit, they let us extend our services, but there was no additional funding for it. So obviously it came at a cost to what we could do, but it still is, something better than nothing in terms of flexibility. There is a lot of emphasis is on primary homelessness. “

“Part funding does allow the flexibility to be able to adapt to the needs that are presented by the by each individual that comes within our services and to be able to really hold true to the integrity of our model of service delivery.”

“The flexibility comes in terms of well, we'll take stuff out of your contract. However, there's no flexibility around giving you additional funds to meet the need.”

“Flexibility and I've seen very little, if any, in fact in recent times we've had to go back to the Department of Communities on one or two contracts just to be able to employ the right staff at the right level, sort of push back on some of those outcomes. We've gone back to the Department said, if you're not going to give us any more funding, will you reduce the hours and some of the outcomes so that we can at least get the right people. The only flexibility I've seen is when the government's got their back up against the wall. When they're desperate, then suddenly things become very flexible, but otherwise not at all.”

12.4 *Ability to meet client demand*

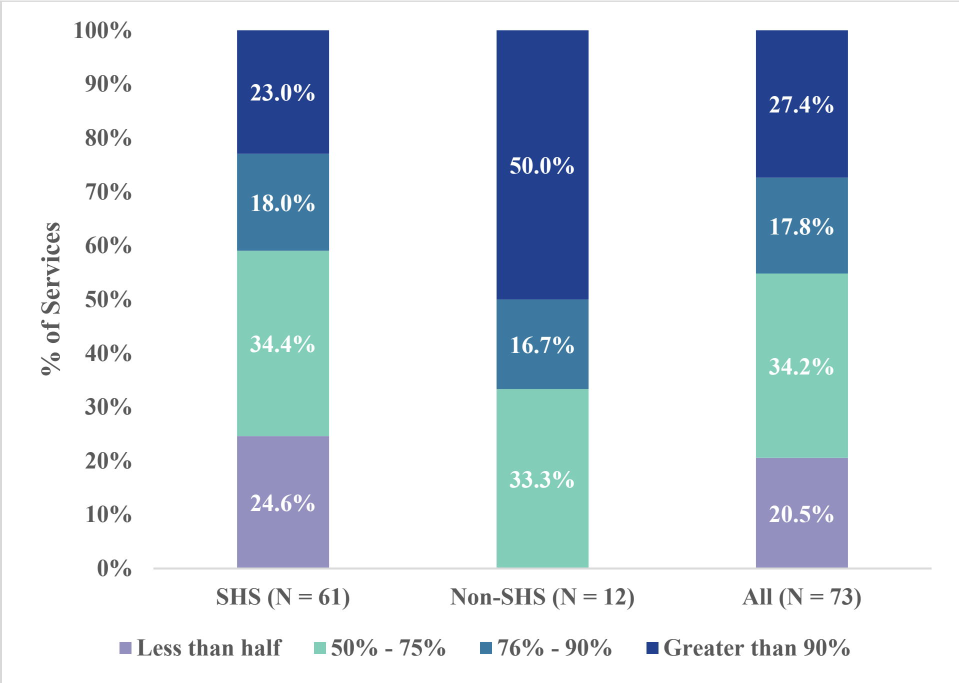
To evaluate the influence of funding on outcomes, surveyed services were asked to indicate the extent to which current funding allowed them to meet client demand in 2020-21 (Figure 15 below). Overall, just over a quarter (27.4%) of services indicated that they were able to meet 90% or more of client demand, and less than a half (45.2%) said they were able to meet 76% of demand or greater. However, there was a significant difference between SHSs and non-SHSs. Whereas 66.7% of non-SHSs were able to meet more than 76% or more of their client demand, and less than 41.0% of-SHSs reported the same.

Almost a quarter of SHSs (24.6%) reported meeting less than half of current client demand with their funding in 2020-21, whereas all non-SHSs reported meeting 50% or more client demand.

“Ten to fifteen families are turned away each week. With 3 units onsite, there is a significant demand that cannot be met. As this service provides accommodation to families for a period pf up to 3 months (crisis), the turnover is higher than transitional, however given limited services in the region this is far from meeting demand. In addition, singles and couples are unable to be accommodated. The Assertive Outreach component of the program further highlights the unmet demand - with visible rough sleeping highlighting the extent of homelessness in the region.”

“There are not enough crisis accommodation services in the state to provide accommodation to all homeless people.”

Figure 15 Level of client demand met



Source: The Funding of Western Australian Homelessness Services Survey.

Unmet demand is considered to be underreported. Many services try to provide some level of support to all people who present for service. However, the demand for accommodation and other services, low staffing resources, and clients unable to meet the criteria of a program, result in an estimated 30%-90% of clients not being able to be assisted. Unmet demand is higher in cohorts such as young people, families, those with alcohol and substance use, those who have been incarcerated, and those in rural areas. Some services have a waitlist, others cease program operation when they are unable to meet demand, while other services try to find out of the box solutions or refer clients to other agencies.

> *"Thirty per cent of clients do not meet the criteria of the program that is established to support them. This may be due to Drug and Alcohol dependency and needing to go into rehab support first, or have violent criminal records and still under community orders."*

> *"This service provides supported accommodation to families with dependent children in their care who are experiencing, or at imminent risk of, homelessness. This service has always experienced significant unmet demand, which has increased in 2021 and 22. In 2020-21, 987 families sought assistance for supported accommodation. The service had access to 25 properties. The service provides support for up to 12 months."*

> *"Daily requests from unassisted clients can vary from 1-2 daily at its peak to 1-2 per week. The team spend substantial time with unassisted clients to be confident with their assessment and action taken, however rarely do they get feedback as to the outcome. Unassisted clients are defined as those clients who do not meet the program requirements, as they are either living out of area, or are not viable in their current property. In these instances, we will either refer to the relevant agency who services their geographical area, or assess and recommend other options for the client, such as, adding someone else to the tenancy (lodger) to help with rental payments, moving to an alternative more affordable property or any other action that would enable the client to remain housed. In some instances,*

when the tenancy cannot be maintained, PRASS will provide information on alternative services including Homelessness services such as Entrypoint, Foodbanks, and other Emergency Relief Services."

"Enormous unmet demand exists in this area. AIHW and other stats show that the number of people presenting to homelessness services who have been in prison in the last 12 months is significant. People exiting prison into homelessness is very high. Unmet demand for this service is underreported, as referrals to the service are done via Transitional Managers based in prisons and they often liaise with us first to check capacity to take clients on. For the 20-21 financial year, 89 men were referred by Transitional Managers and 21 men were provided with outreach supports for up to 12 months."

"The highest proportion of unassisted requests would be for crisis accommodation. Staff can complete 20-30 crisis referrals per day, however there are only limited beds available within external services. On average, beds available in crisis accommodation would be between 1-4. Due to the large number of referrals that get submitted internally and externally, 90% of referrals wouldn't be accepted."

And we still do the loaves and fishes on that. We still support the 74% ... that aren't allocated funding. .... So it's some point we have to call out that narrative.

Agencies were asked if their current level of funding is not meeting underlying demand, how much increase in funding would they require to meet underlying demand. Services replied in percentage increases of funding, total dollar value, dollar value per person, accommodation, maintenance and staffing needs. Increases are required from 20%-100%, with values ranging from $120,000 pa to $8 million to increase program capacity and to meet other associated costs of running the service.

"When we talk about unmet demand, we scaled up because we didn't want a bunch of suicides. The Minister for Mental Health scaled up service delivery money from COVID."

"In the under 25 space there would be 500 young people a year that we are not able to provide a service to in Perth Metro. That's just the ones that engage with our service. We need diverse opportunities for young people across Perth Metro and range of different accommodation options; 100 beds would be snapped up tomorrow and we would still have plenty of demand. This is a huge investment that's needed and it's needed now, not in four years' time."

"Funding would need to be two-fold; funding for increased housing supply and support."

Sustainability of programs, part-time rather than full time staff, high case-loads, staff burnout and negative impacts on staff wellbeing, poorer quality of service, risk to client safety, staff training, employing qualified staff, provision of appropriate supports and investigation into innovative approaches to service delivery are some of the impacts of current funding levels on service delivery.

"To balance our budgets we are having to reduce the quality of service being provided. Eventually we will have to reduce staff levels which will have a significant impact on the level of support we can offer. So we would then need to reduce the number of active clients engaged in receiving support."

"Current funding levels (1) are unable to meet current and future staffing costs, (2) do not cover replacement of furniture/whitegoods and household items in seven houses (3) do not provide any brokerage monies to assist clients (4) do not allow for improvements in service delivery."

Some organisations have had to change their operations, and rely on volunteers to supplement funding.

> *"The service is now required to operate a lone worker model and closes for 52 days per year. This significantly impacts the ability to work with young people in a flexible, responsive way, has a negative impact on staff wellbeing, and minimises any opportunity for professional development, training, and quality of practice improvements."*

> *"We rely heavily on volunteers to supplement the funding and volunteers are not always reliable, and it is difficult to provide the level of training, skill and quality when relying on volunteer staff. Funding instability is unsettling for staff, especially those who were around when the day centre operations (hours and days) were reduced due to insufficiency of funding. Additionally, we will be experiencing a decrease in funding at a times when the level of need is only rising dramatically with impacts form Covid-19 and the housing crisis and general increases in cost of living."*

The lack of funding means services are unable to provide the support they need to provide, which results in unnecessary extended periods of homelessness. Services also note the broader implications to society of not being able to provide their service.

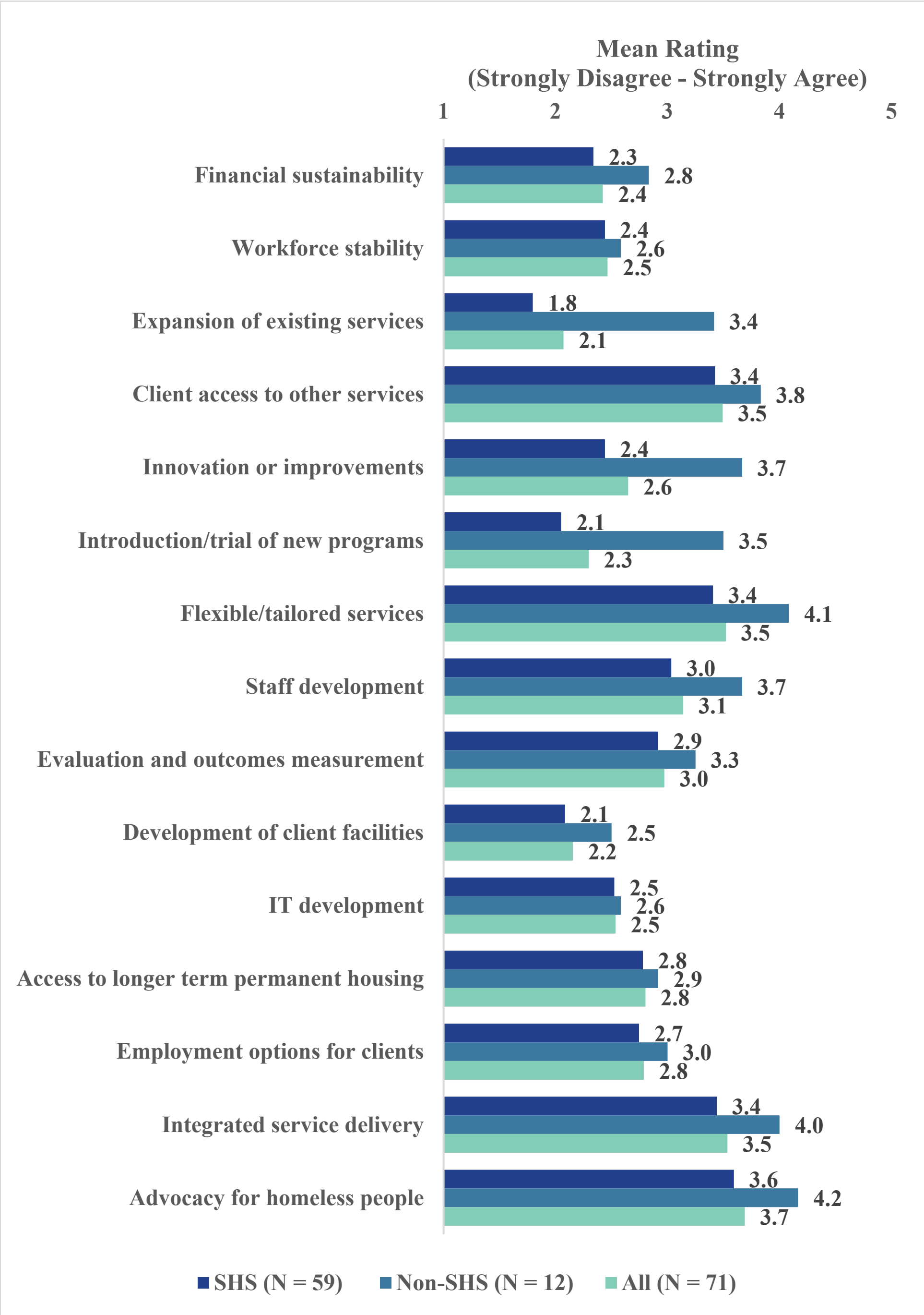
> *"Without brokerage and ability to purchase basic items, identification, private assessments (NDIS, Psychology, paediatric), driving lessons and basic needs, we extend young people experience of homelessness as we wait for Centrelink approvals, applications in community, and young people remain on waitlists months/ years long for assessment and mental health support. Case managers provide intensive therapeutic support throughout, however are manipulated by wider systems."*

> *"If our service were to be removed from the homelessness system it would be a high probability that the following will be noted - * increase in anti-social behaviour * increase in criminal activity * increase in substance dependency and issues attached * increase in recurring trauma and exploitation * increase in street presentation. Without suitable support, youth experiencing homelessness today will become adults experiencing chronic homelessness tomorrow. "*

12.5 *Outcome objectives achieved with current funding*

In addition to client demand met, services were asked to indicate to what extent their current funding allowed them to achieve a range of other outcomes, including client, service delivery, staff, and organisational outcomes. Responses were based on a five-point Likert scale (1 = strongly disagree; 5 = strongly agree). The mean Likert scores are reported in Figure 16 for SHSs, non-SHSs, and all services.

Figure 16 Outcomes achieved with current funding



Source: The Funding of Western Australian Homelessness Services Survey.
Note: Two services did not answer this question.

Across all outcomes, mean ratings from non-SHSs were higher than those of SHSs. The outcomes that were most strongly agreed they were able to be met were advocacy for homeless people (overall mean rating 3.7), flexible tailored client services (3.5), integrated service delivery (3.5), and client access to other services (3.5).

The outcome with the lowest level of perceived achievement was expansion of services with a mean rating of 2.1. However, this rating was largely driven by the SHSs with a mean rating of 1.8, whereas non-SHSs had a mean rating of 3.4. This was followed by client facilities with a mean rating of 2.2, which had a small disparity between SHSs and non-SHSs (2.1 and 2.5, respectively). Next, the introduction of new programs had a mean rating of 2.3. Again, there was a disparity between the mean ratings of SHSs and non-SHSs (2.1 and 3.5, respectively).

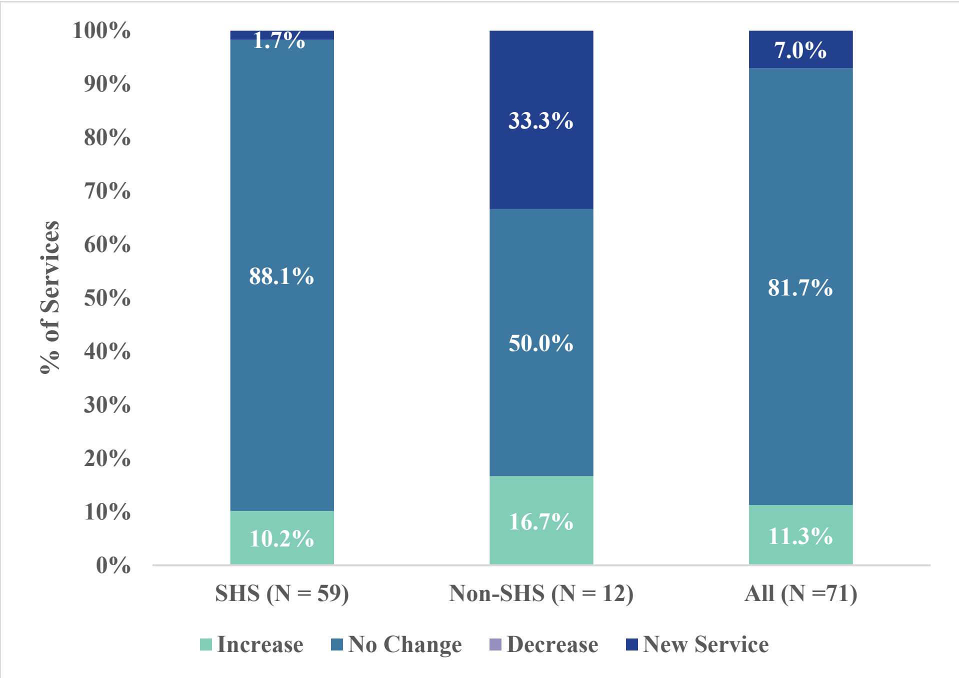
"A holistic approach to service delivery, from provision of housing to addressing other issues that impact on people's wellbeing, is the only approach that can provide some hope of achieving a reasonable outcome in the quest to end homelessness. Adequate funding will allow for better, innovative, and cost-effective solutions to the issue of homelessness. Drip feeding the issue will never see it go away."

12.6 *Changes in funding over time*

This section reports results on the prevalence of significant changes in funding in the sector. Services were asked to indicate whether they had experienced an increase or a decrease in funding of 20% or greater, when comparing the recent funding period (2020-21) with the previous period (2019-20). New services that were established in 2020-21 are included in the analysis and are indicated in Figure 17 below.

Overall, 11.3% of surveyed services perceived some significant change in funding. However, all 11.3% reported a 20% or greater increase in funding. When comparing SHSs and non-SHSs, 10.2% of SHSs and 16.7% of non-SHSs reported a 20% or greater increase in funding between 2019-20 and 2020-21.

Figure 17 Percentage of services reporting a 20% or greater change in funding between 2019-20 and 2020-21



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Two services did not answer this question.

The vast majority of services did not report any change in funding (81.7%), with 88.1% of SHS organisations reporting no change, and 50.0% of non-SHS reporting no change.

Although the majority of services experienced no change in funding between 2019-20 and 2020-21, it should be noted that services are having to decrease their capacity, as no change in funding between years means that they are unable to continue providing services at the same level as service delivery costs increase.

"Government CPI does not reflect real-world CPI. A couple of years ago there was a budgetary issue and they decided to set their own negative CPI. If government make those treasury decisions, then that flows on and makes it very, very difficult."

“With decreasing capacity due to funding not keeping up with costs more than double the current funding is required. Our most recent proposal to expand services to meet need at existing sites and new sites where the service is not directly available was costed at $493,000.”

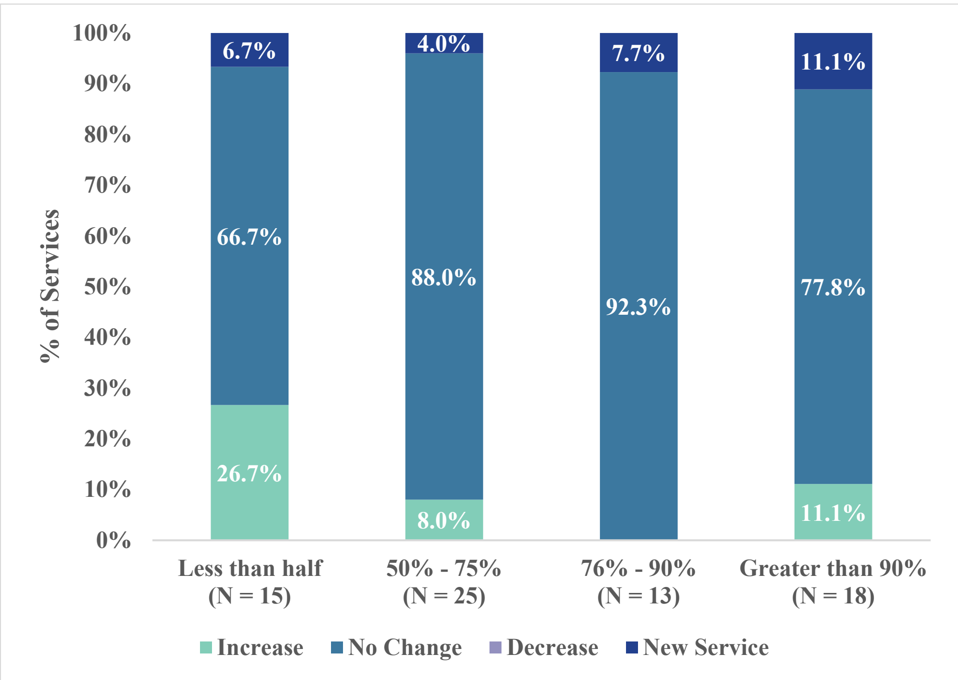
12.7 *Change in funding by client demand*

Figure 18 below displays the change in funding experienced by services by the proportion of client demand they were able to meet. The greatest proportion of services that received an increase of 20% or more in funding were those who reported that they were able to meet less than half of client demand (26.7%). Additionally, 11.1% of services that reported they met more than 90% of client demand received an increase of 20% or more in funding, and 8.0% of services that reports they met between 50%-75% of client demand received an increase of 20% or more in funding. This suggests that some services have been able to obtain additional funding to meet demand, whereas others had a client demand that exceeded the increase in funding. However, as raised by the services in the focus groups, the significant shortage of public housing means that many clients in need cannot be supported, regardless of the amount of funding the service receives.

“Funding is not the limiting factor, accommodation is. Capital investment of $30M could construct another service, but would only allow us to meet a further 10% demand. Other options to repurpose existing accommodation such as hotels would require $2m per year for around 50 young people.”

With respect to new services, the largest proportion of services that were newly established in 2020-21 were those that were able to meet more than 90% of client demand (11.1%). This suggests that new services are designed to meet client demand. However, it should be noted that 11.1% of 18 represents just two homelessness services.

Figure 18 Percentage of services reporting a change in funding of 20% or more by client demand met



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Two services did not answer this question.

"The funding levels are reasonable to service the current demand, however the instability of funding from year to year creates challenges in retaining skilled staff and purchasing or developing innovative and new programs to deliver to clients and/or upskill staff. Funding levels only allow for level 4 SCHADS workers, so it can be challenging to find experienced counsellors with tertiary qualifications that have the skills to provide in-home support to children who have experienced trauma and are often still living in unstable living arrangements, as well as in-home parenting and other supports to traumatised parents living with complex issues."

12.8 *Experiences in seeking additional funding*

The funding tables in Chapters 7 and 8 demonstrate homelessness services are largely government funded, with SHSs being largely funded from NHHA. There has also been an increasing interest and awareness of both government and not-for-profits in alternative funding sources, including non-government funding. Services were asked to indicate whether, during 2020-21, the service, or their parent agency, had taken active steps to obtain funding, or a greater proportion of funding from non-NHHA sources. Figure 19 below shows that over 2020-21 homelessness services have actively attempted to obtain funding from various funding sources, and across most funding sources a greater proportion of the non-SHSs had taken active steps to seek funding from that source than SHSs.

Overall, over a third (36.6%) of services had taken active steps to obtain NHHA funding, more so for SHSs than non-SHSs (40.7% and 16.7%, respectively). By contrast, 8.5% of SHSs had taken active steps to obtain other Commonwealth Government funding and 16.9% had sought other state/territory government funding, compared to 33.3% and 41.7% of non-SHSs, respectively.

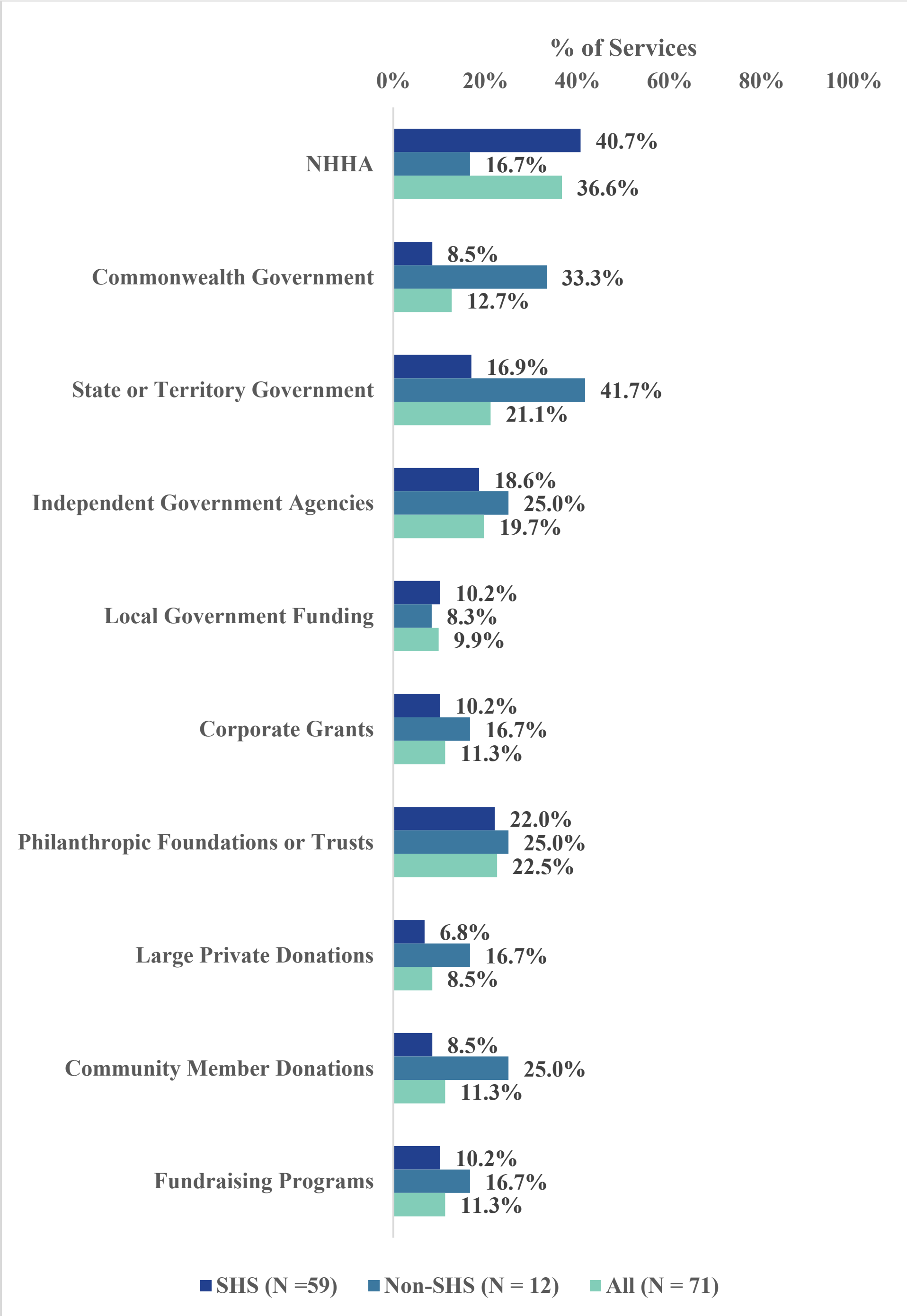
Additionally, 18.6% of SHSs and 25.0% of non-SHSs had taken active steps to obtain funding from independent government agencies such as Lotterywest and 10.2% of SHSs and 8.3% of non-SHSs had sought out local government funding.

Similar rates of SHSs and non-SHSs had taken active steps to source funding from philanthropic foundations or trusts (22.0% and 25.0%, respectively). However, the temporary nature of philanthropy does not make it a long-term solution.

"Philanthropy - I mean it's great that we've got generous people out there to support us. But it's never a sustainable long-term solution if we're talking about ending homelessness. We need to think long-term and build an effective service response. Very hard to do that on funding which is temporary in nature because understandably most philanthropists are not going to be in the arena of recurrent long-term funding. Then what you find, whether it be through philanthropy or even sometimes through government, we receive seed funding to start a program off and then we're told it's up to you to make that sustainable. Now in reality, how do we do that?"

A greater proportion of non-SHSs than SHSs had taken active steps to obtain corporate grants (16.7% and 10.2%, respectively), community member donations (25.0% and 8.5%, respectively), fundraising events and programs (16.7% and 10.2%, respectively), and large private donations (16.7% and 6.8%, respectively).

Figure 19 Proportion of services that took active steps to obtain additional funding in 2020-21, by funding type



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Two services did not answer this question.

Steps taken to obtain additional funding

Those services that had made active steps to obtain funds were also asked to indicate the status and outcomes of those steps. Figure 20 below shows that generally there were high success levels for those services attempting to raise additional funds from philanthropic sources than from other sources.

Looking first at those SHSs that had attempted to obtain additional government funding, of the SHSs attempting to obtain NHHA and other state/territory funding, around 40% had been successful, with a further 26% not being successful, and 2% just making preliminary explorations into the area. Of services attempting to obtain Commonwealth Government funding, only 2.8% were successful.

Only 4% of services who took active steps to obtain funding from independent government agencies were successful. Of the services attempting to raise funding from local government, just 2.8% were successful.

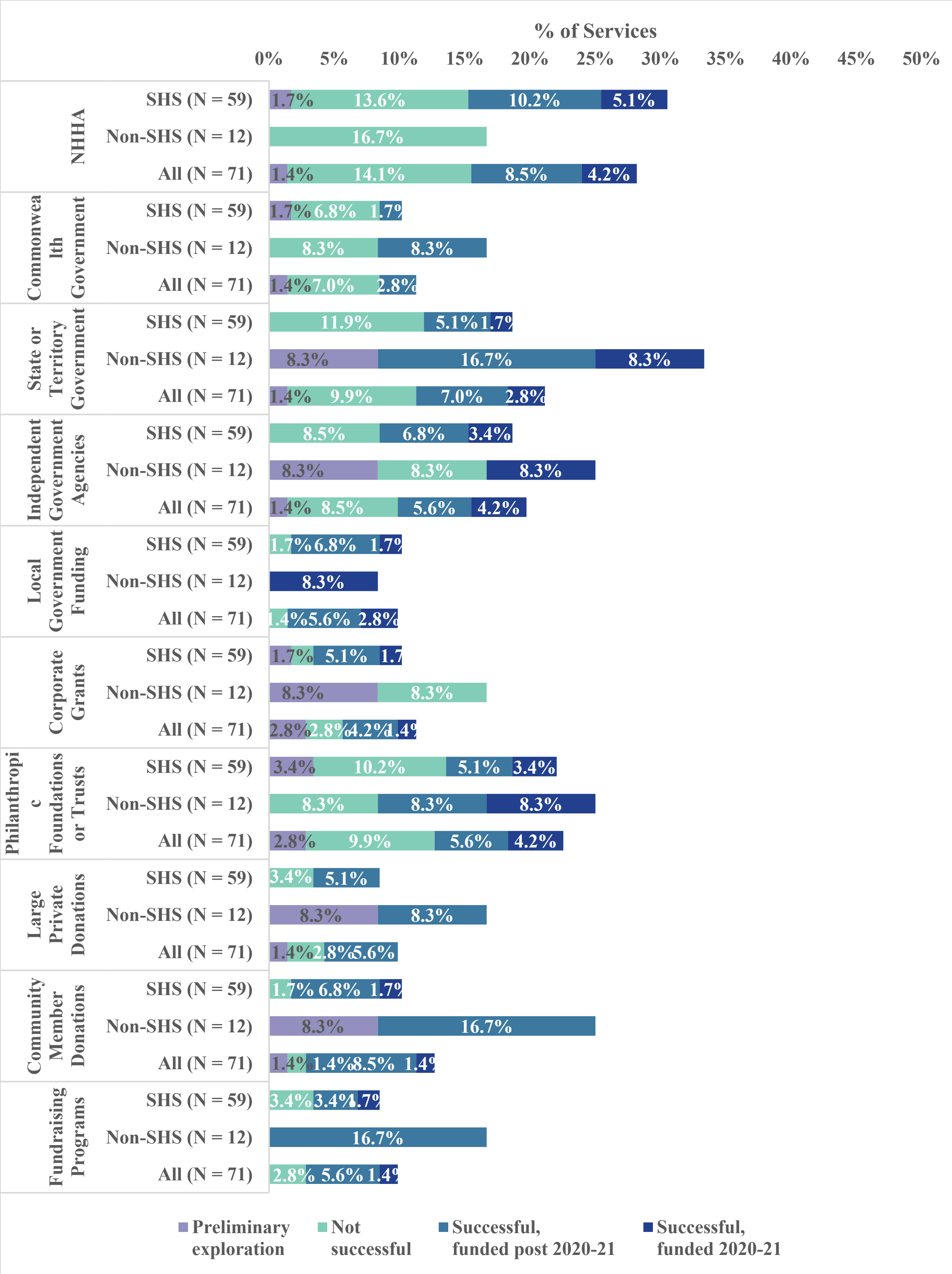
The quote from a service below, is an example of the lack of communication between the government and the sector, and frustration at how funding is allocated.

> *"We haven't said much about procurement and procurement processes, and I think there's a bit of a gap there as well whereby you know the department for example will have extensive discussions with the sector. Then there'll be a crisis or there'll be a political imperative and then they'll go and put those together. That doesn't reflect those discussions and doesn't give us the opportunity as a sector that work together... I think the government needs to be honest with us. Tell us what resources there really are on the table, what they want to achieve, and let's work together. At least if we know the truth about what's on the table, maybe we can achieve better outcomes."*

Attempts to obtain philanthropic funding were generally more successful for non-SHSs than SHSs with 8.5% of SHSs successful in obtaining funding compared to 16.3% of non-SHSs. Overall, 5.1% of SHSs and 8.3% of non-SHSs were successful in obtaining large private donations.

Of the SHSs that attempted to raise community member donations and fundraising, 8.5% and 5.1%, respectively, were successful. Of the non- SHSs that attempted to raise community member donations and fundraising, 16.7% and 16.7%, respectively, were successful.

Figure 20 Status and outcomes of seeking additional funding



Source: The Funding of Western Australian Homelessness Services Survey.

Note: Two services did not answer this question.

13. FURTHER INSIGHTS INTO THE FUNDING OF SERVICES FROM CASE STUDY EVIDENCE

13.1 *Homelessness support service models*

Agencies report the current focus tends to be on people experiencing homelessness, rather than those who are at risk of homelessness, and is reflected in the funding response. A coherent system that effectively works together on prevention will prevent the cycle of entrenched homelessness and the challenges with finding long-term housing solutions. Funding for prevention and early intervention supports, looking at solutions outside of providing crisis accommodation, and education for those at risk of homelessness are options in supporting those who are at risk of homelessness.

> *"In terms of the early intervention we know that there's not enough houses. We know that that's going to take a really long time to address and that the support that's required to really stick to the true fidelity of the Housing First model will take large amounts of money. But in terms of the early intervention, we need we need to be focusing on stopping people going into that cycle. Obviously the first action plan of the 10-year strategy that we're still in is focusing on rough sleeping for a very good reason. And then the early intervention is part of that second."*

> *"We need a systematic approach to prevention. Where people may be at a level of vulnerability but still have support funding or programmatic funding or brokerage funding to ensure that people can remain housed."*

> *"At a broad system level, we really need to look at the whole prevention or what they call rapid rehousing type response where we don't want people into a cycle of homelessness, we want to maintain people in housing."*

"We talk about early intervention and prevention, but the funding doesn't go that way. There are very few organisations who are funded for early intervention and prevention. It's in the road map as being a key item, but there's no science behind how you fund that and how you measure the effectiveness of those programs. I think that's going to be crucial moving forward."

Systems to track and monitor a person's journey through homelessness are important to giving a consistent response.

> *"I don't know that we consider housing and homelessness in a continuum response in WA and funding, and I don't know that we consider somebody entering the homelessness space needing crisis accommodation because they're going to become homeless tonight. We don't track that journey effectively in terms of the prevention."*

The ability to support people in maintaining their tenancy and offer someone at risk of homelessness long-term housing options, is less challenging than finding long-term housing solutions once someone is homeless. Services also advocate for education of those on government benefits in private rentals and are at risk of homelessness.

> *"Whilst prevention is hugely important, so is capturing somebody if they become homeless very early on and having the ability on day one to capture somebody who is about to become homeless and present and provide long-term housing options for them whether that be crisis transitional social or community and is also hugely important because, as we know, the longer that somebody is homeless, the more*

complex the solution becomes, the more challenging it is to then find long-term housing solution."

"If we can try and maintain people in a housing situation that's working for them is far better than trying to drag them out of a situation later on when we've got to try and rebuild the whole thing. It's a really significant component of what needs to be done and how people living in cars and all of those sorts of things, how we can pick up on supporting that to get them into different outcomes in the interim. We had a big pushback from the department in the middle of last year. For a little while there we actually paid the registration on a number of people's cars, not because it was the best outcome of what was going on, but it was actually their home at that point of time and it just gave them that interim carry over until they got into something. But the only thing that Department cared about is that we weren't using homelessness money in that space. I think the bigger picture is about the at risk, the couch surfers."

"We work in the tenancy support space and that prevention setting is hugely important. And I guess part of the discussion piece around that is the education for individuals in the private rental market who are at risk of homelessness. Understanding the context in which individuals that are in the private rental market are living in and the fact that there are actually no affordable properties out there for people on Centrelink is hugely important."

Wraparound holistic support is needed to support those at risk of homelessness from becoming homeless, as well as those who have been newly homed. Social housing by itself, is not setting up people to succeed, whereas a range of appropriate support services is needed for success, and quite often unfunded.

"There are those getting the support through our reconnecting lives program, which is the next category of people that without that support would have gone back into homelessness. There needs to be recognition that when you have social housing the pure bottom of the rung social also need wraparound support which might be very light at some parts and then becomes higher at other parts of their journey, and then light again, and then eventually may not need be needed. But if we don't put the two in, we're only setting people up to fail and rotate back into homelessness because something will go wrong. Something will happen. They are unable to support it.

"The caseworker will reach out and provide practical support that will help him to maintain his tenancy and do the things that he needs to do. There needs to be that supportive landlord type of approach and funding as well, not just for rough sleepers, to support people so they don't spiral back down is really key. We need a recognition of the full housing first model."

"You need the right sort of range of support services to go with that housing. Traditionally we've received little funding towards direct supports and to help people maintain and thrive in their housing and that and what that means is we create artificial barriers as a result to coming into housing and people fail within that housing because they don't have that right mix of support there."

13.2 *The 10-year strategy*

There is a common concern within homelessness agencies surrounding the state governments 10-year strategy with respect to the length of time taken for the commissioning process, operationalisation of the Action Plan, and a lack of understanding of how the system works towards ending homelessness, whether the level of funding is appropriate to meets the needs of the sector and whether strategies presented reflect lived experience. The current strategy is focused on primary homelessness, and also needs to cover secondary homelessness.

> *"The recent homelessness services alignment and road map that has been done only concentrated on the funded services and didn't give a full picture of those that weren't funded. That in itself leaves a huge gap in to be ability to ascertain what funding is required and how that service system is supposed to work together."*

"What's not clear at a systems level is how the system actually works together towards ending homelessness and it's very fragmented, very piece meal, very disjointed."

> *"There's a 10-year strategy initiated by the state government, but that doesn't necessarily reflect how services are operating and working together. Until we understand the system, it's very hard to quantify or assess whether the funding that we've got is actually appropriate or not."*

> *"By the time the commissioning process actually occurs, we're going to be, is it 40% of the way through the timeline for the 10-year strategy. I think some reassessment needs to be done around that because there's a lack of synchronisation between timelines and reality."*

> *"We really haven't been working together and addressing the items in the 10-year strategy and even the action plan. If you look at the actions you know we're going to be 40% into that 10-year action plan before we even know what money and funding we've got to be able to move forward and implement those actions."*

Funding strategies need to be reviewed to incorporate a lived experience lens. Services also recommend leadership and guidance are provided to support the involvement of people with lived experience in the sector.

> *"Strategy around involvement of lived experience, which is a really important area is missing. We also know that a lot of people with lived experience that want to be involved are still going through their own here healing journey in terms of their own trauma. It would be really good to see some funding go to provide support and leadership and guidance and growth for some people to come into the sector and really be use their knowledge and use their own experience but with some good training to really be able to do that safely for themselves and other people."*

13.3 *Sector funding review*

Agencies within the homelessness sector are calling for a review of the funding models to ensure appropriate funds are being allocated to services to meet the changing needs of those at risk of homelessness and those who are experiencing homelessness. Consistency of funding between metropolitan and regional areas, a review of all the services operating within the sector is needed to ensure money is being allocated appropriately to meet demand.

> *"The program and what we're currently being funded for does not reflect what we do now. I think the funds could be better allocated within the sector to people as they are providing services now compared to what they were a few years ago or many, many years ago, which might actually mean that larger sums of money can be distributed to the right organisations for the programs that they're running now and the cohorts of people that they are supporting."*

> *"It would be really good to get some consistency in the funding and resourcing and service offerings between Metro and the regions. I think that just because you're in the region doesn't mean that you should get a lesser service."*

> *"I think that there needs to be a review of the whole system and who is meeting which need and where does the money go, and how are we feeding into each other."*

A review of costs to agencies in addition to housing provision such as maintenance of housing, technology, employment, professional development, and other areas is warranted to obtain the true cost of providing a service.

> *"My perspective is that the government doesn't value and does not want to invest in that fundamental support issue that we've got, which causes us more costs and it's harder for us to meet, be efficient and effective in our service delivery and be really good at it."*

> *"Even just even some of the new techniques and technologies and things, the new work practices that we're going to have to look at in the modern technologies, I think are not very cognizant of the costs of changes, the reform cost, the reform of the sector."*

> *"Labour costs are huge for us. The cost in turnover and to even attracting people to work in the sector is really a challenge to get the best experienced knowledgeable people that we could possibly get and then retaining them is really difficult. I don't see us being looked at as a sector that needs assistance and support where we do because we're so tiny in the scheme of things."*

> *"In terms of that training and professional development, there also needs to be some consideration of having services at an accepted standard. Getting accreditation and having aspirations of always continuously improving and improving your services is something that we've funded and I think there's no encouragement or provision for services to be continuously improving and providing the best service and support possible."*

> *"We have lost tens of thousands of dollars over the years in terms of subsidizing and paying for the maintenance and infrastructure costs of these houses. We are all talking about acute shortage of homes and it's going to be a long while before the government builds the number of homes. But what is stopping them from funding a program where an agency like us can head lease and sublease properties. At one stage we had 53 houses that we had least and subleased, but that was under the humanitarian program and one of the most vulnerable groups."*

The issue of the sustainability of homelessness services is one that has continued to affect services over a long period of time.

14. SUMMARY OF RESULTS AND RECOMMENDATIONS

This chapter provides recommendations on the funding of homelessness services in Western Australia drawn from the evidence collected in this study including findings from the *Funding of Western Australian Homelessness Services Survey* and focus groups. Our recommendations are broadly set recognising that the funding of homelessness services is one part of a broader interconnected eco-system. The recommendations also are presented against the end goal of ending homelessness in Western Australia and high levels of unmet demand.

14.1 *Leadership and proactivity at the Australian Government level for a national homelessness strategy*

A broad national policy lens on homelessness is lacking and needs to be supported with local place-based programs based on a strong evidence base, co-design and community input processes. A major boost to the Commonwealth commitment through NHHA for both social housing and homelessness services (and matching state funding boost) is required to reduce high levels of unmet need in Western Australia.

Recommendations:

- The implementation of a national end homelessness strategy backed by a proactive Australian Government and by all states and territories.
- A major boost to the Australian Government commitment to NHHA for both social housing and homelessness services (with matching WA Government commitments) to reduce high levels of unmet need in Western Australia.
- Greater coordination between Australian Government and WA Government funded programs at the prevention, early intervention and crisis points of homelessness.
- An enhanced national homelessness target setting and monitoring framework centred on end homelessness goals. The existing monitoring and evaluation system in homelessness does not have explicit homelessness targets. Setting explicit end homelessness targets in Australia will provide discipline and accountability for an end homelessness agenda.

14.2 *An increase in the supply of social and affordable housing*

Public housing stocks have fallen over the last two decades and growth in community housing has not met increasing need. The total level of new social housing dwellings specified in recent announcements by state and territory governments, is of an historic magnitude, addressing years of government under investment, and is a fundamental part of an end homelessness agenda, but drops short of the total number of dwellings required to meet underlying demand. In 2018, the Federal Government withdrew funding from the National Partnership Agreement on Remote Indigenous Housing (NPARIH) which from 2008-2018 delivered significant housing outcomes, including the construction of 4,000 new houses, and the refurbishment of 7,500 existing houses across 300 remote Indigenous communities.

Recommendations:

- Direct Australian Government funding of social housing options to complement recently announced historic WA Government investments in social housing would significantly boost the stock of social housing in Western Australia over the next five years. Provision of social housing and other permanent housing would give services the ability to transition more of those experiencing homelessness into permanent housing.
- Increased investment in remote and regional First Nations housing to meet the very high rates of severe overcrowding and homelessness in these areas.
- Stronger partnerships with the community housing sector as a key delivery partner to drive new social and affordable supply.
- The Australian Government and the WA Government facilitate increased affordable rental housing options accessible to those exiting homelessness or at risk of homelessness.
- The Australian Government and the WA Government to provide an enabling environment for impact investment into affordable housing options for those experiencing homelessness.
- Increase in CRA and other initiatives to enable the private rental market to play a greater role than it has previously given social housing supply-side constraints.
- Affordable housing, and more diversity in housing options is needed to provide housing at the individual level especially for cohorts which are lacking in safe housing options.

14.3 *Application of Housing First programs*

Housing First is a recovery-oriented approach to ending homelessness that centers on quickly moving people experiencing homelessness into independent and permanent housing and then providing additional supports and services as needed. Housing First approaches are identified as a sound program foundation to address chronic homelessness and have yielded positive outcomes worldwide and in Australia to-date. Housing First approaches have been included in new state and territory homelessness strategies which have also addressed the need for Aboriginal-led delivery of programs that seek to address Aboriginal chronic homelessness.

Recommendations:

- The implementation of Housing First programs by the Western Australian Government including Aboriginal-led programs under the homelessness strategy has significantly supported the WA homelessness sector.
- There are still areas where the Housing First approach has yet to be fully implemented. This requires further investment by the Australian Government and the WA Government.
- Government funding and expansion of Zero Projects and the backbone functions including significantly improved data collection systems are required to drive an evidence-based response.

14.4 *Supportive homelessness programs for a diverse homelessness population*

People experiencing homelessness are a diverse group of people and have diverse histories of homelessness and, therefore, need a range of homelessness, housing, and complementary supports in place to effectively work towards ending homelessness.

Recommendations:

- A range of homelessness, housing, and complementary supports is needed to effectively work towards ending homelessness given the diversity of the homelessness population.
- A long-term supportive housing model is required (and needs to be adequately funded) for those with high health and social needs and long periods spent homeless.
- Culturally safe and appropriate service delivery including expansion of Aboriginal and Torres Strait Islander-led and controlled services to help address high rates of homelessness in their communities.
- Service delivery to be appropriate to the cultural norms of people from CALD backgrounds. This may include: translation services; bi-lingual staff reflecting the client cohort; cultural training; strong links to cultural and community groups, and culturally specific services.

14.5 *Aboriginal and Torres Strait Islander-controlled homelessness services*

Given high rates of Aboriginal and Torres Strait Islander homelessness, a fundamental part of the ending homelessness response is to increase the scale of Aboriginal and Torres Strait Islander-controlled homelessness services. The WA Government Homelessness Strategy has resulted in the implementation of new Aboriginal-controlled services in homelessness.

Recommendations:

- New and increased funding to increase the scale of Aboriginal and Torres Strait Islander-controlled homelessness services.
- Promote Housing First programs which are directly delivered by Aboriginal-led and controlled community organisations drawing on the experience of the new Aboriginal-led programs under the WA Government Homelessness Strategy.

14.6 *Targeted prevention, early intervention, and holistic programs*

Prevention and early intervention approaches seek to target homelessness drivers, to prevent entry or re-entry to homelessness, or facilitate rapid exit.

Recommendations:

- Due to the strong evidence of links between childhood and adolescent homelessness and subsequent adult chronic homelessness, early intervention programs for children and young people experiencing the first early spells of homelessness are critical.
- Targeted responses are required for clients involved in child protection care, and juvenile and adult justice systems.

- Focusing nationally on an end-poverty program, addressing Family and Domestic Violence, and providing supportive mental health programs is necessary when addressing the underlying drivers of homelessness.
- A coherent system that effectively works together on prevention will prevent the cycle of entrenched homelessness and the challenges with finding long-term housing solutions.
- Wraparound holistic support is needed to support those at risk of homelessness from becoming homeless, and a necessity for those who have been newly homed.

14.7 *Homelessness services funding, commissioning and contracting in Western Australia*

The Australian Government and state and territory governments bear the primary responsibility for funding homelessness services in Australia. Funding levels are not sufficient to meet current needs at present. Many services complement government funding with alternative sources.

Homelessness services have actively attempted to obtain funding from all funding sources addressed in the Western Australian Homelessness Funding and Delivery Survey – NHHA funding, other Commonwealth Government and state/territory government funding, independent government agencies, local government funding, corporate grants, community member donations, fundraising events and programs, and large private donations. There were higher success levels for those agencies attempting to raise additional funds from philanthropic sources than from other sources.

Contract rollovers, short-term contracts and contract flexibility impact on service delivery effectiveness. Funding from government sources, were generally seen to have comparatively low flexibility and discretion compared to community member donations and fundraising events and programs.

Agencies indicated that their current funding allowed them to advocate for homeless people, provide flexible tailored client services, provide integrated service delivery, and allow clients to have access to other services. Expansion of services and the introduction of new programs are not provided for in the current funding. Some services have been able to obtain additional funding to meet demand, whereas others had client demand that exceeded the increase in funding.

There is concern within the industry regarding the State Government's 10-year strategy and Action Plan around commissioning processes, and operationalisation of the Action Plan, and how the system is working towards ending homelessness. Funding models are outdated and do not reflect the complex needs of those at risk of homelessness and those who are experiencing homelessness.

Recommendations:

- The current Western Australian Homelessness Strategy has been focused on rough sleeping homelessness but needs to rapidly transition to second stage programs focused on early intervention and preventive programs particularly for families, children and young people and secondary forms of homelessness.
- Clarity is needed around operationalisation of the State Government's 10-year strategy and Action Plan, through the establishment of an Implementation Group.
- The Western Australian Government to consider pilot options for outcomes commissioning and social impact bonds.
- Review current indexation policies adopted by the WA State Government for the Not-For-Profit sector. Salary costs comprise a major component of homelessness service costs but are not adequately accounted for in the present NGHSS indexation uplifts. It is estimated over the period 2014-15 to 2022-23 the aggregate shortfall between the indexation received by providers and service costs is around 12% based on Wage Price Index and Consumer Price Index estimates, but may be higher with certain costs considered to be outstripping CPI increases. The shortfall has led to a reduction in service staffing, operating hours (or

increased workload), employment of suitably qualified people cuts in training and development, and reduced investment in innovation or research.

- Funding strategies need to be reviewed to incorporate a lived experience lens.
- A review of current funding models to ensure appropriate funds are being allocated to services to meet the changing needs of clients and are adequate to cover the costs of programs.
- Agencies are to be encouraged to diversify their funding base to assist in covering the cost of services, meet client outcomes, and allow for qualified staff retention. Government and philanthropic programs are required to support agencies to expand their funding options.
- Contract costs need to be reassessed rather than the current practice of contract rollovers to give agencies the opportunity to renegotiate funding terms and to take into account the complexity of needs in costing algorithms.
- The length of contract terms needs to be increased to ensure agencies have the resources and capacity to provide appropriate emergency response services, retain qualified staff, and provide a consistent service delivery.
- Confirmation of contract award needs to be timely to prevent the loss of staff within agencies.
- An increase in funding would allow for services to expand and introduce new programs to meet the needs of their clients.

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