Ending street homelessness in the inner city

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Aligning housing to the needs of people on the Adelaide Zero Project By-Name List: data, considerations and implications

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The Adelaide Zero Project

The goal of the Adelaide Zero Project is to achieve and sustain Functional Zero street homelessness in Adelaide's inner city by the end of 2020, subsequently expanding the project model to other areas of South Australia, and to other forms of homelessness.

The Adelaide Zero Project seeks to achieve its ambitious goal by using the Functional Zero approach successfully pioneered in the US. Functional Zero is a person-centred and data-driven approach, which, to date, has seen seven communities achieve Functional Zero for veterans' homelessness, and four communities functionally end chronic homelessness, as part of a national end homelessness campaign known as 'Built for Zero'.

The Functional Zero approach starts with knowing the names and needs of every homeless person (people sleeping rough in the Adelaide case) then working to ensure that the homelessness support system places more people into secure housing than are entering the system in a given month. As a Housing First (but not housing only) model placing people into secure housing requires aligning housing to support needs to ensure people moving on from homelessness can access and sustain an appropriate and safe place to call home.

The Functional Zero approach has been particularly successful in the US in achieving buy-in from the community and industry, the philanthropic, government, non-government and university sectors, principally because the model is founded on shared direction, ownership and testing of actions to end homelessness.

Adelaide is the first city outside North America to commit to using the Functional Zero approach. It has been recognised by the Institute for Global Homelessness in a network of Vanguard Cities globally since November 2017, leading the way in tackling street homelessness.

The Adelaide Zero Project is underpinned by a solid foundational architecture developed by review of the evidence base used in end homelessness campaigns, with a clear set of actions and structures in place and driven by numerous lead agencies in order to achieve the project's shared goal. It is backboned by an independent thought-leadership organisation, the Don Dunstan Foundation. Further information about the project is available on the Don Dunstan Foundation website.

Key terminology

Aligned housing Aligned housing focuses on an alignment between the housing stock/options allocated to people on the By-Name List, and the housing needs expressed by people on that list with regard to housing design and neighbourhood, including proximity to community services and supports. Aligned housing is achieved when the supply of safe, low or no barrier housing and support options appropriate to individuals' needs is sufficient to maximise the sustainability of tenancies as people rebuild their lives post rough sleeping.

Aligned Housing Working Group The Aligned Housing Working Group is the body within the Adelaide Zero Project governance structure with responsibility for driving understanding and action around aligned housing:

The Group reports to, and receives advice from, the Adelaide Zero Project Steering Group (PSG) on aligned housing, and receives advice on aligned housing. PSG have resolved to take on responsibility for debating and finding ways forward for any strategic and system barriers impacting progress for the Adelaide Zero Project, including for aligned housing.

By-Name List (BNL) A database capturing key person-specific housing and support information, and used as the basis for prioritising assistance in an end homelessness effort. The Adelaide Zero Project By-Name List is owned by the Adelaide Zero Project, with Neami National the custodian of the data. Information contained in it is primarily collected through the AZP VI-SPDAT.

Core component The Adelaide Zero Project core components are the key elements in establishing a Zero Project, as determined by reviewing the work of Community Solutions in the US, and adapted across North America.

Functional Zero Functional Zero is a methodology and approach for working towards and demonstrating a sustainable end to homelessness (Community Solutions 2018).

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). (Tually et al. 2018, p. 7).

H2H (Homelessness to Home) H2H or Homelessness to Home is the South Australian Housing Authority case management database, linking to the AIHW national minimum dataset.

Housing First 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 that is about low or no barrier housing. As the Mercy Foundation 2017 describe: Housing First is premised 'on the idea that people need a stable and secure home before anything else'.

At its core, Housing First is based on:

● 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).

Housing First does not mean housing only.

Mechanism	The Adelaide Zero Project mechanisms are the operational elements of the Project, tailored to the specific needs of the local context, resources and systems. They have been developed for the Adelaide Zero Project through the 90-Day Project, and guide the Project's implementation process.
Permanent supportive housing	A type of housing intervention (and one of the categories the VI-SPDAT triages to) that brings together long-term (meaning not time limited) affordable permanent housing with wrap-around supportive services that help to build skills and participation (USICH 2018b).
Private rental brokerage (also known as private rental access)	Private Rental Brokerage Programs work with vulnerable households to help them access and sustain private rental tenancies. They do this by providing targeted early intervention assistance designed to build tenancy capacity and by building links with the local private rental industry. (Tually et al. 2016, p. 8).
Rapid re-housing	A type of housing intervention (and one of the categories the VI-SPDAT triages to) where a person or family experiencing homelessness is moved into permanent housing as quickly as possible. The intervention involves identifying appropriate housing, case management and tapered support, typically with rent and other move-in assistance. Rapid re-housing is a Housing First intervention and therefore should not require any preconditions for eligibility. It is a housing intervention for individuals and families who do not require intensive ongoing assistance to maintain a tenancy, and stability in their life and living circumstances (USICH 2018; Micah 2017b; all Chicago 2018a).
Secure housing	The Adelaide Zero Project has adopted the descriptor secure (i.e. for housing and supportive housing) to describe the types of housing outcomes being worked towards for people through the Adelaide Zero Project.
	Secure housing in this context mirrors what in some cases in the US and other places is described as permanent housing, with permanency 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 (Maguire, J. pers. comm. 2017; all Chicago 2018b).
Strategic Data Working Group (SDWG)	The Strategic Data Working Group (SDWG) is a structure within the Adelaide Zero Project charged with overseeing and developing the data and research base that supports the progress of the project, ensuring it is evidence-informed and evidence-based.
VI-SPDAT	The Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) is a survey administered both to individuals (families and youth in other contexts) to capture key housing, support and health information for people who are homeless, and to determine vulnerability and prioritisation for assistance.
	As noted in the context of the *500 Lives 500 Homes* campaign in Brisbane 'The VI-SPDAT enables needs to be determined using an acuity scale, which in turn enables us to appropriately triage for services that match those needs' (Micah Projects 2017a).

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Acronyms

AHWG	Aligned Housing Working Group
AIHW	Australian Institute of Health and Welfare
ATO	Australia Taxation Office
ATSI	Aboriginal and Torres Strait Islander
AZP	Adelaide Zero Project
BNL	By-Name List
CAEH	Canadian Alliance to End Homelessness
CALD	culturally and linguistically diverse
DDF	Don Dunstan Foundation
H2H	Homelessness to Home
IGH	Institute of Global Homelessness
PSG	(Adelaide Zero) Project Steering Group
SDWG	Strategic Data Working Group (Adelaide Zero Project)
TAASE	The Australian Alliance for Social Enterprise (UniSA)
US	United States
USICH	United States Interagency Council on Homelessness
VI-SPDAT	Vulnerability Index – Service Prioritization Decision Assistance Tool

Executive Summary

The Adelaide Zero Project, like the Functional Zero approach upon which it is based, is a person-centred initiative, designed to achieve sustainable housing and support outcomes for people experiencing homelessness. The Adelaide Zero Project/Functional Zero approach centre on Housing First (not housing only). Accordingly, consideration must be given to housing referral and placement pathways as part of the Adelaide Zero Project; especially how housing options and housing supply can be aligned with the housing and support needs of people on the By-Name List (BNL), and in the shortest time possible.

Within the Adelaide Zero Project we have termed the process or mechanism to support its Housing First focus *aligned housing*. Aligned housing focuses on an alignment between the housing stock/options allocated to people on the BNL, and the housing needs expressed by people on that list with regard to housing design and neighbourhood, including proximity to community services and supports. Aligned housing is functional housing. It is achieved when the supply of safe, low or no barrier housing and support options appropriate to individuals' needs is sufficient to maximise the sustainability of tenancies as people rebuild their lives post sleeping rough. Ensuring an adequate supply of aligned housing – now, in the medium and longer-term and, indeed, in perpetuity – is central to Adelaide achieving, and sustaining, its aim of functionally ending street homelessness in the inner city.

This research report is the key output of the Aligned Housing Research Project commissioned by AnglicareSA and enabled by the Aligned Housing Working Group within the Adelaide Zero Project governance structure as part of their work advancing the aligned housing mechanism for the Adelaide Zero Project. Aligned housing is central to the success of the Adelaide Zero Project as an ambitious initiative to end street homelessness (sleeping rough) in the inner city.

Fundamentally, this research report, and the Aligned Housing Research Project, asks, and begins to address, the core research question:

> How can housing and support options be (re)oriented to meet the expressed needs of people on the By-Name List?

Aligned housing requires solid understanding of people's needs and wants in terms of housing and support, with these needs aligned to the three triage (assessment) categories and recommended courses of action underpinning the Functional Zero model:

- Permanent supportive housing (high acuity): secure supportive housing with long-term supports;
- Rapid re-housing (medium acuity): secure housing with tapered supports; and,
- Light touch support (low acuity): secure housing.

This research paper provides important context regarding aligned housing for the Adelaide Zero Project. Its key purpose is to present the results of a (first-cut) deep dive into the data in the Adelaide Zero Project BNL, focusing specifically on the information captured relevant to people's housing and support needs (aligned housing needs). Undertaking a deep dive into the BNL data was a key recommendation of the service review recently conducted by Dr Nonie Brennan and Dame Louise Casey from the Institute for Global Homelessness (IGH), a benefit of Adelaide's status as a Vanguard city in the IGH's *A Place to Call Home* initiative.

The report presents a rich series of data around individuals' expressed needs, including housing preferences and factors likely to influence housing outcomes and sustainability. It also presents the limited information we have about capacity (supply) of housing and support in the homelessness

system as currently constituted, and some commentary or pointers around demand/supply (capacity) gaps. The data presented is primarily from the actively homeless population segment of the mid-September capture of the Adelaide Zero Project BNL (151 individuals).

There are a number of key findings from this report, drawn from the Adelaide Zero Project's engagement with people sleeping rough in the inner city, which provide evidence for the *Aligned Housing Action Plan* to consider. These are:

- The very high proportion of people on the BNL who are high acuity; triaged to assessment for secure supportive housing (70%);
- High demand/need for ongoing supports to be in place as part of the aligned housing solution for people moving on from sleeping rough to ensure people are not set up to fail and have all the resources they need to sustain their tenancy and break the cycle of homelessness;
- The complex and chronic needs of people on the BNL – related to mental and physical health, prevalence of disability and co- and tri-morbidities, length of time homeless, substance abuse, violence, exploitation, safety, and debt, among other factors articulated in this report – which must be accounted for in the allocation of housing and support.
- The significant proportion of Aboriginal and Torres Strait Islander people on the BNL (33%), raises to the fore the need for culturally appropriate understandings and responses to housing, health and support needs.
- Need for better data on such things as housing preferences and restrictions/limitations around housing, for example, justified need for housing in a particular location (near family, services, supports) or not in a particular location (because of neighbourhood challenges, apprehended violence orders, traumatic experiences).
- The high levels of social isolation among people on the BNL and the implications of this for support services, people's meaningful participation in the life of the community, and for us as a caring community who values equality and inclusion.

These learnings from the data must, of course, be considered in the context of the capacity of the homelessness system as currently constituted to meet people's needs, and the fact that services are consistently reporting being at 90-100% utilisation. Accordingly, any work to align housing to the needs of people on the BNL must be undertaken with a view to identifying housing pathways that meet people's expressed needs; by freeing up capacity by looking at the system as a whole, and throughput within the system. In other words, the key issue for aligned housing for the Adelaide Zero Project is lining up supply with people's needs in terms of chronicity and vulnerability. Alongside these actions, is other important work within the Adelaide Zero Project driven by the Strategic Data Working Group (Box 1), around preventing people from falling into homelessness or breaking the cycle of homelessness.

Notably, the Aligned Housing Research Report raises a number of questions and issues for consideration, debate and resolution for aligned housing (related to housing, support, culture, data, sustainability, other considerations and unintended consequences), in order to focus thinking about options for doing things differently – given the information we have about the expressed needs of people on the BNL for resolution in relation to aligned housing for the Adelaide Zero Project.

The report also points to the need for further attention on the coverage and quality of BNL (and other) data for the Adelaide Zero Project, illuminating how such data is essential for understanding people's needs and for informing actions, practice, and system change within the Adelaide Zero Project, the homelessness sector and beyond. Investing appropriate resources – both time and money – into the ongoing refinement and development of the By-Name List (and the agencies and platforms supporting it) must remain a key priority and area of focus for the Adelaide Zero Project, especially to ensure the quality and coverage of the person-specific data the project needs to be an ongoing success.

Further unpacking of models of housing and support that may work in the Adelaide context (aligned housing options), as well as (ongoing) identification of new models, evidence about their effectiveness, costs and testing of them for appropriateness, are logical next steps or extensions of this work. Actioning these items should be within the remit of the Aligned Housing Working Group, and a roadmap from this work articulated in the *Aligned Housing Action Plan*. Developing a menu of aligned housing options would be useful for the Adelaide Zero Project. The work being undertaken as part of other end homelessness campaigns, for meeting the needs of people with high and complex needs, and for delivering affordable housing to the market, are all avenues to be looked at for aligned housing.

How the Adelaide Zero Project will ensure an adequate supply of aligned housing will be expressed in a yet-to-be developed output for the Adelaide Zero Project: the *Aligned Housing Action Plan*. Development of the *Aligned Housing Action Plan* is the responsibility of the Aligned Housing Working Group. The information and thinking in this report will inform the development of the *Aligned Housing Action Plan*, to be developed by the Aligned Housing Working Group and released after the conclusion of the research project.

Introduction

The Adelaide Zero Project is an ambitious initiative to end street homelessness in Adelaide, ensuring all rough sleepers in the inner Adelaide area who want a place to call home have one. The Adelaide Zero Project aims to achieve this by application of a localised version of the Functional Zero approach: with achieving Functional Zero meaning:

> 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).[1]

The Adelaide Zero Project, and Functional Zero approach upon which it is based (Community Solutions 2018), are person-centred interventions designed to achieve sustainable housing and support outcomes for people experiencing homelessness (rough sleepers in Adelaide). The approaches centre on Housing First (not housing only). Accordingly, consideration must be given to housing referral and placement pathways as part of the Adelaide Zero Project; especially how housing options and housing supply can be aligned with the housing and support needs[2] of people on the By-Name List (BNL), and in the shortest time possible.

The Adelaide Zero Project, like all Functional Zero projects, is about people being:
Known.
Housed.
Supported.

Within the Adelaide Zero Project the process or mechanism to support its Housing First focus has been termed *aligned housing*.

Aligned housing focuses on an alignment between the housing stock/options allocated to people on the By-Name List, and the housing needs expressed by people on that list with regard to housing design and neighbourhood, including proximity to community services and supports. Aligned housing is achieved when the supply of safe, low or no barrier housing and support options appropriate to individuals' needs is sufficient to maximise the sustainability of tenancies as people rebuild their lives post sleeping rough.

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[1] As noted 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.' Further details on Functional Zero and the Adelaide Zero Project are contained in key Adelaide Zero Project documents available on the Don Dunstan Foundation website, including the *Implementation Plan* (Adelaide Zero Project 2018)

[2] Determined by application of the Vulnerability Index – Service Prioritisation Decision Assistance Tool or VI-SPDAT (US Version 2.01, modified for the Adelaide context) (Tually et al. 2017; Adelaide Zero Project 2018). The VI-SPDAT is currently undergoing an update (http://www.orgcode.com/2018spdatupdate), including in the Australian context. The current update follows an earlier revision to the tool which saw a change to the scoring for the tool, meaning that in some cases the VI-SPDAT reported for other projects is not directly comparable to that collected for Adelaide (for example, for the results of the 500 Lives 500 Homes campaign in Brisbane from 2014-2017).

Aligned housing requires solid understanding of people's needs and wants in terms of housing and support, with these needs aligned to the three triage (assessment) categories and recommended courses of action underpinning the Functional Zero model (Table 1 and discussed later in this report), captured among other data in the Adelaide Zero Project BNL.

The Adelaide Zero Project has had an active BNL in operation since May 2018, when a Connections Week was held and an army of volunteers engaged with every person they could find sleeping rough over the course of three outreach sessions. The Connections Week engagement exercise found some 143 rough sleepers in Adelaide at that time.

In the short number of months since Connections Week, more people have been added to the BNL[3], giving Adelaide Zero Project partners rich data on people's housing, health and support needs. Such data has been used to allocate (scarce) housing based on expressed/aligned needs.

This research report unpacks the evidence (supply- and demand-side) around aligned housing for the Adelaide Zero Project: using the current BNL (as at September 2018). Its key purpose is to present the results of a (first-cut) deep dive into the data in the Adelaide Zero Project BNL, focusing specifically on the information captured relevant to people's housing and support needs (aligned housing needs).[4] Undertaking a deep dive into the BNL data was a key recommendation of the service review recently conducted by Dr Nonie Brennan and Dame Louise Casey from the Institute for Global Homelessness (IGH), a benefit of Adelaide's status as a Vanguard city in the IGH's *A Place to Call Home* initiative.

How the Adelaide Zero Project will ensure an adequate supply of aligned housing will be expressed in a yet-to-be developed output for the Adelaide Zero Project: the *Aligned Housing Action Plan*.

Development of the *Aligned Housing Action Plan* is the responsibility of the Aligned Housing Working Group within the Adelaide Zero Project governance structure. The Aligned Housing Research Project is a first step in the work around aligned housing for the Adelaide Zero Project. The information and thinking in this report will inform the development of the *Aligned Housing Action Plan*, to be developed by the Aligned Housing Working Group and released after the conclusion of the research project.

Further information on how aligned housing fits with the Adelaide Zero Project is outlined in the Adelaide Zero Research Project Final Report (Tually et al. 2018).

Notably, alongside the aligned housing work within the Adelaide Zero Project is essential work being driven by the Strategic Data Working Group (SDWG) around homelessness prevention, or reducing inflows into the homelessness system to ensure all actions are being taken to reduce pressure on the housing and homelessness service systems, and to ensure the needs of all people experiencing homelessness are met efficiently. Box 1 outlines the roles of the SDWG.

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[3] The Adelaide Zero Project BNL is effectively three lists, or three segments of one list: an actively homeless list, housed list (people housed off the BNL and via other means) and an inactive list (people the system has not engaged with for 90 or more days).

[4] A further deep dive into the Adelaide Zero Project's By-Name data, linked, where possible, to other agency data, is planned to understand the inflows into the homelessness system, with the express view of looking at ways to 'turn off the tap' and prevent people becoming street homeless. This is a discrete piece of work, albeit it with many links to this work on aligned housing.

Table 1: Housing and support (aligned housing) triage categories under the Functional Zero approach

Triage category	Acuity	VI-SPDAT score	Recommended level/type of support	Comments
Secure supportive housing[5]	High	8+	Assessment for secure supportive housing	Brisbane 500 Lives 500 Homes campaign refers to this as 'permanent supportive housing with long-term support'.
Rapid re-housing	Medium	4-7	Assessment for rapid re-housing	Brisbane 500 Lives 500 Homes campaign refers to this as 'permanent housing with tapered support'.
Light touch support	Low	0-3	No intensive supports be provided to access or maintain housing	Individuals in this group should be supported by general case management processes delivered by specialist homelessness and mainstream services, with minimal housing-related support, directed towards securing accommodation in the private market. National and international evidence from end homelessness efforts related to this group suggests many individuals self-resolve their housing issue or resolve it with minimal assistance. Brisbane 500 Lives 500 Homes campaign refers to this as 'permanent housing' (affordable housing).

Source: OrgCode and Community Solutions *n.d.*; Micah Projects 2017b, c. 2014.

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[5] The Adelaide Zero Project has adopted the term secure supportive housing rather than permanent supportive housing.

The Strategic Data Working Group (SDWG) is a structure within the Adelaide Zero Project charged with overseeing and developing the data and research base that supports the progress of the Project, ensuring it is evidence-informed and evidence-based.

The current priority for the SDWG is to help reduce the inflow number to the By-Name List (BNL), through analysis of data and formation of strategies to keep people from falling into sleeping rough. The longer-term priority for the group is to consider and co-ordinate other data and research questions, including evaluation of the AZP.

The SDWG supports and complements the work of the Aligned Housing Working Group and the By-Name List Working Group.

A comprehensive framework for the activities of the SDWG is currently under development.

The Aligned Housing Research Project

The Aligned Housing Research Project is a key activity of the Adelaide Zero Project's implementation phase. The research project asks, and begins to address, the core research question:

> How can housing and support options be (re)oriented to meet the expressed needs of people on the By-Name List?

The Aligned Housing Research Project (and *Action Plan*) is about challenging conventional thinking and practices regarding housing options and housing supply, in the context of sustainably supporting people sleeping rough into secure and sustainable housing, with necessary supports. The work begins an evidence-focused conversation about the actions and innovations needed for housing and support to end street homelessness in inner Adelaide.

How can housing and support options be (re)oriented to meet the expressed needs of people on the By-Name List?

This research paper, as the key output of the Aligned Housing Research Project:

- continues the ongoing discussions Adelaide Zero Project stakeholders have had to date regarding housing and support for people who have been sleeping rough;
- presents information about the people on the BNL to understand aligned housing need (demand) and capacity (supply) challenges; and,
- outlines a series of questions and issues for consideration, debate and resolution for aligned housing, in order to focus thinking about options for doing things differently – given the information we have about the expressed needs of people on the BNL.

Structure

The Aligned Housing Research Project comprises three stages, centred on analysis of:

- BNL data to ascertain housing needs (demand).
- Current supply of housing and associated services (supply) in the specialist homelessness services context.
- Gaps between supply and demand.

This analysis is presented in this report, with the implications and considerations for aligned housing for the Adelaide Zero Project in the context of the needs of people on the BNL drawn together in the concluding section.

Methods

The focus of the Aligned Housing Research Project has been analysis of the housing-related data in the BNL at the time of writing, to help understand needs (demand) related to aligned housing. Such analysis has been undertaken using Microsoft Excel for analysis and graphing. The data analysis undertaken for this project has been time-consuming and frustrating at times, highlighting some gaps and issues with the by-name data. The researcher has provided end-user feedback to the individuals and groups responsible for the BNL, its quality and coverage throughout the course of the research project.

The local homelessness sector mapping focus within this project has been undertaken in conjunction with key agencies providing and funding such support, including the South Australian Housing Authority.

Alongside the focused data analysis components of the project, the researcher has also undertaken a 'light' review of relevant local, national and international academic and grey literature and practice to identify possible options for aligned housing.

The Aligned Housing Research Project, including its methodological basis, is being guided by a project team comprising representatives from AnglicareSA and the Australian Alliance for Social Enterprise at the University of South Australia (formerly the Australian Centre for Community Services Research at Flinders University). A member of the project team is also on the Adelaide Zero Project's Aligned Housing Working Group, acting as a conduit between the two bodies. The timeline for the Research Project extended from June to November 2018.

A cultural lens underpins all stages of the Aligned Housing Research Project (like the Adelaide Zero Project generally) to ensure the work identifies and examines the different service responses needed to meet the specific needs of Aboriginal and Torres Strait Islander people, including needs related to mobility.

It is important to note here in discussing the structure of the Aligned Housing Research Project that this project will not solve all the challenges related to aligned housing for the Adelaide Zero Project. Instead, the research project is a first step towards the work needed to (re)orient housing stock and support to the needs of people on the BNL. There remain a number of challenges relating to aligned housing yet to be resolved for the Adelaide Zero Project (many identified in the latter section of this report). Additional work will be needed to identify and illuminate possible pathways forward to maximise the efficiency and effectiveness of processes to align housing with the needs of individuals on the BNL. Such pathways will inevitably look at policy and funding levers, and the institutional, structural and systems changes needed to move people off the BNL and achieve Functional Zero street homelessness in Adelaide; important strategic knowledge for the Adelaide Zero Project, Project Steering Group, stakeholders; and for expansion of the Adelaide Zero Project approach. The aligned housing work for the Adelaide Zero Project then has a medium- and longer-term focus, as well as a necessary focus on shorter-term interventions that can work to improve the system supporting rough sleepers now.

Aligned Housing and the Adelaide Zero Project

Aligning housing to the needs of people sleeping rough on the BNL is a key focus and area of challenge for the Adelaide Zero Project (Tually et al. 2018). The Adelaide Zero Project is not alone in this space. What we have called 'aligned housing' within the Adelaide Zero Project is a challenge across all end homelessness/Functional Zero efforts (CAEH 2018; Micah Projects 2017d). Notably, this is the case whether such efforts are based in locations where housing supply is constrained or not, as aligning supply is not just about the absolute number/supply of housing options, but their appropriateness to individuals' needs. Aligned housing is also about ensuring that housing options have the right types of support wrapped around or alongside them to ensure a positive move-in experience for people being housed, and that housing placements are sustainable over time.

What do we mean by aligned housing?

As noted earlier, aligned housing is the term we have arrived at for the Adelaide Zero Project to describe how, within person-centred and Housing First frameworks, housing and support options (supply) can be aligned with the Functional Zero approach so that people can be housed in accordance with their needs (determined through the VI-SPDAT), securely, and in the shortest possible time. Aligning housing is a both a mechanism or principle for working towards achieving and sustaining Functional Zero, as well as a multifaceted process operating within a Housing First framework.

In other places aligned housing is described in terms of 'lining up supply' (CAEH 2018; Micah Projects 2017d). Canada's 20,000 Homes (end homelessness) Campaign (CAEH 2018) describes the process thus:

> The 20,000 Homes Campaign is a housing intervention. In the same way that we worked to clarify the demand in our community [through a Registry Week], we need to meet that demand. We need to work on lining up a supply of housing, supports and resources. In many ways, this will require prioritizing existing resources while simultaneously thinking creatively about non-traditional resources that can bolster and support … [the] effort.

The heart of the concept of aligned housing is that the housing and support options made available for individuals through an end homelessness initiative should be understood in enough detail to match each to the other optimally, and that the VI-SPDAT provides a person-centred starting point for the alignment of housing and support with expressed needs. Alignment in this way means that people sleeping rough have their chances of appropriate and sustainable housing solutions maximised. The alignment of support with housing is critical in this picture and must be tailored to the individual and their assessed needs/acuity level (Table 1). This description of aligned housing is very much about aligned housing as a process.

The Adelaide Zero Project is about more than bricks and mortar – it's about the right bricks and mortar.

The mechanism of aligned housing within the Adelaide Zero Project also has value as a principle: that is, aligned housing is also about aligning the development and redevelopment of housing stock to need in a system-wide way. This element of aligned housing within the Adelaide context reminds us that the Adelaide Zero Project is about more than bricks and mortar – it's about the right bricks and mortar. It is also about the right supports being in place, from an appropriate point in time, to assist positive and sustainable housing outcomes, tailored to individuals' needs. Support cannot be seen as separate from housing in the Adelaide Zero Project.

Notably, within the Adelaide Zero Project context, aligned housing has a further important meaning: ensuring that decisions about the allocation of housing stock are aligned to the needs of rough

sleepers as a first principle. Again, this is about taking a person-centred approach to mapping housing need onto/against housing supply. This meaning to aligned housing reflected the findings of the literature and practice underpinning the development of the Adelaide Zero Project, which found that:

> The experiences of other Zero projects nationally and internationally suggests that as a mechanism or activity aligned housing is most efficient when housing providers prioritise people rough sleeping among their clientele, for example, by allocating a certain number of properties for people rough sleeping within their portfolios.

This meaning for aligned housing is important as it illuminates the point that the Adelaide Zero Project is dependent on housing providers prioritising alignment of some of their stock to the needs of the people on the BNL. And, given that the right housing for people on the BNL (aligned housing) cannot be separated from support, a prioritised supply of appropriate supports for people on the BNL, for the duration of their need, is also required. This will require similar commitment from support providers, and the funders of supports for vulnerable people, to that necessary from housing providers.

Demand for aligned housing in the Adelaide Zero Project

Adelaide Zero Project's BNL provides rich information on the people sleeping rough in the Adelaide inner city area and their housing and support needs. Such data provides a window into potential demand for aligned housing, as well as capturing data around housing allocations and tenancy/support sustainment.

This section of the report provides an analysis of BNL data to shed light on possible demand for aligned housing. The by-name data analysed is the mid-September data capture of the BNL *actively homeless* list; with corresponding analysis of the mid-September capture of the BNL housed list provided where relevant.

The data analysis presented is followed by a discussion of local homelessness and housing sector capacity, and commentary about both matching expressed demand captured through the BNL against capacity, to start to identify capacity/supply gaps. The following section of the report builds on this discussion to offer some thoughts and options for bridging identified demand/capacity gaps, and raises a series of questions as points for discussion, further investigation, and resolution for the Adelaide Zero Project.

Many of the findings from the BNL data in Adelaide echo data collected in other national end homelessness efforts as comprehensively reported on in Flatau et al.'s (2018) recently released publication *The state of homelessness in Australia's cities: a health and social cost too high 2018*[6] and in separate reporting and evaluation publications for the Brisbane 500 Lives 500 Homes campaign (Micah 2017b, 2017c) and Perth 50 Lives 50 Homes campaign (Ruah 2017; Wood et al. 2017).

Finally, it is important to point out here that there are a number of different lenses that can be used to examine the BNL. For example, an Aboriginal and Torres Strait Islander lens, acuity (VI-SPDAT score) lens, chronicity (chronic homelessness) lens, gender lens, age lens, youth lens, disability lens, mental health lens. The analysis presented here then should be seen as the first-cut look at the rich data in the BNL (and its segments: the housed list for example) that it is. The BNL data can be analysed and presented in multiple ways to help understand housing need and capacity deficits. Such analyses should be undertaken in the future to drill down into the detail around people's needs, especially for those people who are described as 'hard to reach' or 'hard to house' (often with limited evidence to support these claims). Any analysis of the list, of course, must carry the caveat that it is out of date at the time of analysis – as the BNL is (or aims to be) real-time data. This said, it is the best source of data we have about aligned housing needs for people sleeping rough in the inner city, and to ensure that

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[6] Flatau et al.'s (2018) report is an informative look at what Registry Week and VI-SPDAT data tells us nationally, offering a clear and informative way of deep analysis and presentation of such data that the Adelaide Zero Project should aspire to over time (see Flatau et al. 2018b for an accessible summary of the full report).

the system is working effectively to find a place to call home for everyone sleeping rough who wants one.

What the Adelaide Zero Project's By-Name List tells us about people sleeping rough and demand for aligned housing?

Profile of rough sleepers: actively homeless and housed

Gender

In line with evidence about sleeping rough nationally and internationally, the Adelaide Zero Project BNL includes a significantly higher proportion of males than females: 79% male versus 20% female (Figure 1). More of the people housed from the BNL as at mid-September 2018 were also male than female: 65% (Figure 2).

Figure 1: Gender, people on the By-Name List as at 18 September 2018 (actively homeless list)
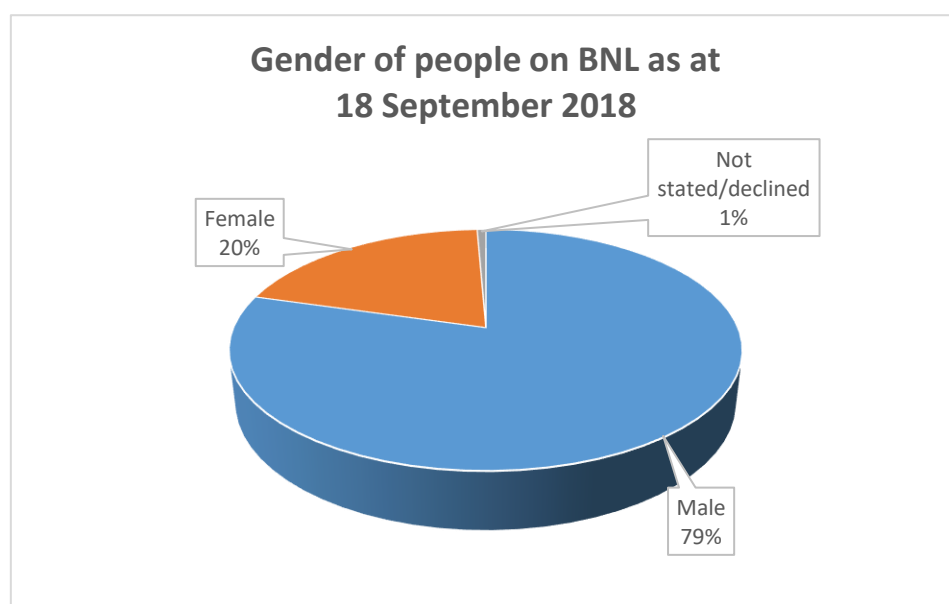
Figure 2: Gender, people housed from the By-Name List as at 18 September 2018 (housed list)
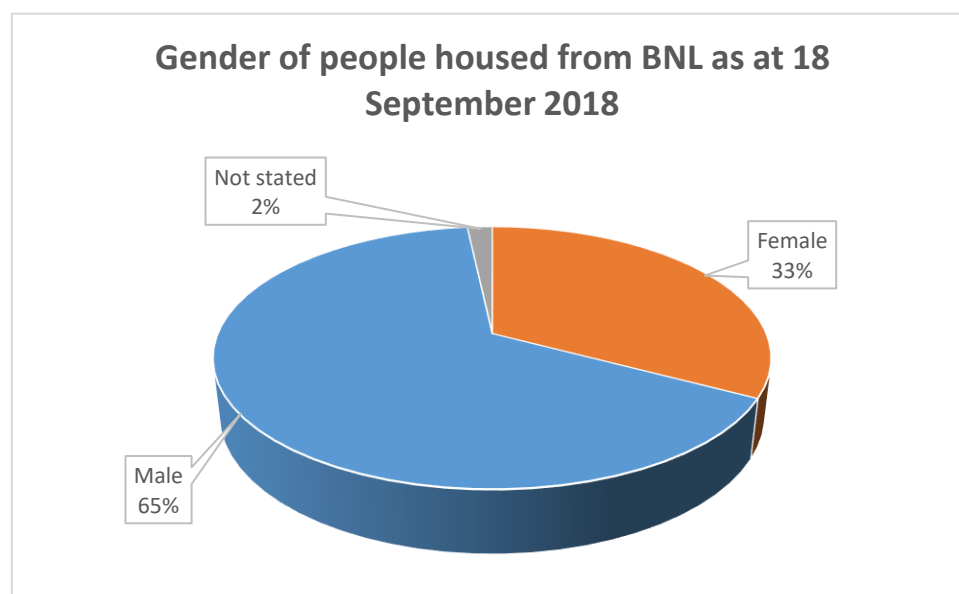
Figures 3 and 4 depict the data for Aboriginal and Torres Strait Islander people by gender for the actively homeless and housed lists.

Figure 3: Aboriginal and Torres Strait Islander status by gender, people on the By-Name List as at 18 September 2018 (actively homeless list)

ATSI status by gender, people on BNL as at 18 September 2018

Female 26%
Male 74%
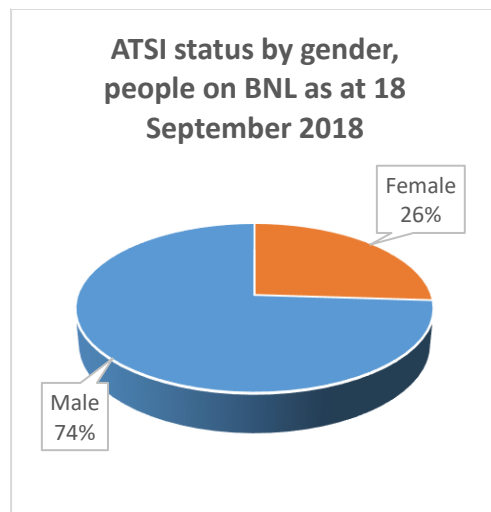
Figure 4: Aboriginal and Torres Strait Islander status by gender, people housed from the By-Name List as at 18 September 2018 (housed list)

ATSI status by gender, people housed from BNL as at 18 September 2018

Female 50%
Male 50%
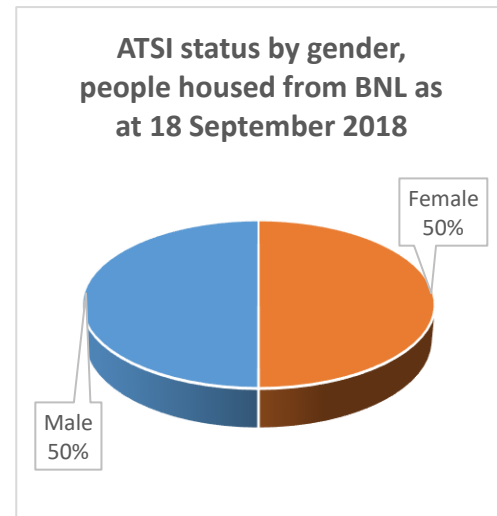
Aboriginal and Torres Strait Islander people

A significant proportion of people on the actively homeless list are people who identify as Aboriginal or Torres Strait Islander, indicating the importance of culturally appropriate approaches for supporting Aboriginal and Torres Strait Islander people moving on from sleeping rough (Figures 5 and 6).

Figure 5: ATSI people, people on the By-Name List as at 18 September 2018 (actively homeless list)

ATSI status people on BNL as at 18 September 2018

Not stated 4%
ATSI 33%
Non-ATSI 63%
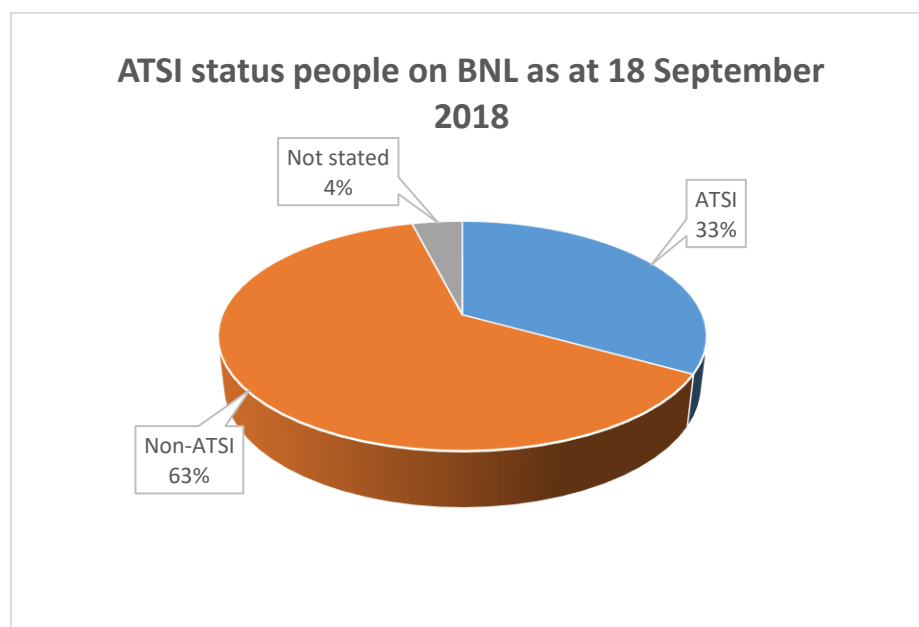
Figure 6: Aboriginal and Torres Strait Islander people, people housed from the By-Name List as at 18 September 2018 (housed list)

ATSI status people housed from BNL as at 18 September 2018
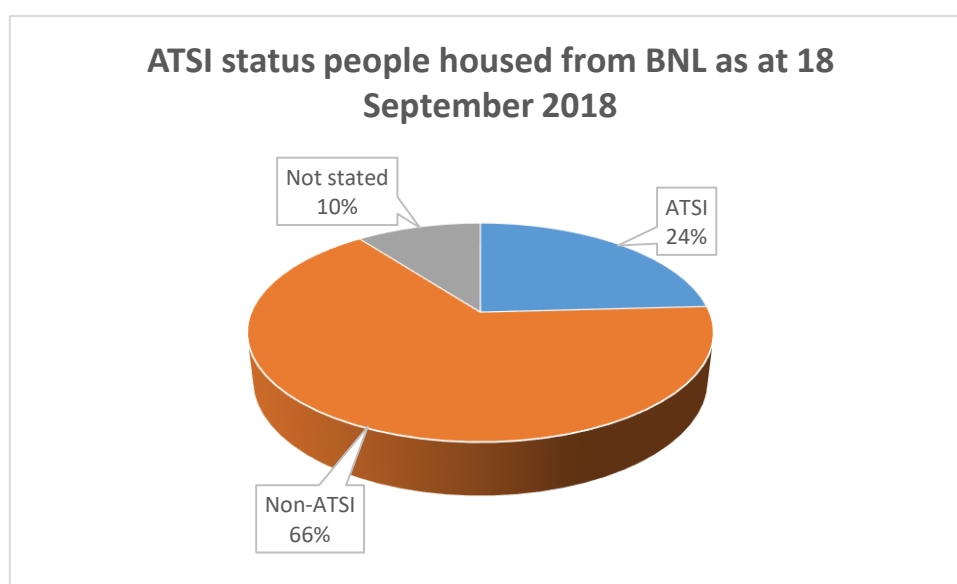
Age

BNL data shows the clear prominence of people in middle age (child-bearing/rearing, and working ages) among people on the BNL (Figures 7 and 8).

The average age of people on the BNL actively homeless and BNL housed lists is 40 and 37 respectively. The lower age of the housed from the BNL population at mid-September reflects the higher proportion of youth among the housed group (26% housed versus 6% actively homeless). Corresponding average ages for other sub-populations within the actively homeless and housed groups are provided in Table 2.

Figure 7: Age, people on the By-Name List as at 18 September 2018 (actively homeless list)
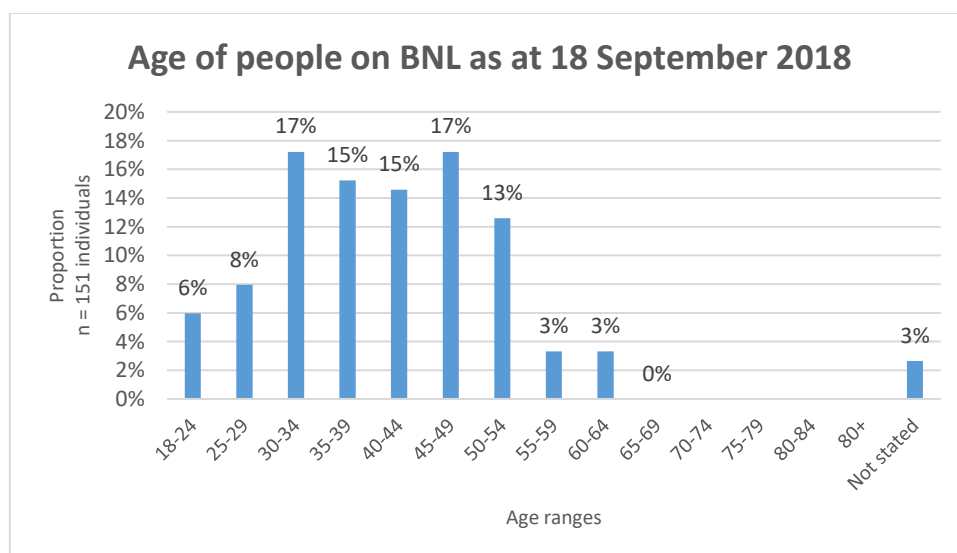
Age of people on BNL as at 18 September 2018

Age of people housed from BNL as at 18 September 2018
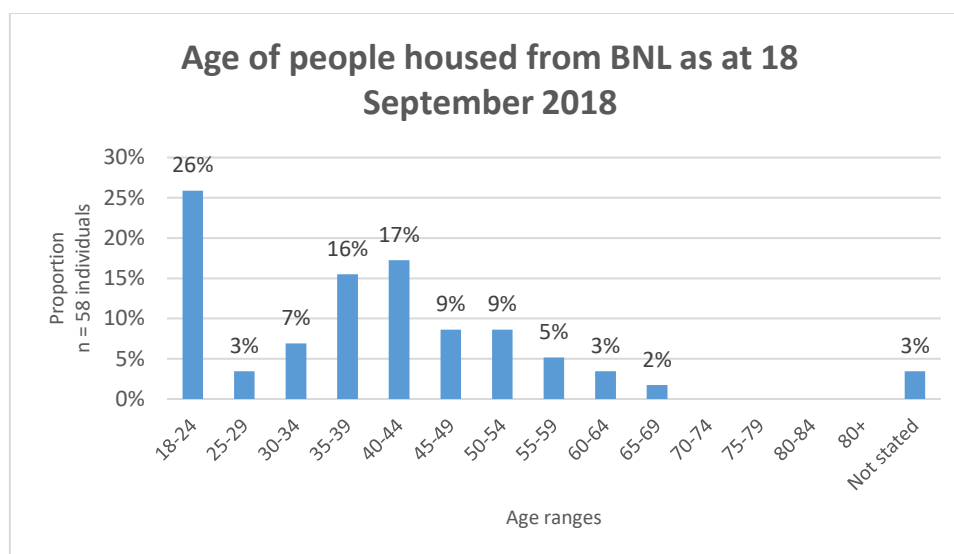
Table 2: Average age, other sub-populations on actively homeless and housed lists

Sub-population	Actively homeless BNL (years)	Housed BNL (years)
ATSI	40.6	34.5
Female	39.5	35.9
Male	40.3	39.1

Finer grained examination of the actively homeless data for older age cohorts, in the light of the multiple definitions of 'older' in a homelessness context, reveals some interesting information (Figure 9). Considering such data in this way is important in the context of aligned housing, showing the importance of engaging the aged care sector and utilising the lower older person 'benchmarks' for people who are homeless/at risk of homelessness (recognising premature ageing related to homelessness and chronicity) and the short-life expectancy and earlier onset of chronic health issues among Aboriginal and Torres Strait Islander people.

Figure 9: Older person status for homelessness people on the By-Name List as at 18 September 2018 by different institutional definition and Aboriginal and Torres Strait Islander status (actively homeless list)

Older person status for homeless people on BNL as at 18 September 2018 by different institutional definition and ATSI status
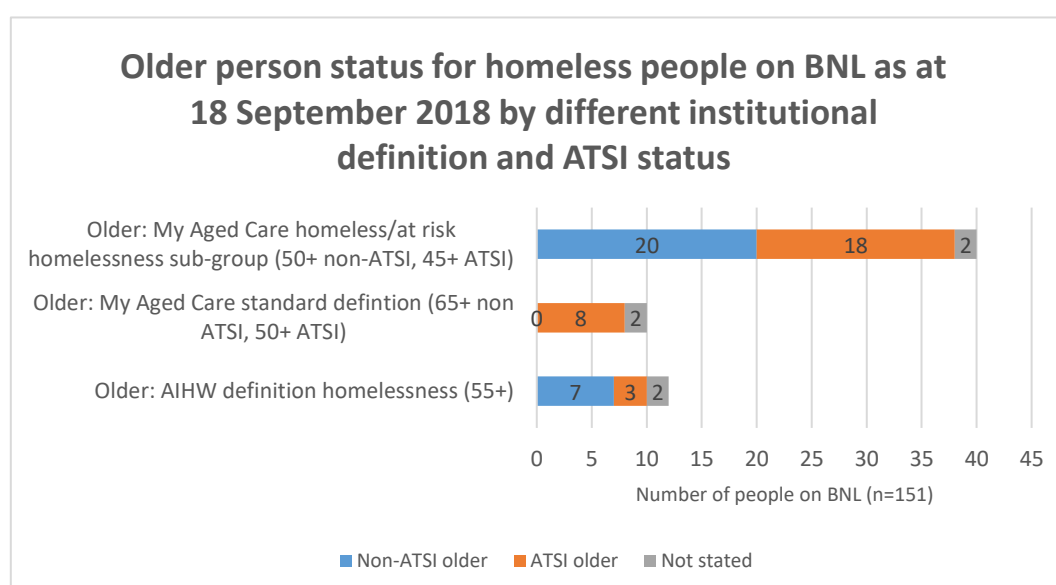
Notes: The My Aged Care definition of an older person in the context of homelessness differs from the benchmarks set for the rest of the older population, reflecting the onset of ageing and health-related issues at an early age among older people who have experienced or who are at risk of homelessness (aged 50+ versus aged 65 and over for the rest of the population). My Aged Care also sets the older person benchmark at a lower age for Aboriginal and Torres Strait Islander people (aged 50+), also reflecting the early burden of disease and ageing among these populations. An even lower older person benchmark is set for Aboriginal and Torres Strait Islander people in terms of access to services where a person is homeless or at risk of homelessness (aged 45+). These definitions are contrasted in Figure 9, with the standard definition of older person in the context of homelessness adopted by the AIHW, which is set at 55+.

Ethnicity

Data not comprehensive enough to report this at the current time.

Understanding ethnicity is important for the Adelaide Zero Project as ethnicity, culture and language can have important implications for the appropriateness of service responses, and, potentially, in terms of the 'right' housing for individuals, elevating the importance of the neighbourhood and community components of aligned housing.

Citizenship

Data not comprehensive enough to report this at the current time.

Citizenship status is an important consideration in terms of aligned housing as citizens of some countries present challenges in terms of eligibility for some types of housing assistance.

Veteran status

The Adelaide Zero Project BNL includes a very small number of individuals indicating former or current Australian Defence Force service: 4 current serving members and 2 previously serving members on the actively homeless list, with a further 2 current serving members on the housed list as at mid-September. Capturing this data is important for individuals as in most cases ADF service means access to specific supports (including, for example, Department of Veteran's Affairs assistance) and should be seen as a flag for post-traumatic stress disorder and other physical and mental health challenges. Veteran status is also important in considering system inflows and aligned housing as it may (should) unlock additional opportunities for tailored support, and possibly cohort-specific housing options, for these individuals.

Note: veteran status data needs checking.

Vulnerability Index-Service Prioritisation Decision Assistance Tool (VI-SPDAT) scores

The VI-SPDAT is the common assessment tool chosen to assess the acuity of vulnerability and risk in terms of housing, health and support, helping prioritise people for assistance. Unsurprisingly, VI-SPDAT scores for rough sleepers in Adelaide are predominately in the higher acuity category (Figure 10), demonstrating complexity needs. Analysis of data under the domains in the VI-SPDAT confirms this, as shown in the remainder of this section.

Figure 10: VI-SPDAT score of people housed from the By-Name List as at 18 September 2018

VI-SPDAT score people on BNL as at 18 September 2018 (completed VI-SPDAT)

Score of 0-3
4%

Score of 4-7
27%
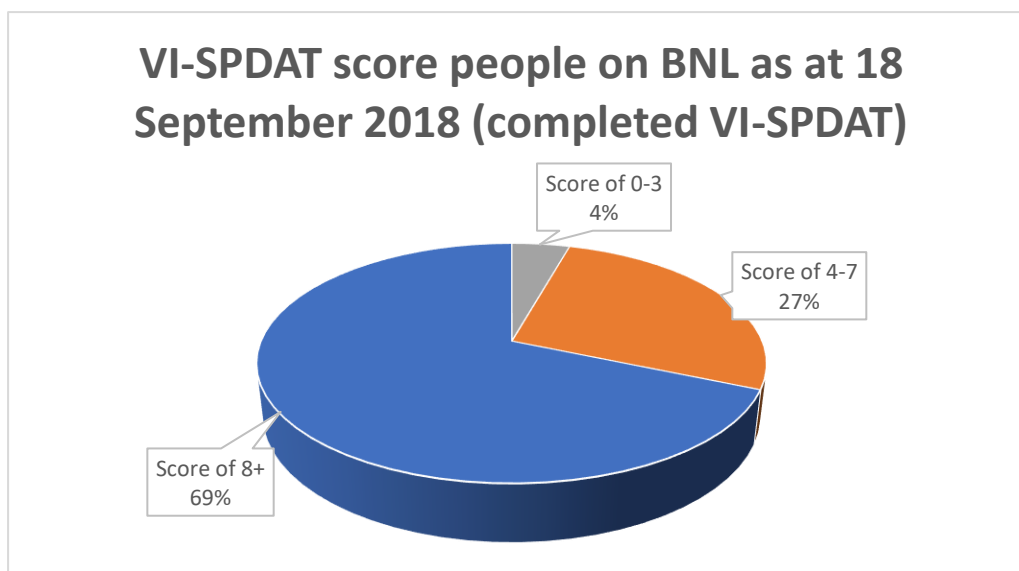
Score of 8+
69%

Note: If the incomplete/no consent category is excluded from the data presented in Figure 10, proportions are: score of 8+ (high acuity) 69%, score of 4-7 (medium acuity) 27% and score of 0-3 (low acuity) 4%. More than 25% of the actively homeless list from mid-September 2018 have a score higher than 11.

The VI-SPDAT scores of people housed as at 18 September 2018 closely reflect those of the actively homeless list (Figure 11) and the focus of housing allocations on people with the highest needs first (the highest of the high acuity category). Further drilling down into this data, for example, shows more than 55% (32 people) have scores of greater than 11 and 21% (12 people) with the scores of 14 or 15 indicating very high acuity.

Figure 11: VI-SPDAT score of people housed from the By-Name List as at 18 September 2018

VI-SPDAT score of people housed from BNL as at 18 September 2018

Incomplete/no consent
17%

Score of 0-3
0%

Score of 4-7
12%
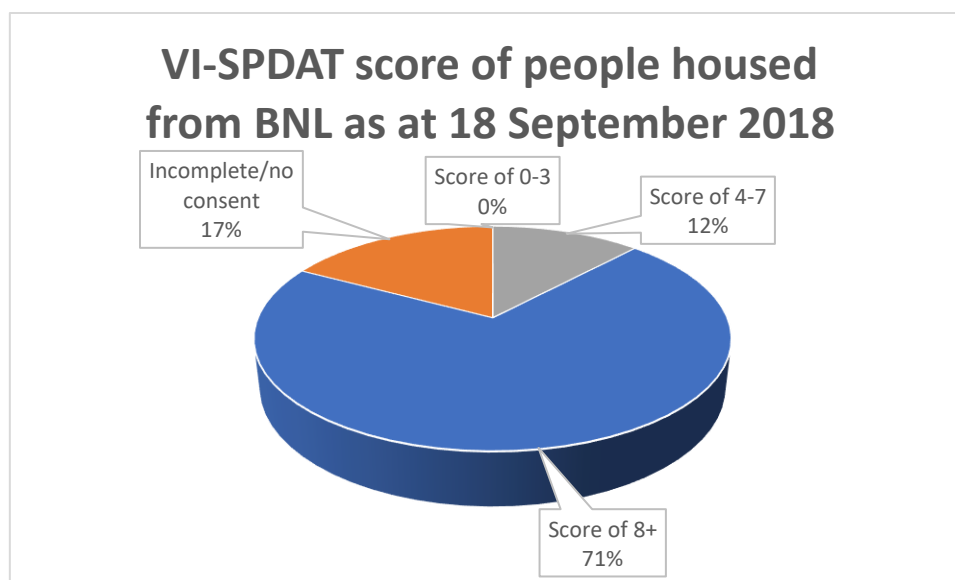
Score of 8+
71%

Note: If the incomplete/no consent category is excluded from the data presented in Figure 11, proportions are: score of 8+ (high acuity) 85% and score of 4-7 (medium acuity) 15%.

Figure 12: VI-SPDAT scores by gender, people on the By-Name List as 18 September 2018 (actively homeless)

VI-SPDAT scores by gender, people on the BNL as at 18 September 2018

Number of people

Category	Female	Male	All persons
Score of 0-3	2	4	6
Score of 4-7	6	31	37
Score of 8+	14	80	94
Incomplete/no consent	8	5	14

■ Female ■ Male ■ All persons
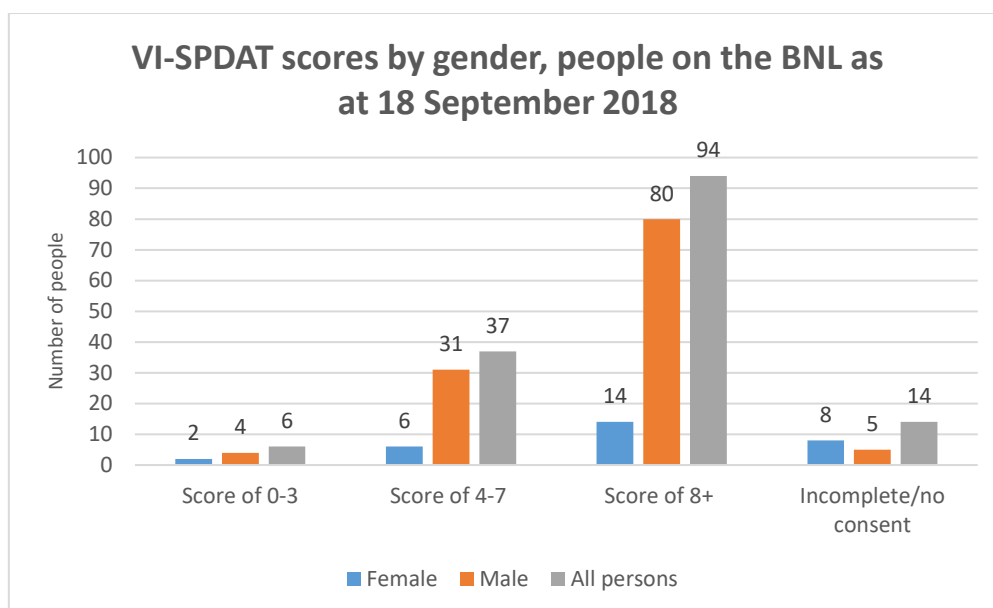
Housing-related circumstances: actively homeless and housed

Housing status

Figure 13 provides data about the housing status of people on the BNL (actively homeless) at assessment/intake for the BNL. Importantly, these data indicates that there remains a significant sized cohort of people on the BNL (18% or nearly 1 in 5 people) that the system has yet to appropriately engage with, and this group needs targeting to ensure the Adelaide Zero Project reaches all of the population it aims to reach. A further cohort of people that the system has not engaged with is captured on the BNL inactive list. More work needs to be done to understand the needs of this group and why they are not connected with the system.

Figure 13: Homelessness/housing status of people on By-Name List at assessment as at 18 September 2018 (actively homeless)

Homelessness/housing status people on BNL at assessment as at 18 September 2018

Category	Value
Not stated	1
Active Sheltered – Transitional	3
Active Sheltered – Crisis	6
Active – Temporarily sheltered	3
Active – Sleeping rough, not connected	27
Active – Sleeping rough, connected	109
Active – Informally sheltered	2
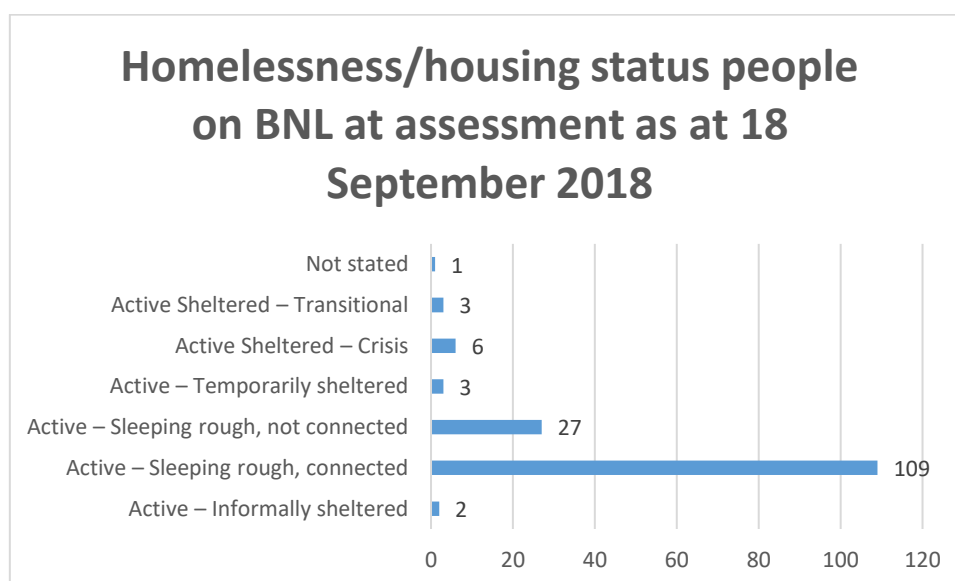
Notes: Definitions of homelessness/housing status categories determined by AZP (see Appendix A). Connected refers to whether a person is connected to a service or case manager.

An additional line of questioning in the VI-SPDAT sheds further light on the housing circumstance of people sleeping rough in Adelaide, specifically asking:

- How long has it been since you lived in permanent stable housing?; and,
- In the last three years, how many times have you been homeless?

Time since last permanently housed is a measure of housing instability for the group in focus. The results of this question for both the actively homeless and housed segments of the BNL are provided below (Figures 14 and 15 respectively). The average time since last permanently housed for both segments of the BNL are approximately 3.4 years (178 weeks) and 2.75 years (143 weeks) respectively.

The range of time people reported since being in permanent housing extended from a small number of days (immediate crisis tipping someone very vulnerable into homelessness) to 40 years of almost continual homelessness for one person. The range for the housed segment of the list showed similar diversity: a few days for a couple of people (new to sleeping rough; immediate crisis) to 21 years for one person.

Figure 14: Time since last permanently housed people on the By-Name List as at 18 September 2018

Time since last permanently housed people on BNL as at 18 September 2018

Category	Number of people
Incomplete VI-SPDAT	5
Not stated	3
10 years or more	15
5 years to less than 10 years	16
2 years to less than 5 years	40
1 year to less than 2 years	17
6 months to a 1 year	22
1 month to less than 6 months	25
Less than one month	8

Number of people
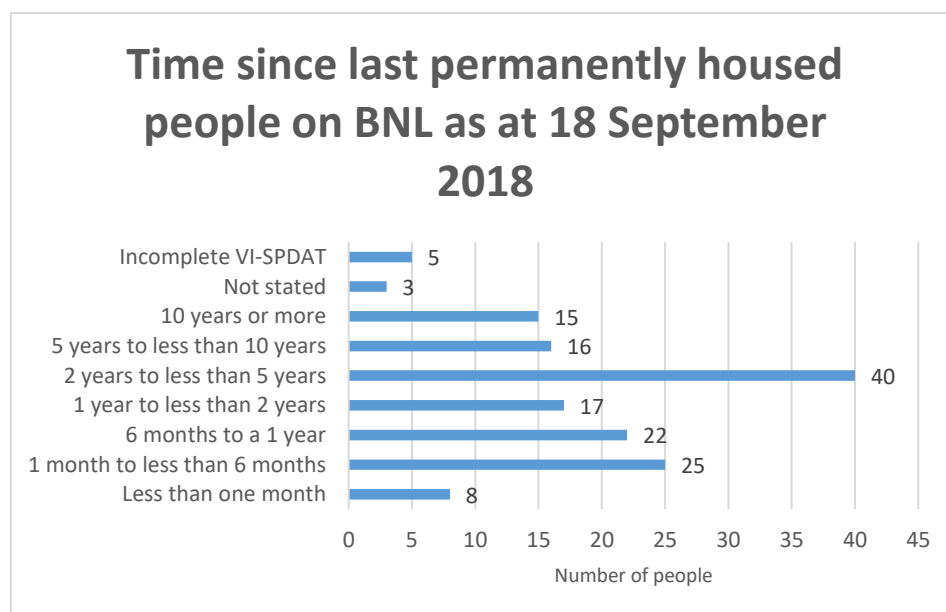
Figure 15: Time since last permanently housed people housed from the By-Name List as at 18 September 2018

Time since last permanently housed people housed from BNL as at 18 September 2018

Category	Number of people
Not stated	11
10 years or more	4
5 years to less than 10 years	4
2 years to less than 5 years	10
1 year to less than 2 years	9
6 months to a 1 year	13
1 month to less than 6 months	6
Less than one month	1

Number of people
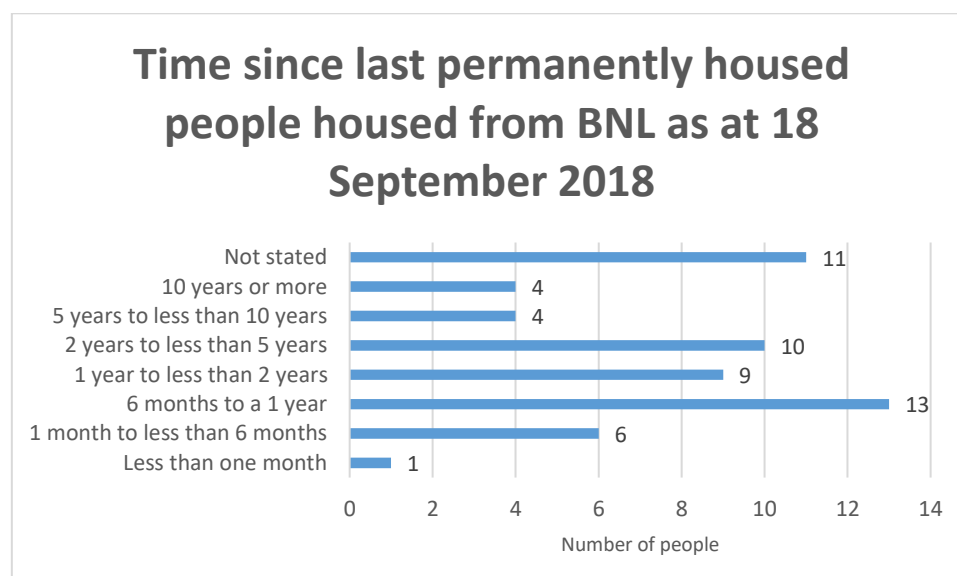
Data from the mid-September capture of the actively homeless rough sleeping population shows that most people have experienced multiple periods of homelessness in the three years prior (Figure 16), including 10 people who have been continually homeless (an additional 9 continually homeless, as per the housed segment of the BNL). Such data is also an important indicator of chronic homelessness, which is variously defined, but generally relates to periods of sleeping rough (or homelessness) and a number of episodes of homelessness in a designated period (6 or 12 months, for example) (AIHW 2018). The Adelaide Zero Project has a secondary target to meet in relation to chronic homelessness (yet to be clearly defined). As such, collecting information about chronic rough sleeping is important.

Figure 16: Episodes of homelessness in last 3 years people on By-Name List as at 18 September 2018 (actively homeless)
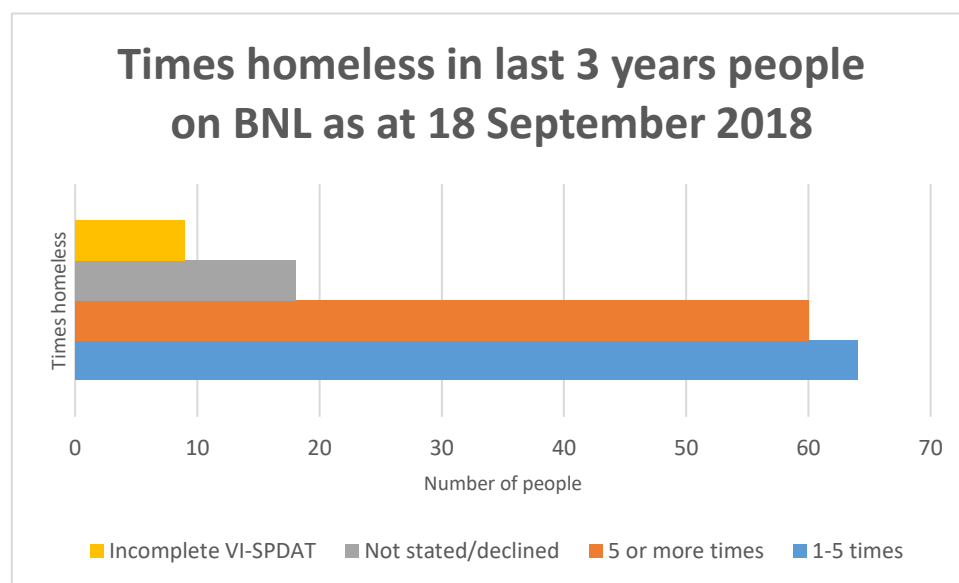
Data for the 58 people on the housed segment of the BNL capture from mid-September similarly shows the prevalence of multiple episodes of homelessness among rough sleepers. In fact, among the people housed from the BNL is a significant group who have been continually homeless, some of them for many years. Again, this indicates chronicity and reflects prioritisation of housing/support allocations to people with the highest vulnerabilities, of which length of time sleeping rough and number of episodes of homelessness are important vulnerability indicators (Figure 17).

Times homeless in last 3 years people housed from the BNL as at 18 September 2018
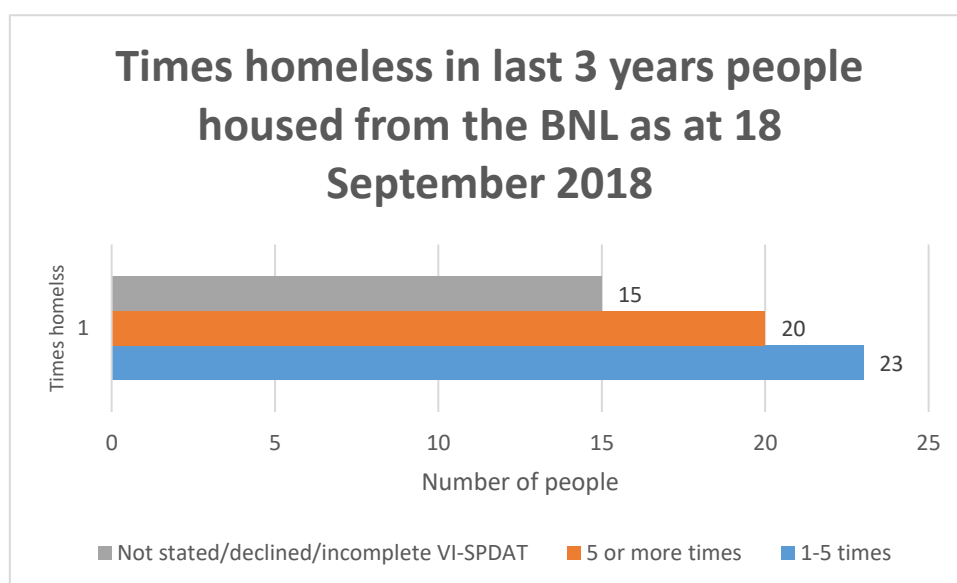
Housing preferences

A later addition to the questions accompanying the BNL is a series of questions aimed at garnering information about people's housing preferences. Such housing preferences questions were added to the Adelaide Zero Project version of the VI-SPDAT as a pre-survey after Connections Week was held, and in light of the challenges the Housing Allocations Meeting were having when aligning housing to people on the list. The grouping of questions[7] include:

> 34. What suburb(s)/area would you prefer to live in?
> 35. Any restrictions on where you are able to live?
> 36. Would you be willing to share a home?
> 37. How many people will be living with you?
> 38. Can you manage stairs?
> 39. Do you have any mobility issues?

Data from the housing preferences questions are an important window into both (a) where people want to live, and (b) more operational-type needs for people on the BNL, related to housing and support, restrictions related to housing and health etc.

In presenting this data, however, it is important to note that this data is available for only 50 people of the 151 in the mid-September BNL capture. And, the data for these 50 cases is patchy. Nevertheless, it provides some interesting information for aligned housing for the Adelaide Zero Project. Figure 18 presents the (very limited) data from the mid-September BNL capture about people's preferences for where they would like to live.

Having more comprehensive housing preferences data will be useful in the housing allocations process for the Adelaide Zero Project. Collecting such data should be made a priority area of focus:

- for people newly-added to the BNL;
- when re-doing VI-SPDATs because of a significant change in circumstances; and,
- in case management of people on the BNL, including the inactive list (where resources allow).

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[7] The current update to the Adelaide Zero Project VI-SPDAT will refine the questions slightly from those presented here, providing categories to choose from regarding location (suburb/area) preferences and to ensure the questions clearly ask what is intended, as there has been some confusion about the restrictions questions.

Notably, on the issue of housing preferences and the housing allocations process, it is important to note that the housing allocations process, including potential returns from housed (tenancy breakdowns) offers an avenue for exploring the factors contributing to a tenancy breaking down. Considering the data and illuminating learnings from housing allocations, especially around at-risk or 'failed' tenancies – housing that simply isn't appropriate for a person's needs or the needs of people in this group (i.e. not aligned housing) is a critical piece of the ongoing review and evaluation puzzle for the AZP. In developing a holistic picture of aligned housing for the Project then, we must keep in view at-risk and tenancy breakdowns, including those that may be a result of a 'failed' house rather than other person-related factors.

Figure 18: Location preferences for housing people on the By-Name List as at mid-September 2018 (actively homeless)
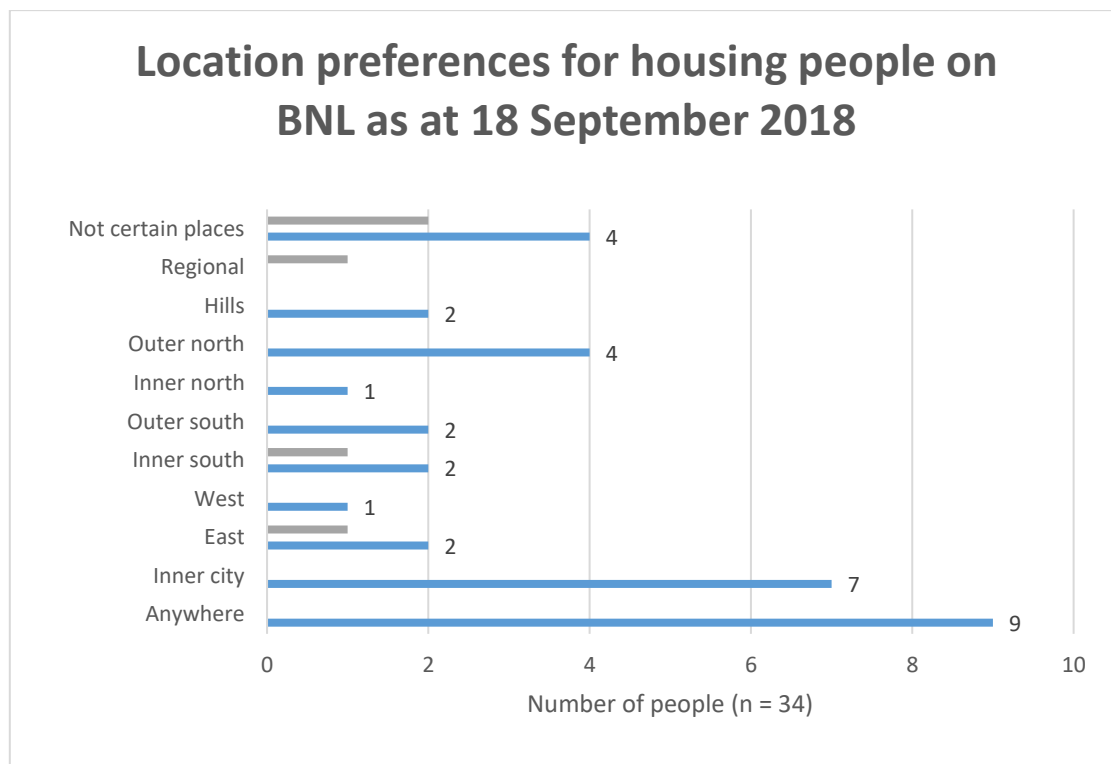
Notes: Blue bar on graph is people's first stated preference. Grey bar is people's second stated preference where provided (very limited data).

There are some notable indicative trends in the location preferences data that need further teasing out and that make prioritising the collection of this data important:

- The prevalence of 'anywhere' as the category stipulated by most people as their first preference. This categorisation could demonstrate that people genuinely do not mind where they are located as long as the house meets their needs for safety, affordability and appropriateness of design. It could also reflect desperation for housing or frustration with the system. Alternatively, it may reflect people's thinking that being too specific may de-prioritise them for housing.
- The prominence of preferences for inner city locations. This is not an unexpected trend in the data and reflects a known preference for people moving on from sleeping rough to want to stay near the services, supports and networks they know and trust.

- Cases stipulating *not* x and y location. The reasons behind these cases are important to know. One such case on the mid-September list, for example, is a not in a certain location because of trauma.

More unpacking is needed to understand why people have answered this question the way they have, and, in many ways, this occurs in a conversational way around the Housing Allocations Meetings table, with case managers inputting into decisions around housing/support allocation in line with their familiarity with individuals' cases and their needs.

Data from the other five housing preferences questions is provided in Table 3.

Table 3: Housing preferences of people on the By-Name List as at 18 September 2018

Question	Number of cases	Data
35. Any restrictions on where you are able to live?	12	2 space related (animal, family) 2 ground floor unit 2 low density 1 health issue 1 safety (area) 2 near services (transport/hospital)
36. Would you be willing to share a home?	29	23 unwilling (79%) 6 willing (21%)
37. How many people will be living with you?	9	6 with partners 3 with children/wanting reunification
38. Can you manage stairs?	36	11 no stairs (30%) 1 a few stairs (3%) 24 stairs ok (67%)
39. Do you have any mobility issues?	9	6 health-related 1 physical limitation 1 partner mobility issue 1 undefined

A further question in the VI-SPDAT pre-survey regarding companion pets is also important in the context of housing preferences, with likely impacts in terms of space requirements in some cases, housing location (neighbours) in others, and in terms of exclusions in relation to tenancies. Five people indicated having pets with them while sleeping rough (or in boarding in one case), expressing strong attachment to their companion animals.

Other factors influencing housing

Helpfully, in the context of aligned housing for the Adelaide Zero Project, the VI-SPDAT collects information on a range of other circumstances and influences, with implications for housing for people on the BNL. Some of these factors are outlined in this section. Together with the other information presented and discussed in this section, these data show the chaos and complexities in people's lives. These data are also a window to the range and types of support people need: shelter- and non-shelter-related. Efforts to end homelessness for people sleeping rough need to account for these factors in order that the right housing (aligned housing) is secured to meet people's need, for the duration of that need. Sustainable tenancies will not be possible without alignment of need and supply. A fine-grain level of detail around housing, health and support needs is vital in the tenancy sustainment picture. Additionally, understanding the other factors influencing housing is important for ensuring

that the different needs of housing and support providers can be balanced: with housing providers generally prioritising 'community' (neighbourhood) needs, and support providers prioritising individual needs.

Figure 19 and Table 4 summarise the key influences on housing/housing circumstance-related data for people on the BNL. The data presented is drawn from relevant questions in the VI-SPDAT across the *Risks*, *Socialisation and Daily Functioning* and *Wellness* domains (see Appendix B for a full list of the questions from the VI-SPDAT that the data is drawn from).

The data presented points to the importance of the right support services in allocating housing for people moving on from sleeping rough: considering important influences on people's lives, housing, and wellbeing related to:

- Health and mental health
- Disability
- Legal and financial issues (debt)
- Safety
- Trauma and abuse
- Substance abuse

The data from three additional questions in the VI-SPDAT is worth mentioning here, as they capture useful information in the context of aligned housing and influences on housing, or more so, life/living circumstances:

Do you have planned activities, other than just surviving, that make you feel happy and fulfilled?

This question can be seen as a proxy indicator for social isolation or loneliness. Completed VI-SPDAT data here indicates that as many as 50% of men (55 men) and 56% of women (15 women) (51% of all people on the BNL actively homeless list in mid-September) could be experiencing some level (acute?) of social isolation or loneliness with far reaching impacts on their health and wellbeing.

Influences on housing people on the BNL as at 18 September 2018

Factor	Male	Female
Substance use: use likely to affect housing in future	25	4
Substance use: use affected housing in past	36	4
Trauma/abuse: Current homelessness due to trauma or abuse (emotional, physical, psychological, sexual or other)	65	22
Exploitation: engage in risky behaviour for money, food, drugs, place to stay; sex with strangers; share needles	15	4
Exploitation: anyone force or stand over to do things don't want to	29	6
Debt: owe money to individual or agency (past landlord, business, bookie, dealer, Centrelink, ATO, housing department)	51	16
Legal issues: legal stuff right now impacting renting (may result in being locked up, paying fines)	58	10
Disability: trouble maintaining housing, kicked out because of learning disability, developmental disability, or other impairment	22	5
Brain injury: trouble maintaining housing, kicked out because of a past head injury	15	5
Mental health: trouble maintaining housing, kicked out because of mental health issue or concern	39	9

Number of people

■ Male ■ Female

Notes: Data for completed VI-SPDAT only.
Data is drawn from separate questions in the VI-SPDAT and should not be aggregated.

Table 4: Range of factors influencing housing people on By-Name List as at 18 September 2018 by gender (actively homeless)

	Female	Total females	% all Females	Male	Total males	% all males	Persons	Total persons	% all persons
Mental health: trouble maintaining housing, kicked out because of mental health issue or concern	9	27	33%	39	109	36%	49	136	36%
Brain injury: trouble maintaining housing, kicked out because of a past head injury	5	27	19%	15	109	14%	20	136	15%
Disability: trouble maintaining housing, kicked out because of learning disability, developmental disability, or other impairment	5	27	19%	22	109	20%	27	136	20%
Legal issues: legal stuff right now impacting renting (may result in being locked up, paying fines)	10	27	37%	58	109	53%	68	136	50%
Debt: owe money to individual or agency (past landlord, business, bookie, dealer, Centrelink, ATO, housing department)	16	27	59%	51	109	47%	67	136	49%
Exploitation: anyone force or stand over to do things don't want to	6	27	22%	29	109	27%	35	136	26%
Exploitation: engage in risky behaviour for money, food, drugs, place to stay; sex with strangers; share needles	4	27	15%	15	109	14%	19	136	14%
Trauma/abuse: Current homelessness due to trauma or abuse (emotional, physical, psychological, sexual or other)	22	27	81%	65	109	60%	87	136	64%
Substance use: use affected housing in past	4	27	15%	36	109	33%	40	136	29%
Substance use: use likely to affect housing in future	4	27	15%	25	109	23%	29	136	21%

Notes: Data for completed VI-SPDAT only.
Data is drawn from separate questions in the VI-SPDAT and should not be aggregated.

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This component of the socialisation and daily functioning domain has clear implications for the supports people may seek or need, beyond shelter-related supports.

Is your current homelessness in any way caused by a relationship that broke down, an unhealthy or abusive relationship, or because family or friends caused you to become evicted?

Like the previous question about isolation, this question provides important information regarding social relationships for people on the BNL. Completed VI-SPDAT data here indicates that as many as 58% of men (63 men) and 74% of women (20 women) (61% of all people) have experienced significant issues in terms of social relationships, including, in some cases, leading to eviction. Again, these data point to the need for particular types of supports to ensure people remain housed and are appropriately supported to recover from traumatic situations.

Are you currently able to take care of basic needs like showering, changing clothes, using the toilet, getting food and clean water and other things like that?

Subject to checking through case management or, potentially, a new VI-SPDAT assessment when circumstances change, some 44% of women (12 women) and 49% of men (59 men) may have challenges related to self-care that need to be taken into consideration in aligning housing and support to need.

Capacity for aligned housing for the Adelaide Zero Project

An important element of the context setting/background work for aligned housing has been co-working with members of the Aligned Housing Working Group (particularly the South Australian Housing Authority and AnglicareSA) to provide an understanding of capacity among inner city specialist homelessness services (and other agencies and programs) to meet the housing and support needs of people moving on from sleeping rough. Figure 20 provides a first-cut understanding of capacity in terms of the inner city/eastern region network of social housing and support providers who service people sleeping rough in the inner Adelaide area.

Key questions for consideration in presenting the capacity map for the inner city network of services in terms of aligned housing are:

- Who is being housed in crisis, transitional and supportive housing?
- Are rough sleepers among the people being housed in these options currently?
- Are crisis, transitional, and supportive housing, low or no barrier?
- What are the exit points to housing and support from these options currently: for rough sleepers especially, but for all people using them? (i.e. to understand throughput in the system, system barriers/enables and system performance)
- Can the services mapped be brought together as pathways to secure aligned housing options for the Adelaide Zero Project (and how)?
- What options are missing from the current system in terms of aligned housing?

Truly understanding system capacity in terms of aligned housing for the Adelaide Zero Project also relies on understanding the other pathways to secure, safe and appropriate housing people moving on from sleeping rough find in terms of housing. This is work that the Strategic Data Working Group could advance in conjunction with project partners.

Figure 20: Network of social housing and support providers who service people sleeping rough in the inner Adelaide area

Network of social housing and support providers who service people rough sleeping in the inner Adelaide area[1]

Specialist Homelessness Services

Accommodation and Support

Eastern Adelaide Aboriginal Specific Homelessness Service
Baptist Care
Client support target: 140
Places: 8 supportive; 17 transitional
1A, 2A, 3A

Catherine House Supported Accommodation Service
Catherine House
Client support target: 275
Places: 16 (20) crisis accommodation; 8 transitional (Unity); 5 supportive accommodation (Portway)
1A, 2A, 3A

Common Ground Adelaide
Housing Choices South Australia
Client support target: 102
Places: 102 specialist units
1B, 2B, 3A

Vinnies Men's Crisis Centre
St Vincent de Paul SA
Client support target: 650[2]
Places: 47 crisis beds
1A, 2A, 3A

Sobering Up Unit
Salvation Army
Client support target: TBC
Places: 30 beds
1A, 2A, 3A

Towards Independence
Salvation Army
Client support target: 125
Places: 5 transitional units; 62 specialist units
1A, 2A, 3A

Youth 110
St John's Youth Service
Client support target: 300
Place: 30 crisis units
1A, 2B, 3A

Integrated Homelessness Program
SA Housing Authority
Client support target: 80
Places: 100 properties
1A, 2C, 3A

Vinnies Women's Crisis Centre
St Vincent de Paul SA
Client support target: TBC
Places: 20 beds
1A, 2B, 3A

Support

Eastern Adelaide Generic Homelessness Service
Hutt St Centre
Client support target: 480 (36 ITS, 70 MBHS)
Places: 13 supportive
1B, 2B, 3B

Street to Home
Neami
Client support target: 500
1A, 2A, 3B

Aspire (SIB)
Hutt St Centre and others
Client support target: 150[3]
1A, 2C, 3B

Eastern Adelaide Youth Homelessness Service (HYPA)
SYC
Client support target: 200
Places: 13 supportive
1A, 2A, 3B

Community Transition Worker
Baptist Care
Client support target: 230
1A, 2A, 3B

Terrace Boarding House Liaison Worker
Unity Housing
Client support target: 40
1A, 2A, 3B

Services are consistently at 90–100% capacity

Legend
1A Primary target group (inner city)
1B Generic target group
2A Inner city
2B Eastern
2C Metro
3A Accommodation and support
3B Support only

Health Corrections State care NDIS & My Aged Care Other programs

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Key facts: services
Services targeted to people sleeping rough in the Eastern Metro region

Funding for 2017-18: approx. $10m[6]

Total client support target 2017-18: 3,122

Total clients actually supported 2017-18[7]: 3,393

Support periods where accommodation received: proportion where client was sleeping rough at intake[5]
All accommodation types: 32%
Short-term accommodation: 23%
Medium-term accommodation: 33%
Long-term accommodation: 30%
Supported accommodation: 5%

Key facts: housing
Social housing in the Eastern Metro region

Public housing[4]: 2354 properties, 325 allocations/yr

Community housing: 1270 properties, 166 allocations/yr

Source: H2H data, SAHA and SHS information; agency websites. Notes: ITS = Intensive tenancy support; MBHS = Metropolitan boarding house support. 1. Two domestic violence services are funded within the Eastern Metro region to work with women and children and have limited contact with people sleeping rough. 2. Target 800 in 2017-18; adjusted to 650 for 2018-19. 3. Estimate based on https://www.socialventures.com.au/work/aspire-sibs/ "It is anticipated that around 600 adults who are experiencing homelessness will be referred to the Aspire Program over a four year period". 4. Total public housing properties include 1-2 bedroom properties only, but allocations includes properties of all sizes. 5. All support periods started in the 2016-17 financial year. 6. Funding includes ERO for 2017-18. 7. Actual clients supported not available for Aspire, Sobering Up Unit, Vinnies Women's Crisis Centre. thus not included in total.

Where are people being housed from the BNL currently?

Figure 21, below, provides data on where people have been housed from the BNL as at the middle of September. The vast majority of people have been placed in housing with the South Australian Housing Authority, under their Integrated Housing Program, with support provided through the Aspire program.

Figure 21: Tenure type for housing placements people housed from the By-Name List as at 18 September 2018
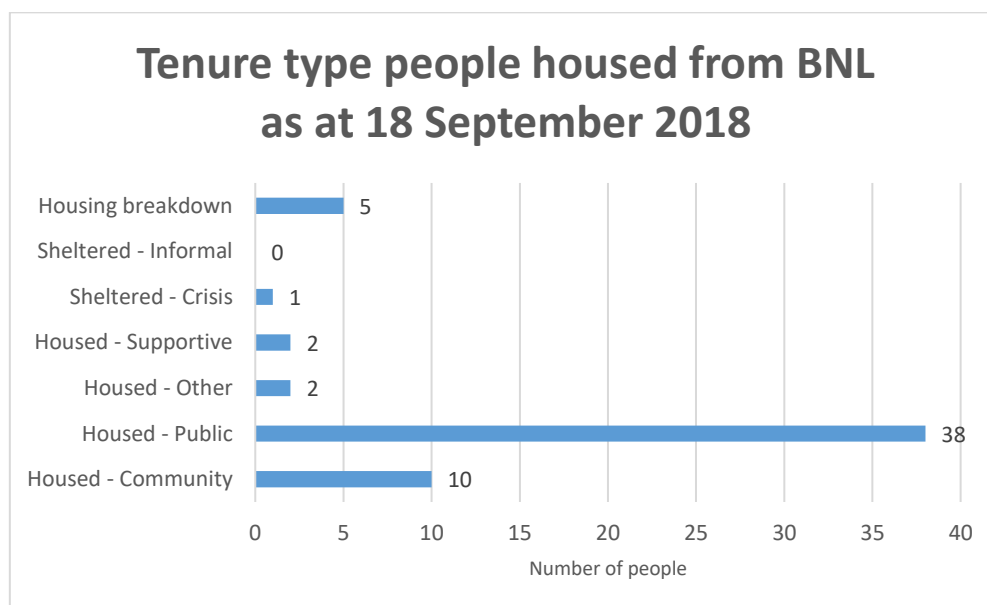
Notes: See Appendix A for AZP definitions of data categories.

Aligned housing need versus capacity (demand versus supply)

Mapping aligned housing need versus system capacity (supply) at the current time is difficult. This is fundamentally because much more work is needed to understand what journeys, for people moving on from sleeping rough, look like in the short-, medium- and longer-term. The South Australian Housing Authority's Homelessness to Home (H2H) dataset offers potential to do some of this journey mapping. Such data could be augmented with information from data linkages with other key agencies involved with individuals sleeping rough; an activity in progress as part of the work of the Adelaide Zero Project Strategic Data Working Group (SDWG). The work of the SDWG around data linkage to understand homelessness system inflow and outflow, and typical journeys for people sleeping rough, is of clear relevance for aligned housing, the Aligned Housing Working Group and for the Aligned Housing Action Plan.

While mapping supply, and supply against demand for aligned housing remains a challenge at the current time, the data captured in the BNL offers robust (moving towards real-time) evidence about the needs of people sleeping rough currently (as well as for people already housed and people who have been moved to inactive because the system has not engaged with them in 90 days). These data are indicative of demand for aligned housing across time, remembering that Adelaide's BNL is today's data[8] on individual needs and *flow through the homelessness system across a year in terms of rough sleepers is in the order of 480 individuals*. Accordingly, we can extrapolate some trends across a year

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[8] 'Today's data' meaning the date of the BNL data capture while the Adelaide Zero Project BNL continues to be refined and evolved in terms of processes and data integrity to become a real-time or as close to real-time data source as possible: a key goal of the Adelaide Zero Project and essential for meeting the goal of ending street homelessness in inner Adelaide.

around aligned housing. Table 5 makes some such extrapolations. In doing this, however, it is pertinent to point out that homelessness (especially sleeping rough) is a dynamic problem, the needs of rough sleepers are highly varied (including over quite short periods of time), and we simply do not know from the data available at the current time where some people moving on from sleeping rough go, and when and how people self-resolve their homelessness. The fact that homelessness is a dynamic problem is indeed part of the driver for Community Solutions (and others) moving towards real-time, by-name data as the basis of end homelessness efforts (Community Solutions 2018). The data presented in Table 5, then, should be considered in the context of reminding us that meeting the needs of people on the BNL, and achieving the Adelaide Zero Project goal of ending street homelessness in Adelaide's inner city by the end of 2020, is about preventing homelessness from (re)occurring.

The comprehensiveness of BNL data means that similar extrapolations to those above can be conducted using different lenses, such as a culturally appropriate lens for aligned housing need related to Aboriginal and Torres Strait Islanders, for gender-based and disability-related needs etc. Regular analysis of the BNL in the same vein as this report will also assist with projecting demand and demand/supply gaps. Demand/supply projections are an important part of understanding the number of housing options needed to achieve Functional Zero in the timeframe set. Projections will also determine the right housing options for individuals; that is, in terms of location, tenure, housing typology/form, design and accessibility, community/service connections, packaging with supports and level of supports

Table 5: Some key extrapolations from the By-Name List data in terms of expressed demand for aligned housing

Factors/influences for aligned housing	Proportion (based on mid-September BNL, actively homeless only) (%)	Number (mid-September BNL, actively homeless only)	Number (annual impact/ extrapolation)
Secure supportive housing (high acuity)	69	104 individuals	331 individuals
Rapid re-housing (medium acuity)	27	41 individuals	130 individuals
Light touch support (low acuity)	4	6 individuals	19 individuals

Other extrapolations can be made in the same vein as these, for data from the domains in the VI-SPDAT:

- Risks (B): use of emergency and crisis services, harm, legal issues, exploitation;
- Socialisation and Daily Functioning (C): financial issues, meaningful daily activity, social relationships; and,
- Wellness (D): physical health, substance abuse, mental health, tri-morbidity.

(See earlier section of the report presenting a first cut of such data).

Implications and considerations for aligned housing for the Adelaide Zero Project

The first cut analysis of the Adelaide Zero Project BNL, presented in earlier sections of this report, highlights a range of implications and considerations for aligned housing within the Adelaide Zero Project. Such implications and considerations extend across the interrelated domains of housing, support, culture, data and sustainability, as well as encompassing a small number of 'other' considerations that do not sit with the aforementioned categories and the need to understand the impact of aligned housing in terms of unintended consequences (and how these consequences can be managed). This section of the report provides a brief overview of such considerations/questions in the Adelaide context. The domains reflect a number of key learnings from the data analysis presented in this report, namely:

- The very high proportion of people on the BNL who are high acuity; triaged to assessment for secure supportive housing (70%);
- High demand/need for ongoing supports to be in place as part of the aligned housing solution for people moving on from sleeping rough to ensure people aren't set up to fail and have all the resources they need to sustain their tenancy and break the cycle of homelessness;
- The complex and chronic needs of people on the BNL – related to mental and physical health, prevalence of disability and co- and tri-morbidities, length of time homeless, substance abuse, violence, exploitation, safety and debt, among other factors articulated in this report – which must be accounted for in the allocation of housing and support;
- The significant proportion of Aboriginal and Torres Strait Islander people on the BNL (33%), raising to the fore the need for culturally appropriate understanding and responses to housing, health and support needs;
- Need for better data on such things as housing preferences and restrictions/ limitations around housing, for example, justified need for housing in a particular location (near family, services, supports) or not in a particular location (because of neighbourhood challenges, apprehended violence orders, traumatic experiences); and,
- The high levels of social isolation among people on the BNL and the implications of this for support services, people's meaningful participation in the life of the community and for us as a caring community who values equality and inclusion.

These learnings from the data must, of course, be considered in the context of the capacity of the homelessness system as currently constituted to meet people's needs, and the fact that services are consistently reporting being at 90-100% utilisation. Accordingly, any work to align housing to the needs of people on the BNL must be undertaken with a view to identifying housing pathways that meet people's expressed needs by freeing up capacity by looking at the system as a whole, and throughput within the system. **In other words, the key issue for aligned housing for the Adelaide Zero Project is lining up supply with people's needs in terms of chronicity and vulnerability**. The extent to which identifying housing pathways is important for aligned housing and meeting the needs of people on the BNL, is starkly demonstrated by the 70% of people on the list as at September 2018 who do not have wait list status for public or community housing (now being rectified, and having active wait list status for social housing implemented as standard procedure in intake), cutting off a critical housing pathway.[9]

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[9] Based on cross-checking people on BNL with H2H and SAHA wait list data.

Before articulating key implications and considerations it is important to also note here that work being carried out by the Project's Strategic Data Working Group around understanding system inflow (and outflow, especially those that are not housing placements; see Appendix C, Figure 22) is important for aligned housing, broadening understanding of aligned housing needs, and projections about need. Stemming inflows – the prevention and early intervention work within the Adelaide Zero Project (see Box 1) – has an important bearing on aligned housing, especially over time.

Housing-related considerations

Central to understanding and ensuring aligned housing for individuals being assisted through the Adelaide Zero Project are the three housing (and support) acuity categories or intervention levels the common assessment tool – the VI-SPDAT – triages to:

- Secure supportive housing, elsewhere referred to as permanent supportive housing (high acuity);
- Rapid re-housing (medium acuity); and,
- Light touch support (low acuity).

As these categories frame actions in terms of housing/support needs and prioritising resources, a first and key consideration for the Adelaide Zero Project and aligned housing is what these categories mean in the local context.

Analysis of the BNL shows a significant number of individuals are triaged to assessment for permanent supportive housing (approx. 70% of people on the actively homeless list in mid-September 2018). Arguably the NHHA funded homelessness and housing system as currently constituted does not provide such options in Adelaide. Accordingly, much more work is needed to flesh out how people's secure supportive housing needs (secure supportive housing with ongoing (long-term) support) can be met, and how their needs for secure supportive housing can be re-assessed over time.

Rapid re-housing is a relatively new concept in theory and practice in Australia and certainly in Adelaide, and therefore needs some unpacking to identify existing/working rapid re-housing approaches, gaps in this level of intervention, and to promote the concept to stakeholders, including policy-makers.

How the system can best meet the needs of Aboriginal and Torres Strait Islander people, and other CALD groups, is a further area of unpacking to be undertaken to ensure good and sustainable aligned housing options.

A number of key questions remain to be answered within the aligned housing work, as articulated here.

Key questions

What housing resources do we already have that we can utilise to meet individuals' needs in accordance with prioritisation/triage category/level of intervention (secure supportive housing, rapid re-housing and light touch options)?

Are existing housing options the right housing options, i.e. aligned or functional houses (location, type, accessibility etc.)?

If yes, how can we replicate these options/deliver more of them to the market?

If not, how can we re-orient the current housing options/stock available to meet the needs of individuals within the Adelaide Zero Project?

How do we ensure housing options are low or no barrier?

Are there deficits in housing options for people moving on from sleeping rough?

If yes, how can we create more options in each triage category?

Where is there additional capacity/avenues for aligned housing (e.g. through non-traditional players in the affordable housing space, policies/resources of other organisations such as local government, philanthropists etc.)?

What existing/functioning options are there for rapid re-housing for people assessed as medium acuity?

Can the South Australian Housing Authority's Private Rental Liaison Officer Program or a modified version of it assist the individuals assessed as lower acuity?

Can private rental brokerage approaches assist the individuals assessed as lower acuity?

Are there other innovative approaches in terms of rapid re-housing – nationally and internationally – that the Adelaide Zero Project can trial and benefit from?

What lessons are there from other jurisdictions for aligned housing within the Adelaide Zero Project?

What existing and new models of supporting people sleeping rough in a Housing First framework should we explore, test, refine, adopt?

How can we involve other housing providers, the private sector and philanthropists in aligned housing and in co-producing/co-delivering solutions for aligned housing for the Adelaide Zero Project?

What is needed to secure the commitment of Community Housing Providers to prioritising some of their portfolios for the Adelaide Zero Project?

How do we ensure throughput in crisis, transitional and Integrated Housing Program properties so that people can move rapidly from the street, through these options to secure housing options that meet their needs?

Based on demand projections from the By-Name List, how many housing options do we need to achieve Functional Zero by the end of 2020?

What lessons are there from the mechanics of aligning housing/the first few months of housing allocations for the Adelaide Zero Project; in relation to allocation processes themselves, prioritisation, appropriateness of housing stock (location, size, accessibility, community), at-risk/failing tenancies, 'failed' houses and the interplay of housing and support among other factors?

What would a 'menu' of aligned housing options for the Adelaide Zero Project look like/include?

? How can people with lived experience be meaningfully engaged in designing, trialling and refining aligned housing options for the Adelaide Zero Project?

? What avenues exist for testing or rolling out aligned housing options?

How can this be actioned?

Support-related considerations

Inextricably linked to the housing considerations outlined above are considerations in terms of support. As a Housing First model, the Functional Zero approach is about ensuring individuals have *the right housing to meet their needs.* The right housing meaning housing with the right type and level of supports individuals need to stabilise their lives and sustain accommodation for the long-term, and for the duration of need, thereby minimising likelihood of (re)cycling into homelessness.

The already known challenge around need for flexible funds/brokerage (untied monies) to allow for the purchase of necessary goods and services to support people settling into housing after moving on from sleeping rough is another area where clear action is needed. Housing allocation processes are suffering because it is difficult to secure or finance furniture, household items and the other things people need to settle into a home; 'stuff' that is important for the sustainability of tenancies.

The Adelaide Zero Project is fortunate to have access to the support packages (with intensive case management) being offered through the Aspire (Social Impact Bond) program. These packages, however, are a finite resource and the program is time-limited. Plans need to be made *now* to ensure support packages are available in the medium and longer-term for people moving on from sleeping rough and into secure housing.

Key questions

? How can we ensure the support individuals need to stabilise their lives and sustain their housing is available?

How do we ensure supports provided are low or no barrier?

? What is missing in terms of support for the target group (shelter and non-shelter related)?

At what key points are supports missing? (allocation, move-in, post-housing/for sustainment of tenancy)

How can we address gaps around support?

What other agencies/services/sectors need to be engaged in the aligned housing picture for the Adelaide Zero Project?

? How can we quickly set up a sustainable flexible/brokerage fund to support people's needs when settling into housing?

How can we extend the coverage of this fund into homelessness prevention/tenancy sustainability?

? What options do we have for support packages when the Aspire program packages run out or finishes?

Culture-related considerations

As noted earlier, a cultural lens underpins all elements and activities of the Adelaide Zero Project. It is imperative that the aligned housing work – around demands and supply/capacity – identifies and examines the different service responses needed for the Adelaide Zero Project to meet the specific needs of Aboriginal and Torres Strait Islander people, including needs related to mobility. Key questions for consideration in this context are outlined below.

Key questions

What specific housing and support needs do Aboriginal and Torres Strait Islander people sleeping rough have?

What does culturally appropriate aligned housing look like for the Adelaide Zero Project?

How can Aboriginal services and people with lived experience be meaningfully engaged in designing, trialling and refining culturally appropriate aligned housing for the Adelaide Zero Project?

What avenues exist for testing and/or rolling out culturally appropriate aligned housing options?

How can this be actioned?

Data-related considerations

As noted throughout this report, there are some limitations in terms of data for the Adelaide Zero Project with implications for understanding and delivering aligned housing. Such limitations in relation to BNL are being fed back to the BNL Working Group via the Aligned Housing Research Project team. Other limits can be overcome through data linkage work as noted earlier in this report, and potentially by matching BNL data with the South Australian Housing Authority's H2H data. A number of key questions remain for data for aligned housing within the Adelaide Zero Project.

Key questions

What data does the Adelaide Zero Project have/can the Adelaide Zero Project access on housing/support need and demand?

What data is missing that will assist with understanding/identifying aligned housing and aligning housing to needs/demand?

Can/how can H2H data assist with their understanding of need/demand?

Can/how can H2H data assist with building understanding of people's journeys into, through, and out of the system?

Sustainability-related considerations

Sustainability is a key focus within the Adelaide Zero Project, and on two levels.

1. The Adelaide Zero Project aims to achieve and *sustain* Functional Zero homelessness for people sleeping rough in the inner city. Sustaining Functional Zero will be an ongoing challenge. It will require a sufficient supply of the right housing (including support) to move people who are actively rough sleeping to accommodated; indicating an efficiently operating homelessness services system, and ensuring everyone who wants a place to call home has one. Quality real-time data and constant review, evaluation and promotion (for accountability) of project outcomes are central to ensuring this level of sustainability.

2. The Adelaide Zero Project is about ensuring that all people sleeping rough in the inner city who want a place to call home have one. Securing a house though, is only part of the individual outcome picture. Ensuring individuals have the tools and resources at their disposal (including support services) to sustain their accommodation is paramount. Functional Zero will not be achieved if individuals relinquish their housing and (re)cycle repeatedly into homelessness. More importantly, placing people into housing without the necessary supports to sustain that housing is not in the wellbeing interests of individuals, and not the positive housing outcome the Adelaide Zero Project is trying to achieve for individuals who have been sleeping rough.

Key questions

How can we ensure that housing outcomes for individuals achieved through the Adelaide Zero Project are sustainable in the longer-term?

How can we ensure the ongoing supply of appropriate (aligned) housing options for sustainment of Functional Zero for street homelessness in the Adelaide inner city?

Policy-related considerations

Ultimately, policy levers/changes may be needed to ensure or maximise aligned housing supply for the Adelaide Zero Project. A range of questions are evident with regard to policy.

Key questions

What policy levers are available to ensure an adequate supply of aligned housing for the Adelaide Zero Project?

Can/how can policy levers be used to entice other players to provide housing/support for the Adelaide Zero Project?

How does aligned housing for the Adelaide Zero Project fit within plans for system-wide review of housing by the South Australian Housing Authority?

What opportunities are there to ensure aligned housing for the Adelaide Zero Project as part of reform of specialist homelessness services and negotiation of their funding arrangements into the future?

Unintended consequences

Notably, the coalition of stakeholders driving the Adelaide Zero Project are conscious of identifying and managing any unintended consequences or perversities caused by the system shifts needed for the Adelaide Zero Project to end street homelessness in inner Adelaide by 2020. Such consequences related to aligned housing, as well as other elements/activities of the Adelaide Zero Project, raise questions such as those below.

Key questions

What impacts (perversities/unintended consequences) is aligned housing within the Adelaide Zero Project having elsewhere (i.e. geographically, for other groups/individuals etc.)?

How can these impacts be avoided, addressed or managed?

Other considerations

Other key considerations/implications related to aligned housing are captured in the following questions.

Key questions

What other factors must be considered in terms of aligned housing (including housing allocations processes) for the Adelaide Zero Project?

Who else should be involved in aligned housing for the Adelaide Zero Project?

Why? In what way?

How can aligned housing lessons fed back into the Adelaide Zero Project model to ensure continuous improvement?

Conclusion

This research paper provides important context regarding aligned housing for the Adelaide Zero Project: with aligned housing being the mechanism for identifying and developing strategies to ensure alignment of the right housing and support, with people's expressed needs, as captured on the By-Name List.

> Ensuring an adequate supply of aligned housing – now, in the medium and longer-term and, indeed, in perpetuity – is central to Adelaide achieving, and sustaining, its aim of functionally ending street homelessness in the inner city.

The report also provides an indication of 'where we are at' in terms of system capacity and gaps, and a starting point for the investigative, iterative and evidence-informed discussions we need to have about aligned housing for ensuring sustainable housing outcomes for people moving on from sleeping rough. Such discussions could and should follow the release of this paper, allowing a range of stakeholder perspectives to be captured, including the expert knowledge of people with lived experience and particular cultural needs.

The report points to the importance of quality person-specific data for the Adelaide Zero Project to advance further. Quality person-specific data such as that presented in this report provides a new set of information through which to understanding people's needs, and for informing actions, practice and system change within the Adelaide Zero Project, the homelessness sector and beyond. Accordingly, it is critical that appropriate resources – both time and money – are invested into the ongoing refinement and development of the By-Name List, and the agencies and platforms supporting it.

Further unpacking of models of housing and support that may work in the Adelaide context (aligned housing options), as well as (ongoing) identification of new models, evidence about their effectiveness, costing and testing them for appropriateness are logical next steps or extensions of this work. Actioning these items should be within the remit of the Aligned Housing Working Group, and a roadmap from this work articulated in the *Aligned Housing Action Plan*. Developing a menu of aligned housing options would be useful for the Adelaide Zero Project. The work being undertaken as part of other end homelessness campaigns, for meeting the needs of people with high and complex needs, and for delivering affordable housing to the market, are all avenues to be looked at for aligned housing.

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Appendix A: AZP homelessness and housed status/category definitions

active - sleeping rough, not connected	known to be sleeping rough, not actively linked with identified agency, Street to Home (or another agency) making efforts to connect
active - sleeping rough, connected	known to be sleeping rough, actively linked with identified agency who has registered person on H2H
active - temporarily sheltered	in a form of temporary shelter under 3 months, such as short term boarding house (< 3 months tenure) e.g. Catherine House transitional housing
active - informally sheltered	in informal temporary shelter e.g. with family, friends, couch surfing but tenure not secure and likely to be less than 3 months
active - sheltered crisis	has short term crisis shelter, e.g. hotel, Vinnies, sobering up unit, Catherine House emergency program
deceased	known to have died
inactive - no contact (not sighted for 90 days)	no active contact for the past 90 days.
inactive - transferred (moved to another community)	known to have moved out of region/interstate - actual whereabouts may not be known but known to be no longer seeking housing support in inner city
inactive - returned to country	known to have returned to country - actual whereabouts may not be known but known to be no longer seeking housing support in inner city
inactive - system (detained or treatment facility)	known to be detained in custody (remand, prison, youth detention) or in a treatment facility (hospital, mental health unit, residential setting) for longer than 2 weeks. May return to active on release
housed - public	property owned by SA Housing Authority (NOT IHP) has signed tenancy agreement and has keys to public housing unit
housed - community	has signed tenancy agreement and has keys to community housing unit
housed - IHP	property assigned to Integrated Homelessness Program (SA Housing Authority)
housed - private rental	has signed tenancy agreement and has keys to private rental
housed - outside of AZP	housed without support of AZP – e.g. with family or friends OR through private or public housing outside of AZP housing allocation process
housed - boarding house longer term	> 3 months tenure in a boarding house with option to extend tenure

Note: Final specifics of definitions to be determined by AZP Connections Week and By-Name List Working Group and endorsed by the Project Steering Group.

Appendix B: Selected housing influences/impacts questions from the VI-SPDAT

Domain B: Risks
- Have you been attacked or beaten up since you've become homeless?
- Have you threatened to or tried to harm yourself or anyone else in the last year?
- Do you have any legal stuff going on right now that may result in you being locked up, having to pay fines, or that make it more difficult to rent a place to live?
- Does anybody force or stand over you to do things that you do not want to do?
- Do you ever do things that may be considered to be risky like exchange sex for money, food, drugs, or a place to stay, have sex with someone you don't know, share a needle or anything like that?

Domain C: Socialisation & Daily Functioning
- Is there any person, past landlord, business, bookie, dealer, or government group like Centrelink, the ATO or the Department of Housing that thinks you owe them money?

Domain D: Wellness
- Have you ever had to leave your unit or other place you were staying because of your physical health?
- Do you have any chronic health issues with your liver, kidneys, stomach, lungs or heart?
- Do you have any physical disabilities that would limit the type of housing you could access, or would make it hard to live independently because you would require help?
- When you are sick or not feeling well, do you avoid getting medical help?
- Has your drinking or drug use led to you being kicked out of a unit/apartment or a program where you were staying in the past?
- Will drinking or drug use make it difficult for you to stay housed or afford your housing?
- Have you ever had trouble maintaining your housing, or been kicked out of a unit, program or other place you were staying, because of:
  - A mental health issue or concern?
  - A past head injury?
  - A learning disability, developmental disability, or other impairment?
- Do you have any mental health or brain issues that would make it hard for you to live independently because you'd need help?
- YES or NO: Has your current period of homelessness been caused by an experience of emotional, physical, psychological, sexual, or other type of abuse, or by any other trauma you have experienced?

Appendix C: Functional Zero flow

Figure 22: Functional Zero flow, Adelaide Zero Project
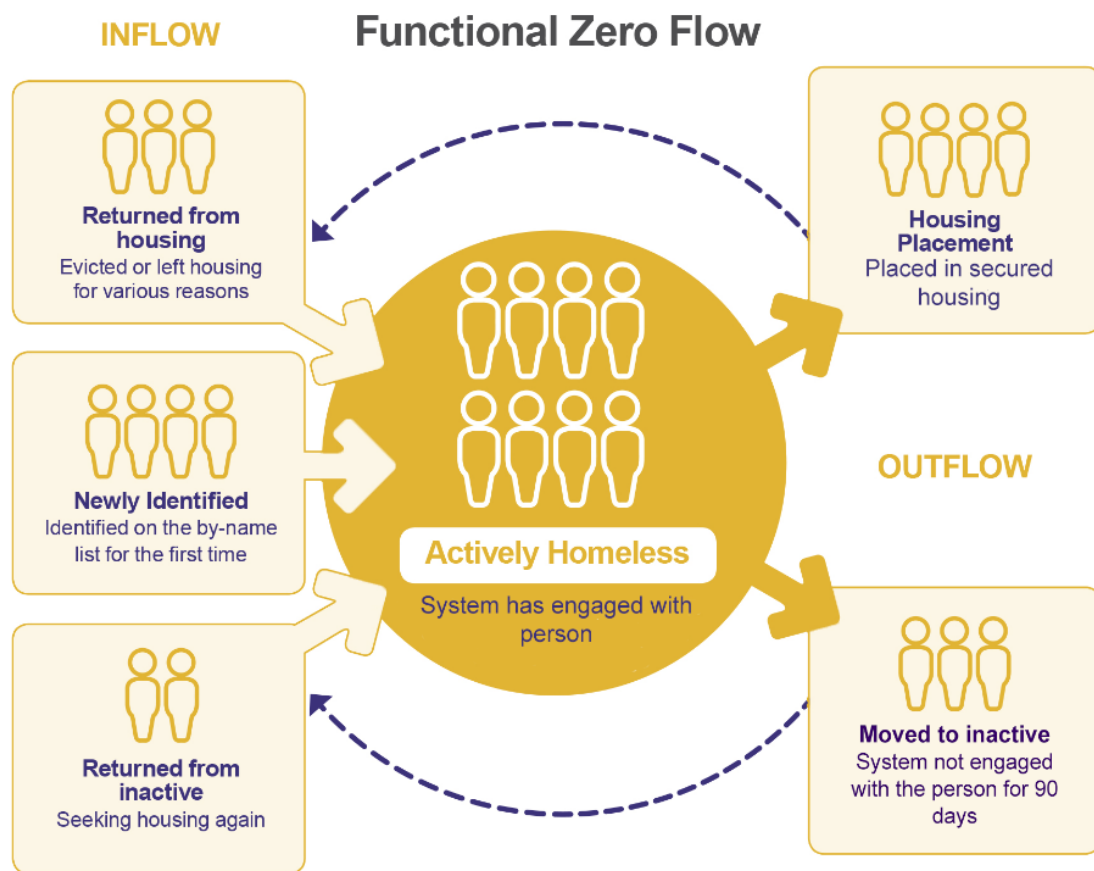
Source: Adapted from Community Solutions 2017