

Ending street
homelessness in
the inner city



Adelaide Zero Project

Final Research Report August 2018



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This work is the result of a collective effort; it has been a co-production of many people, from many organisations, in many ways. It has been a pleasure to be a part of and a true example of research to policy and practice. We have been enmeshed and entangled in the development, evolution and now early operations of the Adelaide Zero Project and enjoyed every minute of it. We look forward to seeing the Project progress along the path to Functional Zero, ensuring every rough sleeper in the Adelaide inner city who wants a place to call home has one, with all the wellbeing and life changing benefits we know that having the right housing brings.

Foreword

In 2016 Rosanne Haggerty, an internationally recognized leader in developing innovative strategies to end homelessness, delivered a powerful presentation at 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.

Just one year later, we launched the Adelaide Zero Project at the same conference with the launch of a discussion paper drafted by the Researchers involved in this report. Later we were recognised by the Institute of Global Homelessness as one of an international network of Vanguard Cities leading the way in tackling street homelessness. Now, in 2018, using the successful Functional Zero approach we have a target to end rough sleeping in the inner city by the end of 2020. We also have a highly committed coalition of organisations from across the public, private, community and university sectors that have come together to make this project possible and to take up that challenge set by Roseanne.

All of this work has been informed by a dedicated and hard working group of researchers who have ensured that at every step along the way in developing this project we were informed by the best evidence on what works and what lessons there are to be learned from around the world. Without this research project we wouldn't have had a community that has so readily rallied around the goal of ending street homelessness in Adelaide's inner city.

This report sets out what they learned, how they informed this process, and the lessons for others seeking to do the same.

A key component in the early stages of the Adelaide Zero Project was the commissioning of a 90-Day Change Project. This was a collaborative process by which issues like measurement, timelines, governance structures and targets were agreed. This Adelaide Zero Project Final Report sets out the actions which were decided as a result of the 90-Day Change Project and includes an agreed community plan for achieving Functional Zero homelessness in Adelaide's inner city by the end of 2020.

There are four phases to the Adelaide Zero Project. Phase One, planning, is now complete. Phase Two has commenced and the Zero Approach in Adelaide is currently being implemented. Phase Three will start when Functional Zero street homelessness has been achieved, and will focus on sustaining it. Phase Four will seek to expand the approach to include areas outside the inner city, and tackle other forms of homelessness such as couch surfing or inappropriate housing.

Further information about all of these things can be found in this report and in other briefing materials available on the Don Dunstan Foundation website.

I encourage you to reflect on what the Adelaide Zero Project is seeking to do, to give us your feedback, and to get involved in the Zero Project more generally. To find out more, visit: www.dunstan.org.au/zeroproject.

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

I would like to pay tribute to, and thank, all of the partners in the Adelaide Zero Project so far, including our Principal Partner, Bendigo Bank. They can all be found on the back of this report - without their support the Adelaide Zero Project and this Report would not have been possible.

Finally, thanks to the researchers involved in this highly innovative research project. Street homelessness is a complex, but solvable problem and their work has lit a path for how we can achieve this goal. As Don Dunstan used to say, there is much work yet to be done.



David Pearson

Executive Director of the Don Dunstan Foundation

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Acronyms

AAEH	Australian Alliance to End Homelessness
ABS	Australian Bureau of Statistics
ACC	Adelaide City Council
ACCSR	Australian Centre for Community Services Research
AHWG	Aligned Housing Working Group
AZP	Adelaide Zero Project
BAEH	Business Alliance to End Homelessness
BNL	By-name list
CEs	Chief Executives
DCSI	Department for Communities and Social Inclusion (now Department for Human Services)
DDF	Don Dunstan Foundation
DPC	Department of Premier and Cabinet
HSG	Homelessness Strategic Group
IGH	Institute of Global Homelessness
MoA	Memorandum of Action
NGO	Non government organisation
OPS	Office for the Public Sector
PSG	Project Steering Group (Adelaide Zero Project)
SA	South Australia
SDWG	Strategic Data Working Group
ToR	Terms of Reference
US	United States
VI-SPDAT	Vulnerability Index – Service Prioritization Decision Assistance Tool

1. Introduction

The Adelaide Zero Project is an ambitious initiative to end street homelessness in the Adelaide inner city area. The initiative aims to achieve this end by application of the Functional Zero approach, a model for ending homelessness developed by Community Solutions in the US (Community Solutions 2016, 2018). This approach is also being adopted in other places, including across Canada, some areas of Europe and in a small number of places in Australia. It has mostly been adopted as a means to end homelessness for veterans (US) and people experiencing chronic homelessness¹ (US and elsewhere). The Adelaide Zero Project aims for Adelaide to be the first city in Australia to achieve Functional Zero in street homelessness; improving the lives of some of the most vulnerable people in our community (Adelaide Zero Project 2018a).

The Functional Zero approach and how it has been understood, localised and operationalised for the Adelaide context is the subject of this report; the Final Report of the Adelaide Zero Research Project. The Final Report summarises the learnings of months of research, consultation, review, refinement and monitoring of national and international experiences and practices in the homelessness and end homelessness spaces.

(This report should be read in conjunction with the Adelaide Zero Project Implementation Plan (Adelaide Zero Project 2018a) and Adelaide Zero Project Discussion Paper (Tually et al. 2017)).

Rationale: Why an Adelaide Zero Project?

The development and roll out of an initiative focussed on street homelessness (rough sleeping) in inner Adelaide is timely. Street homelessness has been a persistent challenge in Adelaide's inner city area for many years now, as the inner city area is the main capture point for people sleeping rough in metropolitan Adelaide and South Australia. At various times over recent years, and especially in the last few months, street homelessness has become an issue that has attracted significant media and community attention. Anyone who lives, works or spends time in the city will have noticed increasing numbers of rough sleepers. Notably, while there is controversy over the best responses to street homelessness, there is also a clear appetite to find solutions as people living on the streets is widely and rightly considered unacceptable.

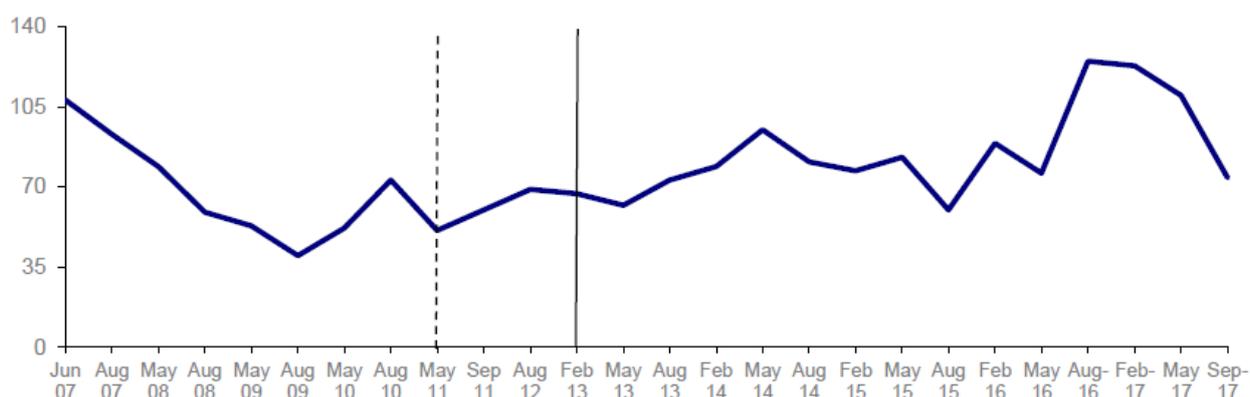
Understanding the scale of the challenge in Adelaide to date has been achieved through the Inner City Rough Sleeper Street Count which reveals the persistence of street homelessness, albeit with some variation in numbers of people sleeping rough over time (Figure 1). The most recently available data from the Street Count indicates 74 people sleeping on the streets at the time of the count (September 2017) (DCSI 2017). This figure represented a downward trend in people sleeping rough, however, because of methodological issues with that count, these data should be treated with some caution as fewer people were approached in September compared with prior counts (Adelaide Zero Project 2018a; DCSI 2017). By comparison, recently released data from the 2016 Census of Population and Housing captured 121 people rough sleeping in the same area (ABS 2018).

During the drafting of this Final Report the Adelaide Zero Project staged a *Connections Week*. This important community engagement undertaking has provided robust and up-to-date data on rough sleeping in the city – forming the foundational by-name data needed to drive the Adelaide Zero Project – and revealing the expected disparity between Street Count and Connections Week data. During

¹ For discussion of the technicalities of this definition see US Department of Housing and Urban Development Homeless Emergency Assistance and Rapid Transition to Housing: Defining “Chronically Homeless” Final Rule Federal Register / Vol. 80, No. 233 / Friday, December 4, 2015 / Rules and Regulations: <https://www.hudexchange.info/resources/documents/Defining-Chronically-Homeless-Final-Rule.pdf>.

Connections Week 143 people sleeping rough were engaged by volunteers (Adelaide Zero Project 2018b). (Connections Week is discussed elsewhere in this report because of its significance as a major project milestone and for the important rich data the event has provided for the Adelaide Zero Project.) Since that time, further individuals have been found to be rough sleeping, increasing the number of individuals on the by-name list² at the time of publication. Actions to provide the necessary housing and support services to individuals on the by-name list are ongoing.

Figure 1: Total number of people sleeping rough, Inner City Rough Sleeper Street Count (DCSI), June 2007 to September 2017



NOTE: The solid vertical line indicates the inclusion of additional collection points and the dashed vertical line is to indicate the change in the questionnaire to focus purely on people sleeping rough

Source: DCSI 2017, p. 6.

Whichever data is considered, too many individuals are sleeping rough in the inner city area and street homelessness remains a persistent challenge. It is clear.

...a different approach is needed to improve the circumstances of a highly vulnerable 'group' of people.

As has been noted in other Adelaide Zero Project documents, the scale of the challenge in Adelaide and the contained geography of the inner city area makes street homelessness eminently solvable. Moreover, the dedication and level of cooperation of key stakeholders from across the government and non-government sectors to ending street homelessness through the Adelaide Zero Project, is both encouraging and necessary; as only

The scale of the challenge in Adelaide...makes street homelessness eminently solvable.

the shared strength, skills and collective resources of a range of organisations and agencies will ensure progress to end to rough sleeping in the inner city.

The Zero Research Project Final Report

This report is the Final Report of the Zero Research Project. The report summarises the process followed and structures developed to establish the Adelaide Zero Project; with much of this work being the remit and purpose of the Zero Research Project. It also provides some commentary on where next for the Adelaide Zero Project overall from the perspective of the Zero Research Project team.

² See Appendix B, M3: By- Name List for further explanation.

This report, and the Zero Research Project, is a joint effort of researchers from both the Centre for Housing, Urban and Regional Planning at The University of Adelaide and the Australian Centre for Community Services Research at Flinders University.

Fundamentally, this report is a reflection on the evolution of the Adelaide Zero Project to date and the role of the Zero Research Project and research team in its establishment; the development and refinement of its underpinning architecture; and the (operational) supporting structures and actions designed to progress efforts for ending street homelessness in the inner city. The architecture and supporting structures/actions – which we term ‘core components’ and ‘mechanisms’ respectively – were developed following extensive examination of local, national and international research and practice around end homelessness (Functional Zero) efforts by the research team and ongoing consultation with key stakeholders locally and beyond. They form the framework for a conceptually strong, best practice model and the framework needed for the advancement of the Adelaide Zero Project.

We believe this document is useful to a broad range of stakeholders. It both explains the Adelaide Zero Project and its aims, as well as providing a toolkit of sorts for localising the Functional Zero approach in an Australian context. The Adelaide Zero Project framework can be adapted and/or replicated by other communities to suit local circumstances, resources and preferences in their efforts to end homelessness.

Ending rough sleeper homelessness is possible in Adelaide. We believe the Adelaide Zero Project has the robustness, integrity and flexibility needed for Adelaide to meet its bold goal of ending rough sleeping in the inner city in the timeframe set.

2. Background: the Adelaide Zero Project

The Adelaide Zero Project: a Collective Impact-informed initiative

The Adelaide Zero Project is a Collective Impact-informed initiative benefitting from the commitment and energy of 35 partner agencies from the public, private, community, philanthropic and university sectors. In line with the five core conditions of the Collective Impact³ framework (Tamarack 2018; Kania and Kramer 2011), the Project has developed and is constantly working to ensure it has:

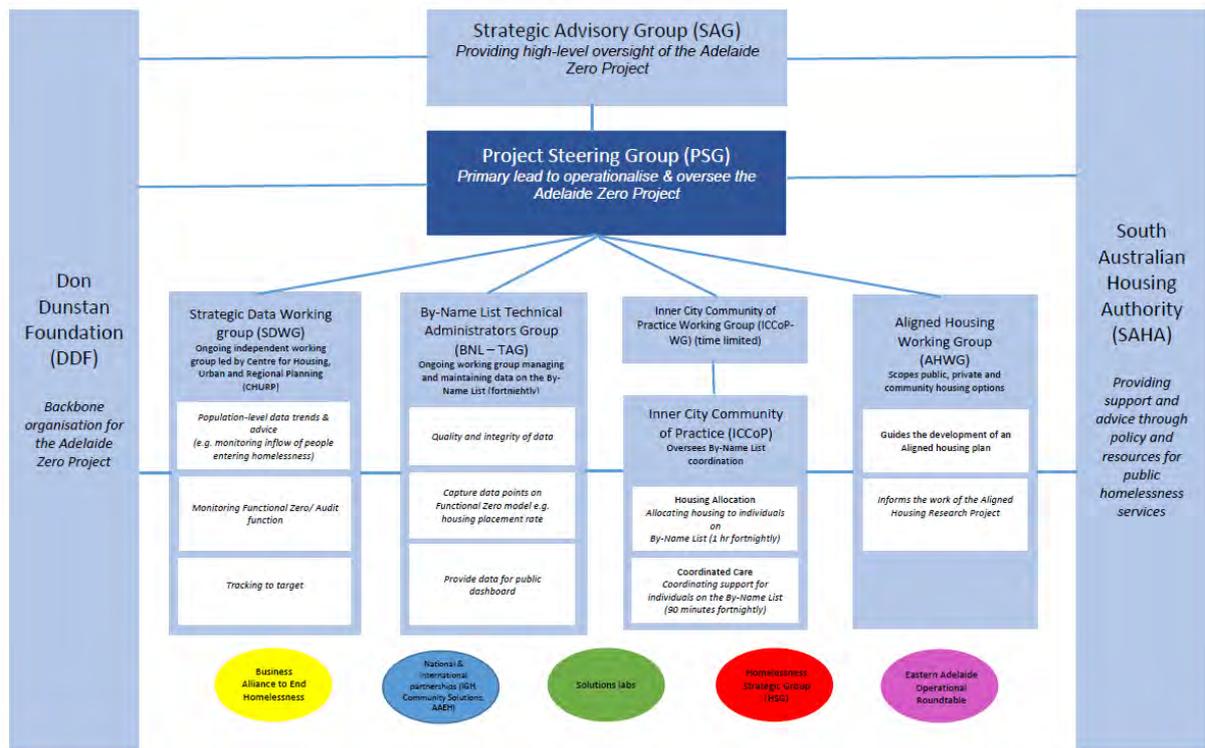
- a common agenda;
- shared measurement systems;
- mutually reinforcing activities;
- continuous communication between partner organisations (and beyond); and,
- a backbone support organisation to move the work forward.

The Adelaide Zero Project has set an interim goal to achieve and sustain Functional Zero street homelessness in Adelaide's inner city by the end of 2020, ensuring that all rough sleepers in the inner city who want a place to call home have one.

The initiative is backboneed by the Don Dunstan Foundation and has developed a governance structure with clear lines of responsibility and reporting (Figure 2).

³ Collective Impact is an approach for community change which provides 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 complex, multi-dimensional problem (often referred to as a 'wicked' or 'sticky' problem) as a collective unit (Tamarack Institute 2018; Robinson, S. (Together SA), pers. comm. 9 July 2018; Kania & Kramer 2011). Collective Impact continues to evolve as a concept and movement. The movement, and Adelaide Zero Project generally, have benefitted from the work of Together SA in advancing Collective Impact initiatives locally. Such work has, in turn, been greatly influenced by work of the Tamarack Institute in Canada, Promised Neighborhoods in the United States and Child Friendly Leeds in the United Kingdom.

Figure 2: Adelaide Zero Project governance structure for Phase 2



The Project is founded on five principles (Figure 3) and has been designed around four largely sequential phases of activity, as shown in Figure 4.

Figure 3: Adelaide Zero Project principles



PERSON-CENTRED AND INCLUSIVE

Commitment to ensure the needs and experiences of people with lived experiences of homelessness and culturally diverse groups and are represented within the Adelaide Zero Project.



HOUSING FIRST

Commitment to provide immediate access to housing with no housing readiness requirements, whilst simultaneously working with people to promote recovery and wellbeing.



NO WRONG DOOR

Commitment to support people sleeping rough either by direct service provision or providing support to access services from a more suitable agency regardless of whether someone is in the key target group for that agency.



CONTINUOUS IMPROVEMENT

Commitment to learn what works quickly in an evidence-based and data-driven manner and to build on successful strategies and actions.



COLLECTIVE ACTION

Commitment to work together in a coordinated way and to hold each other accountable to reach our shared goal of ending street homelessness.

Note: Subject to broader consultation as part of the establishment of the Adelaide Zero Project Charter.

Source: Adelaide Zero Project 2018a, p. 8.

Ending street homelessness (rough sleeping) is the initial focus of the Project, with a longer-term ambition being to broaden its scope and reach to include other places and 'groups' among the homeless population. These longer-term ambitions for the Project reflect the generally followed stepped approach with Zero Projects internationally as well as the Project stakeholders' needs to feel confident in the workability of the Adelaide Zero Project model in the first instance, Project outcomes (for individuals first and foremost, as well as services and the homelessness system), and to capture and act on Project learnings for applicability to other places and groups.

Figure 4: Adelaide Zero Project phases



Notably, the Adelaide Zero Project has recently transitioned from conception or establishment phase (Phase 1) towards full implementation (Phase 2). It has reached this milestone following the completion of extensive conceptualisation and planning work. Significant time and effort has been directed at planning the Adelaide Zero Project, engaging the ‘right’ stakeholders, setting a shared agenda and developing actions to be undertaken by Project partners to develop the coordinated system and people-focussed responses needed to end street homelessness in Adelaide.

Ending street homelessness is the initial focus of the Project, with a longer-term ambition being to broaden its scope and reach to include other places and ‘groups’ among the homeless population.

Localising Functional Zero to Adelaide

The core focus of the Zero Research Project has been localising the Functional Zero approach to the Adelaide context to build a robust Adelaide Zero Project model. Box 1 outlines this process for the Project.

As noted in the Adelaide Zero Project Implementation Plan (Adelaide Zero Project 2018a, p. 6):

Functional Zero will be reached in Adelaide when the number of people sleeping on the streets at any point in time, is no greater than the average housing placement rate for that same period (usually a month).

Notably, in terms of the development of the Adelaide model and as articulated in the Adelaide Zero Project Implementation Plan (2018a, p. 6):

Reaching Functional Zero does not mean that there will be no one sleeping on the streets. In some circumstances, people may see sleeping rough as the least worst option available to them. Functional Zero also does not mean that there will be no one on the streets who is hungry or unwell. Functional Zero is a sustainable measure of success in supporting people sleeping rough into secure housing. Other changes to the way our society and economy work are needed to achieve zero poverty in our city.

The Adelaide Zero Project Dashboard will report progress/outcomes against these data (over time). The Strategic Data Working Group within the Adelaide Zero Project is the key governance structure guiding and monitoring progress around such data and ensuring the Project is tracking towards Functional Zero street homelessness.

The remainder of this report outlines process and structure related to the Adelaide Zero Project model.

Box 1: Functional Zero in the Adelaide context

Functional Zero is a disruptive approach. It challenges stakeholders involved in supporting people who are homeless to rethink service delivery.

In simplest terms, a community reaches Functional Zero when the average capacity of its housing system is greater than the existing need, and this can be proven with data. (Adelaide Zero Project 2018a, p. 6)

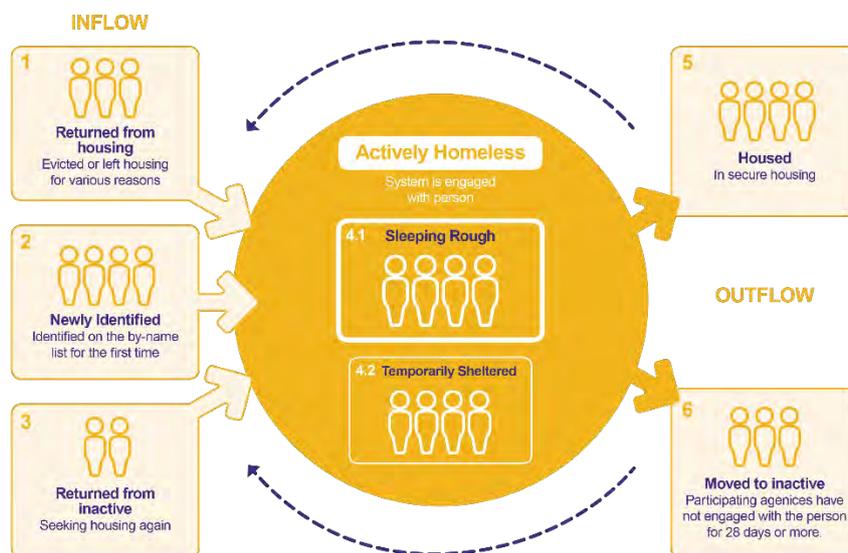
At its heart the approach is person-centred, placing people at the heart of the homelessness system. The approach centres on knowing the names and needs of every homeless person in focus for a community (rough sleepers in Adelaide), assessing the acuity of needs and rapidly coordinating resources and responses to meet the needs of each individual (Sandor 2015).

The approach moves communities and institutions beyond just ‘addressing’ (managing) homelessness, representing an evolution in thinking and discourses around homelessness programs and person-centred supports (see Parsell, Jones and Head 2012 for an earlier assessment of programs to end homelessness). Resources and responses are triaged/prioritised based on need (vulnerability) as part of the Functional Zero approach. Such prioritisation requires application of a triage tool; the Vulnerability Index – Service Prioritisation Decision Assistance Tool (VI-SPDAT) in the Adelaide case (and other cases). The Functional Zero approach uses the real-time by-name data collected about individuals and their needs to track progress and to understand which strategies work best to align housing and support to an individual’s needs, thereby driving down rough sleeper numbers.

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 attention.

The model relies on understanding/tracking six key data (inflow/outflow) points, as depicted in Figure B1.

Figure B1: Functional Zero flow, Adelaide Zero Project (people sleeping rough)



Source: Adapted (with permission) from Community Solutions 2017.

Note: Graphic is for illustrative purposes only and does not show a community that has reached Functional Zero homelessness.

3. Process: conceiving the Adelaide Zero Project

The Adelaide Zero Project had its genesis in an effective challenge issued to Adelaide, its homelessness sector and the broader community by former Adelaide *Thinker in Residence*⁴ Rosanne Haggerty, President and Chief Executive Officer of Community Solutions (US). This challenge was issued as part of her keynote address at the Don Dunstan Foundation's 2016 *Addressing Homelessness Conference: Homelessness and Mental Health – The Challenges and Opportunities* (Adelaide, August 2016). At that event Haggerty used her keynote to point to shifting practice, ideology and discourse around homelessness, emphasising 'ending' rather than 'addressing' homelessness. She used her experience and long relationship with Adelaide to inspire those present at the conference to look at homelessness in Adelaide in the context of what is emerging elsewhere in the end homelessness space – particularly through the 100,000 Homes and Built for Zero campaigns in the US – and to harness community strengths and resources to end homelessness in Adelaide:

...Six months after the 100,000 homes campaign ended we launched the zero campaign in January 2015. We are now working with 70 communities. Communities who signed up to do something they even thought it was probably crazy, but they are getting there, which was to get to a sustainable zero on chronic and veteran homelessness. To basically start thinking about homelessness the way we were thinking about polio or Ebola. How about we just eliminate it and we just start with these different categories of our homeless neighbors and learn how to do it so we can do it for everyone. And these two national efforts show it's possible if we shift our thinking. And we move our activities from operating collections of individual housing and support programs, and letting rules and the market run its course to really creating disciplined well-functioning housing systems...

What's happening [in communities in the US] is they're learning to solve a complicated problem facing their community together.

This defies the idea that we have about ourselves in America these days. That we are indifferent to each other, we can't get along, we are too divided, that we have lost our common purpose. Through this movement, this effort that communities are stepping up to, to end homelessness starting with the most vulnerable, we are witnessing communities being strengthened through the process of doing that.

Now this is not an easier quick formula that I'm offering for renewing our communities, defeating the fear among us, but our history tells us that the only way democracy is strengthened is when citizens take responsibility for each other and participating and solving the urgent challenges facing their communities.

If the emergence, growth of homelessness was the early warning sign, the canary in the coal mine, that our communities were in danger, we are seeing that coming together to end homelessness. It can be the solution to that problem.

In the time since Haggerty's keynote address much has been achieved in Adelaide in terms of a local effort to end homelessness. Haggerty's address struck a chord locally, motivating the Don Dunstan Foundation's then newly appointed Executive Director, Mr David Pearson, to test the appetite locally for an end homelessness initiative. He did this at a roundtable event held in November 2016 aimed at garnering support for a local effort of then relatively undefined scope and structure. The November

⁴ The Thinkers in Residence program is 'a tested social innovation, developed in South Australia, to address urgent challenges or to explore areas of opportunity, through new policy development and systems reform'. The program was established in 2003 and has seen dozens of international experts (Thinkers) spend residencies in South Australia whereby they bring new ideas to the state which are then 'translated...into practical solutions to improve the lives of the people who live in South Australia' (Don Dunstan Foundation 2018).

roundtable brought together key players in homelessness in the inner city area in particular, as well as representatives from the philanthropic sector, advocacy organisations and researchers to determine the appetite for a different focus in terms of homelessness responses. Clear support was evident for a coordinated and collaborative end homelessness effort in Adelaide at the roundtable, with the Functional Zero approach agreed as an appropriate model if localised to the Adelaide context and focussed in the first instance on rough sleepers – as the visible ‘face’ of homelessness and arguably some of the most vulnerable members in our community.

At the November roundtable stakeholders agreed to a course of action including:

- the Don Dunstan Foundation taking the lead role in coordinating the effort, at least initially;
- approaching all stakeholders working with/supporting homeless people in the inner city – from across both the government and non-government sectors – to support an end homelessness initiative; and,
- directly approaching stakeholders to contribute resources for:
 - a part-time project officer, based within the Don Dunstan Foundation, to advance the local effort; and,
 - some initial research on the Functional Zero model and how it could be applied successfully in Adelaide.

Notably, almost all the individuals at the November roundtable have gone on to have an ongoing role in the Adelaide end homelessness initiative; many of them as members of the Adelaide Zero Project Steering Group: the key strategic decision-making body for the Project. The Don Dunstan Foundation and its Executive Officer have been instrumental in advancing the Adelaide effort.

The period following the roundtable and into early 2017 saw the development and refinement of the research proposal for the Adelaide Zero Research Project, as well as key governance structures for the effort. At this time the initiative was officially named the Adelaide Zero Project and the Adelaide Zero Project Steering Group was established. Membership of the Steering Group at this time comprised the chief executives of key inner city homelessness services and representatives of both the SA Government department with responsibility for specialist homelessness services in the inner city (then known as the Department for Communities and Social Inclusion) and the Don Dunstan Foundation which is the backbone support for the Project. In addition, significant attention was focussed on building links between the Adelaide Zero Project and other agencies and structures supporting homeless people in the inner city area and beyond. Locally this included the establishment by government of the Inner City Chief Executives group to shape and drive reform of inner city homelessness services; and more broadly developing and nurturing links with key organisations who are now national and international partners in the Project such as Community Solutions (Community Solutions 2016), the Institute for Global Homelessness (IGH 2015), and the Australian Alliance to End Homelessness (Mercy Foundation 2018) and its members (who are leading end homelessness efforts in other places across Australia and developing a national end homelessness campaign) (Figure 5). Inner City Chief Executives provided important feedback on the Functional Zero model and broadscale support for the initiative. Many members of that group are now members of the Project Steering Group and remain instrumental in driving the initiative.

The relationships built with Community Solutions and the founding members of the Australian Alliance to End Homelessness during early 2017 (and ongoing today) have been invaluable in accessing resources and support to understand the Functional Zero approach and for localising it for the Australian and local contexts. With the support of the SA Government and the Australian Alliance to End Homelessness, the Don Dunstan Foundation was able to capitalise on the fact that two principals from Community Solutions (Mr Jake Maguire and Ms Beth Sandor) were in Australia in May 2017,

bringing them to Adelaide for a short visit to provide interactive presentations on the approach for a range of audiences. Maguire and Sandor presented information on the Functional Zero model to state government, agencies and the Zero Research Project team. The visit cemented support for an Adelaide version of the model, particularly with government, and formed the basis for a co-working relationship with Community Solutions.

Figure 5: Supporting networks for the Adelaide Zero Project



At the same time, the Adelaide initiative also benefitted greatly from the invitation to attend the Australian Alliance to End Homelessness retreat in Brisbane held just prior to Maguire and Sandor’s visit to Adelaide. A member of the Zero Research Project team (Dr Selina Tually) was able to attend the three-day retreat, along with a representative of the SA Government. The retreat provided the research team and Project with a wealth of useful practical and conceptual information about the Functional Zero model, as well as establishing critical connections with stakeholders/institutions in other end homelessness campaigns nationally, including Micah Project Inc. (Brisbane), RUA Community Services (Perth), Launch Housing (Melbourne), St Vincent de Paul (Newcastle) and the Mercy Foundation (Sydney-based, with national reach). The Adelaide Zero Project joined the Australian Alliance to End Homelessness as a member community in 2017, with the Executive Director of the Don Dunstan Foundation appointed as a board member. The relationship between the Project and Australian Alliance has assisted with many elements of the Adelaide initiative, specifically elements related to Connections/Registry Weeks and by-name data (see Appendices A and B).

Adelaide Zero Project’s relationship with a key international partner, the Institute for Global Homelessness, is also notable, as both a resource and a Project achievement. The Institute awarded Adelaide ‘vanguard city’ status as part of its *A Place to Call Home* initiative in late 2017. At this time Adelaide joined Edmonton, Canada to become the first two (of 12) vanguard cities announced for the initiative (Casey 2017; Matthews 2017; Williams 2017).

Adelaide's participation in *A Place to Call Home* has seen:

- a visit to Adelaide for the official vanguard city announcement by two Institute members Dame Louise Casey and Ms Molly Seeley. Dame Casey presented several addresses while in Adelaide, promoting Adelaide's efforts widely, including in local media outlets.
- Adelaide's involvement in the vanguard city network, a community of practice that meets annually in Chicago to share learnings, resources and progress. In 2017 the community of practice meetings were held alongside the Institute's bi-annual conference: *Ending Street Homelessness in Your City*. The Executive Director of the Don Dunstan Foundation (Mr David Pearson); a member of the Zero Research Project team (Associate Professor Ian Goodwin-Smith); and the co-chair of the Project Steering Group (The Reverend Dr Peter Sandeman) attended the June events. A delegation from the Adelaide Zero Project also attended the 2018 community of practice forum in Chicago, sharing results of Project events including Connections Week.

Dame Louise Casey's visit to Adelaide also included service visits to examine outreach and other service delivery approaches locally.

The Adelaide Zero Project's relationship with the Institute is expected to yield additional benefits into the future, especially via the growing community of practice that is the vanguard cities network.

The Zero Research Project

As noted earlier, the Zero Research Project has been a major driver of action in the establishment phase (Phase 1) of the Adelaide Zero Project. Unsurprisingly then, and as reflected throughout the discussion in this report, the Zero Research Project team has been highly intertwined with the development of the Adelaide Zero Project as a whole.

The Zero Research Project formally commenced in May 2017, following refinement of a proposal for the Research Project, after securing funding for the research and following the granting of ethics approval by the Adelaide and Flinders University Human Research Ethics Committees. The Research Project fundamentally aimed to research the establishment of a 'Functional Zero' model to alleviate homelessness for people sleeping rough in the Adelaide inner city area.

The Research Project has used a mixed methods approach, including ongoing review of the relevant literature, practice examples and resources, and discussions with key stakeholders about their experiences with end homelessness initiatives (locally and beyond), to:

- understand the 'Zero' model in the various communities in which it is currently operating to draw on their experiences, gain insight into what is needed and what has and hasn't worked in these communities. The research has investigated how other communities have approached and set up the structures necessary to support a Zero approach, including collecting and managing data (by-name lists *et cetera*), determining targets and timelines, and engaging stakeholders. These understandings were necessary to create a solid platform for the establishment of the model in South Australia and to promote the model and vision to stakeholders and the broader community;
- identify the components of successful Collective Impact approaches, to inform the governance structure for the Zero Project in Adelaide;
- examine the ways we measure (and define) rough sleeper homelessness in South Australia, in order to articulate ways forward for the measurement of homelessness under the Zero Project. This element of the research involved consultation with key stakeholders in the homelessness and services sectors in the Adelaide inner city area;

- garner the thoughts of the representatives of various housing and service providers on the Zero model, their willingness to be involved in the Project and their thoughts on what a governance structure should look like for a Collective Impact informed initiative.
- actively inform the deliberations of the 90-Day (Change) Project being conducted as part of the Zero Project (discussed further below); and,
- establish next steps for Adelaide as a Zero city in the lead up to Zero Project phase two (implementation).

The research project included these steps in order to deliver a series of key outcomes critical for the evolution and success of the Adelaide initiative:

- providing a solid evidence base around the Zero model and best practice approaches to addressing homelessness within a Zero framework.
- identifying the elements of a successful Collective Impact approach for addressing an important social issue.
- setting out options for the development and evolution of Adelaide as a Zero city, by:
 - understanding the opportunities and challenges of implementing a Zero approach in the Adelaide context.
 - identifying measurement tools to assess the numbers and triaging of people who are homeless in real time.
 - identifying data collection/management structures to support the Zero approach and how data to support Zero is best coordinated and shared for the benefit of all stakeholders, including, data sharing with the knowledge networks of the Institute for Global Homelessness and other Zero communities.
 - deciding on reasonable targets and timelines in working towards and then achieving Functional Zero (interim and final targets).
 - working with agencies/stakeholders to identify what they can offer the Zero Project in terms of resources and capacity, as well as mechanisms for their engagement (digital platforms for example).
- presenting a proposed governance structure, determined out of the 90-Day Project process and the 90-Day Project team's consideration of Zero Research Project findings.
- determining next steps for the Zero Project based on results of the Zero Research Project and the 90-Day Project.

The Zero Research Project has produced three written outputs:

- a **Discussion Paper** setting out in detail what the Zero Project is seeking to achieve, how the Zero approach works, considerations in applying Zero in the Adelaide context and to act as a mechanism to gain feedback from key stakeholders about the Adelaide initiative.
- a suite of **Issues Papers** which informed the deliberations of the Adelaide Zero Project 90-Day Project process and formed the basis of the Adelaide Zero Project Implementation Plan; and,
- this **Final Report** reflecting on the process of developing the Adelaide Zero Project, progress and ways forward to support implementation of the Functional Zero model.

A summary of these key activities and their role in the process of establishing the Adelaide Zero Project is provided in the remainder of this section. The Zero Research Project team have also:

- provided advice on localising and operationalising the Functional Zero approach for the Adelaide context to the Don Dunstan Foundation on an ongoing basis and to other

- governance structures and engine rooms within the Adelaide Zero Project including the Project Steering Group and Connections Week and By-Name List Working Group;
- participated in the Adelaide Zero Project 90-Day Project, including as attendee of the 90-Day Project Steering Group and member of the 90-Day Project Working Group;
 - presented on the Adelaide Zero Project and Zero Research Project at numerous forums and events locally, nationally and internationally, including some events scheduled to occur after the conclusion of the Zero Research Project; and,
 - contributed to meetings of the Australian Alliance to End Homelessness and their data group.

Adelaide Zero Project Discussion Paper

The Adelaide Zero Project Discussion Paper was the first output of the Zero Research Project. It was formally launched at the Don Dunstan Foundation's 2017 Conference: *Working Together to End Homelessness*. The Discussion Paper provided background to the Functional Zero model, rationale for an Adelaide initiative, as well as a first attempt at outlining the foundational architecture for the Adelaide Zero Project (known as core components) and the actions and structures needed to ensure the Project has the solid foundation needed to drive actions towards ending rough sleeper homelessness (known as mechanisms).

The Adelaide Zero Project Discussion Paper was developed following comprehensive review of research and practice around the Functional Zero model, including a desk-top review of the approaches being adopted to end homelessness by communities across the globe. The research methodology also involved direct consultation with Community Solutions and other stakeholders involved with Functional Zero approaches. The research underpinning the development of the Discussion Paper highlighted the consistent basic pillars of the Functional Zero model and the flexibility needed and afforded in the model to meet local circumstances, including resources, scale of challenge, institutions *et cetera*. The desk-top review process for the Discussion Paper (and the Zero Research Project as a whole) highlighted that the Functional Zero approach has not been well documented in academic circles to date, but has a growing evidence-base in practice. More (evaluative) evidence around the benefits and limitations of the Functional Zero approach, including, importantly, impacts for clients as well as services and systems, will no doubt be forthcoming as communities learn more about how the approach works on the ground (see Wood et al. 2017) and as initiatives have the time and resources to dedicate to evaluation as they mature.

The release of the Discussion Paper signified the launch of the Adelaide Zero Project as an initiative. Feedback on the Discussion Paper was sought from stakeholders in the following two months. Stakeholders were given the opportunity to provide feedback via an online survey tool, through direct contact with the researchers and in targeted semi-structured interviews. The feedback on the Discussion Paper was crucial in the evolution of the core components and mechanisms (actions/structures) to drive the Adelaide Zero Project forward; with evolution of the components and mechanisms the sole focus of the Issues Papers developed as the second output of the Zero Research Project (discussed below).

It is important to note here that the Adelaide Zero Project as it currently stands is a different model from that described in the Discussion Paper, reflecting the weight and direction of learnings in the time between the release of the Discussion Paper and the conclusion of the Adelaide Zero Project 90-Day Project and release of the Implementation Plan (February 2018).

Adelaide Zero Project Issues Papers

The second stage of the Zero Research Project centred on the development of an Issues Paper to further unpack the architecture and actions to support the establishment and advancement of the end homelessness initiative in the city. How this stage rolled out in practice, however, varied somewhat from the original research proposal, with a suite of short ‘Issues’ Papers developed by the research team in conjunction with key stakeholders, rather than the one Issues Paper as initially planned.

Twenty-two papers were finally developed as the product of this stage of the research: reflecting the eventually arrived at eight core components decided as the foundational architecture for the Adelaide model and the 14 actions or mechanisms decided to support the Project and drive system change. The final suite of papers was arrived at based on both thoughts, learnings, practices and preferences of project stakeholders for the Adelaide Zero Project and research around Functional Zero campaigns elsewhere. The decision to develop individual Issues Papers was considered more appropriate given the Collective Impact approach informing the Adelaide Zero Project and the ability to have lead agencies assume responsibility for an individual mechanism or action.

The content of the papers was debated and refined, and decisions made regarding resolution and advancement where possible, as part of the 90-Day (Change) Project for the Adelaide Zero Project (discussed further below). The Adelaide Zero Project Steering Committee provided advice and final approvals around these processes. The ‘finalised’ versions of the Issues Papers – the Adelaide Zero Project Core Components and Adelaide Zero Project Mechanisms – are attached to this Final Report as Appendices A and B. As a central output of the Zero Research Project the core components and mechanisms are discussed in the next section of this report.

Adelaide Zero Project 90-Day Project

Work by the Zero Research Project team also informed the Adelaide Zero Project 90-Day Project – a time-limited forum to debate and resolve key matters for the Project, providing access to important resources and skills within government. The key matters considered via the 90-Day Project were the suite of 22 Issues Papers developed as the second output of the Zero Research Project.

Reflections on the Adelaide Zero Project 90-Day Project are provided in Box 2.

Box 2: Reflections on the Adelaide Zero Project 90-Day Project

As part of Phase 1 of the Adelaide Zero Project, a 90-Day Project process was undertaken to workshop the Functional Zero approach and tailor it to the Adelaide context. Run through the South Australian Office for the Public Sector, the 90-Day Project process provides a vehicle for facilitating both government and non-government organisations in understanding and addressing complex social issues in a condensed timeframe (Change@SouthAustralia 2018).

There is no set formula for running a 90-Day Project. Organisations undertaking a 90-Day Project are linked with a Change Management Consultant, who helps facilitate the process. Although the process is not rigid, the Consultant provides information and resources to aid the progression from the initial workshop until the final output stage.

The Adelaide Zero Project took an unusual path through the 90-Day process. With support from The University of Adelaide and Flinders University through the Zero Research Project, the Adelaide Zero Project had a strong research foundation from the Discussion Paper that was released in August 2017, a month before the 90-Day Project began. Therefore, much of the theoretical basis for Adelaide Zero Project was already completed prior to the 90-Day Project, and the goal of the 90-Day Project was to forge a fast-track path forward in operationalising the Adelaide Zero Project.

The 90-Day Project received buy-in and support from the Department of Premier and Cabinet and Department for Communities and Social Inclusion (now Department of Human Services). It was supported by the Adelaide Zero Project Steering Group, the main strategic body for the Adelaide Zero Project made up of Chief Executives of inner city homelessness organisations and senior local and state government officials, as well as the Don Dunstan Foundation.

The objectives of the 90-Day Project were to:

- agree on the architecture (components) and actions (mechanisms) to implement Functional Zero in Adelaide;
- develop a governance structure for the implementation phase of the Adelaide Zero Project;
- establish an engagement process for stakeholders (in particular people with lived experience);
- develop and agree on appropriate data measures, including public reporting;
- set a target for achieving Functional Zero;
- define key terms and messages; and
- agree on the next steps for the Adelaide Zero Project.

To achieve these objectives, a Steering Group and a Working Group were set up for the 90-Day Project, comprised of key individuals in the supporting Departments (Department of Premier and Cabinet and Department for Communities and Social Inclusion), Don Dunstan Foundation, Zero Research Project, and drawing on the expertise of other individuals as needed. The 90-Day Project Steering Group provided high-level strategic support for the 90-Day Project and its tasks, approved key decisions and outputs and liaised with the Adelaide Zero Project Steering Group to ensure collective focus, co-design and co-production. The Working Group undertook operational work, drafting documents and undertaking research where required. The Department of Premier and Cabinet provided the secretariat role for the Steering Group and the Department for Communities and Social Inclusion provided similar support for the Working Group.

The initial meeting of the 90-Day Project was held in September 2017, with the first formal Steering Group meeting held in October. The 90-Day Project experienced some delays in its initial stage, there was a hiatus over the December holiday period, eventually finishing in February 2018.

The primary outputs from the 90-Day Project were:

- evolved drafts of the core components and operational mechanisms developed to operationalise the Adelaide Zero Project;
- an agreed Accountability Framework assigning lead organisations to each mechanism according to the strengths and resources of the agencies;
- a proposed target for the Adelaide Zero Project;
- the key values of the Adelaide Zero Project that underpin the core components and mechanisms;
- a governance structure to support the Adelaide Zero Project;
- the first version of a Communications Plan with key messages about the Adelaide Zero Project, as well as an FAQ section and an initial glossary; and,
- a draft Adelaide Zero Project Implementation Plan, passed to the Project Steering Group for review and final endorsement.

The 90-Day Project outputs provided a starting point for the Project Steering Group to begin implementing the Adelaide Zero Project, starting with Connections Week. Most of the outputs have been further refined by the Project Steering Group, Don Dunstan Foundation and other Adelaide Zero Project Working Groups as they have been established and the Terms of Reference set.

The 90-Day process offered some key learnings for the Adelaide Zero Project and the 90-Day Project process generally:

- it was evident some way into the 90-Day Project process that an Implementation Plan was needed to advance the Adelaide Zero Project;
- greater involvement of the non-government sector in the 90-Day process would have been advantageous in terms of the speed of decision-making, for practical knowledge and for agreement and co-production around Adelaide Zero Project architecture and actions; and
- the need for digital solutions to allow real-time input into/review of documents by stakeholders working within the government and non-government sectors.

The 90-Day process allowed a significant quantum of work for the Adelaide Zero Project to be undertaken in a fast-tracked manner; with such work focussed on moving the Project towards implementation.

Adelaide Zero Project Implementation Plan

The Adelaide Zero Project Implementation Plan, while not technically an output of the Zero Research Project, is founded on the work of the Zero Research Project and a member of the research team contributed to the writing, direction and review of the Plan. The Implementation Plan repackaged the core components, and, especially, the mechanisms, into a strategy for action focussed around seven key steps:

- Step 1: Assemble a committed group of people to lead the Adelaide Zero Project;
- Step 2: Know the name and needs of every person sleeping rough in the Adelaide inner city;
- Step 3: Rapidly assist the most vulnerable people sleeping rough with housing and support;
- Step 4: Consistently track progress towards achieving Functional Zero homelessness;
- Step 5: Continually improve responses for people sleeping rough in the inner city;
- Step 6: Achieve and sustain Functional Zero; and,
- Step 7: Expand the Adelaide Zero Project.

The Implementation Plan is the guiding document in terms of forward actions for the Adelaide Zero Project. It also outlines an Accountability Framework for the advancement of the Project, setting out the lead agency responsible for each mechanism (Appendix C).

The Implementation Plan, like the mechanisms on which it is based, is a living document and will be reviewed periodically to ensure currency and reflect Project learnings and needs.

An update to the Implementation Plan is pending, with a member of the Zero Research Project involved in this action.

4. Structure: the architecture of the Adelaide Zero Project

The Adelaide Zero Project is underpinned by a foundational architecture comprising eight building blocks, known as the Adelaide Zero Project's core components. The core components (Figure 6) were established for the Adelaide Zero Project following a rigorous process of review of the Functional Zero model, especially how it has rolled out in the communities that have achieved and are sustaining Functional Zero homelessness in their target population(s).⁵

Figure 6: The Adelaide Zero Project's foundational architecture (core components)



Coalition of stakeholders

Working collaboratively to make the greatest difference for people sleeping rough.



By-name data

Using street outreach to know the names and needs of every person sleeping rough in the inner city.



Commitment to Housing First

Ensuring people sleeping rough are housed in secure, safe, appropriate and affordable housing with the right supports in place to sustain it.



Shared goals

Consistently collecting person-specific data to accurately track progress toward achieving the Adelaide Zero Project goal.



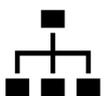
Continuous improvement

Continually learning what works by testing new ideas to quickly build on successful strategies and actions.



Engagement

Involving the community in the solutions for ending homelessness and providing opportunities for people to play a meaningful part in helping to find such solutions.



Governance

Involving the right people to drive progress, ensure accountability and address challenges and system barriers to support the Adelaide Zero Project achieve its goal.



Systems integration

Building coordinated housing and support systems that are simple to navigate, while efficiently targeting resources to those who need them most.

Source: Adelaide Zero Project 2018a, pp. 10-11.

⁵ Functional Zero for veteran homelessness: Gulf Coast/Gulfport, Mississippi; Arlington, Virginia; Rockford, Illinois; Fort Myers, Florida; Riverside City and County, California; Montgomery County, Maryland; Norman, Oklahoma and for chronic homelessness: Rockford, Illinois; Bergen County, New Jersey; Lancaster County, Pennsylvania (Lewis-Dickerson, M. pers. comm. 8 February 2018; Community Solutions 2018).

The core components provide the foundation to the Project that all actions should work to reinforce.

The finalised core component documents are included as Appendix A of this report. The documents have evolved throughout the course of the Zero Research Project. Unlike the Adelaide Zero Project mechanisms,

discussed further below, the Project's core components are not expected to change as the Adelaide Zero Project matures. As a group the core components provide the foundation to the Project that all actions should work to reinforce.

Alongside the core components, the research team, with the ongoing input of Adelaide Zero Project partners and especially the team involved in the Adelaide Zero Project 90-Day Project, developed a series of actions or structures to advance efforts and responses to end street homelessness in inner Adelaide. Some of these actions or structures – referred to as the Adelaide Zero Project mechanisms – are stipulated as part of the Functional Zero approach.

Others have been developed because of appropriateness for the local context: for example, a business alliance to end homelessness due to the noted

[The Adelaide Zero Project mechanisms]...are the series of actions or structures to advance efforts and responses to end street homelessness in inner Adelaide.

success of such a structure in Sydney or as a 'non-traditional' way of engaging a broad range of actors in an end homelessness campaign. Figure 7 identifies the mechanisms for the Project. The full suite of mechanism documents (as at 22 February 2018, when handed over to their lead agency) is provided in Appendix B.

All Adelaide Zero Project mechanisms were developed with due consideration for how they apply and can work in the local context. Each mechanism document provides rationale for their inclusion as a focus action for the Adelaide Zero Project. The mechanism documents have been the subject of extensive review by the Zero Research Project team, the Adelaide Zero Project team within the Don Dunstan Foundation, by the Adelaide Zero Project Steering Group, Adelaide Zero Project 90-Day Project Steering and Working Groups and by Project partners broadly.

As noted earlier, the mechanism documents are 'living' documents and will evolve as the Adelaide Zero Project matures: in line with lessons, learnings and outcomes. They must therefore only be considered 'finalised' in the context of their formal handover to the lead agency responsible for their advancement as part of the Project, as per the Adelaide Zero Project Accountability Framework (Appendix C).

At the time of writing this Final Report the lead agencies responsible for some mechanisms were already refining and evolving their mechanism in line with practice, context or progress, i.e. a more consultative approach to understand how to coordinate care across the homelessness services sector and how cultural change is best supported to meet the objectives of the Adelaide Zero Project (M7 Coordinated Care). Four mechanisms have moved on rapidly from their original focus: to operation and active learning in the case of the M3 By-Name List; decision, refinement and execution in terms of M5 Common assessment tool (the VI-SPDAT); execution and completion in the case of M6 Connections Week; and complete revision of governance structures and processes in the case of M7 Coordinated Care. Others mechanisms are in various stages of progress. Figure 8, below, provides a very brief summary of where all mechanisms are at the time of writing this Final Report.

Pending updates to the Adelaide Zero Project Implementation Plan will show further progress around the mechanisms as the key actions for the Project. At the conclusion of writing this Final Report it also seems that there is need for a 15th mechanism to be added to the suite: M15: Lived experience, elevating this important element to the same level as other key actions/structures in the Project.

Figure 7: Adelaide Zero Project mechanisms



Updated versions of the mechanism documents will be available on the Adelaide Zero Project website.

Figure 8: Adelaide Zero Project mechanisms, progress update as at June 30 2018

Mechanism number and name	Lead agency	Progress	Mechanism number and name	Lead agency	Progress
M1: Aligned Housing	AnglicareSA	<ul style="list-style-type: none"> Aligned housing research project commenced Discussions with Tier 1 Community Housing Providers ongoing Aligned housing workshop planned Aligned housing working group set up in progress 	M8: Continuous Improvement and Evaluation	Australian Centre for Community Services Research	<ul style="list-style-type: none"> Evaluation Framework in planning phase
M2: Business Alliance to End Homelessness	City of Adelaide	<ul style="list-style-type: none"> Workshop to test idea of BAEH conducted Scoping work around BAEH commenced 	M9: Governance	Don Dunstan Foundation	<ul style="list-style-type: none"> New governance structure developed reflecting changes around M7: Coordinated Care and M11;; Research and Data Analytics Numerous governance groups established and operating including Strategic Advisory Group and Project Steering Group
M3: By-Name List	Neami National (SA)	<ul style="list-style-type: none"> Connections Week and By-Name List Working Group established and been meeting from mid-December 2017 current BNL Framework developed BNL built in SmartSheet as interim platform using baseline data from Connections Week. 	M10: National and International partnerships	Don Dunstan Foundation	<ul style="list-style-type: none"> Continued engagement with IGH, including 4 people from Adelaide Zero Project attending vanguard event in May 2018 Plans afoot to engage Community Solutions to assist with Implementation/Achieve phases of Project

		<ul style="list-style-type: none"> • BNL trialed with four Adelaide Zero Project partnering homelessness agencies • Technical Administrator Group established across services to regularly monitor and maintain data on the BNL for housing allocations 			
M4: Charter	End Homelessness SA	<ul style="list-style-type: none"> • Series of facilitated workshops held with community and project partners to draft Charter content • Staged development and release of Charter planned 	M11: Research and Data Analytics	Centre for Housing, Urban and Regional Planning	<ul style="list-style-type: none"> • Plans to secure data officer/s to assist in trend analysis using By-Name List • Identifying roles and engaging members to establish Strategic Data working group
M5: Common Assessment Tool	Neami National (SA)	<ul style="list-style-type: none"> • VI-SPDAT version decided • VI-SPDAT localised for Adelaide context • Used for Connections Week • Additional revisions to tool made after Connections Week, based on learnings 	M12: Solutions Labs	Don Dunstan Foundation	<ul style="list-style-type: none"> • Three Solutions Labs planned to explore solutions for aligned housing, coordinated care and support for Indigenous mobility and homelessness
M6: Connections Week	Hutt St Centre	<ul style="list-style-type: none"> • Connections Week successfully executed in May • 200 volunteers involved • 143 people engaged with during Connections Week • Data used to form BNL 	M13: Targets and Adelaide Zero Project Dashboard	Don Dunstan Foundation	<ul style="list-style-type: none"> • Preparation of data & website for Dashboard version 1.0 launched August • Plans to engage Strategic Data Working Group to monitor & analyse ongoing
M7: Coordinated Care	Uniting Communities	<ul style="list-style-type: none"> • Complete revision of Coordinated Care mechanism resulting in reworking of governance and other structures supporting coordination of care for Adelaide Zero Project 	M14: Zero Communications Strategy	Don Dunstan Foundation	<ul style="list-style-type: none"> • Public and stakeholder Communications strategy and materials being finalised • Brand guidelines and media policies being developed • Further resources secured

5. Conclusion

Reflections

The Adelaide Zero Project has come a long way since Roseanne Haggerty's challenge. The transition from idea to implementation was made possible by the dedication of the Project partners. In considering the ability to successfully move into the implementation phase, there are some key learnings that can be adopted for other communities looking to start their own Project.

The Zero Research Project has played an important part in the successful transition to implementation. Research has provided a solid foundation for practice, including an ideological framework and certainty around desired outcomes. It provides not only a starting point for adapting Zero in a local context, but also serves as a reference point as the Project evolves, and for measuring success.

Another key learning from the Zero Research Project has been the need for a broad cross-section of support and input into design. The researchers were supported by, and were able to collaborate with, other partners on the Project, including government departments and homelessness organisations. These groups provided resources and information, and their commitment and knowledge were vital to translating research into practice. This is especially true for the 90-Day Project process, where the collective will to design and implement the Adelaide Zero Project drove the development of the Implementation Plan.

The other major learning from the development of the Adelaide Zero Project so far is the need for a dedicated and independent group, to act as the backbone for the initiative. The importance of the Don Dunstan Foundation as an organisation removed from the homelessness sector operating as the backbone cannot be overstated. The only agenda the Foundation has to push is the common agenda adopted by all Zero partners; the agenda to end rough sleeping in Adelaide. Having this common agenda – which is highly targeted, highly tangible and includes a highly specific goal – has seen all Project partners pulling in the same direction, rather than working in the atomised, separated and sometimes contradictory ways sometimes seen among competitively funded social services. These factors are key elements of the Collective Impact underpinnings of the project and reflect the characteristics and strengths of a Collective Impact framework generally.

Where to now?

The Zero Research Project has concluded at an exciting point in the evolution of the Adelaide Zero Project: commencement of the implementation phase. There is, however, much still to be done for full Project implementation and beyond. There is more to learn about how the Project can and will work in practice in Adelaide and how the needs of people rough sleeping can be met first and foremost to ensure material improvements in their health and wellbeing. There is also more work to be done to ensure broad scale engagement with the Project, especially among businesses in the inner city area, services beyond the inner city where formerly homeless people may find accommodation and support and among the community (including city residents and workers).

There is much still to be tried, tested, learnt, refined, improved, revised and fed back into the Adelaide Zero Project model, and into practice. Recognising this cycle of iteration and learning is a key building block in Adelaide's effort...

The Business Alliance to End Homelessness and Adelaide Zero Project Charter will go some way to promoting such engagement, but more work is likely to be needed to engage all groups in the Project and the formulation and execution of solutions to end street homelessness in the inner city.

There is much still to be tried, tested, learnt, refined, improved, revised and fed back into the Adelaide Zero Project model, and into practice. Recognising this cycle of iteration and learning is a key building block in Adelaide's effort and strongly emphasised in Built for Zero initiatives by Community Solutions (Community Solutions 2018). Iteration is a defining feature of the change management approach underpinning Community Solutions' ways of working with communities. Being true to the Functional Zero model's iterative foundation of identifying, testing and learning from strategies for change (incrementally in most cases) – including for housing rough sleepers – will be critical in the progress of the implementation phase and towards achieving *and* sustaining Functional Zero.

A number of areas remain a challenge for the Project:

- **Aligning housing:** this work should consider short, medium and longer-term options for aligning housing and necessary supports to the needs of people sleeping rough. A few factors to consider include:
 - how to prioritise housing for people sleeping rough, and in the shortest time possible;
 - system level issues and how these can be addressed to ensure the right types of housing are available to meet people's diverse needs in terms of appropriateness (location, accessibility *et cetera*);
 - issues of throughput and capacity to identify blockages in the homelessness and broader housing sectors; and,
 - avenues for housing homeless people and for preventing homelessness. Working with people to sustain tenancies is part of the aligned housing challenge. Sustaining tenancies will also involve planning, resources and disruptive thinking;
- **Working to turn off the taps:** such work is the preserve of the Strategic Data Working Group and Project Steering Group and will require macro- and micro-level investigations of by-name and other data to understand inflows of people into homelessness, where the Project can work with other systems and agencies to alter pathways towards homelessness and to work to fill identified gaps in systems leading to homelessness; and,
- **Indigenous homelessness:** a further 90-Day Project has been suggested as one means for advancing the Adelaide Zero Project's efforts in terms of ending homelessness for Indigenous rough sleepers. This work will also require working with multiple stakeholders, research and co-design to capture culturally appropriate learning from services and people with lived experiences, other places, initiatives and approaches.

Further thinking and work is also needed around **data analytics**, particularly related to:

- Adelaide Zero Project targets and measures (and how these dovetail into the Adelaide Zero Project Dashboard);
- setting 'take-down targets' to ensure the Project can meet its overarching goal;
- aligning housing to people's assessed/identified needs;
- identifying 'gateways' or 'level-ups' (to borrow gaming language) on the path to achieving functional zero; and,
- ensuring the Project clearly measures and promotes achievements and cost efficiencies.

Related to many if not all of the points outlined above, it is timely that there are ongoing conversations regarding an evaluation framework, including regular and ongoing monitoring processes, for the Adelaide Zero Project. The Evaluation Framework is an essential mechanism as its purpose first and foremost is to ensure that the needs of people sleeping rough are being met but also it will illuminate future areas for focus and attention. It will also allow the Adelaide Zero Project itself, and other communities, to reflect on lessons and learnings, and, with the right processes in place, feed these learnings back into the Adelaide model to ensure continuous improvement.

It is evident to the research team that resourcing ongoing advice, support and the suite of change management resources available from Community Solutions is a critical piece of the implementation puzzle for the Adelaide Zero Project. This could be achieved by partnering with other efforts in Australia to share the costs associated with engaging Community Solutions to assist with some of the areas of challenge, especially related to managing data; to progressing to Functional Zero; and to address system inflows. Examining inflows into the homelessness system and developing/testing strategies to 'turn off the taps' must also be a focus for action and learning early in the implementation phase.

Utilising the Solutions Labs mechanism is also crucial for learning throughout the implementation phase towards achieving Functional Zero and beyond. The mechanism offers the potential for the involvement of other individuals and groups of stakeholders in the homelessness space, including people bringing lived experience and other mindsets for thinking about complex problems. Some clear priorities are evident to the research team for Solutions Labs:

- involving people with lived experience meaningfully in the Adelaide Zero Project and the development of solutions/strategies to address system blockages;
- Aboriginal homelessness/culturally appropriate responses to Aboriginal homelessness;
- coordinating care across and within service delivery; and,
- what aligned housing for the Adelaide Zero Project looks like in the short-, medium- and longer-term.

The relationship the Adelaide Zero Project has with the Institute of Global Homelessness and other supporting networks such as the Australian Alliance to End Homelessness will continue to enrich and motivate the Project in many ways, providing national and international insights into data management and strategies for testing change.

In moving forward the research team feels it would be remiss not to mention the importance of constantly reflecting on any **unintended consequences** (perversities) arising from actions to end homelessness for the target group. Uncovering and addressing such perversities will be a constant learning process for the Adelaide Zero Project and one where looking to other communities with 'end homeless' initiatives will help. We all agree that prioritising people sleeping rough for housing is absolutely necessary, but in doing this we need to minimise the impact on other vulnerable people also struggling with housing or who are homeless by other definitions. It is here that the importance

The Adelaide Zero Project model reflects the best evidence available on the Functional Zero model and how it can work in, and for, a city like Adelaide.

of looking at housing supply and the whole housing system in the context of the appropriateness of housing for the needs of vulnerable people is critical. The aligned housing work – based on Housing First and not housing only – must raise a menu of

options for housing that challenges us all to think about the resources we have and that we require to meet the needs of homeless people.

This challenging work will push us into new spaces, but is necessary for real change in terms of people's wellbeing, health and safety and the efficiency of the homelessness and housing systems.

The Adelaide Zero Project is a real example of both Collective Impact at work...and research to policy and practice (research translation).

The challenges facing the Adelaide Zero Project at implementation (and beyond) can be overcome with time, resources and conscious and ongoing commitment to testing, trying and learning. Additionally, the Collective Impact approach informing the Adelaide

Zero Project offers great opportunity for locating the capacities, skills and, hopefully, resources (financial and otherwise) needed to unpack and address challenges. There is evidence to date – mostly qualitative – of how sharing skills, resources, capacities, workloads and accountability are working for the Project and of how stakeholders are collaborating in ways not seen before, to work through a complex problem and its component parts. If these approaches continue, and with healthy debate and solutions-focussed thinking, we feel the Project can meet its ambitious aims.

Adelaide is part of a global movement in the end homelessness space; one focussed on ensuring every person sleeping rough in the inner city of Adelaide who wants a place to call home has one.

The Adelaide Zero Project model reflects the best evidence available on the Functional Zero model and how it can work in, and for, a city like Adelaide. The Adelaide Zero Project is a real example of both Collective Impact at work, with its risks and benefits, and research to policy and practice (research translation). Like many Collective Impact initiatives however, it is an initiative about which there is much to learn and for which more thinking is needed to measure impact and engagement. Evaluating impact is thus a critical future focus. The model is conceptually strong and based on an architecture that we believe reflects best practices and learnings from other communities who have ended or are working to end homelessness for a particular target group or groups. Adelaide is part of a global movement in the end homelessness space; one focussed on ensuring every person sleeping rough in the inner city of Adelaide who wants a place to call home has one.

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7. Appendices

Appendix A: Adelaide Zero Project Core Components (as at 22 February 2018)



Core component C1 By-name data

What is it?	<p>By-name data is person-specific data accounting for every homeless person in focus in a community (i.e. people sleeping rough in the Adelaide Zero Project context), recording personal details, housing and support needs.</p> <p>Comprehensive real-time by-name data is fundamental to the workings of the Functional Zero approach. By-name data is the product of a Connections Week and application of a common assessment tool (for example the VI-SPDAT) triaging housing and support needs and collated via a By-Name List/Database.</p>
What are we trying to achieve?	<p>Quality by-name data capturing the housing and support needs of all people sleeping rough in the Adelaide inner city area. The By-Name List/Database that is the basis of the by-name data should be updated continuously (preferably daily) to capture inflow and outflow of people from the homelessness system.</p> <p>(Community Solutions have tools to assist Built for Zero communities in the US to demonstrate ‘quality’ by-name data).</p>
Key question(s)	<p>How do we ensure we have the quality by-name data we need to understand homelessness pathways for people sleeping rough and barriers and enablers to/for ending homelessness for people sleeping rough in inner Adelaide?</p>
Mechanism(s)	<p>Primary</p> <p>By-Name List. Common assessment tool. Connections Week. Coordinated care.</p>



Core component

C2 Coalition of key stakeholders

What is it?	<p>In the context of Zero Projects a coalition of key stakeholders refers to the group of key people driving a project forward.</p> <p>The Functional Zero approach requires the commitment and involvement of a broad range of stakeholders for success; from the homelessness, housing, health, mental health, drug and alcohol, youth services, domestic violence, frontline services, justice and corrections, and aged and disability sectors.</p> <p>Experience in the US shows the importance of strong leadership (with a coalition of the willing/project advocates needed to drive change). Zero Projects also require multi-agency and multi-level government commitment, multi-partisan support and the involvement of philanthropy and the business community. Experience also highlights the importance of all stakeholders involved having a clear understanding of what they can offer, or take responsibility for, as part of a Zero project.</p> <p>A coalition of key stakeholders is essential for driving forward and promoting the Adelaide Zero Project. Such stakeholders are important for unlocking the resources needed for the implementation of the Project and its sustainability.</p>
What are we trying to achieve?	<p>A diverse, committed group of stakeholders driving and promoting the Adelaide Zero Project.</p>
Key question(s)	<p>Which individuals and organisations do we still need to engage in the Adelaide Zero Project?</p> <p>How do we ensure stakeholders remain actively involved in and committed to the activities that drive the Adelaide Zero Project forward?</p>
Mechanism(s)	<p>Primary Charter. National and international partnerships.</p> <p>Other Governance structure. Solutions labs. Business Alliance to End Homelessness. Zero Communications Strategy.</p>



Core component

C3 Commitment to Housing First

<p>What is it?</p>	<p>Housing First is a proven approach for moving individuals out of homelessness and into secure (often referred to as permanent/non-temporary) housing, without requirements for behavioural changes on the part of those being assisted. It is an approach for assisting homeless people founded 'on the idea that people need a stable and secure home before anything else' (Mercy Foundation 2017). Housing First does not mean housing only.</p> <p>At its core, Housing First is based on:</p> <ul style="list-style-type: none"> ● rapid access to permanent (meaning non-temporary/secure) housing; ● provision of multiple support services and systems as needed once a person is housed; ● not requiring engagement with support services as a condition of housing; ● harm minimisation rather than abstinence; ● integrating homeless people into the wider community (Johnson, Parkinson & Parsell 2012). <p>In the US context permanency is generally accepted to mean standard tenancy rights, i.e. that someone has their own place and can stay as long as they want, provided they are meeting their lease obligations. Shelter, residential drug treatment and transitional housing programs do not qualify.</p>
<p>What are we trying to achieve?</p>	<p>The underpinning ethos of the Adelaide Zero Project is informed by Housing First; a commitment to assisting people sleeping rough into secure housing, ensuring all individuals assisted also receive the other supports they need, including to sustain housing.</p>
<p>Key question(s)</p>	<p>How do we ensure ongoing commitment to Housing First through the Adelaide Zero Project?</p> <p>What are some of the potential challenges and threats to implementing Housing First in the Adelaide Zero Project and how can we overcome them?</p>

Mechanism(s)**Primary**

Aligned housing.
Charter.

Other

Governance structure.
National and international partnerships.
Zero Communications Strategy.

Notes

Commitment to Housing First requires clear understanding of what each of the housing triage options under the Functional Zero approach means in the Adelaide context.

The Adelaide Zero Project has resolved to use the term secure housing rather than permanent housing. This terminology reflects the local context regarding housing tenure and the fact that there is no longer permanency in social housing tenancies.

Secure housing, secure supportive housing and other key AZP terms are defined in the Zero Glossary.

References:

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<<https://www.mercyfoundation.com.au/our-focus/ending-homelessness-2/housing-first/>>.

Core component

C4 Continuous improvement



<p>What is it?</p>	<p>Continuous improvement refers to ‘the ongoing improvement of products, services or processes through incremental or breakthrough improvements’ (ASQ 2017). Commonly, continuous improvement is summarised according to a four step cycle: plan-do-check-act (see Notes section below).</p> <p>Community Solutions’ problem solving process emphasises the importance of learning by doing (iteration) and 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.</p>
<p>What are we trying to achieve?</p>	<p>A robust, efficient model for ending homelessness for people sleeping rough in the inner city. We will achieve this by constantly looking for opportunities to improve actions and to regularly reflect on project learnings to improve outcomes for people sleeping rough and supporting services and systems.</p>
<p>Key question(s)</p>	<p>How do we ensure continuous improvement across the life of the Adelaide Zero Project?</p>
<p>Mechanism(s)</p>	<p>Primary Continuous improvement and evaluation. Governance structure.</p> <p>Other Targets and AZP dashboard. Research and data analytics. Solutions Lab. Zero Communications Strategy.</p>

Notes

Continuous improvement: the plan-do-check-act cycle:

- Plan: identify an opportunity and plan for change.
- Do: implement the change on a small scale.
- Check: use data to analyse the results of the change and determine whether it made any difference.
- Act: if the change was successful, implement it on a wider scale and continuously assess your results. If the change did not work, begin the cycle again. (ASQ 2017).

References

American Society for Quality 2017, Continuous Improvement, accessed 17 October 2017,
<<http://asq.org/learn-about-quality/continuous-improvement/overview/overview.html>>.



Core component C5 Engagement

What is it?	Successful Zero projects are based on a principle of broad engagement with the community in which they are based, including meaningful engagement of people with lived experience of homelessness, the community generally and private and public sectors.
What are we trying to achieve?	Broad understanding of, and support for, the Adelaide Zero Project and its goal, including the meaningful engagement of people with lived experience of homelessness and the wider community in the Project.
Key question(s)	<p>What avenues can we develop to ensure broad community, public and private sector engagement with the Adelaide Zero Project?</p> <p>How do we meaningfully engage people with lived experience of homelessness in the Adelaide Zero Project?</p>
Mechanism(s)	<p>Primary Charter Connections Week Solutions labs</p> <p>Other Zero Communications Strategy Business Alliance to End Homelessness. Governance structure. National and international partnerships</p>

Notes

Successful Zero communities engage homeless people from the start of their journeys to end homelessness in order to ensure an open dialogue about goals, plans and actions.

Engaging with people with lived experience of homeless is also particularly important for Zero projects as they are a window to understanding system barriers and enablers. The broader homeless sector – especially frontline staff – can shed light on system barriers and enablers, including challenges around accessing secure housing and threats/opportunities outside the homeless service system impacting actions to end homelessness for people sleeping rough (Core component C8 Systems integration).



Core component C6 Governance

What is it?

A governance structure provides high level coordination and oversight, bringing together representatives of agencies and organisations to drive actions for the Adelaide Zero Project.

To date the Adelaide Zero Project (Phase 1) has been driven by an initial governance structure comprising:

- A backbone organisation: the Don Dunstan Foundation – facilitating the establishment of the governance structure and bringing together relevant parties to drive forward with the Adelaide Zero Project.
- A Strategic Advisory Group: providing high level oversight, guiding governance structures in the formulation of a plan to implement the Adelaide Zero Project.
- A Project Steering Group: operationalising Phase 1 of the Adelaide Zero Project, under the direction of the Strategic Advisory Group.
- Two further groups: one at a chief executive level (Inner City CEs Group), and one at a senior management level (Inner City Senior Managers Group). Both groups include staff from homelessness services and/or government departments.

Figure 1 in the Notes section below outlines the initial governance structure and cross-linkages between its elements.

What are we trying to achieve?

The Adelaide Zero Project is underpinned by an inclusive governance structure that will drive progress and accountability, address challenges as they arise and disrupt system barriers to ensure the Adelaide Zero Project can achieve its goal of ending homelessness for people sleeping rough in the inner Adelaide area.

Key question(s)

What should the *Phase 2* governance structure look like? (see Figure 2).

Mechanism(s)	<p>Primary Governance structure.</p> <p>Other Charter. Solutions labs. National and international partnerships.</p>
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Notes

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 (Kania & Kramer 2011, p. 38). Hanleybrown, Kania and Kramer (2012) set out three preconditions that provide sufficient motivation for using the Collective Impact framework:

- The existence of influential champions;
- Urgency of the need for change; and
- Adequacy of financial resources.

To make a Collective Impact project work, Kania and Kramer (2011) set down five key conditions:

- A common agenda;
- A shared measurement;
- Mutually reinforcing activities;
- Continuous communication; and
- A backbone infrastructure.

Common agenda: a workable consensus on several basic elements of the problem being addressed. This includes how the problem is defined and the primary goals of the project.

Shared measurement: agreement on how the goals will be measured, and how such measurements will be recorded and reported.

Mutually reinforcing activities: each organisation participating in a Collective Impact framework has their own set of tasks that play to the organisation's strengths and resources. Tasks are divided according to which organisations are best able to complete them, so that the work of each organisation complements the others.

Continuous communication: regular meetings between different stakeholders to build trust between often disparate groups (NGOs, businesses, and government agencies, for example) and help create a shared language around the problem being addressed.

Backbone organisations: an independent body that is in charge of coordinating the administration of the project (Kania & Kramer 2011, p. 40). Hanleybrown, Kania & Kramer (2012, p. 6) provide six key functions of backbone organisations:

- Providing strategic direction for the project;
- Facilitating communication between project partners;
- Data management;
- Communications management;
- Community outreach coordination; and
- Funding management.

Collective Impact also requires shifts in mindset: bringing different sectors and opinions into the project (including those with lived experience of the issue being addressed) and being willing to understand and incorporate different points of view; and recognising the need for a variety of flexible solutions, rather than just a single 'silver bullet' (Kania, Hanleybrown & Splansky Juster 2014; Kania & Kramer 2013).

Figure 1: Adelaide Zero Project governance structure, Phase 1

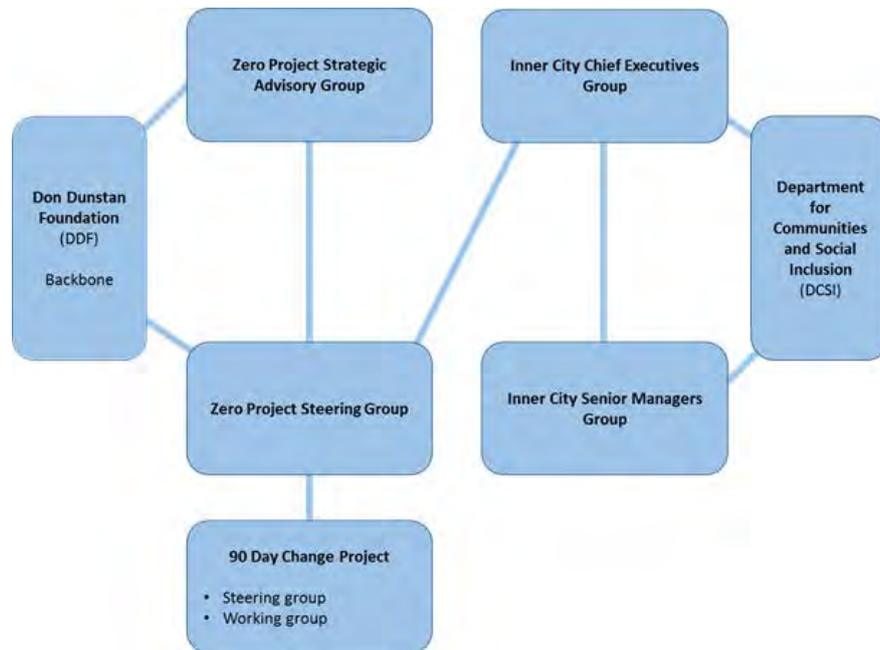
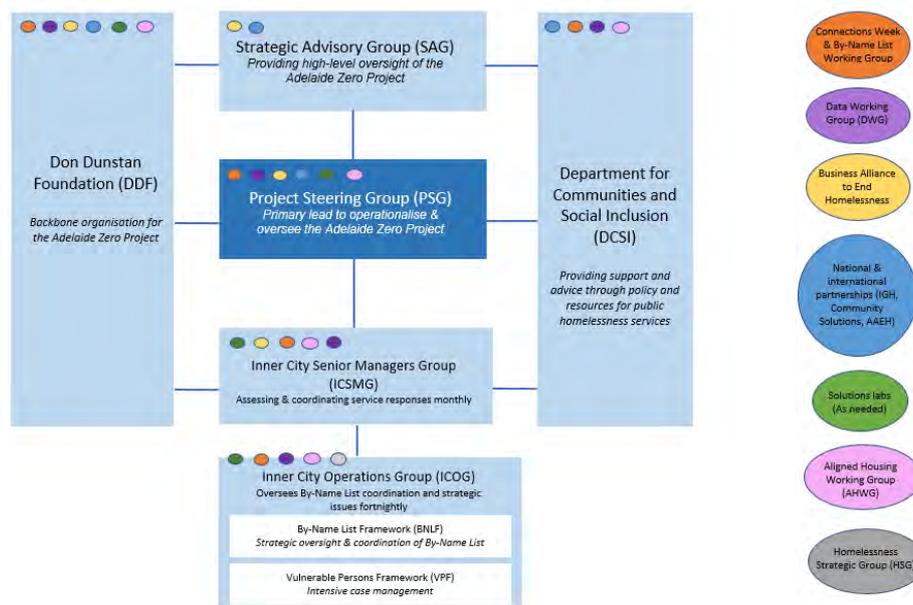


Figure 2: Adelaide Zero Project governance structure, Phase 2 (Feb 2018)



(A new governance structure has been developed as of August 2018, see Figure 2 in Section 2.)

References

- Hanleybrown, F, Kania, J. and Kramer, M., 2012, 'Channeling change: making Collective Impact work', *Stanford Social Innovation Review*, pp. 1-8.
- Kania, J., Hanleybrown, F. and Splansky Juster, J., 2014, 'Essential mindset shifts for Collective Impact', *Stanford Social Innovation Review*, vol. 12, no. 4, pp. 2-5.
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Core component
C7 Shared goals, definitions and
measures



What is it?	To achieve Functional Zero requires all agencies, organisations and individuals in the homelessness service system, and those interacting with people rough sleeping 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 securely housing people rough sleeping.
What are we trying to achieve?	<p>Goal statement:</p> <p>The interim goal of the Adelaide Zero Project is to to achieve and sustain Functional Zero street homelessness in Adelaide’s inner city by the end of 2020.</p> <p>The Project’s interim goal will be reviewed three months after Connections Week to ensure it is informed by the data captured in the By-Name List.</p> <p>Ultimately, it is hoped that the Adelaide Zero Project can be expanded to include other forms of homelessness in more places in South Australia.</p>
Key question(s)	<p>What is a realistic timebound goal for reaching functional zero for people rough sleeping in the Adelaide inner city area?</p> <p>What measures should we use to demonstrate progress toward the (timebound) goal for reaching functional zero?</p> <p>How will we promote progress towards the Project goal?</p> <p>What key terminology do we need to define as part of the Adelaide Zero Project?</p>
Mechanism(s)	<p>Primary Targets and AZP dashboard. Zero Communications Strategy.</p> <p>Other Charter. Research and data analytics. Governance structure. Continuous improvement and evaluation. National and international partnerships.</p>



Core component

C8 Systems integration

What is it?

In the context of the Adelaide Zero Project architecture, systems integration refers to the need to understand how the homelessness sector operates alongside and as part of other interfacing sectors or systems which also provide supports and services (or pathways to supports or services) for homeless people.

Systems integration is important component of many Zero projects nationally and internationally, for, as Community Solutions themselves note:

To achieve functional zero, you have to understand your system and your people (Sandor 2017).

Mapping and understanding the landscape of a homelessness services sector is important in terms of establishing and operationalising a Functional Zero model for a number of reasons:

- it illuminates barriers to accessing services, where people are falling through gaps.
- it shows which agencies have responsibility for which areas within a system: youth, families, people sleeping rough, youth rough sleepers *et cetera*. Knowing this information is essential for allocating responsibilities to agencies and ensuring a coordinated entry system (discussed further below).
- mapping the sector will capture changes brought about by inner city reforms, including, potentially, other programs, responses or tools agencies have developed or are using that could provide learnings or inform actions for Adelaide Zero Project.

Additionally, understanding the inflow of homeless people depends on knowing how they come into the homelessness services sector and which other sectors/systems they might be 'touching' before they come into contact with homelessness services, via correctional services and hospitals, for example.

Knowing this information helps with looking outside the homelessness sector to understand where else people can be assisted and supported, and, ultimately, diverted from homelessness.

A clear understanding of how the homeless sector interfaces with other sectors and systems (and how homelessness experiences are influenced by them) is thus needed. Such sectors/systems include housing, health, mental health, drug and alcohol, youth services, domestic violence, frontline services, justice and corrections, and the aged and disability sectors. Reforms to interfacing sectors/systems can have impacts on the homeless sector and lived experiences of homelessness.

What are we trying to achieve?

Clear understanding of the workings of the homelessness sector in inner Adelaide, pathways through the sector for people sleeping rough (including enablers and barriers to housing placements and accessing services within the homeless sector) and how interfacing systems impact pathways to, and experiences of, homelessness. Additionally, we need to understand the value of a coordinated entry system to the Adelaide Zero Project.

Key question(s)

How can we work towards better integration of policies, programs and practices across sectors/systems to assist people sleeping rough and their pathway to ending homelessness?

Potential mechanism(s)

Primary
Coordinated care.
Research and data analytics.
Other
Charter.
Governance structure.
Continuous improvement and evaluation.
National and international partnerships.

Notes

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.

Interfacing systems

Mental health reforms and changes in policy, programs and resourcing arrangements as the state moves to full rollout of the NDIS are two interfacing systems issues identified in feedback about the Adelaide Zero Project Discussion Paper as of distinct concern.

References

Sandor, B. 2017, Presentation at Australian Alliance to End Homelessness retreat, Brisbane, May 24-26 2017.

Appendix B: Adelaide Zero Project Mechanisms (as at 22 February 2018; date of handover to lead agency per Accountability Framework)



Mechanism M1 Aligned housing

Primary component: Commitment to Housing First

What is it?

The Functional Zero approach is fundamentally a housing-focused intervention, centred on Housing First (not housing only). As such 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 and support needs (determined through the VI-SPDAT), securely, and in the shortest time possible.

Aligned housing requires solid understanding of people’s needs and wants in terms of housing, with these needs aligned to the three triage categories as per the Functional Zero model:

- light touch support;
- rapid rehousing; or,
- secure supportive housing.

(The Zero Glossary will include definitions of light touch support, rapid rehousing and secure supportive housing.)

As a mechanism, aligned housing is most efficient when housing providers prioritise people rough sleeping among their clientele, including allocating a certain number of properties for people rough sleeping within their portfolios.

What are we trying to achieve?

A range of secure housing options are available to meet the needs of people sleeping rough, and in the shortest time possible.

Associated mechanisms	<p>By-Name List. Charter. Common assessment tool. Continuous improvement and evaluation. Coordinated care. Research and data analytics. Targets and AZP dashboard.</p>
Primary responsibility	<p>Who: Anglicare SA. Reporting to: Adelaide Zero Project Steering Group.</p>
Other key players	<p>Tier 1 housing providers, DCSI (Housing SA and Renewal SA), other community housing providers, agencies providing support, private landlords/real estate agents, brokerage programs.</p>
Timeframe	<p>AHWG: ASAP. Aligned Housing Plan: end October 2018.</p>
<p>Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)</p>	<p>Establish an Aligned Housing Working Group to develop an Aligned Housing Plan for the Adelaide Zero Project. The AHWG will be co-chaired by Senior Manager, AnglicareSA; and Senior Manager, Statewide Services, Department for Communities and Social Inclusion, Government of SA and report to Adelaide Zero Project Steering Group.</p>

Action items: M1 Aligned housing

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
<p>Establish an Aligned Housing Working Group with the primary task of developing an Aligned Housing Plan</p> <p>Investigating options/structures to align housing supply to meet the housing needs of people sleeping rough – from within government, community and private sectors</p>	<p>Stocktake of housing options.</p> <p>How to gain commitments from housing providers to prioritise people rough sleeping for housing.</p> <p>Preferential allocation of social housing.</p> <p>How to engage community housing providers.</p> <p>Possibility of using/extending private rental liaison officer program within government.</p> <p>Possibility of providing/extending private rental access/brokerage approaches, including time-limited and long-term private rental assistance depending on people’s needs.</p>	<p>Engage Tier 1 housing providers, PSG, Housing SA, Renewal SA, Community Housing Council <i>et cetera</i></p> <p>Aligned Housing Working Group Terms of Reference outlining processes for:</p> <ul style="list-style-type: none"> ● developing Aligned Housing Plan; and, ● engaging and consulting stakeholders in its development <p>Aligned Housing Working Group to be co-led by Anglicare and DCSI.</p> <p>Chairing and membership to be determined by AHWG in ToR.</p>			

	<p>How to engage private sector providers.</p> <p>Consideration of throughput - from transitional and IHP properties.</p> <p>Investigate affordable housing opportunities.</p> <p>ACC Affordable Housing Policy.</p> <p>Resourcing for project officer position.</p>				
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Mechanism M2 Business Alliance to End Homelessness

Primary component: Engagement

What is it?	<p>The Business Alliance to End Homelessness is a working group of Adelaide businesses focused on the issue of homelessness. The group aims to involve businesses in creative solutions to the challenge of homelessness by focusing on four key areas: philanthropy, volunteering, partnerships and investment. It is based on a Business Alliance in Sydney that focuses on homelessness.</p> <p>The Lord Mayor of Adelaide could chair the Alliance.</p>
What are we trying to achieve?	Meaningful and focused engagement of the business community in the Adelaide Zero Project and towards ending homelessness.
Associated mechanisms	<p>Charter.</p> <p>National and international partnerships.</p>
Primary responsibility	<p>Who: City of Adelaide.</p> <p>Reporting to: AZP Strategic Advisory Group.</p>
Other players	<p>Business owners, traders groups, precinct groups.</p> <p>Philanthropists.</p>
Timeframe	Ongoing.
Resolution	Establish a Business Alliance to End Homelessness.
<p>(Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)</p>	

Action items: M2 Business alliance to end homelessness

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Engage with stakeholders about the Adelaide Zero Project at the Lord Mayor's Business Forum	Date of homeless forum TBD				
Discuss how to best engage with city businesses through the City of Adelaide Economic Development Program	Engage with businesses that are in a position to contribute	City of Adelaide Consultant, Social Inclusion			
Develop an Implementation Plan for the establishment and initial activities of the Alliance	Include proposed meeting dates for 2018 and suggested topics Consider operational budget	City of Adelaide Consultant, Social Inclusion			
Determine the nature of support that can be provided to AZP by the Alliance	Promotion of AZP Dedication of time In-kind support Monetary support	Keith Bryant Sydney Alliance to End Homelessness			

	<p>Positive language and clear messaging:</p> <ul style="list-style-type: none">• ensure the Alliance focus on facilitating solutions, not on removing the problem;• recognising the solution needs to reflect AZP principles and is not just about moving people who are homeless from one location to another				
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Mechanism M3 By-Name List

Primary component: By-name data

What is it?	A By-Name List is the comprehensive database that accounts for every person sleeping rough in the Adelaide inner city area, as well as recording their needs in real-time (determined through use of a common assessment tool: the VI-SPDAT).
What are we trying to achieve?	<p>Knowing every person sleeping rough in Adelaide’s inner city area by name.</p> <p>Understanding the needs of every person sleeping rough in Adelaide’s inner city area.</p> <p>Comprehensive and consistent data to prove we are ending homelessness for people sleeping rough in inner Adelaide.</p>
Associated mechanisms	Common assessment tool. Connections Week. Coordinated care.
Primary responsibility	Who: Neami. Reporting to: Inner City Senior Managers Group.
Other players	StreetCrew consortium (Hutt Street Centre, Uniting Communities, SYC, Baptist Care), other specialist homelessness services for people sleeping rough in inner city, Aboriginal Sobriety Group, Nunkuwarrin Yunti of South Australia, other agencies on the VPF using the VI-SPDAT.
Timeframe	Establish Connections Week and By-Name List Working Group: February 2018. Develop By-Name List early 2018. Roll-out: for Connections Week (mid May 2018).
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	A Connections Week and By-Name List Working Group has been established. This working group will develop the By-Name List platform and plan its integration with Connections Week.

By-Name List: additional information

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; rough sleeping homelessness in the Adelaide case. A By-Name List is a living database and should be updated constantly, ideally daily (Community Solutions 2015).

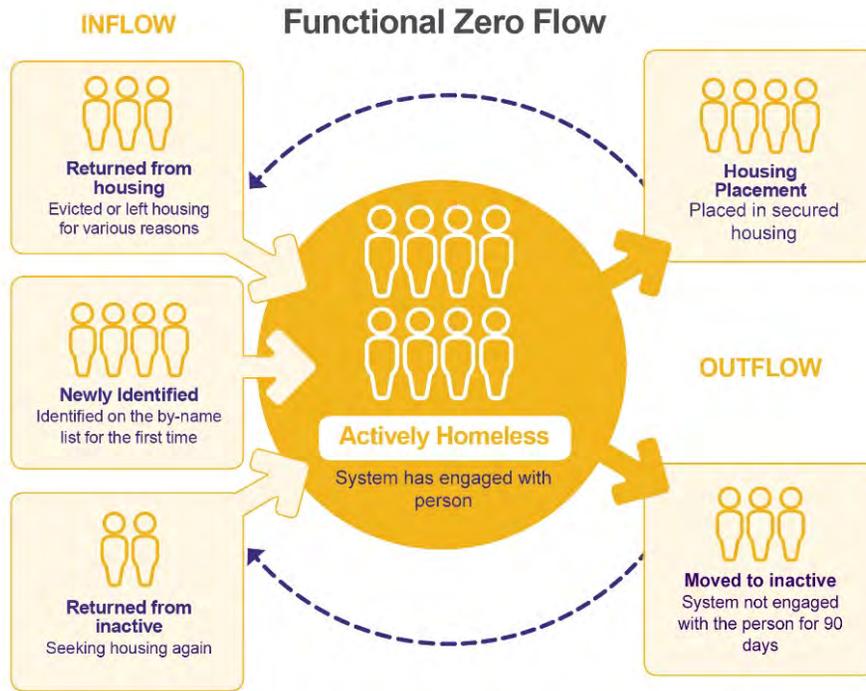
As a real-time data tool a By-Name List allows for coordination and targeting of services to the needs of individuals, helping organisations prioritise actions, housing needs and placements (Building and Social Housing Foundation 2016). A By-Name List is fundamental for capturing and understanding the 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 rough sleeping population in real-time. Six data points are important in this context (Figure 7).

Understanding the six data points in Figure 7 is important as inflow data impacts/forms the basis of the actively rough sleeping population. Outflow data impacts/reduces the actively rough sleeping 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.

References

- Community Solutions 2017, Ending Chronic Homelessness: Lessons from the US Built for Zero Movement, presentation to the Adelaide Zero Project Roundtable, May 29 2017.
- Community Solutions 2015, What Will It Take To End Homelessness In My Community: Ask Your By-Name List, viewed 26 March 2018, <<https://www.community.solutions/blog/what-will-it-take-end-homelessness-my-community-ask-your-name-list>>.
- World Habitat 2017, By Name Lists, viewed 26 March 2018, <<https://www.world-habitat.org/our-programmes/homelessness/campaign-toolkit/by-name-lists/>>.

Figure 7: Functional Zero and inflow and outflow data (version 1.0 Feb 2018)



Source: Adapted (with permission) from Community Solutions 2017.

Action items: M3 By-Name List

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Establish a By-Name List database, building on local, national and international learnings	Determine: <ul style="list-style-type: none"> • ‘ownership’: community v other • access • privacy & Information Sharing Guidelines • consents (VI-SPDAT) • existing reporting commitments • platform for data entry & reporting requirements Evaluate suitability of existing tools (Penelope, H2H, Quickbase)	Neami Hutt Street Centre Micah Projects (Brisbane) AAEH DCSI Guidance around data sharing: <ul style="list-style-type: none"> • Office of Data Analytics (DPC) • DCSI • agencies 			
Establish a (time-limited) By-Name List Working Group to progress work on the BNL and its integration with Connections Week.	Identify AZP partners to participate in the BNL trial for early development before expanding to all services	As above			

<p>Investigate Community Solutions' and others' processes around quality by-name data.</p>		<p>World Habitat (formerly Building Social Housing Foundation), including World Habitat By-Name List toolkit: https://www.world-habitat.org/our-programmes/homeless/campaign-toolkit/by-name-lists/ Community Solutions Micah Projects Inc.</p>			
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Mechanism M4 Charter

Primary component: Governance

<p>What is it?</p>	<p>The Adelaide Zero Project Charter is a statement that any organisations or individuals can commit to, determining their participation in or support of the Adelaide Zero Project. The Charter is a dedication to the primary goals and values of the Project, including a commitment to ending homelessness for people sleeping rough using the Functional Zero model.</p> <p>A key part of the Charter is the appended Memorandum of Action that is tailored for individuals and organisations, detailing the steps they will take to support and advance the Project. Organisations actively involved in the Project (such as Project partners, for example) will be encouraged to incorporate the Charter and Memorandum of Action in their strategic plans and therefore core business practices.</p> <p>The aim of the Charter is to engage stakeholders and the community in the goals of the Adelaide Zero Project, and to dedicate themselves to helping achieve Functional Zero in the inner city by undertaking actions that support the Project.</p>
<p>What are we trying to achieve?</p>	<p>A vehicle for capturing individual and organisational commitment to the Adelaide Zero Project and its goal to end homelessness among people sleeping rough in Adelaide, as well as transparency around how this commitment will translate into actions by individuals and organisations to support the Adelaide Zero Project.</p>
<p>Associated mechanisms</p>	<p>Governance. National and international partnerships. Business Alliance to End Homelessness. Zero communications strategy.</p>
<p>Primary responsibility</p>	<p>Who: End Homelessness SA. Reporting to: Adelaide Zero Project Steering Group.</p>

Other players	For rollout/enacting: All Project partners and agencies interacting with people rough sleeping in inner city, Zero Strategic Advisory Group, Business Alliance to End Homelessness, people with lived experience, community.
Timeframe	Develop: December 2017-April 2018. Launch: May 2018 after Connections Week occurs.
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	Develop a Charter which Project partners, community organisations, businesses and individuals can commit to and take actions to support the Adelaide Zero Project’s principles, goals and target. The Charter will be launched following Connections Week.

Action items: M4 Charter

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Determine scope of AZP Charter	Incorporate more than AZP Principles and intent. Articulate behaviours and commitments tailored to each project partner’s mechanisms Develop Memorandum of Action to outline individual actions	Development: End Homelessness SA with support of DDF; potential consultancy workshop with DemocracyCo Revision and Endorsement: PSG			
Determine process by which Charter is issued and committed to	What role does DDF play as the backbone organisation? Outcomes should involve more than the signatory process Online vs. formal document	End Homelessness SA, DDF with support of Project Steering Group			
Develop prospect list of potential organisations, groups, businesses and individuals to commit to Charter	Leverage all AZP Partners & their networks, AZP Business Alliance Develop public communications plan to engage signatories	End Homelessness SA, DDF, AZP Business Alliance			

<p>Conceptualise how the public & AZP Partners will interact with the Charter</p>	<p>Online Charter for public via AZP website</p> <p>Online toolkit to guide external groups & individuals about how they can help to end homelessness</p> <p>List of signatories made public on website</p> <p>Share impact stories from all signatories during AZP</p> <p>Reporting process to monitor if signatories are delivering actions they committed to in MoA</p>	<p>Website development: DDF</p> <p>Content: End Homelessness SA with support of DDF</p> <p>Input/Testing: AZP Business Alliance; Lived Experience groups</p>			
<p>Ongoing communication with signatories</p>	<p>Regular updates on AZP progress to signatories</p> <p>Leveraging groups & individuals to advocate for further support or participation in AZP components</p>	<p>End Homelessness SA; DDF</p>			



Mechanism M5 Common assessment tool

Primary component: By-name data

What is it?

A common assessment tool captures the robust data that is the basis of a By-Name List (and Connections Week). The VI-SPDAT (Vulnerability Index – Service Prioritisation Decision Assistance Tool) is the tool most commonly used by Zero Projects.

Originally a tool of the US *100,000 Homes Campaign*, the VI-SPDAT is a tested pre-screening tool that measures the nature and severity (acuity) of the issues experienced by individuals in need of housing (Leebeek & Walsh 2014; Westoby & Walsh 2014). It collects information on an individual's history of homelessness, physical and mental health, social functioning and risk of vulnerability to violence (Australian Alliance to End Homelessness 2017). The tool triages individuals to one of three housing needs categories based on assessment of needs:

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

These categories are elsewhere referred to as:

- low acuity
- medium acuity
- high acuity.

An Australian version of the VI-SPDAT has been developed. The current US version (Version 2.01) has been chosen for use by the Adelaide Zero Project as it has been updated to reflect important changes in the wellness domain and as it is quicker to administer in the field.

Note: 'Permanent' housing is the terminology used generally in the US. Secure housing will be the terminology used here.

What are we trying to achieve?	Capturing consistent information (via application of the VI-SPDAT) to ensure the housing and support needs of individuals are understood, prioritised and met.
Associated mechanisms	By-Name List. Connections Week. Coordinated care.
Primary responsibility	Who: Neami Reporting to: Inner City Senior Managers Group
Other players	StreetCrew consortium (Hutt Street Centre, Uniting Communities, SYC, Baptist Care), other specialist homelessness services for people sleeping rough in inner city, Aboriginal Sobriety Group, Nunkuwarrin Yunti of South Australia, other agencies on the VPF using the VI-SPDAT.
Timeframe	Roll-out: at Connections Week (May 2018).
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	All services that interact with people sleeping rough will use the VI-SPDAT Version 2.01 (US).

References

- Australian Alliance to End Homelessness 2017, 'Registry Weeks: Collecting and using local data to end street homelessness', *Parity*, vol. 30, no. 3, pp. 38-39.
- Leebeek, M. and Walsh, K. 2014, 'OR26 — Brisbane Registry Vulnerability Index: Service Prioritisation Decision Assistance Tool: 500 Lives 500 Homes', *Parity*, vol. 27, no. 8, p. 47.
- Westoby, R. and Walsh, K. 2014, 'The role of Collective Impact in the drive to end homelessness in Brisbane: The "500 lives 500 homes campaign"', *Parity*, vol. 27, no. 7, pp. 16-17.

Action items: M5 Common assessment tool

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Ensure agencies are educated/trained in the rationale for and use of the VI-SPDAT	Local training is for VI-SPDAT Australian version. Training videos available	Online training videos from OrgCode AAEH			
Ensure new agency staff are trained in using tool	Investigate potential for train the trainer in use of VI-SPDAT to ensure new staff can be trained locally in the VI-SPDAT	Online training videos from OrgCode AAEH			
Evaluation of tool and its use	Set up an evaluation of use of VI-SPDAT for AZP. Review process to be developed How to apply a cultural lens to the VI-SPDAT	OrgCode Micah Projects (Qld) RUA (WA) ATSI-specific project partners			



Mechanism M6 Connections Week

Primary component: By-name data

What is it?

A Connections (or Registry) Week mobilises a coordinated team of trained volunteers to survey all homeless people in focus in a predetermined area over a given period (generally a week). In the Adelaide Zero Project context the homeless group in focus is people sleeping rough.

Data collected as part of a Connections Week will form the basis of the real-time By-Name List that is the foundation of the Adelaide Zero Project. Such data will capture the vulnerabilities of people rough sleeping, including health and other personal and support needs, as well as the type of housing support each individual needs – assessed/triaged by application of the common assessment tool chosen for Adelaide: the VI-SPDAT US Version 2.01 (Kanis et al. 2012).

Registry Weeks have been conducted in many Australian cities/communities. An established Registry Week methodology is available, as is in-kind support from the Mercy Foundation for designing and executing (Mercy Foundation et al. 2017). Held over five consecutive days, Registry Weeks involve four steps: training, surveying, analysis, and community briefing (see Figure 1). Before and after a Registry Week is held, work must be undertaken to ensure that the Week runs smoothly and operational matters are taken care of (before Registry Week) and that follow-up is provided for people rough sleeping who have been approached (after Registry Week).

A successful Connections Week sees agencies and services allocated responsibility for following up with those surveyed who are sleeping rough on a regular basis and acting to meet the needs of those surveyed (Reynolds, pers. comm., May 28 2017). The Registry Week conducted in Newcastle in October 2016 – coordinated by a coalition of agencies backed by St Vincent de Paul – offers a recent example of a successful approach in the Australian context (McDaid 2017).

	<p>Notably, a Connections 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.</p>
What are we trying to achieve?	<p>Identify all people sleeping rough in the Adelaide inner city area and capture quality information about their housing and support needs.</p> <p>A symbolic commencement to Phase 2 of the Adelaide Zero Project.</p> <p>Broad agency and community engagement with the Adelaide Zero Project.</p>
Associated mechanisms	<p>Common assessment tool. By-Name List. Coordinated care.</p>
Primary responsibility	<p>Who: Hutt Street Centre. Reporting to: Inner City Senior Managers Group.</p>
Other players	<p>Neami, all Project partners, Gateway services, SAPOL, Nunkuwarrin Yunti of South Australia, DASSA, mental health services. For volunteers: ACC and business connections.</p>
Timeframe	<p>May 13-18 2018.</p>
Resolution	<p>Undertake a Connections Week, with Hutt St Centre as the lead agency responsible for coordinating Connections Week.</p> <p>VI-SPDAT version 2.01 (US) is to be used for Connections Week. A Connections Week and By-Name List Working Group has been set up to progress Connections Week and development of the By-Name List, chaired by Neami. Date of Connections Week TBD.</p>
(Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	

References

- Australian Alliance to End Homelessness 2017, 'Registry Weeks: Collecting and using local data to end street homelessness', *Parity*, vol. 30, no. 3, pp. 38-39.
- Kanis, R., McCannon, J., Craig, C. and Mergl, K.A. 2012, 'An end to chronic homelessness: an introduction to the 100,000 Homes campaign', *Journal of Health Care for the Poor and Underserved*, 23(1), pp. 321-326.
- McDaid, B. 2017, Newcastle Registry Week, St Vincent de Paul, viewed 27 July 2017, <<https://www.scribd.com/document/344768374/Registry-Week>>.
- Mercy Foundation, AAEH and Micah Projects Inc. 2017, *Registry Week Toolkit*, accessed 17 October 2017, <<http://mercyfoundation.com.au/wp-content/uploads/2017/07/Reduced-Registry-Week-Toolkit.pdf>>.

Action items: M6 Connections Week

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Determine process for how Connections Week feeds into By-Name List	Data sharing Privacy Access Determine what database will be used for Connections Week and BNL and how these will talk to each other at conclusion of Connections Week	Neami (SA) DCSI Mercy Foundation (NSW) Micah Projects (Qld) Community Solutions			
Promote AZP brand (including AZP Charter) through Connections Week	Consistent AZP brand and messaging	Zero Communications Strategy			
Ensure processes are established for follow-up of people sleeping rough identified during Connections Week	Assign responsibility to agencies	Street to Home Neami Mercy Foundation (NSW) St Vincent de Paul Newcastle			



Mechanism M7 Coordinated care

Primary component: Systems integration

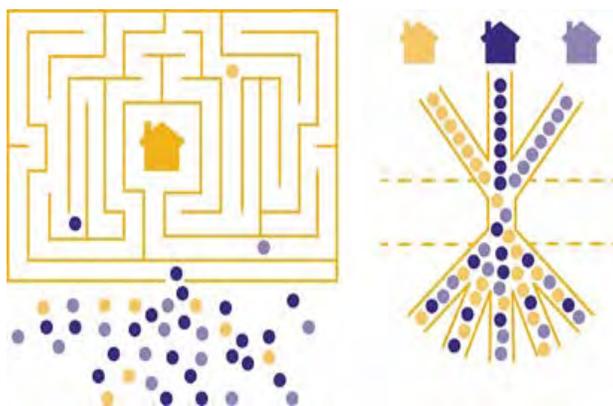
What is it?

The Adelaide Zero Project requires both strategic and operational coordination among a range of stakeholders for the goal of achieving functional zero street homelessness to be realised. Such coordination is especially important among and within inner city specialist homelessness services. The coordinated care mechanism ensures cross-agency coordination of processes, responses, and, where appropriate, resources. This includes information and data sharing as appropriate.

Coordinated care refers to, and centres on, a range of activities and structures:

- A **coordinated entry system**, which ensures that there is no wrong door for entering a homelessness service system and that regardless of where and when someone enters a system how they are treated, triaged and assisted is consistent and an efficient path to housing (Figure 1).

Figure 1: Rationale for a coordinated entry system



Source: Haggerty 2016.

Commitment to using a common assessment tool is thus essential and must be adhered to by all agencies assisting rough sleepers in the Adelaide inner city area.

- **Prioritisation of people rough sleeping** in terms of service responses, including prioritisation for housing. Such prioritisation is essential for all people rough sleeping captured on the By-Name List (BNL), including but not limited to those being considered for intensive case management under the Vulnerable Person's Framework.
- **Commitment to regular and ongoing monitoring of the By-Name List**, including newly added people rough sleeping, people who have disengaged and people who have been on the list for some time. Structures have been put in place within the governance of the Adelaide Zero Project for this: through the Inner City Senior Managers Group, i.e. the Inner City Operations Group (ICOG) and its sub-focuses (see next dot point).
- **Commitment to the objectives and processes of ICOG**, which is comprised of:
 - **By-Name List Framework (BNLF)**, which is the guidelines for the operation, management and monitoring of the AZP By-Name List, as well as a meeting for strategic discussions about the BNL, how things are tracking and raising cases of concern that meet exceptional reporting key performance indicators (KPIs) (TBD as part of process of developing the BNL operational guidelines); and
 - **Vulnerable Persons Framework (VPF)**, assistance for the most vulnerable individuals on the By-Name List who require intensive case management.

Figure 2 in the notes section below illustrates the AZP governance structure, including the ICOG.

Coordinated care is about ensuring all agencies assisting and supporting people rough sleeping in the inner city are engaging in mutually reinforcing activities, have consistent approaches and guidelines (including in case management) and are accountable to each other, to AZP structures and stakeholders and the community, including people with lived experience.

Ensuring coordinated care for the AZP will be the responsibility of the Inner City Senior Managers Group (ICSMG) and its Inner City Operations Group (ICOG), which comprises the BNLF and VPF. The majority focus of the time allocated for ICOG meetings will be discussion and action of VPF cases.

Roles**Inner City Senior Managers Group (ICSMG)**

The role of the Inner City Senior Managers Group is to identify trends and multi-agency/system wide issues in the inner city impacting on people sleeping rough. The Group is a key operational structure within the Adelaide Zero Project governance structure. The group will also monitor outcomes of the Vulnerable Person's Framework (VPF) and the By-Name List Framework (BNLF) (collectively known as the Inner City Operations Group).

Further details about the ICSMG are provided in the attached Terms of Reference.

Inner City Operations Group (ICOG)

The Inner City Operations Group is the collective term for the By-Name List Framework (BNLF) and the Vulnerable Persons Framework (VPF). ICOG is held fortnightly, with the first (and smaller) part of the meeting being the BNLF business and majority of the meeting being discussion and action of VPF cases.

By-Name List Framework (BNLF)

The BNLF is a forum to ensure ongoing and regular focus on the By-Name List as a whole, to:

- ensure currency of data, including the changing needs of individuals;
- monitor BNLF data in accordance with exceptional reporting KPIs and discussion of cases that meet or exceed these KPIs;
- accountability around actions to assist and support individuals;
- understand and scrutinise systemic impacts on individuals; and,
- ensure that agency case management of individuals is working to avert them being referred to the VPF where possible.

Vulnerable Persons Framework (VPF)

The Vulnerable Persons Framework is intensive case management of the individuals on the By-Name List who are the most vulnerable, as determined by triage score from the VI-SPDAT.

Further information on the ICOG including BNLF and VPF are provided in the attached ICOG Terms of Reference.

What are we trying to achieve?	Cross-agency coordination of processes, responses, and, where appropriate, resources to ensure the best housing and support outcomes for people rough sleeping.
Associated mechanisms	<p>Aligned housing. By-Name List. Charter. Common assessment tool. Connections Week. Governance. Targets and AZP dashboard. Zero communications strategy.</p>
Primary responsibility	<p>Who: Inner City Senior Managers Group. Reporting to: AZP Project Steering Group.</p>
Other players	All Project partners, specialist homelessness services for people sleeping rough in inner city, ICOG (comprised of VPF and BNLF) and Inner City Senior Managers Group agencies.
Timeframe	Processes and protocols: ASAP.
<p>Resolution</p> <p>(Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)</p>	<p>A governance model for coordinated care has been determined: with coordinated care the responsibility of the Inner City Senior Managers Group (ICSMG), actioned through the Inner City Operations Group (ICOG) which comprises the By-Name List Framework (BNLF) and Vulnerable Persons Framework (VPF).</p> <p>Terms of Reference for the ICSMG have been revised to reflect its broader role within the Adelaide Zero Project and new Terms of Reference developed for the ICOG.</p> <p>ICSMG to resolve issues for ICOG relating to Information Sharing Guidelines.</p>

Notes

Figure 2: Adelaide Zero Project Phase 2 Governance structure (early 2018 version)



(A new governance structure has been developed as of August 2018, see Figure 2 in Section 2.)

Action items: M7 Coordinated care

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Formalise commitment to coordination of processes, responses, and resources, among agencies assisting/supporting people rough sleeping	Charter, commitment to actions in Memorandum of Action (MoA) Charter signatories annual report of progress against commitments in MoA Establish solid protocols around shared data (BNL), access, contributors and people authorised to analyse it	AZP Charter Develop ToR in consultation with members, stakeholders and PSG			
Understand entry points/processes in the current homelessness system to determine how the move to new assessment, triage and data processes per the Adelaide Zero Project intersect with this	When does a VI-SPDAT get administered and by whom? Role and need for a centralised information sharing system, virtual command centre or online portal Key questions to be resolved (work ongoing as part of current BNL/Connections Week Working Group): <ul style="list-style-type: none"> • Development of operational guidelines for BNL, including regular monitoring and reporting of/about BNL data 	Connections Week & By-Name List working group			

	<ul style="list-style-type: none"> • What are the exceptional reporting KPIs? • Which other agencies who do not use H2H also assist rough sleepers? <ul style="list-style-type: none"> • How do they identify a rough sleeper? • How does their intake and assessment fit with AZP? • What is the mechanism for engaging these agencies in AZP and/or ensuring these rough sleepers are assisted under AZP structures? • How do we administer a VI-SPDAT in these cases? <p>Implications of Information Sharing Guidelines</p>				
<p>Agree new Terms of Reference for ICSMG and ICOG (including ToR for BNLOF and VPF) and determine standing agenda items</p>	<p>Multiple focuses for ICSMG: each member has responsibility to bring concerns/issues to group</p>	<p>VPF Framework document</p> <p>BNL Framework being developed by Connections Week and By-Name List Working Group</p>			



Mechanism M8 Continuous improvement and evaluation

Primary component: Continuous improvement

<p>What is it?</p>	<p>By design, Zero projects are an iterative process, with continuous improvement driven by regular and ongoing review of actions and impacts and evaluation of the AZP program, processes and ultimately its impact. Regular evaluation of the actions that have been taken to improve system efficiencies and outcomes for people rough sleeping (or other actions as developed and applied in the local context) is thus central to the Functional Zero approach.</p> <p>Evolving or refining actions and understanding outcomes through evaluation is an important element for maintaining Project momentum and promoting Project successes.</p> <p>The 90-Day Project process offers a potential avenue for actions driving continuous improvement (see Research and data analytics mechanism for discussion of 90-Day Projects).</p>
<p>What are we trying to achieve?</p>	<p>The development of an approach to support continuous improvement in the Adelaide Zero Project, including processes for regular ongoing review of actions and activities and a robust evaluation framework for the Adelaide Zero Project.</p>
<p>Associated mechanisms</p>	<p>Governance. Solutions labs. Research and data analytics.</p>
<p>Primary responsibility</p>	<p>Who: Australian Centre for Social Services Research, Flinders University (ACCSR). Reporting to: AZP Project Steering Group.</p>
<p>Other players</p>	<p>All Project partners, with designated independent evaluator, and, potentially, the Australian Centre for Community Services Research (ACCSR), Flinders University and Centre for Housing, Urban and Regional Planning (CHURP), University of Adelaide.</p>

Timeframe	Evaluation framework: 2018. Regular review of actions/activities: commencing 2018 and ongoing. Evaluation: ongoing.
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	Adelaide Zero Project Steering Group to determine desired outcomes from an evaluation framework and decide on an independent evaluator.

Notes

An iterative process is defined by the online Business Dictionary (Business Dictionary 2017) as: ‘A process for arriving at a decision or a desired result by repeating rounds of analysis or a cycle of operations. The objective is to bring the desired decision or result closer to discovery with each repetition (**iteration**)’. Or, by Cambridge Dictionary online (2017) as ‘doing something again and again, usually to improve it’.

Action items: M8 Continuous improvement and evaluation

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Embed continuous improvement within the Adelaide Project Zero (as distinct from evaluation)	Establish regular, consistent and open review or assessment of outputs. The Plan-Do-Check-Act model is the most commonly used to create an ongoing cycle Routes for feedback from people and groups involved at all levels to be established. Feedback to be encouraged and supported PSG to set intervals for regular assessment of what has worked or not. Improved approaches can then be piloted/introduced Changes should be small and regular - rather than 'big bang' PSG should reinforce their buy-in to continuous improvement via regular communication and highlighting the ongoing interest in feedback	PSG DCSI to advise on existing evaluation frameworks in the sector			

<p>Develop an Evaluation Framework to gain a detailed and objective view of the outcome and impact of work</p>	<p>What is the aim(s) of the evaluation? These could include:</p> <ul style="list-style-type: none"> ● Assessing how effectively the PSG has functioned ● Understanding changes to the number of people sleeping rough ● Evaluating the impact on the well-being of people sleeping rough ● Evaluating any changes to the \$AUD spent to support people sleeping rough ● Assessing the impact of service interventions ● Understanding other impacts of the AZP (both positive or negative) ● Understanding the understanding of and perception of the AZP 	<p>PSG with appointed evaluator</p>			
<p>Decide on evaluation lead and resources</p>	<p>To be led by person/group independent from AZP/PSG</p> <p>Funding for evaluation</p> <p>Outcomes: These should recognise the long term nature of evaluation and that the evaluation will evolve over time as processes become more embedded, and as impacts and results are known.</p>	<p>PSG</p>			

<p>Confirm evaluation outcomes</p>	<p>An example that could be considered is the 50 Lives 50 Homes work in Western Australia and the evaluation that has been undertaken of it – the evaluation highlights the following as the evaluation objectives:</p> <ol style="list-style-type: none"> 1. How effective and efficient is the 50 Lives 50 Homes approach in providing sustainable housing and wellbeing outcomes for the most vulnerable rough sleepers? 2. What is the impact of the 50 Lives 50 Homes project on client: <ol style="list-style-type: none"> a. Health outcomes; b. Mental health and wellbeing outcomes; c. Housing outcomes, including risk of moving back into homelessness: and, d. Risk of offending and crime behaviours 3. What is the economic and social impact of the 50 Lives project? 	<p>PSG and appointed evaluator</p>			
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	<p>4. To what extent has the 50 Lives 50 Homes collaboration enabled improved service efficiencies and new innovative ways of working to improve client outcomes and address homelessness?</p> <p>5. What have been the main challenges and barriers to the 50 Lives 50 Homes project to efficiently and effectively provide sustainable?</p>				
Confirm an approach and structure for the evaluation	<p>Sequencing (for iterative and phased approach to evaluation):</p> <ul style="list-style-type: none"> ● timetable for setting baselines; ● intervals for evaluation activities; and, ● data cycles <p>Method:</p> <ul style="list-style-type: none"> ● quantitative; qualitative; ● both <p>Data:</p> <ul style="list-style-type: none"> ● what data is required? ● existing versus new data that best meets the needs of the project. ● ownership, authority and access to data 	PSG and appointed evaluator			
Finalise evaluation framework and commence	Evaluation framework to be documented and signed off prior to commencement	PSG and appointed evaluator			



Mechanism M9 Governance

Primary component: Governance

<p>What is it?</p>	<p>A revised governance structure is required for the Adelaide Zero Project from Phase 2 (onwards). Determining this is a key activity for the Adelaide Zero Project 90-Day Project. The revised structure should:</p> <ul style="list-style-type: none"> • Strongly reflect the principles of Collective Impact upon which zero projects are based; • Provide a sound foundation for the implementation phase; and, • Ensure the active engagement of a broad range of stakeholders in the Adelaide Zero Project, especially people with lived experience of homelessness and the business community. <p>An important part of understanding the appropriateness of the AZP governance structure is understanding the key agencies in the current inner city homelessness services landscape and their interactions. This is particularly important given recent inner city reforms.</p> <p>Figure 1 in the Notes section outlines the agreed Phase 2 governance structure for the Adelaide Zero Project as of Feb 2018.</p>
<p>What are we trying to achieve?</p>	<p>A solid governance framework for Phase 2 of the Adelaide Zero Project that will enable continuous oversight and improve the implementation of the Functional Zero approach to meet the Adelaide Zero Project goal(s).</p>
<p>Associated mechanisms</p>	<p>Business Alliance to End Homelessness. Charter. Coordinated care. Continuous improvement and evaluation. Solutions labs.</p>

Primary responsibility	Who: AZP Project Steering Group (with support of DDF) Reporting to: AZP Strategic Advisory Group.
Other key players	All groups in Phase 1 Governance structure.
Timeframe	Current to pre-commencement of Phase 2.
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	<p>Apply Collective Impact principles and streamline the sector’s existing governance structures including:</p> <ul style="list-style-type: none"> ● Merging AZP’s Project Steering Group and Inner City CE’s group to streamline existing governance in the sector. ● Introducing the Inner City Operations Group to house the Vulnerable Persons Framework and new By-Name List Framework.

Notes

Figure 1: Adelaide Zero Project Phase 2 Governance structure (early 2018 version)



(A new governance structure has been developed as of August 2018, see Figure 2 in Section 2.)

Action items: M9 Governance

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Review Phase One governance structure and confirm Phase Two structure	Merge AZP PSG and Inner City CEs group to streamline existing governance in the sector, to unlock their perspectives and resources and enable accountability Ensure representation of cross-sector support agencies including health Consider transition of governance in AZP from Phase 1 to Phase 2	DDF 90-Day Working Group and Steering Group PSG TogetherSA			
Map the inner city homelessness services and governance landscape broadly	Produce a diagram akin to an organisational structure chart and outline key structures in inner city homelessness landscape related to working with people sleeping rough Produce and share briefs/TORs	DCSI CHURP ACCSR			

<p>Explore the Collective Impact approach and if/how this should be applied to AZP governance</p>	<p>Consider multi-level and multi-sector engagement</p> <p>Integrate key elements of Collective Impact:</p> <ul style="list-style-type: none"> ● common agenda; ● shared measurement; ● mutually reinforcing activities; continuous communications; and, ● backbone organisational support 	<p>TogetherSA</p> <p>Ian Goodwin-Smith (Director, Australian Centre for Community Services Research)</p> <p>DDF</p> <p>PSG</p>			
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Mechanism M10 National and international partnerships

Primary component: Coalition of key stakeholders

What is it?	National and international partnerships involves bringing together relevant organisations and individuals to help drive the Adelaide Zero Project forward. Organisations and individuals may contribute to the Project in several ways such as providing funding and/or in-kind support, sharing key learnings and skills or advocating on issues relevant to homelessness and the Project. Some organisations or individuals may provide a combination of these elements. Supporting organisations and individuals become an integral part of the Project, sharing in its key goal and outcomes. Forming strategic partnerships ensures ongoing support for the core operations of the Adelaide Zero Project.
What are we trying to achieve?	Beneficial links with a range of partners and supporters to ensure the Adelaide Zero Project can access advice, support and resources needed to end homelessness for people sleeping rough in the inner city area.
Associated mechanisms	Business Alliance to End Homelessness. Charter. Continuous improvement and evaluation. Governance.
Primary responsibility	Who: Don Dunstan Foundation. Reporting to: AZP Project Steering Group.
Other key players	All groups in AZP governance structure, all Project partners, Together SA.
Timeframe	Ongoing.
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	Continue to pursue and engage national and international partnerships and leverage these for advice, resources and advocacy regarding Adelaide Zero Project and homelessness.

Action items: M10 National and international partnerships

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Review current Adelaide Zero Project partners and supporters, and determine gaps in partnerships	Determine objectives and categories of partnerships Represent a cross-sector of partners and agencies and apply Collective Impact approach Research thought-leadership and innovation organisations and themes to identify leading-edge partners	DDF with input from all AZP partners			
Develop a process for attracting and engaging new stakeholders to the Adelaide Zero Project	Canvas opportunities for partners to add value Leverage AZP’s existing partner networks to develop new prospect lists Utilise AZP Charter and underpinning Memoranda of Action to formalise the process Consider membership models	DDF City of Adelaide AZP partners BAEH			

<p>Consider ways in which the Adelaide Zero Project can engage with Community Solutions and other international and national alliances</p>	<p>Resource and research gaps which national and international partnerships can assist with</p> <p>Identify PR, advocacy and innovation opportunities for Adelaide and partners</p>	<p>DDF AAEH</p>			
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Mechanism M11 Research and data analytics

Primary component: Continuous improvement

What is it?

Extensive research has already been taken by the Adelaide Zero Research team (ZRP) through the first phase of the Adelaide Zero Project. Moving forward, more research may need to be undertaken as gaps in the system are identified. Similarly, a range of data analytics projects may be needed to examine the rich data collected through the AZP.

Research and data analytics expertise is needed to address specific issues, concerns or gaps in understanding or data needs as they arise and a process developed to enable this to happen in a timely and efficient manner.

Research and data analytics expertise exists among researchers from the Australian Centre for Community Services Research (ACCSR) at Flinders University and Centre for Housing, Urban and Regional Planning (CHURP) at the University of Adelaide, as well as other institutions. ACCSR and CHURP are foundational supporters of AZP, having co-delivered the Zero Research Project and keen to assist in any way into the future.

Anticipated areas of future research/data analytics include:

- Indigenous homelessness in inner city Adelaide.
- Aligned housing.
- Interfacing systems mapping.

These potential areas of investigation will assist in providing clear understanding of systems integration with regard to homelessness, putting a spotlight on linkages with interfacing sectors/systems and, potentially, programs.

The 90-Day Project process offers a vehicle for deliberating and resolving on specific areas of concern or challenges arising in the evolution of the Adelaide Zero Project related to research and data analytics (and also evaluation - see continuous improvement and evaluation mechanism).

	<p>Further 90-Day Projects are potential pieces of work that would be carefully considered and sequenced, ensuring specific purpose and focus.</p> <p>Data is likely to form such an important part of the AZP that a dedicated forum for identifying opportunities and addressing issues related to data would be of great benefit.</p>
What are we trying to achieve?	<p>A process whereby additional research can be undertaken as needed.</p> <p>Data analytics capacity for the AZP.</p>
Associated mechanisms	<p>Aligned housing. Governance. Solutions labs. Continuous improvement and evaluation. Targets and AZP dashboard.</p>
Primary responsibility	<p>Who: Centre for Housing, Urban and Regional Planning, University of Adelaide. Reporting to: AZP Project Steering Group.</p>
Other players	<p>For research and data analytics: All Project partners, local university researchers and research centres. For 90-Day Projects: DPC, Office for the Public Sector (OPS) and other key agencies as relevant to topic in consideration.</p>
Timeframe	<p>Process for research: ASAP. Process for data analytics: following population of By-name list and determination of priorities by AZP Data Analytics Working Group. Delivery of Research and use of 90-Day Projects approach: as needed. Systems mapping: if needed and following collection of necessary data.</p>
<p>Resolution</p> <p>(Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)</p>	<p>Establish a Data Working Group (DWG), to be co-chaired by Professor Chris Leishman, Centre for Housing, Urban and Regional Planning (CHURP), University of Adelaide and Senior Manager/Manager (TBC), Department for Communities and Social Inclusion, Government of SA.</p> <p>Develop Terms of Reference for DWG.</p>

Notes

90-Day Projects

A 90-Day Project is a government consultation and engagement process run through the Change@SouthAustralia team within the Office for the Public Sector (OPS). The 90-Day Project process is a vehicle for facilitating government and non-government organizations 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 analyze 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).

90-Day Projects offer a potential avenue for undertaking further work for the Adelaide Zero Project. OPS have a number of consultants available to help structure and deliver projects in a collaborative manner. 90-Day Projects need a clear understanding of the drivers of the work and overarching objectives. OPS consultants can assist in assessing and understanding the benefits and limitations of such a process and shaping the 90-Day Project service offering around the needs of the proposing organisation.

The sign off requirements for 90-Day Projects have changed since the Adelaide Zero Project 90-Day Project was approved. The approach is now more flexible to reduce the burden of sign offs; though there remains a need to get approval at a senior level to ensure an authorizing environment is created. In addition to this, OPS is expanding its offering which has led to the launch of the South Australian Public Sector Innovation Lab. This OPS offering would be able to help work on issues where the goal or focus is not clear. Choosing to utilise the Innovation Lab would allow for potential projects to go through a rigorous design process, helping to shape the project and its scope.

References

Change@SouthAustralia 2017, 90 Day Projects, viewed 18 June 2017,
<<https://publicsector.sa.gov.au/culture/90-day-projects/>>.

Action items: M11 Research & data analytics

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Engage potential partner(s) who are in a position to undertake research and data analytics	List of potential partners for resourcing and expertise. Focus on research and data analytics as distinct skillsets. Data analytics is likely to be a more niche offering where requirements are complex. Funding requirements. Alternative methods of research: interns, Masters or PhD students.	PSG ACCSR BAEH			
Explore required areas of research and data analytics need with shortlisted partner(s)	Resource availability. Timescales. Ethics requirements. Explore ownership and publishing rights for any information, analysis and data. Explore data security requirements and facilities for key data types. Consider data sharing legislation and rules. Specialist knowledge/expertise.	PSG ACCSR			

<p>Document process for instigating a request for research or data analytics from provider(s)</p>	<p>Clear process for requesting research or data analytics to be documented and agreed with partner organisations.</p> <p>Develop pro forma for requesting research/data analytics, including:</p> <ul style="list-style-type: none"> • In/out of scope deadlines; • dataset availability; • security requirements; • single point of contact (in PSG); and, • budge. 	<p>PSG</p>			
<p>Evaluate research and data analytics process and outcomes (This could be part of the Evaluation mechanism).</p>	<p>Regularly evaluate research & data analytics processes</p>	<p>PSG</p>			
<p>Establish an AZP Data Working Group to oversee and analyse project data</p>	<p>To comprise government, philanthropic and NFP organisations</p> <p>To be led by an academic with strong data analytics experience</p> <p>Secretariat needs</p> <p>Objectives of DWG to include:</p> <ul style="list-style-type: none"> • providing data analytics capacity and guidance for the Adelaide Zero Project; • understanding Project impact at the population level; 	<p>DWG co-chaired by:</p> <p>Prof Chris Leishman, CHURP, University of Adelaide</p> <p>Senior Manager, Statewide Services, DCSI</p> <p>Key partner: Office for Data Analytics in Dept. Premier & Cabinet</p>			

	<ul style="list-style-type: none"> • advice around ethics, consents, evaluation; • other research and data related issues; and, • examining/ providing strategic advice around system gaps and their impact on the target group and individuals 				
<p>Instigate further 90-day projects as needed</p> <p>Potential focuses for further 90-Day Projects:</p> <ul style="list-style-type: none"> • Aboriginal mobility & homelessness. • Systems mapping: Mapping key linkages between the homelessness services system for people sleeping rough in the Adelaide inner city area and interfacing systems 	<p>Decide whether a 90-day or accelerated delivery approach meets the needs of PSG/AZP for future work</p> <p>Office of Public Sector can support this work or another organisation</p> <p>Develop pro forma for instigation and delivery of 90-Day Project, including:</p> <ul style="list-style-type: none"> • governance; • scope of work; • timing; • roles and responsibilities; and, • budget (if applicable) <p>Evaluation of 90-Day Project process and outcomes</p>	<p>PSG</p> <p>Office for the Public Sector</p> <p>Use South Australian Public Sector Innovation Lab where needed: to help work on issues where the goal is not clear</p> <p>Aboriginal mobility & homelessness</p> <p>ATSI-specific project partners</p> <p>Systems mapping</p> <p>Intern student(s)</p> <p>Existing resources around systems mapping among AZP partners</p>			



Mechanism M12 Solutions labs

Primary component: Engagement

What is it?	A Solutions Lab is a group of people, including 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.
What are we trying to achieve?	A vehicle for deliberating on and resolving key challenges faced in the course of the Adelaide Zero Project, by utilising the different skills and experiences of a broad range of people, including people with lived experience of homelessness and people from a range of cultural, social and professional backgrounds.
Associated mechanisms	Continuous improvement and evaluation. Research and data analytics.
Primary responsibility	Who: Don Dunstan Foundation. Reporting to: AZP Project Steering Group.
Other players	People with lived experience, including Aboriginal people with lived experience. Sector in leadership role. Democracy Co.
Timeframe	May 2018 onwards
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	Implement solutions labs to provide a platform for those with lived experience, concerned citizens and relevant community organisations to share their knowledge about what ongoing problems the sector continues to face, and how together innovative solutions can be developed.

Additional information: Solutions labs

A useful example of a Solutions Lab in the context of homelessness (and Functional Zero) is the Solutions Group developed by Evolve Housing + Support (UK)¹ 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.

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 focused 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.

Notes

¹Evolve Housing + Support was an early adopter of the Functional Zero approach in the UK. They are 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).

References

Building and Social Housing Foundation 2017, *The European End Street Homelessness Campaign*, viewed 25 July 2017, <<https://www.bshf.org/our-programmes/homelessness/>>.

Evolve Housing + Support 2016, *CR Zero 2020*, viewed 8 August 2017, <<http://www.evolvehousing.org.uk/understand-our-work/cr-zero-2020/>>.

SILK c. 2017 (Social Innovation Lab for Kent) c. 2017, About SILK, viewed 8 August 2017, <<http://socialinnovation.typepad.com/silk/>>.

Action items: M12 Solutions labs

Actions As at AZP Implementation Plan release (22/02/2018)			Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency		
Actions	Considerations	Resource(s)	Actions	Considerations	Resource(s)
Develop Terms of Reference for the AZP Solutions Labs	Determine focus and outcomes of the Solutions Labs Will the groups run ad-hoc to trouble-shoot issues as they arise, or will they be pre-determined in key issues areas that need further scope? Participant selection, engagement, incentives Considering bias & conflict of interest	Better Together via SA Gov for engagement pending further concept development CR Zero 2020 (Solutions Group). Fee for service basis: <ul style="list-style-type: none"> • The Australian Centre for Social Innovation • Democracy Co • Other resources through potential AZP corporate partners 			
Investigate options for who should host and administer the AZP Solutions Labs, their structure and resourcing	Role of co-hosting or rotating hosts Resources available to establish operational guidelines What elements can be community-led?	AZP partners and networks			

Consider how diverse perspectives can be engaged, including lived experience, frontline workers, volunteers, experts, business and community	Signatories of the Charter who can be engaged What experts can AZP access for key issue areas				
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Mechanism M13 Targets and AZP dashboard

Primary component: Shared goals, definitions and measures

What is it?

The Adelaide Zero Project needs a clearly articulated timebound goal to ensure focus, targeted action and accountability. It also requires clarity and agreement around what we are trying to achieve in a definitional sense.

The Adelaide Zero Project (AZP) has set an interim goal to achieve and sustain Functional Zero street homelessness in Adelaide's inner city by the end of 2020.

This goal will be achieved by application of the Functional Zero approach, which is seeing great success in ending homelessness in other communities internationally.

Functional Zero homelessness is reached when data consistently proves that the number of people sleeping rough in the inner city is no greater than the housing available over a defined period.

The AZP goal will be reviewed three months after Connections Week to reflect new data established in the By-Name List.

The current scope of the AZP is to engage with people rough sleeping on the streets of the Adelaide inner city area. The scope of this project is not addressing other forms of homelessness such as people living in emergency accommodation, people in precarious tenured housing situations and couch-surfing. Ultimately, it is hoped the AZP can be expanded to end homelessness in more places in South Australia.

The AZP Dashboard is a key accountability and engagement tool for the AZP. It will track, in as close to real time as possible, the number of people sleeping rough in Adelaide's inner city who are actively homeless (as listed on a confidential but linked By-Name List available to service organisations partnering on AZP),

	<p>how many have been moved to inactive status (no longer engaging with the system), and how many have been placed successfully into secure accommodation.</p> <p>The AZP Dashboard will also track the average monthly housing placement rate through the AZP, and indicate the achievement of key benchmarks (such as reaching Functional Zero).</p> <p>The AZP Dashboard also has the potential to display the number of individuals and organisations who have signed up to the AZP Charter.</p> <p>It is anticipated that the AZP Dashboard will evolve over time, linking other data to show a broader picture of homelessness and the impacts of housing and support responses for people rough sleeping.</p>
What are we trying to achieve?	<p>A clearly articulated timebound target and stepped goals so all Project partners and the broader community know what the Adelaide Zero Project is trying to achieve, by when and how we are progressing towards the project goal(s).</p> <p>Transparency about the outcomes of the Adelaide Zero Project and progress towards the Project goal – for accountability, engagement and continuous improvement of the Project.</p>
Associated mechanisms	<p>Continuous improvement and evaluation. Research and data analytics. Zero communications strategy.</p>
Primary responsibility	<p>Who: Don Dunstan Foundation. Reporting to: Adelaide Zero Project Steering Group.</p>
Other key players	<p>All Project partners, all groups in AZP Governance structure, people with lived experience.</p>
Timeframe	<p>Targets: May 2018 onwards. Dashboard: August 2018 onwards.</p>
Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)	<p>An interim target has been set to functionally end street homelessness in Adelaide’s inner city by the end of 2020, to be reviewed using initial data from Connections Week and first operating months of By-Name List. The Dashboard will be launched following Connections Week and development of a By-Name List.</p>

Targets and AZP dashboard: additional information

Milestones:

Community Solutions' stepped milestones currently are:

- Achieve **strong local team** at the table (all key local players).
- Achieve **quality, by-name, real-time data** (a 10/10 on Community Solutions' By-Name List Scorecard).
- Achieve **equilibrium** or steady state (not a level-up that all of Community Solutions' team believes should be a milestone, but can be a valuable community motivator).
- Achieve **monthly reductions** outside the realm of normal system variation.
- Achieve **functional zero**.

These stepped milestones are referred to as level-ups. Jake Maguire from Community Solutions (pers. comm., 20 December 2017) note level-ups 'work best when they create social pressure within a network. It may be hard to get the behavior change effect when you're only comparing yourselves to yourselves. The idea is to give people a sense of competing and succeeding against their peers and a way to know they are making progress.'

Goal(s):

As outlined in the AZP Discussion Paper

The goal of the Adelaide Zero Project is to end homelessness for people rough sleeping 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.

In reality, this generalised goal statement potentially translates into multiple levels of goals; reflecting the fact that achieving (and sustaining) Functional Zero homelessness for people sleeping rough in the inner Adelaide area is one point on a continuum from where we are currently to (sustained) Absolute Zero homelessness in SA.

Dependencies:

IGH

Adelaide's application for IGH Vanguard status stated ending rough sleeper homelessness by 2020.

Participation in IGH's A Place to Call Home campaign (10 vanguard cities) requires that '[e]ach city will commit to achieving significant progress towards that goal by the end of 2020' (IGH 2017).

Edmonton (officially announced 8 November 2017 as an IGH vanguard city) has committed 'that by 2020, no one staying in shelter or sleeping rough will experience chronic homelessness' (IGH 2017).

AAEH

National campaign goal (as yet unspecified)

Measures:

For measures consideration needs to be given to the project-wide and service-focused outcomes and performance measures – to track and prove progress towards the Adelaide Zero Project goals. Table 1, provides a list of measures as a starting point.

Table SG1: Measures for consideration

Project-wide measures	Service-focused measures
Number of people who are actively homeless (and is this figure reducing?)	Contributing to the By-Name List in real-time
People housed	Is data being added to By-Name List comprehensive and meeting quality data benchmarks
People sustaining housing	
People returning to homelessness services system	
Number of people not engaged with the system	
Number of people going inactive and reasons for going inactive	

References

Institute of Global Homelessness 2017, Edmonton, Canada Joins A Place to Call Home, viewed 8 November 2017, <<http://www.ighomelessness.org/single-post/2017/11/07/Edmonton-Canada-Joins-A-Place-to-Call-Home>>.

Action items: M13 Targets and AZP dashboard

Actions As at AZP Implementation Plan release (22/02/2018)				Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency			
Actions	Considerations	Resource(s)	Dependencies	Actions	Considerations	Resource(s)	Dependencies
Set and agree AZP targets and measures (including timebound goal)	AZP's PSG will endorse and oversee targets and measures Examine methods for setting and agreeing measures Capture stories and narratives Role of human-centred design technology Periodic review of appropriateness of targets and measures	Community Solutions	IGH Vanguard City commitment AAEH national goal (as yet unspecified)				
Set and agree milestones to meet on path to targets	Functional equilibrium (when inflow = outflow) Other 'level-ups' (see above)	Housing SA to assist with getting data for Housing Placement Rate (from S2H data).	Target to be set 3 months after Connections Week when baseline data available.				

	Consideration to be given to issue of people who disengage from services/AZP and how they are captured in data						
Determine scope and requirements for the AZP Dashboard	<p>Ensure By-Name List captures necessary data for reporting and processes around de-identifying data for AZP Dashboard in place</p> <p>Hosting: who and where</p> <p>Interaction with AZP website</p> <p>Ongoing updates and management</p>	<p>Scope/design assistance:</p> <p>Office for Data Analytics (DPC)</p> <p>BAEH</p>					



Mechanism M14 Adelaide Zero Project communications strategy

Primary component: Shared goals, definitions and measures

What is it?	<p>The Adelaide Zero Project communications strategy is the vehicle for ensuring clear and consistent language, key messages and terminology about and for the Project. The Strategy comprises:</p> <ul style="list-style-type: none"> • A guiding key messages document for AZP • A Zero Glossary - defining the key terms used in AZP • An FAQ document answering common questions about AZP. <p>Ensuring common understanding of language, key messages and terminology is necessary so that all Project partners and the broader community recognise what the Adelaide Zero Project is about, its focus and limits, how and why actions have been developed and rolled out and when outcomes are achieved.</p>
What are we trying to achieve?	<p>Clear and consistent language, key messages and terminology around the Adelaide Zero Project, the aims of the Project and the actions being engaged to drive it forward.</p>
Associated mechanisms	<p>Aligned housing. Charter. Common assessment tool. Coordinated care. Continuous improvement and evaluation. Governance. Research and data analytics. Targets and AZP dashboard.</p>
Primary responsibility	<p>Who: Don Dunstan Foundation. Reporting to: AZP Project Steering Group.</p>
Other key players	<p>AZP Governance groups, all Project partners, community.</p>
Timeframe	<p>ASAP and ongoing.</p>
<p>Resolution (Point in time resolution: as at release of Adelaide Zero Project Implementation Plan – 22/02/2018)</p>	<p>A Communications Strategy will be developed with support of the Don Dunstan Foundation and will be reviewed by the Adelaide Zero Project’s Steering Group every six months.</p>

Action items: M14 Adelaide Zero Project communications strategy

Actions As at AZP Implementation Plan release (22/02/2018)				Actions ongoing Post Implementation Plan release (22/02/2018) To be determined and refined by mechanism lead agency			
Actions	Considerations	Resource(s)	Dependencies	Actions	Considerations	Resource(s)	Dependencies
Develop communications strategy to oversee Phase 1 and Phase 2	Consistent use of key terminology, messages and AZP goal(s) Secure domain name, Facebook profile, twitter handle Include AZP Milestones	DDF with initial consultancy support from Department for Child Protection	Strategy will be applied to all AZP mechanisms and outputs, specifically: <ul style="list-style-type: none"> • Implementation Plan • Final Report and Issues Papers • Charter • Common Assessment Tool (VI-SPDAT) • Connections Week communications • AZP Dashboard • BAEH 				
Identify terms to be defined in AZP glossary, along with ongoing review	Consistent use of key terminology (glossary). Add to AZP website and make accessible for AZP partners	DDF Utilise resources from Community Solutions, IGH and other Zero projects	Glossary will be aligned to: <ul style="list-style-type: none"> • Common Assessment Tool (VI-SPDAT) • AZP Dashboard 				

<p>Develop key messages document (to be public-facing)</p>	<p>Agree on consistent use of messaging. Include key messages around cost of homelessness</p> <p>To be shared with AZP partners for common reference</p>	<p>DDF Department for Child Protection (Esther Daniell)</p>	<ul style="list-style-type: none"> • Charter • Connections Week • AZP Dashboard 				
<p>FAQ document</p>	<p>To be edited into plain English language.</p> <p>To be added onto the website.</p> <p>To be shared with AZP partners for common reference and messaging</p>	<p>DDF DCSI</p> <p>AZP Partners including homelessness services</p> <p>Community groups, lived experience groups</p>	<ul style="list-style-type: none"> • Implementation Plan • Charter • Connections Week • Common Assessment Tool (VI-SPDAT) • AZP Dashboard 				

Appendix C: Adelaide Zero Project Accountability Framework (as at 22 February 2018)

Mechanism	Lead agency	Reporting to	Resolutions
M1: Aligned Housing	AnglicareSA	AZP Steering Group	Establish an Aligned Housing Working Group to develop an Aligned Housing Plan for the Adelaide Zero Project. The AHWG will be co-chaired AnglicareSA and a Senior Manager from the Department for Communities and Social Inclusion (DCSI), Government of SA and report to the Adelaide Zero Project Steering Group.
M2: Business Alliance to End Homelessness	City of Adelaide	AZP Strategic Advisory Group	Establish a Business Alliance to End Homelessness with the City of Adelaide & Don Dunstan Foundation.
M3: By-Name List	Neami	Inner City Senior Managers Group	A Connections Week and By-Name List Working Group has been established. This working group will develop the By-Name List platform and plan its integration with Connections Week.
M4: Charter	End Homelessness SA	AZP Steering Group	Develop a Charter which Project partners, community organisations, businesses and individuals can commit to and take actions to support the Adelaide Zero Project's principles and target. The Charter will be launched following Connections Week.
M5: Common Assessment Tool	Neami	Inner City Senior Managers Group	All services that interact with people sleeping rough will use the VI-SPDAT Version 2.01 (US).
M6: Connections Week	Hutt St Centre	Inner City Senior Managers Group	Undertake a Connections Week, with the Hutt St Centre the lead agency coordinating this. VI-SPDAT version 2.01 (US) is to be used for Connections Week. A Connections Week and By-Name List Working Group has been set up to progress Connections Week and development of the By-Name List, chaired by Neami.
M7: Coordinated Care	Uniting Communities	AZP Steering Group	A governance model for coordinated care has been determined: with responsibility by the Inner City Senior Managers Group (ICSMG), actioned through the Inner City Operations Group (ICOG) which comprises the By-Name List Framework (BNLF) and Vulnerable Persons Framework (VPF).
M8: Continuous Improvement and Evaluation	Australian Centre for Community Services Research (ACCSR)	AZP Steering Group	Adelaide Zero Project Steering Group to determine desired outcomes from an evaluation framework.

M9: Governance	Don Dunstan Foundation	AZP Strategic Advisory Group	<p>Apply Collective Impact principles and streamline the sector’s existing governance structures including:</p> <ul style="list-style-type: none"> • Merging AZP’s Project Steering Group and Inner City CEs Group to streamline existing governance in the sector. • Merging the Vulnerable Persons Framework and the new By-Name List Framework into a new meeting known as the Inner City Operations Group (ICOG) to take place fortnightly alongside the Inner City Senior Managers Group.
M10: National and International partnerships	Don Dunstan Foundation	AZP Steering Group	<p>Continue to support and leverage national and international partnerships for advice, resources and advocacy regarding street homelessness.</p>
M11: Research and Data Analytics	Centre for Housing, Urban and Regional Planning	AZP Steering Group	<p>Establish a Data Working Group (DWG), to be Co-Chaired by Professor Chris Leishman from the Centre for Housing, Urban and Regional Planning (CHURP), University of Adelaide and a Senior Manager from the Department for Communities and Social Inclusion, Government of SA.</p> <p>Develop Terms of Reference for DWG.</p>
M12: Solutions Labs	Don Dunstan Foundation	AZP Steering Group	<p>Implement Solutions Labs as needed to provide a platform for those with lived experience, concerned citizens and relevant community organisations to share their knowledge about what ongoing problems the sector continues to face, and how together innovative solutions can be developed.</p>
M13: Targets and AZP Dashboard	Don Dunstan Foundation	AZP Steering Group	<p>An interim target has been set to functionally end street homelessness in Adelaide’s inner city by the end of 2020, with this target to be reviewed using initial data from Connections Week and first operating months of By-Name List. An Adelaide Zero Project Dashboard will be launched with as close to real-time data as possible, following Connections Week and development of the By-Name List.</p>
M14: Zero Communications Strategy	Don Dunstan Foundation	AZP Steering Group	<p>A Communications Strategy is being developed for the approval of Adelaide Zero Project’s Steering Group.</p>

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