



August 2017

THE ADELAIDE ZERO PROJECT: ENDING STREET HOMELESSNESS IN THE INNER CITY

Discussion Paper

Dr Selina Tually, Dr Victoria Skinner, Dr Debbie Faulkner and Associate Professor Ian Goodwin-Smith

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Acknowledgements

The Don Dunstan Foundation, as the backbone organisation for the Adelaide Zero Project, is supported by range of project partners. The support of these partners is gratefully appreciated.

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Foreword

In 2005 Rosanne Haggerty came to South Australia as a Thinker in Residence and she energised our efforts to address homelessness. We implemented a broad range of her residency's recommendations, including the establishment of Common Ground. For a time, our city enjoyed success in reducing rough sleeping, building on a strong legacy of leading the nation on housing reform. Fast forward to the present and, notwithstanding that success, the number of people sleeping rough in Adelaide has begun to climb again - a trend that demands renewed attention.

In 2016 Rosanne Haggerty returned to Adelaide and delivered a powerful presentation to the Don Dunstan Foundation's Homelessness Conference. She challenged us all to consider how we could not just address homelessness in South Australia, but end it. In the following twelve months a coalition of organisations from across the public, private, community and university sectors has taken up that challenge. The Adelaide Zero Project is our response and the Don Dunstan Foundation is proud to be taking a coordination role.

This discussion paper is designed to start a conversation about what rising to that challenge might look like. Prepared by leading researchers at our state's top universities, the paper sets out what the key elements of the Adelaide Zero Project could be, learning from the work of Community Solutions in 75 communities across the US, where eight communities have actually achieved Functional Zero Homelessness. It also incorporates the lessons of our partners at the Institute of Global Homelessness, as well as the European, Australian and Toronto Alliances to End Homelessness.

This paper also marks the beginning of a number of phases to the Adelaide Zero Project:

- Phase One will determine how the Zero Approach can be implemented in Adelaide, including the establishment of goals, structures and timelines to support implementation.
- Phase Two will see the implementation of the Zero Approach in Adelaide and is expected to begin as soon as the first phase is complete (early 2018).
- Phase Three will start when Functional Zero street homelessness has been achieved, and will focus on sustaining it, which we know will be the ultimate challenge.
- Phase Four will seek to expand the approach to include areas outside the Adelaide Central Business District and other forms of homelessness such as couch surfing, inadequate housing, and lack of tenure.

Phase One, will be informed by the work of the researchers, but it also needs to be informed by you, the broader South Australian community.

Your feedback and the work of all the partners in this process will inform an Issues Paper that sets out in detail what the key components of this project are, how they could be implemented, who could operate them, and what other issues need to be resolved. This issues paper will then inform:

1. A 90-Day Change Project to act as the mechanism for deliberating on the various matters that need resolution. It will be the process by which issues like measurement, timelines, governance structures and targets are agreed.
2. A Charter to act as a mechanism to rally the collective efforts of the South Australian community needed to implement the Adelaide Zero Project.
3. A Dashboard to display, in as close to real time as possible, the number of people sleeping rough in the City of Adelaide – and demonstrate if our efforts are working or not.
4. A Final Report (to be released after the conclusion of the 90-Day Change Project) setting out what was decided and including an agreed community plan for achieving Functional Zero homelessness.

Further information about all of these things can be found in this discussion paper and in a briefing document available on the Don Dunstan Foundation website.

This discussion paper sets out some questions to help inform how the Functional Zero approach can be implemented in Adelaide. We want to know what you think about this plan, what's missing, and what will be the barriers. How can it be made to work for our First Australians who we know are overrepresented in those sleeping on the streets? How will it work for other population groups that are unique to Adelaide? These are the kind of questions this paper is designed to solicit answers to.

I encourage you to reflect on the questions posed in it, to give us your feedback and to get involved in the Adelaide Zero Project more generally.

To provide feedback on this paper please contact: selina.tually@adelaide.edu.au or ian.goodwinsmith@flinders.edu.au

To get involved, visit: www.dunstan.org.au/zeroproject

Finally, can I pay tribute to and thank all of the partners in the Adelaide Zero Project so far. They can all be found on the back for this paper - without their support this project would simply not have been possible.

A handwritten signature in blue ink, appearing to read 'D Pearson'.

David Pearson

Executive Director of the Don Dunstan Foundation

Adelaide Zero Project

Ending street homelessness in the inner city

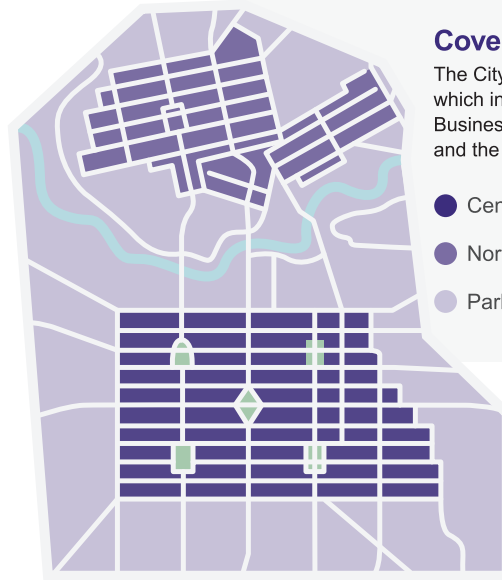
The goal of the Adelaide Zero Project is to end street homelessness in the inner city and ultimately end homelessness in South Australia.

This project will engage with all people sleeping on the streets of the Adelaide inner city area.

A person is recognised as a rough sleeper if they are living in a:

- STREET/PARK/OUT IN THE OPEN
- IMPROVISED BUILDING OR DWELLING
- TENT
- BOAT
- MOTOR VEHICLE
- CABIN

Source: DCSI



Coverage

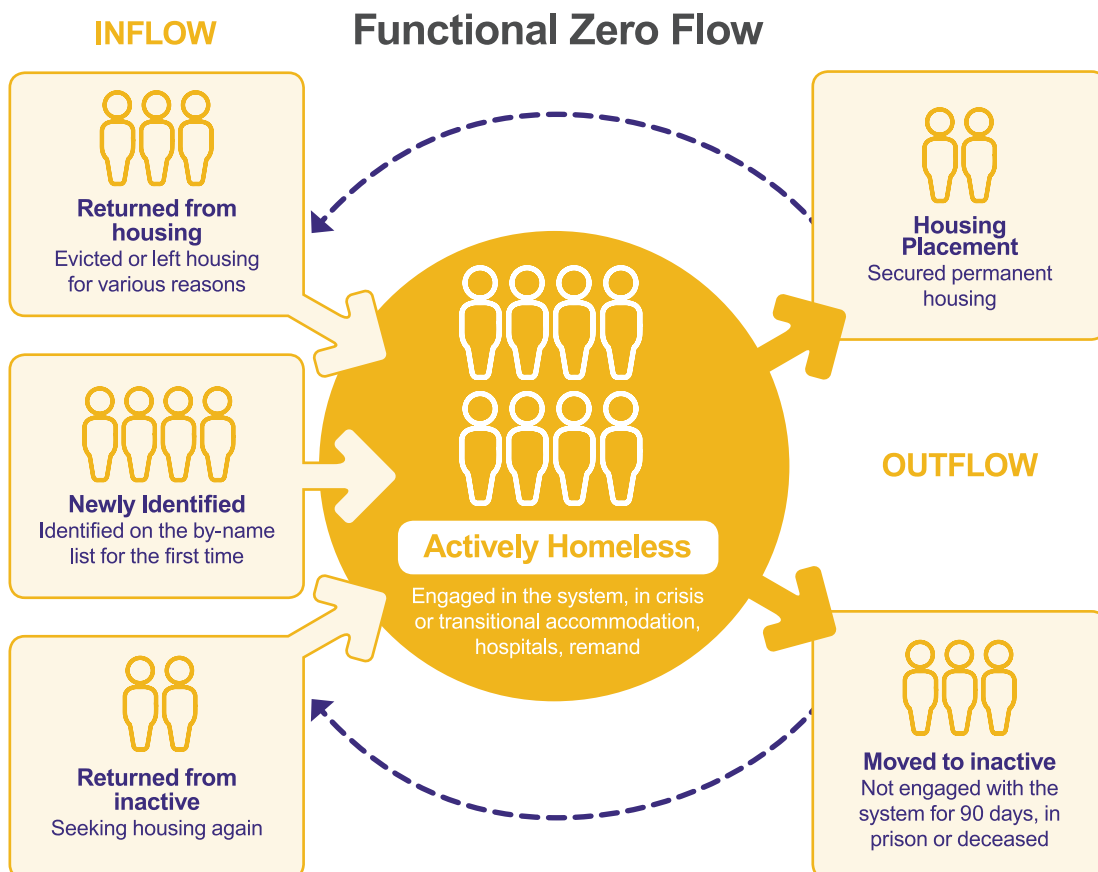
The City of Adelaide boundaries, which includes the Central Business District, North Adelaide and the parklands.

- Central Business District
- North Adelaide
- Parklands

Functional Zero

Functional Zero is reached when the number of people who are homeless in a city at any point in time is no greater than the average housing placement rate for that same period (usually a month).

A community reaches Functional Zero when the average capacity of the housing system is greater than the existing need and it can be proven.



Homelessness Funding in SA

\$60.9 Mil
in funding provided
from various sources in 2016/17.

This funded...

39
government and
non-government
organisations

80
programs over
96 service outlets
across the state

17
key government &
non-government Specialist
Homelessness Services.
in the inner city

Phases of the Adelaide Zero Project

Phase 1 ESTABLISH

- June 2017**
Phase One Commenced
- August 2017**
Launch of the Zero Project
Zero Research Project
Discussion Paper released
- September 2017**
Establish 90-Day Project
Zero Research Project
Issues Paper released
- October 2017**
90-Day Project
(deliberations)
- November 2017**
90-Day Project
(resolutions)
- February 2018**
Zero Research Project
Final Report



Phase 2 IMPLEMENT 2018-TBC



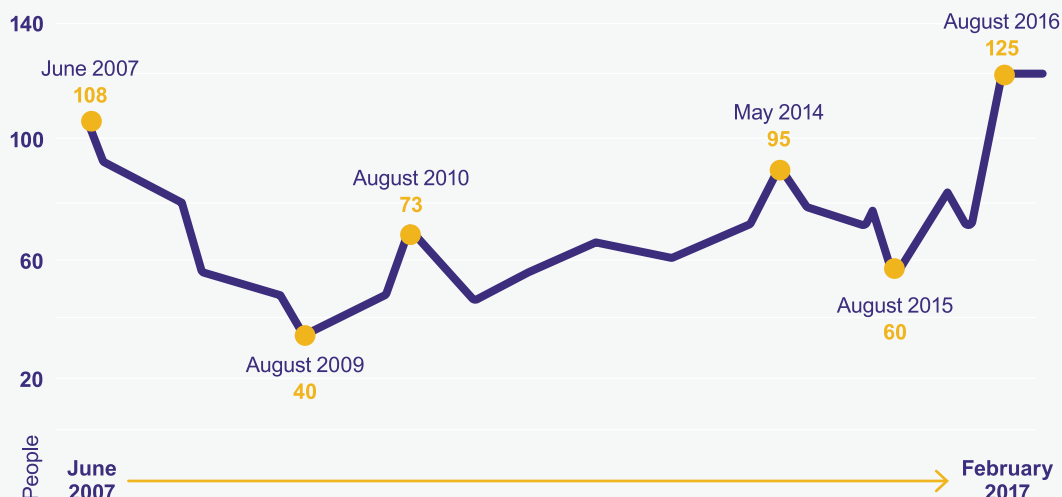
Phase 3 SUSTAIN Timing TBC



Phase 4 EXPAND Timing TBC

Rough Sleeping in Adelaide

Adelaide inner city rough sleeper street count 2007—2017



In 2015/16, 620 people presented to Specialist Homelessness Services in the inner city as sleeping rough with:



Source: DCSI, Homeless2Home Database

27%

of rough sleepers were **ABORIGINAL** despite being only **3%** of the overall Australian population

Almost **HALF** of all rough sleepers were

35–54 YEARS OLD

Men are

3.3X more likely to be sleeping rough than females.

Length of time sleeping rough

25%

had been sleeping rough for more than **2 years**

11%

had been sleeping rough between **1 & 2 years**

6%

had been sleeping on the street for **one week or less**

Source: DCSI Inner City Street Count reports (Feb 2017)

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Acronyms

AAEH	Australian Alliance to End Homelessness
ACC	Adelaide City Council
ACCSR	Australian Centre for Community Service Research (Flinders University)
BSHF	Building and Social Housing Foundation (UK)
CA	California
CBD	Central Business District
CHURP	Centre for Housing, Urban and Regional Planning (University of Adelaide)
CoC	Continuum of Care
DCSI	Department for Communities and Social Inclusion
DDF	Don Dunstan Foundation
FEANTSA	European Federation of National Organisations Working with the Homeless
IGH	Institute of Global Homelessness
IL	Illinois
LA	Louisiana
MA	Massachusetts
MD	Maryland
NJ	New Jersey
OARS	Offenders Aid and Rehabilitation Services
SA	South Australia
SILK	Social Innovation Lab Kent
TX	Texas
UK	United Kingdom
US	United States
USDHUD	US Department of Housing and Urban Development
USDVA	US Department of Veterans Affairs
USICH	US Interagency Council on Homelessness
UT	Utah
VA	Virginia
VI-SPDAT	Vulnerability Index – Service Prioritization Decision Assistance Tool
WA	Washington
ZRP	Zero Research Project

The Adelaide Zero Project at a glance

Name:

The Adelaide Zero Project: ending street homelessness in the inner city.

Goal:

The goal of the Adelaide Zero Project is to end street homelessness in the inner city, ultimately leading to ending all homelessness in South Australia.

This goal will be achieved by application of the Functional Zero approach.

Coverage:

The Adelaide City Council (ACC) boundaries, which includes the Central Business District (CBD), North Adelaide and the surrounding parklands.

Target group:

All people sleeping on the streets of the Adelaide inner city area.

Method:

Functional Zero — often referred to simply as ‘zero’ — is an approach being adopted in a range of communities internationally as a means for ending homelessness, often focussed on street homelessness. It was developed by Community Solutions (US). In simplest terms, Functional Zero is reached when the number of people who are homeless in a city at any point in time is no greater than the average housing placement rate for that same period (usually a month). In other words, a community reaches Functional Zero when ‘the average capacity of your housing system is greater than the existing need and you can prove that with data’ (Community Solutions 2016b).

What is the Adelaide Zero Project?

This *Discussion Paper* sets out the broad context behind current work to develop a ‘Functional Zero’ model for ending homelessness for all people street sleeping¹ in the Adelaide inner city area. The work, known as the *Adelaide Zero Project: ending street homelessness in the inner city* or, simply, the *Adelaide Zero Project*, is informed by a collective impact approach,² with the Don Dunstan Foundation operating as the organisational backbone at the current time.

The Adelaide Zero Project aims to establish Adelaide as Australia’s first ‘Zero city’: the first Australian city to achieve ‘Functional Zero’. Functional Zero, often referred to simply as ‘Zero’, is an approach being adopted in a range of communities internationally as a means of ending homelessness, mostly in the context of ending veteran or chronic homelessness (Community Solutions 2016a).

Homelessness is a solvable problem that has lost its sense of urgency.

(Community Solutions 2016a)

In simplest terms, achieving Functional Zero indicates Adelaide’s homelessness services system is efficiently and effectively responding to homelessness – in our case street homelessness – because the system’s proven capacity to permanently house street sleepers is equal to or exceeds need or demand. Notably, Functional Zero is one point on a continuum from the current state of

homelessness to a point on a spectrum towards ‘Absolute Zero’ homelessness. Further explanation of Functional Zero is provided later in this *Discussion Paper*.

In 2016 Haggerty effectively issued the challenge to Adelaide to end street sleeper homelessness by application of the Functional Zero approach in the local context. This she saw as a first step toward ending all homelessness in Adelaide and ultimately SA.

The Functional Zero approach was pioneered by former SA Thinker in Residence, Rosanne Haggerty, President of Community Solutions (US) an organisation with an impressive track record of deploying ‘the best problem-solving tools from multiple

sectors to help communities end homelessness and the conditions that create it’ (Community Solutions 2016c). Functional Zero is the foundation of Community Solutions’ current efforts to end veteran and chronic homelessness across the US, known as *Built for Zero* (see later section of this paper).³ Notably, the Functional Zero approach is a count down (to zero) in terms of people who are homeless and not a count up (in the number of people housed/assisted) like many other approaches to address or end homelessness. *Built for Zero*, and Community Solutions’ work, emphasises that ‘Homelessness is a solvable problem that has lost its sense of urgency’.

¹ Also referred to as rough sleeping, unsheltered homelessness, street sleeper homelessness, street sleeping and street homelessness (see Busch-Geertsema et al. 2015).

² Collective impact is a framework within which a cross-section of organisations (from the private, not-for-profit and government sectors) come together in a collaborative way to solve a large, multi-dimensional problem as a single collective unit. The framework requires five key elements: a common agenda; a shared system of measurement; mutually reinforcing activities; continuous communication between organisations; and a backbone infrastructure to coordinate administration of the project (Kania & Kramer 2011).

³ It is also an approach adopted by other US federal agencies, and that has sparked several international movements.

Rosanne Haggerty's address to the Don Dunstan Foundation's 2016 Homelessness Conference, brought the idea of Functional Zero to the fore for Adelaide. At that event, Haggerty effectively issued the challenge to Adelaide to end street sleeper homelessness by application of the Functional Zero approach in the local context. This she saw as a first step toward ending all homelessness in Adelaide and ultimately SA. The Adelaide Zero Project, is a response to that effective challenge.

This *Discussion Paper* is the start of the conversation around what the Adelaide Zero Project is and should be. It outlines progress to date to drive forward action in the establishment of the Adelaide Zero Project and opens up a necessary discussion about forward actions/tasks to be resolved in the establishment and roll out of the Project. Discussion points are raised throughout the document (and

This *Discussion Paper* is the start of the conversation around what the Adelaide Zero Project is and should be. Discussion points are raised throughout the document. Feedback is both welcomed and needed on these discussion points.

included as a consolidated list at the end of the report). Feedback is both welcomed and needed on these discussion points. More detailed consideration of these and other issues critical to developing a robust and workable plan for the Adelaide Zero Project will be forthcoming in a later Project output; the *Adelaide Zero Project Issues Paper*, due for release later this year.

Why a Zero project in Adelaide?

Developing the Adelaide Zero Project is a timely opportunity, for a number of reasons.

- Ending homelessness is where conversations around homelessness are now focused – internationally and domestically, with the Functional Zero approach providing a vehicle for working towards this goal for Adelaide.
- Street sleeper homelessness (like homelessness overall) remains an intractable problem locally despite the efforts, good intentions and investments – financial and otherwise – of government and service providers. Responding to people street sleeping is a priority in South Australia: for governments, services and the community.
- The Adelaide inner city area (especially the Central Business District) remains the highest regional capture point for people street sleeping in South Australia. In 2015/16, 620 people rough sleeping presented for assistance at homelessness services funded by government in Adelaide's inner city area (data supplied by DCSI). Concerningly, new services developed to respond to people rough sleeping in periods of extreme weather (Code Red/Code Blue, for example) also identified people street sleeping who were not adequately engaged with homelessness services. Additionally, the recent increased visibility and prevalence of people sleeping in Adelaide city streets and surrounding parklands has resurfaced broader community concerns in relation to the effectiveness of current government and non-government services, within the inner city Adelaide area in particular.
- The scale and geography of street sleeper homelessness in Adelaide makes it a fundamentally solvable issue.
- The organisation that has evolved the Functional Zero approach, Community Solutions (US), has committed to international roll out of the model, following its successful application in many US communities (and gaining traction in Canada). Community Solutions are highly supportive of Adelaide's ambitions to be a Zero city.
- South Australia has a long history of innovation in programs to address homelessness, including being the first state to apply the innovative Common Ground model in the Australian context. The Adelaide Zero Project provides an opportunity to build on momentum

South Australia has a long history of innovation in programs to address homelessness. The Adelaide Zero Project provides an opportunity to build on momentum, learnings and relationships.

The scale and geography of street homelessness in Adelaide makes it a fundamentally solvable issue.

and learnings from the development of Common Ground Adelaide, especially the institutional structures and relationships built around it. Such relationships include strong links with Community Solutions and their President, Rosanne Haggerty, an influential former Thinker in Residence for SA.

- The Don Dunstan Foundation has tested initial interest in Adelaide becoming a Zero city over recent months, finding a strong appetite for refocusing attention on ending street homelessness.

Adelaide's ambitions to be a Zero city sit well with the city's visions as an inclusive, socially and environmentally aware place, reinforcing commitments to *Vibrant Adelaide*.

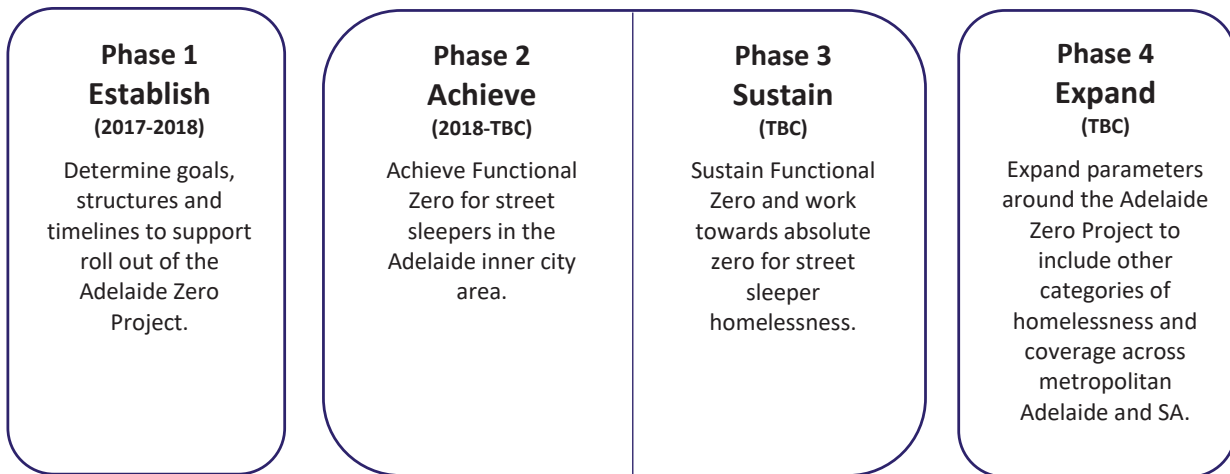
There is widespread commitment to the Adelaide Zero Project and all it offers and entails for people with lived experience of street homelessness, the homelessness sector, government and community. Alongside strong interest, the Adelaide Zero Project has a range of supporting structures at its disposal.

Adelaide's ambitions to be a Zero city sit well with the city's visions as an inclusive, socially and environmentally aware place, reinforcing commitments to *Vibrant Adelaide*, the agenda to revitalise Adelaide through placemaking and capitalise on Adelaide's recognition as one of the most liveable cities nationally and globally (Renewal SA 2017; *The Advertiser* 2016). The goal to be a Zero city also fits with the diversity, sustainability, connectivity, leadership and resident and visitor experience goals reflected in the city's status as a CISCO Lighthouse (smart) City (The Lead South Australia 2015), UNESCO Creative City of Music (UNESCO Creative Cities Network 2015) and State Government ambitions for Adelaide to become the world's first carbon neutral city (Carbon Neutral Adelaide c. 2017).

Mechanics of the Adelaide Zero Project

The Adelaide Zero Project comprises four distinct phases as shown in Figure 1. Currently we are part way through the establishment phase, having undertaken initial conversations to gauge interest in the Project and understand and develop the structures, resources and commitments needed to drive the Adelaide Zero Project forward.

Figure 1: Phases of the Adelaide Zero Project



Two key vehicles for establishing the goals, structures and timelines to support the roll out of the Adelaide Zero Project underpin Phase 1:

- the (Adelaide) Zero Research Project (ZRP); and,
- a 90-Day Project.

The (Adelaide) Zero Research Project (ZRP)

Phase 1 of the Adelaide Zero Project has been built around the ZRP. In totality, the work of the ZRP will provide a best practice evidence base for ending street homelessness in Adelaide. The Project will reach this place by utilising the framework provided by the Functional Zero approach and acknowledging the opportunities and challenges presented in the local context.

The ZRP is structured around the delivery of three outputs:

- this *Discussion Paper*;
- a more detailed *Issues Paper* – informing the deliberations of a 90-Day Project focused on establishing and operationalising the Adelaide Zero Project; and,
- a *Final Report* outlining the way forward for the Adelaide Zero Project.

These outputs will represent an evolution in learning about Functional Zero, the structures to support it and ending homelessness in the local context. The information presented in the outputs will use a range of domestic and international resources, action research and consultation with the homelessness sector locally. They will also draw on the experiences of the alliances and other structures supporting Zero projects elsewhere (as discussed in a later section of the paper). The ZRP *Final Report* will also be informed by the deliberations and resolutions of the Adelaide Zero Project 90-Day Project (discussed next).

The ZRP is being undertaken by researchers from the Centre for Housing, Urban and Regional Planning (CHURP) at the University of Adelaide and the Australian Centre for Community Services Research (ACCSR) at Flinders University.

The Adelaide Zero Project 90-Day Project

A 90-Day Project is a government consultation and engagement process run through the Change@SouthAustralia team within the Office of the Public Sector. The 90-Day Project process is a vehicle for facilitating government and non-government organisations to address complex social issues. 90-Day Projects aid in clarifying the scope, model, timelines and goals needed to address an issue, with Projects offered an optional initial 'offsite workshop that brings stakeholders together to analyse the problem and to start shaping goals' if needed (Change@SouthAustralia 2017). Over the course of three months a 90-Day project team focusses on finding innovative solutions and outcomes for solving the issues identified with the aid of a Change Management Consultant. Organisations should reach the end of a 90-Day process with an agreed blueprint for addressing the key issues, including goals, measurements and key indicators of success (Change@SouthAustralia 2017). The Adelaide Zero Project 90-Day Project will be established to coincide with the release of an *Issues Paper* presenting options for the 90-Day Project team to consider and resolve for Phases 1 and 2.

(Further 90-Day Projects may be conducted as the Adelaide Zero Project evolves, in response to specific challenges or concerns. For example, for Indigenous street sleepers and for housing.)

Governance of the Adelaide Zero Project

An initial governance structure (Figure 2) has been developed for Phase 1 of the Adelaide Zero Project. The initial governance structure for the Project has been informed by collective impact.⁴

The Don Dunstan Foundation has undertaken some initial consultation concerning this structure with partners in the Project, as well as government, with most satisfied with the model and its components.

The components of the initial governance structure include:

- The backbone: In line with a collective impact approach for working on complex social problems, the Don Dunstan Foundation is acting as the backbone support organisation in the first phase of the Project, facilitating the establishment of the governance structure and bringing together relevant parties.
- A Strategic Advisory Group: The purpose of the Strategic Advisory Group is to provide high level oversight of the first phase of the project and to guide the associated committees and working groups in forming a plan to implement the Adelaide Zero Project.
- A Project Steering Group: The role of this group is to operationalise Phase 1 of the Adelaide Zero Project, under the direction of the Strategic Advisory Group.
- Two further groups are proposed: one at a chief executive level, and one at a senior management level. Both may include staff from homelessness services and/or government departments. The composition and role of these groups is yet to be determined.

⁴ Collective impact will be discussed in more detail in the *Issues Paper* for the Adelaide Zero Project, scheduled for release later this year.

Figure 2: Phase 1 governance structure for the Adelaide Zero Project



Alterations will be made to the governance structure as necessary; in line with evolution of the Project and learnings.

A revised governance structure will guide the Adelaide Zero Project from Phase 2 (onwards). This structure will be determined as part of the 90-Day Project, in consultation with the members of the groups and committees forming the Phase 1 governance structure. As noted earlier, the Phase 2 governance structure will strongly reflect the principles of collective impact.

A Solutions Lab is a potential additional governance structure for Phase 2. Solutions Labs bring together concerned citizens, agencies, government and people with relevant lived experience to challenge the way systems think about and work to solve complex social challenges. CR Zero 2020 in Croydon (UK) is one example of using this vehicle for challenging thinking and systems around rough sleeping, and for engaging a broad group of stakeholders in this process.

A potential additional component of the Phase 2 governance structure is a Solutions Group or Solutions Lab: a group of stakeholders, which includes concerned citizens, working collaboratively to address a complex social problem (Torjman 2012). Solutions Labs vary in name, operation and composition, allowing freedom to develop a structure to suit local needs. Most are comprised of citizens, agencies, government and people with relevant lived experience. A useful example here in the context of homelessness (and Functional Zero) is the Solutions Group developed by Evolve Housing + Support (UK)⁵ as part of their CR Zero 2020 initiative. The Solutions Group is a vehicle to help CR Zero 2020 meet their aim of no one sleeping rough on the streets of Croydon and finding 'new ways to help our rough sleepers, so we can end chronic homelessness in Croydon for good'. It is a key vehicle for local community engagement with Croydon's Zero project.

⁵ An early adopter of the Functional Zero approach in the UK and part of the European End Street Homelessness Campaign, being driven by Building and Social Housing Foundation (BSHF) and FEANTSA (the European Federation of National Organisations Working with the Homeless) (Evolve Housing + Support 2016; BSHF 2017).

The Solutions Group comprises 'concerned citizens, who want to help rough sleepers, third-sector organisations, housing and health departments and faith-based groups, to look at breaking down the barriers that prevent people from coming off of the streets, and successfully staying off'. It meets bi-monthly, with their work currently focussed around five work streams: implementing a Housing First service; Croydon Council system changes; policy and influence; health; and supported housing. The Group has developed what it calls 'task and finish' groups '...committed to challenging "the system" to make it work in ways that increase the chances of rough sleepers succeeding'. The Social Innovation Lab for Kent (SILK c. 2017) offers another model for consideration.

In line with the Functional Zero approach and Community Solutions' problem solving process outlined previously the governance structure will be examined regularly to ensure it is the right vehicle (with the right components) to support the Adelaide Zero Project and to drive actions to achieve Functional Zero in street homelessness Adelaide's inner city area.

Discussion points

- Does the initial governance structure for the Adelaide Zero Project include all the necessary components to establish and support the Project?
- What components are missing from the Phase 1 governance structure?
- What should the Phase 2 governance structure look like and include?
- How do we meaningfully engage people with lived experience of homelessness in governance for the Adelaide Zero Project?
- Do we need a Solutions Lab?

The Functional Zero approach

As noted earlier, Functional Zero is an innovative (downward counting) approach for ending homelessness that has been adopted in a range of places in the US (and internationally). The approach centres on galvanising the commitments of a range of actors to work together to end homelessness. It involves a coordinated, broad-based process for matching the need for housing with supply, to reach a point in time (data and sustainable system functioning) where the number of homeless people in a community is less than or equal to that community's average monthly housing placement rate for homeless people (Community Solutions 2016b).

Functional Zero is best thought of as a point on a spectrum towards ending homelessness – or reaching Absolute Zero – in each context in which it is applied.⁶ The model allows/requires that communities determine their own plan with regard to how they define ending homelessness and the homeless population(s) upon which they focus attention. As part of the *Built for Zero* campaign, for example, veterans have been the initial focus population for efforts in most communities/cities – reflecting the 'just start' learning from communities/cities in the *100,000 Homes Campaign*. Some *Built for Zero* communities/cities are now moving beyond their initial population focus, refocussing efforts and structures to achieve either Absolute Zero in veteran homelessness or focussing on another homeless population, for example, chronic homelessness, youth homelessness or family homelessness.

Functional Zero is best thought of as a point on a spectrum towards ending homelessness – or reaching Absolute Zero – in each context in which it is applied. The model allows/requires that communities determine their own plan with regard to how they define ending homelessness and the homeless population(s) upon which they focus

The Functional Zero model is a disruptive one that challenges government, non-government and community agencies to work together and with each homeless person to get people housed in as little time as possible. It is a collective impact approach. The value of the model and its mode of operation is that it is premised on the necessity to work (differently) with the housing and service assets and resources currently available in the community.

This section provides background to the Functional Zero model, including its place as the foundation of the *Built for Zero* change effort in the US, and its application outside *Built for Zero*, including in Australia. The section ends with an outline of the specifics or core components of the approach and current thinking about these for the Adelaide Zero Project and their application in the local context.

The Functional Zero model is a disruptive one that challenges government, non-government and community agencies to work together and with each homeless person to get people housed in as little time as possible. The value of the model and its mode of operation is that it is premised on the necessity to work (differently) with the housing and service assets and resources currently available in the community.

⁶ See Turner, Albanese and Pakeman 2017 for further discussion.

***Built for Zero* (US) and the Functional Zero approach**

The Functional Zero approach is the foundation of the current *Built for Zero* (formerly *Zero: 2016*) movement in the US (Community Solutions 2016a). *Built for Zero* is a national change effort being driven by Community Solutions (since January 2015). Seventy-one communities of various sizes are currently pushing forward the *Built for Zero* change effort, responding to the challenge of ending veteran and/or chronic homelessness. Communities involved in the effort include:

- Chicago (IL)
- Detroit (MI)
- New Orleans (LA)
- Portsmouth (VA)
- Salt Lake City (UT)
- San Antonio (TX)
- San Diego (CA)
- Seattle (WA)
- Springfield (MA).

Built for Zero is a rigorous national change effort designed to help a core group of committed US communities end chronic and veteran homelessness. Coordinated by Community Solutions, the national effort supports participants in developing real time data on homelessness, optimizing local housing resources, tracking progress against monthly goals, and accelerating the spread of proven strategies.

(Community Solutions 2016a)

Community Solutions has two headline goals for *Built for Zero*:

- Helping a committed group of U.S. communities do whatever it takes to end veteran and chronic homelessness; and,
- Creating a national tipping point to prove that success is possible, ultimately motivating all communities to end chronic and veteran homelessness (Community Solutions 2016a).

Functional Zero is the key vehicle for creating the national tipping point referenced in these headline goals, alongside, and as part of, four key methods driving a sustainable and measurable (functional) end to homelessness:

- Helping communities adopt proven best practices [e.g. Housing First, repaid re-housing], deploy existing resources more efficiently, and use real-time data to improve performance;
- Implementing transparent data and performance management for real-time improvement;
- Engaging leadership from the government, private and philanthropic sectors in securing new resources for communities and removing policy roadblocks; and,
- Connecting communities to one another through an online platform for innovation, knowledge capture and group problem solving (Community Solutions 2016a).

Built for Zero, and the Functional Zero approach underpinning it, had its genesis in Community Solutions' work to end chronic homelessness in the US through the successful *100,000 Homes Campaign*. The *100,000 Homes Campaign* set and exceeded a national goal to house 100,000 homeless people over 4 years from mid-2010 to mid-2014.⁷ Learnings from the *Campaign* turned Community Solutions' thinking about tools to end homelessness on its head; with Functional Zero (and *Zero: 2016/Built for Zero*) developed as a means of counting down to zero homelessness, rather

⁷ The *100,000 Homes Campaign* involved 186 communities across the US, ultimately housing 105,580 people. The Campaign is an interesting case study in mobilising stakeholders and resources to end homelessness. The visibility and timeliness of the campaign was clearly assisted by then President Obama's overt commitment to ending veteran, chronic, youth and family homelessness expressed in and through the US Interagency Council on Homelessness's document (first launched in 2010), known as *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness* (USICH 2015).

than the count up in housing outcomes (people placed into housing) that drove *100,000 Homes*.

Built for Zero has seen noteworthy successes:

- Seven communities have achieved Functional Zero in veteran homelessness, including Riverside (LA), Rockford (IL), New Orleans (LA), State of Connecticut, Arlington County (VA), Montgomery County (MD), Bergen County (NJ);
- Three communities have achieved Functional Zero in chronic homelessness, including Bergen County (NJ) and Rockford (IL) and a yet to be officially announced community;
- More than 75,000 people (including 40,000 veterans) have been housed by *Built for Zero* communities in their efforts to measurably and sustainably end homelessness.

Additionally, as a measure of progress towards meeting their end goal more than 50 *Built for Zero* communities have captured real-time, by-name data on the homeless populations in their locality and more than 25 communities are driving measurable reductions in their homelessness population, month on month.

Seven *Built for Zero* communities have functionally ended veteran homelessness and three have functionally ended chronic homelessness.

(Community Solutions 2016a)

Functional Zero beyond *Built for Zero*

Community Solutions' Functional Zero approach for ending homelessness is also encouraged by other key agencies in the US, specifically the US Interagency Council on Homelessness⁸ and via certain programs and actions of the US Department of Housing and Urban Development (USDHUD) and US Department of Veterans Affairs (USDVA) (see Appendix A for more information).

Notably, different benchmarks/measures are used by the Federal government (through USICH, USDHUD and USDVA) in their consideration/assessment of a functional zero end to veteran homelessness, with such benchmarks lower than those set by Community Solutions. As at the end of 2016, for example, the Department of Veterans Affairs noted 37 communities and three states had ended veteran homelessness, with a 17 per cent decline in veteran homelessness in the 2016 calendar year (USDVA 2017b, p. 1). More recent information released by the USICH (July 2017) notes 47 communities have ended veteran homelessness plus the three states (USICH 2017b); versus the seven communities Community Solutions confirm have met their Functional Zero veteran homelessness goal (Community Solutions 2016a). Benchmarks set for chronic homelessness are the same for federal agencies and Community Solutions (see Gibbs 2016).

In Australia the Functional Zero approach is also being used to drive an end to homelessness in certain places. The *500 Lives 500 Homes* initiative in Brisbane and *50 Lives 50 Homes* initiative in Perth are two leading examples. A case study of success for the Brisbane initiative is included in Appendix B.

⁸ The agency responsible for coordinating and catalysing the federal response to homelessness with key senior officials across 19 federal agencies (USICH 2017b).

Specifics of the Functional Zero approach

As Community Solutions summarise in their web-based explanation about *By-Name Lists and Functional Zero*, Functional Zero means that:

Fewer veterans [homeless people; street sleepers in Adelaide's case] are experiencing homelessness than you are routinely housing each month. In other words, the average capacity of your housing system is greater than the existing need and you can prove that with data (Community Solutions 2016b).

Or, that a homelessness services system is efficiently and effectively responding to homelessness because the system's proven capacity to permanently house homeless people is equal to or exceeds need or demand.

The infographic below (Figure 3), identifies the key mechanics of the Functional Zero approach, in this case specifically in terms of (ending) veteran homelessness. Data are provided for six months to show how the average monthly placement rate for a community is calculated. Functional Zero is reached when the (rolling/cumulative) monthly housing placement rate for the system exceeds the number of homeless people in the system (those who are actively homeless).

In discussing this Community Solutions infographic it is important to point out that this is a somewhat two-dimensional explanation of Functional Zero; an approach that is multidimensional, just as homelessness and the needs of people who are homeless are multidimensional. A homelessness services system, for example, does not just comprise people who are actively homeless and people who are housed. It is much more complex than that. People move in and out of a system, for a multitude of reasons.

Figure 4 outlines the key components of a Zero project based on the learnings identified in the problem solving process and other resources about the actions of/drivers behind *Zero: 2016* communities. A brief explanation of these components (critical enablers) is the basis of the remainder of this section. Additionally, Figure 5 points to the mechanisms (or potential mechanisms) underpinning or driving each component, as translated to the Adelaide context. The *Issues Paper* to follow this *Discussion Paper* will unpack these components further, raising issues for consideration in how we develop and operationalise these structures to be resolved by the Adelaide Zero Project 90-Day Project.



Key resources:

Community Solutions' short web-based explanation of Functional Zero:

<https://www.youtube.com/watch?v=4O8mEwbF0ps>

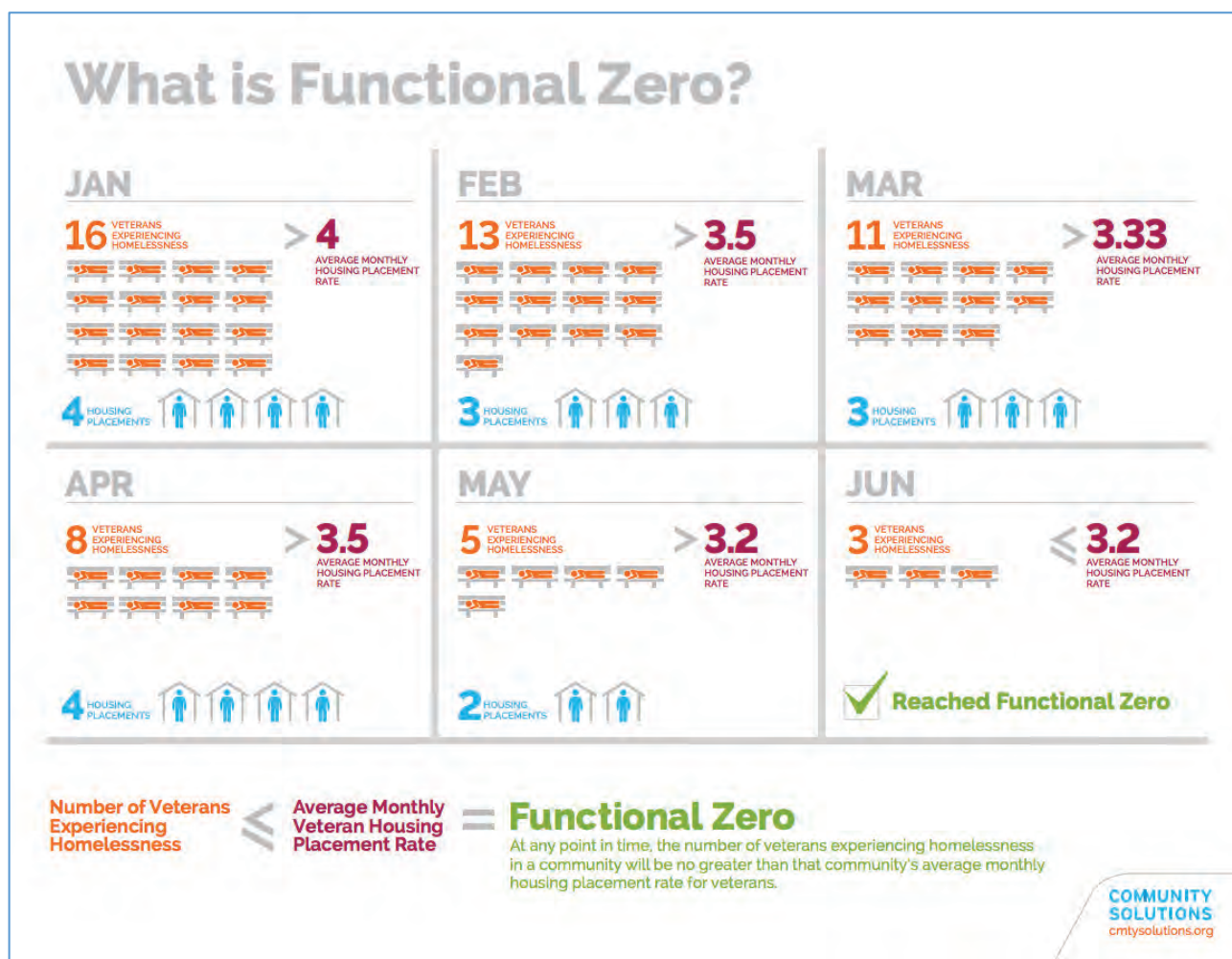
Rosanne Haggerty's engaging key note at the 2016 Don Dunstan Foundation Homelessness Conference

<https://www.youtube.com/watch?v=z84yMbsMGJQ&feature=youtu.be>

Rosanne Haggerty's TEDx AmherstCollegeTalk: How to solve a social problem

<https://www.youtube.com/watch?v=DVylRwmYmJE>

Figure 3: Community Solutions infographic: what is Functional Zero?



Source: Community Solutions 2015a.

Figure 4: Key components of a Zero project



Source: Various, including Community Solutions 2016a, 2016b, 2016c, 2015a, 2015b, 2013; Gibbs 2016, 2016; Maguire 2017; Knotts and Thompson 2017; Pinot 2017; Sandor 2017, 2016, 2015; UNITY Greater New Orleans 2017.

Figure 5: Mechanisms underpinning each component of the Adelaide Zero Project

Component	Mechanisms
Connections Week	Established Connections Week methodology, including Australian applications
Coordinated entry system	No wrong door approach / Command Centre / Gateways
By-name list	Establish a by-name list database
Common assessment tool	VI-SPDAT
Commitment to Housing First	90-Day Project / Governance structure
Coalition of key stakeholders	Charter / Governance structure
Shared goals, definitions and measures	90-Day Project / dashboard
Innovate/evaluate	Governance structure / Solutions Lab
Engage homeless people	Solutions Lab / Governance structure
Map homelessness system	90-Day Project / Command Centre / Solutions Lab
Aligned housing	90-Day Project / Governance structure

Connections Week (Registry Week)

Behind the Functional Zero approach is a robust data collection system, initially driven by a Registry Week; referred to in other contexts, particularly Europe, as Connections Week.

A Connections Week forms the foundation of a real-time by-name list (discussed below), where all homeless people in focus for a system are known by name, their vulnerabilities (health and other personal needs and circumstances) captured and level of housing

support determined (assessed/triaged by application of a common assessment tool) (Kanis et al. 2012). A Registry Week involves/mobilises a coordinated team of trained volunteers to survey all homeless people in a predetermined area over a given period (generally a week).

Registry Week is not a methodological count or census; it is an engagement process – with people who are homeless, with homelessness agencies/services and with the community (Australian Alliance to End Homelessness 2017). Registry Week is an important tool for galvanising community support around ending homelessness.

What's in a name?

The term 'Registry Week' carries some unfortunate connotations – the process is not about 'registering' people, it is about making connections between people who are in need and the services that can provide help. For this reason Connections Week has become the preferred term, highlighting the importance of forming relationships between people experiencing homelessness and the community around them.



Key resources:

Newcastle Registry Week presentation (2017)

<https://www.scribd.com/document/344768374/Registry-Week>

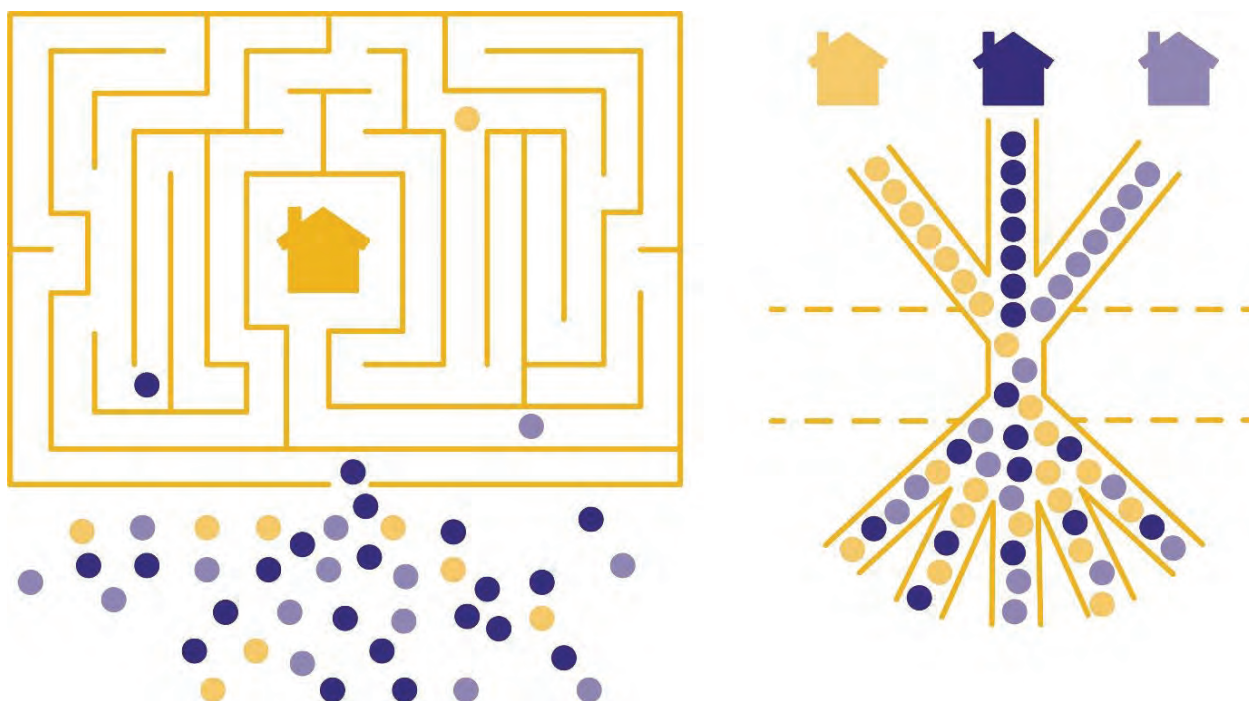
Sydney Registry Week results (2010)

<http://www.mercyfoundation.com.au/uploads/fcknw/files/SydneyRegistryWeek.pdf>

Coordinated entry system

A coordinated entry system ensures that there is no wrong door for entering a homelessness service system (or a Gateway for entry) and regardless of where and when someone enters a system how they are treated, triaged and assisted (via, in some places, a Command Centre) is consistent and an efficient path to housing. Figure 6 encapsulates the importance of a coordinated entry system (which communities like Riverside, Los Angeles have broadened to be a Coordinated Entry and Placement System) showing how people with lived experience of homelessness have reported experiencing entry into the homelessness system and the path to housing in many places, versus how that experience should be.

Figure 6: Rationale for a coordinated entry system



Source: Haggerty 2016.

By-name list

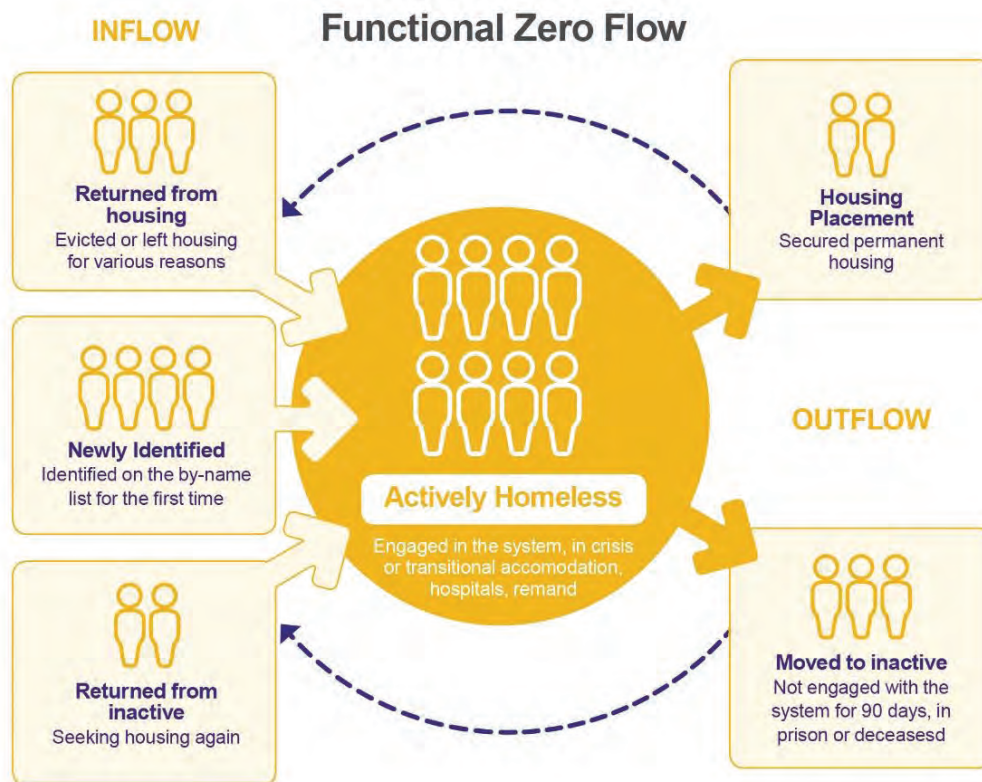
Having a robust, quality by-name list is crucial to the operation of the Functional Zero approach. A by-name list is a detailed person-specific database created out of a Registry Week, before being updated in real-time in order for agencies to provide continued support for people experiencing and moving out of homelessness. A by-name list is a comprehensive tool that accounts for every homeless person, as well as recording their needs (collected using a common assessment tool such as the VI-SPDAT) in real-time. It is a living database and should be updated constantly, ideally daily (Community Solutions 2015b).

A by-name list is a detailed person-specific database created out of a Registry Week, before being updated in real-time in order for agencies to provide continued support for people experiencing and moving out of homelessness.

As a real-time data tool a by-name list allows for coordination and targeting of services to the needs of individuals, helping organisations prioritise actions, housing needs and placements (Building and

Social Housing Foundation 2016). A by-name list is fundamental for capturing and understanding the movement of people into, within and out of a homelessness services system; data that is essential for establishing Functional Zero. A key element of a quality by-name list is that it captures data on all components of inflow, outflow and the actively homeless population in real-time. Six data points are important in this context (Figure 7).

Figure 7: Functional Zero and inflow and outflow data



Source: Adapted from Community Solutions 2017.

Understanding the data points in Figure 7 is important as inflow data impacts/forms the basis of the actively homeless population. Outflow data impacts/reduces the actively homeless population for the next month. Housing placement data at a point in time becomes (rolling) average monthly housing placement data when averaged with prior monthly housing placement data.

By-name lists underpin the data collection and reporting mechanisms for both the *Aspire Program*⁹ and *Street Crew*.¹⁰ A by-name list is expected to form the foundation of the new *Street to Home*

⁹ The *Aspire Program* is a Housing First intensive case management program for inner city rough sleepers. It is targeted to people who are chronically homeless, or leaving prison or hospital and are at risk of homelessness. It is run jointly by Hutt St, Common Ground and Unity Housing (Hutt St Centre 2017a). The *Aspire Program* is funded by a \$9 million Social Impact Bond, the first provided for homelessness in Australia. Social Impact Bonds involve private investors funding innovative social projects through a charitable trust. When *Aspire* meets its agreed outcomes, investors will be paid returns based on savings made as a result of the success of the program (Hutt St Centre 2017a; Social Ventures Australia 2017).

¹⁰ *Street Crew* is an assertive outreach team operating seven days a week in the Adelaide inner city. It commenced in March 2017 as an interim measure to fill the gap after the winding down of the *Street to Home* assertive outreach service (which will recommence under a different configuration later this year). It is a partnership between Housing SA, Hutt St Centre, Baptist Care SA, Service to Youth Council and Uniting Communities (Hutt St Centre 2017b).

(assertive outreach) service. Opportunities exist for learning about the mechanics of these lists operating in the local context particularly given the evaluation of this tool in *Street Crew*.

Common assessment tool

A Registry Week and by-name list require the use of a common assessment tool to capture robust data about the population being surveyed. The VI-SPDAT (Vulnerability Index – Service Prioritisation Decision Assistance Tool) is the triage tool used in US *Built for Zero/100,000 Homes* communities. The tool is used to determine the health and housing needs of those surveyed (Australian Alliance to End Homelessness 2017) and the severity of those needs (Leebeek & Walsh 2014; Westoby & Walsh 2014). The VI-SPDAT triages to three categories in terms of housing needs (Community Solutions 2013):

- limited/minor housing support (light touch support);
- rapid rehousing (short-term medium-level support); or,
- permanent supportive housing.

The VI-SPDAT is being used as part of the *Aspire Program* and *Street Crew* and is expected to be a key data tool underpinning the new Street to Home service. Opportunities for learning exist here. The VI-SPDAT (or a version of it) is also currently used as part of *500 Lives 500 Homes* in Brisbane (500 Lives 500 Homes 2017a; 2016) and *50 Homes for 50 Lives* in Perth (RUAH 2016).

Commitment to Housing First

Housing First is a low or no-barrier approach for housing people in need. It is a proven approach for moving individuals out of homelessness and into permanent housing, without requirements for behavioural changes on the part of those being assisted. We have seen significant successes from the approach in Australia, most notably in the Common Ground developments dotted around the nation.

Commitment to Housing First is arguably the most important component of a Zero project. The Housing First approach (see Appendix C) shapes actions across all other components of a zero project and the Functional Zero approach is fundamentally a housing-focussed intervention. Zero projects are about understanding and addressing the housing crisis/circumstances at the root of homelessness and stabilising people's life circumstances after this foundation has been established. The Adelaide Zero Project 90-Day Project and governance structure will consider/ensure how a commitment to Housing First underpins all aspects of the Adelaide Zero Project.

Coalition of key stakeholders

The Functional Zero approach challenges all agencies, organisations and individuals involved in homelessness, or whose remit crosses over with homeless people, to think differently about how a system can work, and how existing and new resources can be used more efficiently, to permanently house homeless people. The approach requires the commitment and involvement of a broad range of stakeholders for success; from homelessness, housing, health, mental health, drug and alcohol, youth services, domestic violence, frontline services, justice and corrections, and the aged and disability sectors. Strong leadership is essential to the approach, as is multi-agency and multi-level government commitment, bi-partisan support and the involvement of philanthropy and the business community. The coalition of key stakeholders driving a Zero project must therefore have a clear understanding of what they can offer, or take responsibility for, as part of a Zero project. A Charter (akin to a Memorandum of Action) offers an efficient mechanism to achieve this.

Shared goals, definitions and measures

To achieve Functional Zero requires all agencies, organisations and individuals in the homelessness service system, and those interacting with homeless people need to commit to and know what they are trying to achieve. These understandings are crucial for developing and driving actions to make the

system more efficient and effective in permanently housing homeless people. Clear project goals and terminology and the measures to determine progress towards meeting and, ultimately, achieving goals are crucial for success. Key terminology needing to be defined includes: permanent housing and permanent supportive housing, and what constitutes rapid rehousing and light touch housing support in the Adelaide context.

The goal(s) developed for the Adelaide Zero Project must be timebound to ensure focus and action. Public reporting against Project goals is also important, for accountability and system performance. Accessible data Dashboards and a Ticker (counting housing placements) are key mechanisms for reporting and accountability and to improve system responsiveness and performance.

The Adelaide Zero Project 90-Day Project will establish timebound goals, underpinning measures and define key terminology.

Innovate/evaluate

Community Solutions' problem solving process emphasises the importance of learning by doing (iteration); testing and evaluating 'new ideas in short cycles to learn what works quickly and [to] build on successful strategies' (Sandor 2016). These steps are key drivers of innovation and quality improvement for Zero projects and actions; reflecting the complex and non-static nature of homelessness and the need for flexible, evolving solutions to end it. Innovate/evaluate is also an important strategy for maintaining Project momentum and promoting Project successes. A Solutions Lab (in the governance structure for the Project) could drive action in this area for Adelaide.

Engage homeless people

Successful Zero communities engage homeless people from the start of the journey to end homelessness, to ensure an open dialogue about goals, plans and actions. Engaging with people with lived experience of homelessness provides a window to understanding system barriers and enablers. A Solutions Lab is a potential mechanism for engaging homeless people.

Map homelessness system

As Community Solutions have elsewhere noted: 'To achieve functional zero, you have to understand your system and your people' (Sandor 2017). Mapping and understanding the landscape of a homelessness services system is important for:

- illuminating barriers to accessing services;
- showing agency responsibilities within a system;
- understanding how homeless people make contact with a system and which systems they may have touched previously (correctional services and hospitals, for example); and,
- capturing system changes on the ground.

The Adelaide Zero Project 90-Day Project, a Solutions Lab and a Command Centre are appropriate mechanisms for mapping Adelaide's homelessness system and interfacing systems.

Aligned housing

As the Functional Zero approach is fundamentally a housing-focussed intervention, centred on Housing First, consideration must be given to housing referral and placement pathways; especially how housing supply/housing options can be aligned with the Functional Zero approach so that people can be housed in accordance with their housing needs (determined through the VI-SPDAT), permanently, and in the shortest time. A 90-Day Project on housing supply offers a potential way of exploring options for aligning housing options with need/demand in the local landscape. Issues around housing will be considered by the Adelaide Zero Project 90-Day Project.

Discussion points

- How do we develop, refine and operationalise the components needed for the Adelaide Zero Project?
 - Do we undertake a Connections Week?
 - How can we leverage/learn from other local programs about the by-name list and VI-SPDAT?
 - Do we need a coordinated entry system?
- Who else should be at the Adelaide Zero Project table?
 - What does permanent housing, permanent supportive housing, rapid rehousing and light touch housing support look like in the Adelaide context?
- What is a realistic timebound goal for the Adelaide Zero Project?
- How should we build evaluation into Adelaide Zero Project structures?
 - How can we best map the homelessness services system in inner Adelaide, and its links with intersecting systems (health, housing, education, etc.)?
 - Within the existing structures, what options are there for quickly and permanently meeting the housing (and support) needs of street sleepers?
 - What new structures and resources could be brought on line/leveraged to quickly and permanently meet the housing (and support) needs of street sleepers?
- What is missing in terms of components for the Adelaide Zero Project?
- What threats and opportunities exist for the Adelaide Zero Project?
- What do we need each agency to bring to the table/take responsibility for to move forward with establishing the Adelaide Zero Project?

Supporting structures for the Adelaide Zero Project

Adelaide's ambitions to be a Zero city comes with access to a range of resources and supporting structures, including communities of practice, which are critical enablers for the Project (Figure 8). This section outlines such key supporting structures, which will diversify with the evolution of the Project.

Figure 8: Supporting structures for the Adelaide Zero Project



Community Solutions

The importance of Community Solutions to the Adelaide Zero Project is evident throughout this *Discussion Paper*. Community Solutions pioneered the Functional Zero approach and have played a pivotal role in advancing the conversation around ending homelessness in the US. They have ambitions to continue this work internationally. The Adelaide Zero Project has established strong links with Community Solutions and Community Solutions are committed to supporting the Adelaide Zero Project.

Project partners

The Adelaide Zero Project partners provide an essential natural support network, rich in experience, resources and enthusiasm for driving the Project forward, operationalising Project components and meeting the ultimate Project goal of functionally ending homelessness.

SA collective impact community

South Australia has an important structure supporting collective impact initiatives locally, known as Together SA. Together SA supports backbone organisations and collective impact leadership groups to get results on key social issues. The organisation also functions in a backbone capacity in some initiatives, facilitating collective impact through activities such as guiding vision and strategy, supporting aligned activities, facilitating shared measurement practices, building public will, advancing policy, and mobilising funding. Collective impact has gained increasing recognition in recent years as a framework for working on population based outcomes for complex social problems. It is a structured approach to bringing community and stakeholders together to focus on a common agenda for social change. Collective impact approaches build on and strengthen existing efforts around relevant issues (Together SA 2015a, 2015b, 2015c).

Together SA is positioned to advise the Adelaide Zero Project which, at its core, is a collective impact initiative.

Australian Alliance to End Homelessness (AAEH)

The Australian Alliance to End Homelessness (AAEH) is a recently established structure aimed at driving the national conversation on ending homelessness. The Alliance is spearheading a national campaign to end homelessness in (member and yet to be recruited) communities/cities based on the Functional Zero approach. The AAEH will be formally launched in coming months, at which time much more information will be available about their proposed actions.

Involvement with the AAEH offers the Adelaide Zero Project access to a network of organisations/communities working in the Functional Zero space, for sharing learnings and resources, as well as being a future platform to which to contribute data in order to advance the national campaign around ending homelessness. The Alliance and its members have undertaken numerous Registry Weeks, distilling key learnings about them and the VI-SPDAT, which they have willingly shared to support Adelaide's ambitions. The Alliance also recently hosted two of the Community Solutions *Built for Zero* team at their strategic planning event, which two representatives from SA were also privileged to attend, learning more about the AAEH and Functional Zero. The Don Dunstan Foundation is a member of the AAEH and involved in activities for its launch and beyond. The Adelaide Zero Project is committed to assisting the AAEH in their efforts, as are the AAEH in Adelaide's ambitions.

Project-specific structures

The governance 'ecosystem' for the Adelaide Zero Project provides opportunity for project-specific structures to be set up to support the goal to end street sleeper homelessness in the inner city. Such structures could include a Solutions Lab; which provides a vehicle for community engagement in problem solving the issues related to homelessness, involving people with lived experience of homelessness (and could be a key component of a Phase 2 governance structure, as identified earlier). Project-specific structures could also include business and/or philanthropic coalitions to drive engagement with, and support for, the Project beyond the current stakeholders involved.

Institute of Global Homelessness (IGH)

The Institute of Global Homelessness (IGH) supports a movement in cities around the world that are committed to ending street homelessness. The Institute's aim is to work to eradicate street homelessness in 150 cities by 2030. These 150 cities will work towards the IGH vision, which is that within a generation we will live in a world where everyone has a place to call home. IGH is a partnership between DePaul University in Chicago and Depaul International, a London-based NGO (Institute of Global Homelessness, 2017).

IGH offers the Adelaide Zero Project a point of connection with an international community of cities tackling street sleeping. This is a connection to a community of practice which is able to share knowledge, experience and evidence, along with best practice and comparative examples of practice. It also offers its community a collegial motivation to succeed, as part of a global movement in which all members learn from others and contribute knowledge to other participants.

Zero cities and communities

Other cities and communities using the Functional Zero approach represent a key resource for the Adelaide Zero Project. A wealth of information exists on the internet about the actions cities and communities have adopted and found useful, as well as learnings around challenges, barriers and opportunities. Importantly, other Zero cities and communities include places in Australia. Links have been established with the backbone organisations driving Functional Zero efforts in these places via the AAEH and will assist in our learnings in the Australian context for mutual (and AAEH) benefit.

International alliances

Internationally, there are a number of alliances to end homelessness which take a variety of forms, but which are similar in purpose to the Australian Alliance to End Homelessness. Of note, the Toronto Alliance to End Homelessness in Canada is particularly advanced in its articulation of a collective impact approach, and the required governance structures for such an approach (Toronto Alliance to End Homelessness, 2017). The European End Street Homelessness Campaign led by the Building and Social Housing Foundation (BSHF) in the UK is another notable example, with its aim to end chronic homelessness in Europe by 2020 (Building and Social Housing Foundation 2017). The campaign is predicated on Community Solutions' *100,000 Homes Campaign*, offering the Adelaide Zero Project another model from which to learn, particularly in terms of adapting the Functional Zero approach to the local context.

International alliances offer opportunities for the Adelaide Zero Project to enjoy bilateral relationships with other campaigns and efforts, by way of expanding the project's community of practice and its capacity to share in the transfer of knowledge.

Discussion points

- What project-specific structures do we need to develop to support Phases 1 and 2 of the Adelaide Zero Project?
- How can we engage business, corporates and philanthropy in the Project?
- Are there other support structures we should seek out for the Project?

Moving the Adelaide Zero Project forward

This Information and *Discussion Paper* is the start of an important conversation about the Adelaide Zero Project. The document has outlined progress to date in the establishment of the Project. It has provided key information about the mechanics of the Project so far, broad intentions for the Project and specifics around the Functional Zero approach driving our ambitions to end street homelessness in Adelaide. It has also raised some key discussion points for consideration.

To advance the Adelaide Zero Project from this point a number of steps are evident:

- Garnering feedback from the broader sector about the information presented in this paper, the discussion points raised (listed on the following page) and the challenges that lie ahead.

To provide feedback on this paper please contact: selina.tually@adelaide.edu.au or ian.goodwinsmith@flinders.edu.au

- Combining the results of sector feedback and more detailed research around Functional Zero and its application locally into a concise *Issues Paper* to inform the deliberations of the Adelaide Zero Project 90-Day Project and their resolutions regarding it as the vehicle for ending street homelessness in the inner Adelaide area.
- Commissioning the Adelaide Zero Project 90-Day Project.

The Adelaide Zero Project 90-Day Project team will have the mandate of determining how to develop, refine and operationalise the components of the Functional Zero approach (as outlined in Figure 4 in this paper) in the local context.

Discussion points

- Does the initial governance structure for the Adelaide Zero Project include all the necessary components to establish and support the Project?
- What components are missing from the Phase 1 governance structure?
- What should the Phase 2 governance structure look like and include?
- How do we meaningfully engage people with lived experience of homelessness in governance for the Adelaide Zero Project?
- Do we need a Solutions Lab?
- How do we develop, refine and operationalise the components needed for the Adelaide Zero Project?
 - Do we undertake a Connections Week?
 - How can we leverage/learn from other local programs about the by-name list and VI-SPDAT?
 - Do we need a coordinated entry system?
- Who else should be at the Adelaide Zero Project table?
 - What does permanent housing, permanent supportive housing, rapid rehousing and light touch housing support look like in the Adelaide context?
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- What project-specific structures do we need to develop to support Phases 1 and 2 of the Adelaide Zero Project?
- How can we engage business, corporates and philanthropy in the Project?
- Are there other support structures we should seek out for the Project?

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Appendices

Appendix A: Further information about Functional Zero in the US beyond Built for Zero

The Functional Zero approach can be used by communities applying for funding under USDHUD's Continuum of Care (CoC) Homeless Assistance Program, which:

Promotes community-wide commitment to the goal of ending homelessness; provides funding for efforts by nonprofit providers and State and local governments to quickly re-house homeless individuals and families to minimize trauma and dislocation; promotes access to and effective utilization of mainstream programs; and optimizes self-sufficiency among individuals and families experiencing homelessness (DHUD 2017a).

A commitment to Housing First and rapid rehousing (moving households quickly into permanent housing) is encouraged and incentivised among communities seeking CoC Program funding (USDHUD 2017b, p. 1), as is:

- 'creating a systematic response to homelessness and improving how resources are used to end homelessness';
- 'encouraging communities to end veteran, chronic, family, and youth homelessness and to use their data to strategically target their available resources to end homelessness'; and,
- 'support [for] increased data collection and analysis' (USDHUD 2017b, p. 1).

These Program features have clear cross overs with the approach underpinning Community Solutions' Functional Zero approach and *Built for Zero* change effort, as outlined above (see also next section for specifics of the approach).

The USDVA have a similar threefold focus for ending homelessness for veterans which has similar cross overs to that of DHUD:

- 'Conducting coordinated outreach to proactively seek out Veterans in need of assistance.
- Connecting homeless and at-risk Veterans with housing solutions, health care, community employment services and other required supports.
- Collaborating with federal, state and local agencies; employers; housing providers, faith-based and community nonprofits; and others to expand employment and affordable housing options for Veterans exiting homelessness'. (USDVA 2017).

These foci have evolved from the original stated goal around ending homelessness for veterans, driven initially by then First Lady Obama's challenge to mayors across the US to end veteran homelessness by the end of 2015 (set in April 2015 and following New Orleans' success in achieving Functional Zero veteran homelessness) (Obama 2015):

to achieve and sustain "functional zero" – a well coordinated and efficient community system that assures homelessness is **rare, brief and non-recurring** and **no Veteran is forced to live on the street**. This means that every Veteran has access to the supports they need and want to avoid staying on the street and move quickly to permanent housing (USDVA 2015, p. 1, original emphasis).

Five criteria and four benchmarks (with specific measures) work together to underpin ongoing actions to end veteran homelessness (USICH 2017a, pp. 3-6):

Criteria

1. The community has identified all Veterans experiencing homelessness.
2. The community provides shelter immediately to any Veteran experiencing unsheltered

- homelessness who wants it [with a commitment to Housing First].
3. The community provides service-intensive transitional housing only in limited instances.
 4. The community has capacity to assist Veterans to swiftly move into permanent housing.
 5. The community has resources, plans, partnerships, and system capacity in place should any Veteran become homeless or be at risk of homelessness in the future.

Benchmarks (with some rare allowable exceptions)

- A. Chronic and long-term homelessness among Veterans has been ended.
- B. Veterans have quick access to permanent housing.
- C. The community has sufficient permanent housing capacity.
- D. The community is committed to Housing First and provides service-intensive transitional housing to Veterans experiencing homelessness only in limited instances.

For chronic homelessness the federal benchmark is (Gibbs 2016):

All individuals known to be experiencing chronic homelessness (including veterans) have obtained permanent housing with appropriate services (e.g., permanent supportive housing). Or, if not all, the number of individuals that continue to experience chronic homelessness does not exceed 0.1% of the total number of individuals reported in the most recent Point-in-Time count, or 3 persons, whichever is greater. The Benchmark must be met and maintained for a period of no less than 90 days to ensure that the system is working well enough to prevent individuals from falling into chronic homelessness.

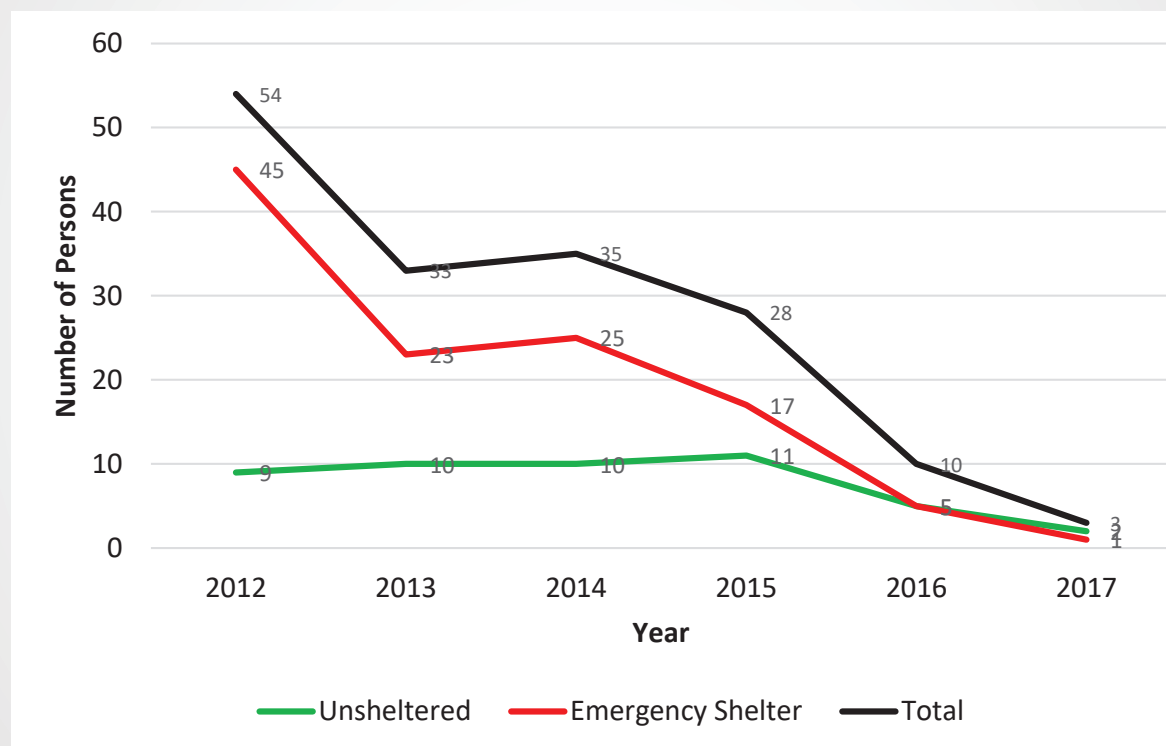
Built for Zero communities also work to this benchmark.

Appendix B: Case studies of success

Case Study 1: Bergen County, New Jersey, first community in the US to end chronic homelessness

Bergen County, New Jersey (part of the New York City Metropolitan Area), is credited and certified by the US Department of Housing and Urban Development and Community Solutions with being the first county in the US to 'measurably' and 'sustainably' end chronic homelessness (Maguire 2017). In this context chronic homelessness is defined as 'someone with a long-term disabling condition, who has been continually homeless for a year or more, or at least four times in the past three years where the length of time in those episodes add up to a year or more.... Any family with a head of household that meets this definition is considered a chronically homeless family' (Monarch Housing Associates 2017, 12). Figure A1 highlights the trends in chronic homelessness for Bergen County and it is clear chronic homelessness decreased by 51 persons or 94.4 per cent from January 2012 to 2017. By March 2017 the County had made headlines for ending chronic homelessness and reaching zero.

Figure A1: Six year comparison of chronic homelessness population by housing situation in Bergen County US, January 2012-2017.



Source: Monarch Housing Associates 2016, 2017.

How has this been achieved?

The County's success can be credited to a number of factors:

- In 2007 the County implemented a Housing First Approach which meant all people who were declined access to shelter because of behavioural, mental drug or alcohol issues were prioritised for shelter and housing (Knotts and Thompson 2017).

- In 2009 the County built an \$11 million Housing, Health and Human Services Centre (BCHHHC). This one stop shop (Command Center) has been a critical element in the success of ending chronic homelessness. This Centre replaced all the substandard shelters, provides overnight accommodation to individuals and a full range of supportive services including access to permanent housing assistance. This centre optimises coordination across multiple housing and service providers by co-locating many of them in the same building, a building that also accommodates individuals needing assistance. Of importance was that 'groups committed to assess people using the same coordinated assessment tool and prioritize resources according to a shared set of criteria' (Maguire 2017; Pinto 2017).
- Since 2011 the County has worked with Community Solutions and participated in the Built for Zero approach. As a result of this they instigated a by name list and they persisted in engaging with the people on this list until they accepted help and the offer of permanent housing. This list meant that they had real-time data allowing them to develop responsive strategies and shift resources around as needed in real-time (Knotts and Thompson 2017; Maguire 2017).
- The County's coordinated assessment criteria means available housing resources are allocated to those most in need and other options are found for those people with lesser needs. As stated by Orlando, the Director of the BCHHHC 'everyone plays by the same set of rules. Member of the local Continuum of Care have worked to ensure collaboration both inside and outside the walls of the BCHHHC in a philosophy local partners call 'housing without borders'' (Maguire 2017)
- The public housing authority participated by allocating 20 per cent of housing vouchers to homeless people when they became available (Maguire 2017).
- The county was part of the push to end veteran homelessness and was part of the *100,000 Homes Campaign*. In August 2016 the County ended veteran homelessness (Pinto 2017).

Although Bergen County is one of the wealthiest counties in the US, Beth Sandor from Community Solutions insists they achieved an end to chronic homelessness not because of greater financial means or greater knowledge than other communities, but because of a desire to achieve a set goal and through a co-ordinated housing system (Maguire 2017).

What's next?

While Bergen County has been able to eliminate both veteran and chronic homelessness, youth and family homelessness remain an issue and the next target – to reduce homelessness overall.

Source: Knotts and Thompson 2017; Maguire 2017; Monarch Housing Associates 2016, 2017; Pinto 2017.

Case Study 2: New Orleans the first city to end veteran homelessness

In just six months from making a commitment to end veteran homelessness, New Orleans was able to house its 227 formerly homeless veterans; the first city to achieve this goal (achieved January 2015). This was achievable because of the commitment of the Mayor and the efforts of UNITY and its partners.

How has this been achieved?

Utilising the Department of Veterans Affairs grants available to not for profit organisations to provide services to very low income veterans in housing need (Supportive Services for Veteran Families Program (SSVF)) UNITY developed a system to move every homeless veteran off the streets and quickly into rental accommodation prior to locating them into more permanent housing.

The rapid housing of individuals was possible because:

- the Mayor committed city funds for housing and was able to bring new players to the table.
- the City prioritised its most vulnerable and chronically homeless residents for its permanent supportive housing stock.
- a Housing First approach was adopted by all housing providers with, as a general rule, no referrals able to be refused.
- ending homelessness was not seen as just the responsibility of Veteran Affairs.
- different Federal agencies worked together towards the common goal.
- developed a by-name list through a rigorous street and shelter outreach strategy – to gain the trust of veterans the City recruited 150 former and active duty members of the military to help with outreach.
- tracking of progress towards the goal and reporting the performance data weekly to partners therefore increasing the accountability of every organisation.
- the local business community engaged in project.

What's next?

UNITY NGO are now focused on ending homelessness for other population groups.

Founded in 1992, UNITY of Greater New Orleans is a nonprofit organization leading a collaborative of 63 organizations providing housing and services to the homeless. UNITY's mission is to coordinate community partnerships to prevent, reduce and end homelessness. In addition to raising and distributing funds for the provision of housing and services by the collaborative, UNITY conducts homeless outreach on the streets and in abandoned buildings, develops nonprofit-owned apartment buildings for those who are homeless or low income, helps the public locate affordable housing and advocates for public policy to prevent and reduce homelessness. (UNITY GNO 2017).

Source: Gibbs 2015; Sandor 2015; UNITY Greater New Orleans 2017.

Case Study 3: 500 Lives 500 Homes: campaign to end homelessness in Brisbane

500 Lives 500 Homes was a three year campaign to end homelessness among homeless and vulnerably housed individuals and families in Brisbane. It commenced in March 2014. The initiative was driven by lead agency Micah Projects, with 500 Lives 500 Homes itself a 34-partner coalition comprising organisations from across the housing, health, homelessness, youth, mental health, disability, domestic violence, Indigenous services and aged care sectors, including the Queensland Government and Brisbane City Council (Micah Projects 2017; 500 Lives 500 Homes 2017b).

The campaign operated with one vision: *End homelessness one person, one family at a time* and one goal: *To house with appropriate support 500 households in 3 years*. It used a Housing First approach and began with a registry process undertaken by agencies and community volunteers which found 961 homeless and vulnerably housed individuals requiring housing assistance.

By March 2017 the campaign had supported 580 households (373 individuals and 207 families with 430 children; 1,010 people in total) into housing over the three year period to March 2017 (within the order of an 88 per cent tenancy sustainment rate) (Micah Projects 2017). Those housed included 13 rough sleeping families and 254 rough sleeping individuals (500 Lives 500 Homes 2017b, p. 1). Households were accommodated across housing tenures as follows:

- 56 per cent into public housing,
- 31 per cent community housing;
- 13 per cent other private housing (Micah Projects 2017).

2,694 people were surveyed over the three year campaign (Micah Projects 2017).

The 500 lives 500 Homes campaign offers important learnings for the Adelaide Zero Project. The campaign is fundamentally one focused on ending homelessness across Brisbane, using many elements of the functional zero approach. It is based on a project infrastructure focused across the life-course, guided by three principles around ending homelessness: preventing first time or episodic homelessness; responding to crises as they occur in the shortest possible time; and sustaining tenancies. These ambitions were guided by five key strategies for action:

- Know who's there and what they need;
- Implement coordinated entry system;
- Line up supply;
- Keep people housed; and
- Integrate health.

The campaign promotes impressive figures in terms of likely cost savings to the Queensland government from the interventions to house people: in the order of \$35m (Micah Projects 2017).

Source: 550 Lives 500 Homes 2017b, c. 2015, c. 2013; Micah Projects 2017.

500 Lives 500 Homes built on the success of an earlier Brisbane campaign commenced in mid-2010 using similar infrastructure and approaches known as 50 Lives 50 Homes. This initiative was also backboned by Micah Projects Inc.

The 50 Lives 50 Homes initiative, supported by the Mater Foundation, Common Ground (US) and a coalition of partners, used a Registry Week and Common Ground's Vulnerability Index (evolved to become the VI-SPDAT) to capture data on the health, housing and support needs of street homeless across Brisbane.

Data collected revealed high levels of chronic homelessness and disability among the 701 people surveyed during the life of the initiative (to end December 2013). The initiative saw 230 people housed by project partners (500 Lives 500 Homes c. 2013; c. 2015).

Source: 500 Lives 500 Homes 2017b, c. 2015, c. 2013; Micah Projects 2017.

Appendix C: Housing First and Functional Zero

Housing First is a proven approach for moving individuals out of homelessness and into permanent housing, without requirements for behavioural changes on the part of those being assisted. We have seen significant successes from the approach in Australia, most notably in the Common Ground developments dotted around the nation.

Housing First is a low or no-barrier approach for housing people in need. Within the Functional Zero context Housing First aims to provide an alternative pathway for those street sleeping to transitional/crisis accommodation to some form of independent housing pathway. The approach stands in contrast to previous models of support for homeless people, sometimes known as 'continuum of care' or 'staircase' models. These models require individuals undertake treatment or rehabilitation before permanent housing is provided (Johnson, Parkinson & Parsell 2012; Tainio & Fredriksson 2009). At its core, Housing First is based on:

- rapid access to permanent housing;
- provision of multiple support services and systems as needed once a person is housed;
- not requiring engagement with support services a condition of housing;
- harm minimisation rather than abstinence;
- integrating homeless people into the wider community (Johnson, Parkinson & Parsell 2012).

The Housing First approach has been widely used to meet the housing needs of individuals with mental health and/or substance abuse issues (Atherton & McNaughton Nicholls 2008). Because of this the Housing First approach is often considered to be about permanent *supportive* housing only, however, this is not the case. Each of the housing triage categories determined for homeless individuals through a Zero project and by application of the VI-SPDAT – light touch support to get someone into permanent housing; rapid rehousing; and permanent supportive housing – are Housing First interventions. They are all about moving people into housing as the first and most critical action.

The rapid rehousing element of the Functional Zero approach requires more unpacking for the local context; it is not terminology generally used locally. Rapid re-housing is a mid-level Housing First intervention, whereby people are moved into permanent accommodation (generally from transitional housing) as quickly as possible, in a way that is specifically tailored to the needs of the individual/family being housed (National Alliance to End Homelessness 2016). Once housed, the individual/family is provided with short-term financial aid (including rental assistance) and other support services to stabilise their housing and life circumstances (Cunningham, Gillespie & Anderson 2015). Rapid re-housing has some resonances with private rental brokerage/access in Australia and rental access programs in the UK (Tually et al. 2015, 2016); initiatives that '...work with vulnerable households to help them access and sustain private rental tenancies. They do this by providing targeted early intervention assistance designed to build tenancy capacity and by building links with the local private rental industry' (Tually et al. 2016, p. 8). Some elements of rapid re-housing are also delivered directly by state/territory governments in Australia and/or other agencies, however, the comprehensiveness of the US rapid re-housing approach is generally missing from the system.

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